MANCHESTER CITY COUNCIL

TOWN & COUNTRY PLANNING ACT 1990 (As Amended)

Statement of Case by Manchester City Council

Appeal by The Union of Shop, Distributive and Allied Workers (USDAW), Watkin Jones Group Ltd and Wilmslow Road Manchester Ltd

Into the refusal of planning permission for the:

Erection of 1 no. 13 storey building and 1 no. part 4 and part 5 storey building to form purpose built student accommodation together with a single storey side and rear extension to the retained and refurbished Oakley Villa and conversion to form amenity and communal space together with associated landscaping, cycle parking, car parking and associated works following the demolition of existing office accommodation on the site

At Oakley

188 Wilmslow Road

Manchester

M14 6LJ

Planning Inspectorate Ref: APP/B4215/W/21/3286831

Manchester City Council Planning Application Ref: 129020/FO/2020

1. INTRODUCTION

The Appeal Development

1.1 This statement relates to an appeal made by The Union of Shop, Distributive and Allied Workers (USDAW), Watkin Jones Group Ltd and Wilmslow Road Manchester Ltd ("The Appellant") against the decision of Manchester City Council ("The Council") to refuse planning permission for the following development ('The Proposal'): Erection of 1 no. 13 storey building and 1 no. part 4 and part 5 storey building to form purpose built student accommodation together with a single storey side and rear extension to the retained and refurbished Oakley Villa and conversion to form amenity and communal space together with associated landscaping, cycle parking, car parking and associated works following the demolition of existing office accommodation on the site.

1.2 Planning application reference : 129020/FO/2020 was determined on the 3rd September 2021 and refused on the following grounds:

1) The proposal would not give rise to a positive regeneration impact or address the requirement for housing in the area. The proposals do not contain a mix of uses that would support Fallowfield District Centre, would not closely integrate with existing neighbourhoods and are considered to give rise to unacceptable impacts by reason of the density of development and level of proposed occupation. As such the proposals are not considered to accord with policies H6 and H12 of the Core Strategy.

2) The applicant has not demonstrated a formal agreement is in place with a University, or another provider of higher education for the supply of all or some of the proposed bed spaces, or that there is a need for additional student accommodation within this location, as such it is not considered that the proposals satisfy policy H12 of the Core Strategy.

3) The scale and massing of the proposed development in close proximity to lower scale residential buildings and the non-designated heritage asset of Oakley House, would give rise to an overbearing visual impact and provide a significant urbanising effect on the edge of Platt Fields Park. It would form an over-dominant feature within the street scene and area, which would have a detrimental effect on visual amenity and character

of the area. It is therefore considered to be contrary to policies SP1, EN1,EN2, EN3 and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the NPPF.

4) Due to the height of the proposal there is the potential for the development to overshadow adjacent trees that form an important habitat and have a high visual amenity within Platt Fields Park. In the absence of evidence that the development would not adversely impact on adjacent trees, it is considered that the proposed building, by reason of its scale and height, could have a detrimental impact on existing adjacent trees contrary to policy EN9, EN15 and DM1 of the Manchester Core Strategy.

5) The proposed development would introduce up to 425 students into an area already experiencing high levels of student accommodation and occupation. It is considered that this provision would give rise to unacceptable impacts on the residential amenity of nearby residential occupiers by reason of noise, disturbance and general activity associated with the comings and goings and occupation of the proposed development contrary to policy H12 and DM1 of the Core Strategy.

6) The windows within the south facing elevation of the proposed development would result in overlooking over a short distance to the living room windows of existing residential properties on Langley Road to the detriment of the reasonable amenity and privacy of the occupiers. As such the proposal is contrary to policies SP1, DM1 and H12 of the Core Strategy.

1.3 Prior to the validation of the appeal subject to this Hearing, the appellant had prepared and submitted to the Council a further Arboricultural Report prepared by Cheshire Woodlands (report reference CW/9914-R-3) dated 13th December 2021). This had been prepared by the appellant to overcome reason for refusal 4 set out above. Following a review and assessment of this further report the Council agrees that the proposed development would not give rise to detrimental impact on existing adjacent trees and reason for refusal 4 has been addressed by the appellant.

The Scope of Evidence

1.4 The evidence for the Council will firstly describe the appeal site and its context. It will then identify the planning policy framework against which this appeal development is to be assessed proceeding to an assessment of the Council's case outlining the reasons for refusal set out on the Council's decision notice. An analysis of the appellant's grounds of appeal will also be set out followed by the conclusions of the Council. Appendices are appended but submitted under separate cover together with a list of potential conditions if this appeal were allowed.

2. APPEAL SITE AND SURROUNDING AREA

2.1 The application site comprises the original early-19th century villa, known as "Oakley", along with three large office extensions constructed for the current occupiers, USDAW, in the late 1930s, c.1950s and the 1970s. The supporting information submitted with the proposal application indicated that the first known record of the property being in occupation was 1837. The original villa is the last surviving of a number of large 19th century villas that were constructed on the western side of Wilmslow Road. To the centre, north and east of the site are remaining open grounds dating to the original residential use of the site, including stone and brick boundary walls and the remains of an early-20th century garden potting shed. The remainder of the site comprises the original Villa, later extensions and hardstanding for car parking. The site is rectangular in shape and extends to approximately 0.8 hectares in size.

2.2 There are a number of substantial trees within the car parking area located to the Wilmslow Road frontage of the site that contribute towards the verdant feel of this section of Wilmslow Road between the northern edge of Fallowfield and the Southern edge of Rusholme District Centre. A number of the trees on the site were made subject of a Tree Preservation Order in 2021 following the submission of the appeal proposals, a copy of this Order was previously forwarded alongside the appeal questionnaire.

2.3 At the time of the determination of the appeal proposal the site was in use as the head office for USDAW, a non-profit organisation providing advice and representation to businesses in a number of different industries including road transport, dairy and food shopping as well as major retailers. It is understood that since the time the Council issued

its decision notice USDAW have largely vacated the site and have moved their head office to another location within Greater Manchester.

2.4 The site is located within the Fallowfield ward of the City of Manchester in close proximity to the boundary with the Rusholme ward 130 metres to the north and approximately 450 metres to the north of the boundary with the Withington ward. The site lies outside but adjacent the Fallowfield District Centre whose boundary follows the commercial properties fronting onto Wilmslow Road. Further afield the site is approximately 4km south of Manchester city centre, approximately 2km south of the University of Manchester ("UoM") Main Campus, and 3 km south of Manchester Metropolitan University's ("MMU") Oxford Road campus.

2.5 The ward of Fallowfield comprises a range of types and periods of residential accommodation with Victorian terraced properties located to the immediate south of the site and further to the south-east located to the south of Moseley Road and to the east of Ladybarn Lane; inter and post - war residential development is also present within the ward including social housing provision together with more recent higher density apartment developments located along the Wilmslow Road corridor to the south of its junction with Moseley Road within the district centre, and also along Wilbraham Road. To the east of the site on the opposite side of Wilmslow Road lies the University of Manchester's Fallowfield Campus providing student accommodation and other associated facilities including indoor and outdoor sporting facilities.

2.6 The Fallowfield ward and the neighbouring Withington ward to the south are popular areas for students to reside during their studies at the Universities located further north. Accommodation occupied by students ranges from shared Houses in Multiple Occupation – typically within the terraced housing stock in the area, purpose built student accommodation within the district centre, and, the University of Manchester owned student halls at the Fallowfield Campus located across Wilmslow Road to the east of the appeal site. Whilst both the presence of the Universities and students attending them make an important contribution to the city it has been long recognised by the Council that an important element in its planning policies was to manage this demand and the impacts arising from them to maintain the sustainability of its neighbourhoods. This led to the making of an Article 4 direction in 2011 removing permitted development rights for the change of use from a C3

residential dwellinghouse to a C4 House in Multiple Occupation and subsequently the adoption of policy H11 in the Manchester Core Strategy in 2012 and polices H12 and SP1.

2.7 The character of the area to the north and west of the site is more of an open parkland nature associated with Platt Fields Park, a substantial public park extending over 70 hectares. After being purchased by the Manchester Corporation the park was formally opened in 1910, today it contains a number of outdoor event sites with three dedicated show fields, a broad range of outdoor sporting facilities, and a Shakespeare Garden. In the north eastern corner of the park is the Grade II* Listed Platt Hall which since 1947 has been the home to Manchester's Costume Gallery and is situated approximately 500m to the north of the site; the Grade II* Listed Holy Trinity Church on Platt Lane is approximately 580 metres to the north west; and, the Grade II Listed Platt Chapel is approximately 110 metres to the north of the site. Other buildings of note within the park are the Platt Lane Complex Sport facilities of Manchester Metropolitan University on the western side of the park and the educational campus of the Manchester High School for Girls on Grangethorpe Road to the north of the Site.

3 PLANNING POLICY FRAMEWORK

The Development Plan

3.1 The Core Strategy Development Plan Document 2012 -2027 ("the CS") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The CS replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long-term strategic planning policies for Manchester's future development. The vision for the CS is that by 2027 Manchester will be a City with neighbourhoods where people choose to live all their lives because they offer wide range of quality housing and an attractive environment where locally distinctive character is conserved and enhanced.

3.2 A number of UDP policies have been saved until replaced by further development plan documents to accompany the CS. Planning applications in Manchester must be decided in accordance with the CS, saved UDP policies, and the NPPF unless material considerations

indicate otherwise. Policies the Council believes are relevant to this appeal in the CS are detailed below:

3.3 CS policy SP1 states that the key spatial principles which will guide the strategic development of Manchester to 2027 include: the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. Development in all parts of the City should make a positive contribution to neighbourhoods of choice including: creating well designed places that enhance or create character; making a positive contribution to the health, safety and wellbeing of residents considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income; protect and enhance the built and natural environment.

3.4 CS policy H1 sets out the overall strategic view of housing provision in the city under Strategic Objective 3 which is to 'Provide for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth' and recognises that 'new housing can help to revitalise communities and ensure areas become "Neighbourhoods of Choice" with the increased population supporting local services and facilities. It is set out that the proportionate distribution of new housing, and the mix within each area, will depend on – amongst other things - The management of areas where Houses in Multiple Occupation predominate. The policy also seeks to prioritise sites in close proximity to centres or high frequency public transport routes.

3.5 CS policy H6 relates to housing provision in South Manchester where the appeal site is located. It sets out that the area would accommodate around 5% of new residential development over the lifetime of the CS. It recognises high density development in the area would only be appropriate within the district centres including Fallowfield as part of mixed-use schemes. Elsewhere the priorities would be for housing that meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing. The supporting text to the policy sets out the recognition of the relative lack of land for residential development in this area of the city and that there is a need for higher densities within District Centres to meet the need for

affordable housing. It also confirms that the university-owned Fallowfield campus site would be appropriate for further high density purpose built student accommodation.

3.6 CS Policy H11 relates to Houses in Multiple Occupation and seeks to ensure that a suitable balance of properties for residential accommodation is available and to avoid over dominance of C4 and sui generis HMOs in an area.

3.7 CS Policy H12 relates to Purpose Built Student Accommodation and is supportive of new purpose built student accommodation where the development satisfies a list of 10 criteria (where appropriate). The policy also confirms that priority is to be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which meet Manchester City Council's regeneration priorities.

3.8 CS Policy C6 sets out the framework for supporting the District Centres in South Manchester including Fallowfield. The policy is supportive of development in Fallowfield which creates more diverse centres, in particular involving improvement to the retail offer to meet the full range of residents in surrounding neighbourhoods and promoting community uses. The supporting text acknowledges that Fallowfield performs strongly as centre on key measures anchored by a large food store, with significant trade associated with the student population and an extensive evening economy. It also notes that there is a large resident population living within the centre and immediately adjacent to the centre but currently there is limited civic and community provision and the plans to develop the University of Manchester site are an opportunity to focus student activities and encourage a wider range of uses elsewhere in the District Centre.

3.9 CS Policy EN 1 relates to Design Principles and Strategic Character Areas and expects all development in Manchester to follow the seven principles of urban design, as identified in national planning guidance and listed above and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be realised, particularly on major radial and orbital road and rail routes. The appeal site is located within the Southern Character Area where there is a notable presence of older development (1750-early 1900) at key junctions and along historic radial routes such as Oxford Road/Wilmslow Road, often but not exclusively

associated with District Centres. The largely flat terrain has enabled the subsequent infilling of land between these routes with a more regular layout of predominantly residential development up to the 1960s. Much of this subsequent development was associated with the purpose built radial parkways, serving the City Centre. The area contains pockets of formal open space including some significant historic parks. New development is expected to retain the identity and focus of activity associated with the historic District Centres. Where appropriate development along the radial routes should be commensurate in scale with the prominence of its location.

3.10 CS Policy EN2 relates to Tall building proposals. These are defined as buildings which are substantially taller than their neighbourhoods and/or which significantly change the skyline. The policy is supportive of tall buildings where it can be demonstrated that they:

- Are of excellent design quality,
- Are appropriately located,
- Contribute positively to sustainability,
- Contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance, and
- Will bring significant regeneration benefits.

The policy sets out that a fundamental design objective will be to ensure that tall buildings complement the City's key existing building assets and make a positive contribution to the evolution of a unique, attractive and distinctive Manchester, including to its skyline and approach views. The policy confirms that outside of the City Centre tall building development would only be supported where, in addition to the requirements listed above, it can be shown to play a positive role in a coordinated place-making approach to a wider area. Suitable locations are likely to relate to existing district centres. The height of tall buildings in such locations should relate more to the local, rather than the City Centre, urban context.

3.11 CS Policy EN 3 relates to proposals that have heritage implications. The policy encourages development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments are expected to be designed to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of

acknowledged importance including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains. Proposals which enable the re-use of heritage assets are encouraged where they are considered consistent with the significance of the heritage asset.

3.12 CS Policies EN4 through to EN6 provide a framework relating to sustainability in the design of buildings and including the contribution towards reducing CO2 emissions and reducing fuel poverty.

3.13 CS Policy T2 indicates that the Council will actively manage the pattern of development to ensure that new development: Is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections; and, is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

3.14 CS Policy EN14 relates to flood risk. All new development is expected to minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure.

3.15 CS Policy EN15 looks to development proposals maintaining or enhancing sites of biodiversity and geological value. Development proposals are be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

3.16 CS Policy EN16 concerns Air Quality and that proposals are expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.

3.17 CS Policy EN17 on Water Quality indicates that development should avoid any adverse impact on water quality, including during the construction phase, and wherever possible should seek to enhance water quality, both chemical and ecological. Surface water run-off

from development and associated roads should be minimised, whilst maximising the use of appropriate sustainable drainage systems, minimising groundwater contamination, and to avoid pollutants reaching watercourses.

3.18 Policy EN19 relating to waste requires all development proposals to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

3.19 Policy DM1, Development Management - This policy states that all development should have regard to the following specific issues:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques.

3.20 Reference is made to a wider suite of policies than set out within the reasons for refusal in order to set the policy context of the appeal site and the overarching aims of adopted Core Strategy policies in relation to meeting the challenges of ensuring the City is providing the right type of residential accommodation in the right locations. Fallowfield has been an area with a high student population for decades and inevitably this is related to the historic development of the University of Manchester Halls of residence on the eastern side of Wilmslow Road opposite the appeal site. Over time, the growth in students numbers residing in the area has led to challenges to public service provision such as waste collections, fly tipping, crime and anti- social behaviour but also in terms of providing an area where a stable and sustainable community can flourish.

3.21 As part of its planning policy response the Council has over a period of time sought to address these issues, initially through the adoption of an Article 4 direction removing the permitted change from Class C3 use (residential dwellinghouse) to Class C4 use (House in Multiple Occupation) on the 8th October 2011 and subsequently in 2012 through the adoption of the Core Strategy and a framework of policies including CS SP1, H1, H6, H11, H12 and DM1 that seek to: create neighbourhoods of choice; provide high quality and diverse housing around district centres which meet local needs; prioritising family housing; avoiding areas of mono-tenure; and resisting further HMOs in areas where there is a high concentration of such uses. was adopted and contained policies. It is within this context and framework of policies together with the overall strategy and vision of the CS that the appeal scheme was considered.

Saved Unitary Development Plan policy

3.22 Policies DC26.1 sets out the consideration of the effect of new development proposals which are likely to be generators of noise; and the implications of new development being exposed to existing noise sources which are effectively outside planning control.

National Planning Policy Framework (2021)

3.23 The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced and the way in which planning decisions should be made.

3.24 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in preparing the development plan and is a material consideration in planning decisions.

3.25 The NPPF sets out that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

3.26 Section 5 'Delivering a sufficient supply of homes' paragraph 60 indicates 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'.

3.27 Paragraph 105 sets out that the planning system should actively manage patterns of growth. Significant development should be focused on locations which are or can be made

sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health.

3.28 Section 11 deals with Making effective use of land and in paragraph 119 it is confirmed that decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. At paragraph 120 the NPPF goes on to indicate that decisions should promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

3.29 In achieving well-designed places the NPPF advises that 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. At paragraph 130 it is confirmed that decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change; establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

3.30 Section 16 of the NPPF deals with conserving and enhancing the historic environment. It confirms at paragraph 189 that heritage assets range from sites and buildings of local

historic value to those of the highest significance, such as World Heritage Sites which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

3.31 Local planning authorities are tasked with identifying and assessing the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal (paragraph 195).

3.32 The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application (paragraph 203). 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.

Other Material Considerations

Report to the City Council's Executive on PBSA (Appendix 1)

3.33 The Council's Executive endorsed a report regarding PBSA on 9 December 2020 following the outcome of a public consultation exercise with key stakeholders, on PBSA in Manchester. The report was endorsed by the Executive to help guide the decision-making process in advance of a review of the Local Plan. It was requested by the Council's Executive that the report on PBSA in Manchester be considered as a material planning consideration until the Local Plan has been reviewed.

3.34 The report sets out that Core Strategy Policy H12 retains relevance in how PBSA is developed in Manchester. It sets out that the location of new PBSA should be close to University facilities. The report also highlights how location is a key factor in ensuring the quality, security, sustainability and wellbeing benefits in the provision of accommodation.

The report confirms that accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area.

3.35 The PBSA report sets out numerous reasons why location is a significant consideration in determining the acceptability of new PBSA developments, such as how:
- New stock in appropriate locations represents an opportunity to deliver an improved student experience;
- The location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students; and
- Given the current climate emergency and Manchester's commitment to be carbon neutral by 2038, it is increasingly important that the location of student accommodation in Manchester should continue to be driven by proximity to university campuses.

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance April 2007 – (Appendix 2)

3.36 This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment.

3.37 At paragraph 2.3 the SPD indicates that a high quality environment is created by buildings which reflect their purpose and respect the place in which they are located. Different parts of the City, its neighbourhoods and streets have distinct or individual characters which are a product of the design of their buildings, the nature of the streets, the quality of the landscape or the nature of their activities. Such positive characteristics should be recognised and enhanced by new development. Each new development should be designed having full regard to its context and the character of the area.

3.38 Paragraph 2.7 sets out how development should help to sustain local neighbourhoods through encouraging the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified urban form which blends in with, and links to, adjacent areas. Increased development density can be appropriate where it is necessary to reinforce community identity, promote a more economic use of land, increase

demand for local facilities and contribute to safer, self-policed streets. However density levels must be informed by the character of an area and the specific circumstances of a proposal.

3.39 At paragraph 2.13 it is highlighted that the scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. At paragraph 2.14 the SPD indicates that it is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones. Whilst at 2.15 it acknowledges that streets can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations. In established residential areas, significant variation in height may not be appropriate.

3.40 The SPD highlights that neighbourhoods should contain a mix of housing and that successful neighbourhoods offer a choice of housing to enable residents to continue to live in an area as their needs and aspirations change.

3.41 The SPD recognises that the majority of new development within the City will continue to be on infill sites within an established neighbourhood and street. It sets out that new developments should respect the existing scale, appearance, grain and mix of uses and make a positive contribution to the quality and character of the area.

3.42 With regards to Tall Buildings the SPD confirms that the location and design of tall buildings need careful consideration. They can be viewed from longer distances and have an impact on a much wider area. Whilst Tall buildings provide very positive messages about Manchester, and can significantly improve its image and peoples' perceptions of it, badly located tall buildings could have an adverse effect and as such any proposals will always have to be fully justified and carefully considered.

4 STATEMENT OF CASE

1st Reason for Refusal

"The proposal would not give rise to a positive regeneration impact or address the requirement for housing in the area. The proposals do not contain a mix of uses that would support Fallowfield District Centre, would not closely integrate with existing neighbourhoods and are considered to give rise to unacceptable impacts by reason of the density of development and level of proposed occupation. As such the proposals are not considered to accord with policies H6 and H12 of the Core Strategy."

4.1 CS policy H12 sets out a number of criteria that proposals for Purpose Built Student Accommodation are expected to address. In this instance the proposals are for a high density form of development providing 425 bedspaces on a site 0.8ha in size. Criteria 3 of H12 anticipates that High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. As will be set out in subsequent sections of this statement the form of development proposed is not considered to be compatible with the character of the area and existing developments within the area. The site is located adjacent lower-scale residential properties and the open nature of its parkland setting to the north and west. Whilst it is acknowledged the facilities associated with Fallowfield District Centre to the south are within walking distance the proposals are not considered to accord with criteria 3 of policy H12.

4.2 Criteria 4 of policy H12 gives preference to schemes demonstrating a positive regeneration impact in their own right, it sets out how schemes may demonstrate such impacts. It is also envisages through this criteria that proposals should contribute to providing a mix of uses and support district and local centres, as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents. Given the form, scale and density of the proposed scheme it is not considered that the proposals would closely integrate with existing neighbourhoods. Fallowfield has been subject to recent enlargement of PBSA in the form of the redevelopment proposals for the University of Manchester Fallowfield Campus opposite the site on Wilmslow Road. The redevelopment proposals sought the provision of new purpose built accommodation to the far east of the site as an initial phase of development which has now been completed. Further phases which have to date not been brought forward envisaged the demolition of the Owens Park tower and associated halls to the south along the Wilmslow Road frontage.

The scheme granted consent would provide an addition of 3,209 bedrooms (a net increase of 1,033 rooms).



Fig 1.1 Masterplan for the redevelopment of The University of Manchester Fallowfield Halls of Residence Campus – Approved 10/12/2015

4.3 Fallowfield district centre is located to the immediate south of the site with its northern boundary close following the extent of commercial properties on the western side of Wilmslow Road (see Appendix 3 for boundary). Existing two storey terraced residential properties are located to the immediate south with three storey post war apartments fronting Wilmslow Road at Hilltop Court to the south-east of the site. The district centre contains a number of uses and this has evolved over a period of time to one that has and is becoming dominated by food and drink based uses. The Council undertakes regular Centre surveys to monitor changes over time, whilst the below table (fig 1.2) is reflective of the use classes prior to the changes and introduction of the class E commercial use made in September 2020, it does assist in reviewing the changes taking place prior to those amendments to Use Class Order. This table provides a breakdown of the A class uses within Fallowfield Centre from 2015 through to 2019 and notes the number of units within the centre against each use and a percentage of the units within that use. This table does

not provide a full breakdown of all uses within the centre but provides a summary of the main commercial uses located within it.

4.4 It is noted that there has been a steady increase in the numbers of café/restaurant uses within the centre with a correlating reduction in shop uses. Whilst Hot food takeaways units have remained relatively stable this may be as a result of the Councils Hot Food Takeaway SPD which seeks to retain a balance of uses within district centres and avoid overconcentration of former A5 uses (now sui generis).

4.5 Whilst the permitted change between Class E uses may result in the increase in café/restaurant uses from other class E uses including retail shops, this change was being witnessed in Fallowfield prior to September 2020. A recent review of Fallowfield indicates that since the introduction of the Class E use there has been further changes in the composition of the Centre. As of March 2022 a further 6 units are now trading as Class E café/restaurant use (26% of all the units in the centre) and a further 4 units are in operation as Hot Food Takeaways (26% of all units in the centre).

	2015	%	2017	%	2019	%
A1 - Shops	15	21	16	23	12	17
A2 - Financial & Professional	10	14	9	13	10	14
A3 - Café's & Restaurants	8	11	9	13	13	18
A4 - Pubs	7	10	7	10	4	6
A5 - Hot Food Takeaways	21	30	19	27	15	21

Fig 1.2 – Fallowfield District Centre changes in unit numbers within use classes between 2015 and 2019

Year						
District Centres	**Vacancy Rate**	**A1% (shops)**	**A2 % (Banks/ Building Society)**	**A3% (Café/ Resturant)**	**A4% (pubs)**	**A5% (Hot Food Takeaway)**
2009	12	45	13	8	5	8
2013	7	46	14	10	3	9
2015	8	45	11	9	3	10
2017	10	44	10	10	3	10
2019	10	44	10	10	3	10

Fig 1.3 – Comparison of all 16 of Manchester's District Centres as a percentage per use class Prior to 2020 Use Class Amendments

4.4 Fig 1.3 above provides an average of the percentage of use classes across all 16 District Centres in Manchester. There are a range of centres within the City some linear in nature dominated by Victorian 2 and 3 storey commercial properties situated along major roads such as Fallowfield, others of a more modern nature. Many of these centres are anchored by large supermarkets such as at Fallowfield with the Sainsbury's store on its southern edge. Whilst there will of course be variations between centres and this is recognised, there appears to be relative stability in the figures from 2009 until 2019 in terms of provision of certain uses. As can be seen the provision of food and drink based uses A3, A4 and A5 (55% in 2019 and prior to the changes to the Use Classes in September 2020) is significantly greater in Fallowfield than the average across the Centres in Manchester of 23% suggesting that the dominance of these uses is reflecting the concentration of students within the area.

4.5 Pedestrian footfall in several Manchester District Centres is measured using the Springboard camera system which samples movement of customers in and out of several key locations. The camera in Fallowfield is located approximately 480m walking distance to the south from the appeal Site. The Graph at fig 1.4 below shows the percentage difference in the seasonal change in footfall in Fallowfield compared to 4 other District Centres with much smaller student populations. The dotted line shows Fallowfield and demonstrates the disproportionate impact of University student terms on the district centre footfall as students move in and out of the area from home. Although footfall has seasonal peaks and dips in all district centres as they are impacted by school holidays, footfall in Fallowfield District centre drops more sharply by 40% for the April break, before rising 40% at the start of spring term. There is also a much more pronounced drop at the end of the Summer term dropping by 36%. At the start of a new University intake, Fallowfield district centre footfall soars by 90% before falling by 20% toward the end of the Winter term and remaining flat during November and December without the seasonal uptick during the Christmas period.

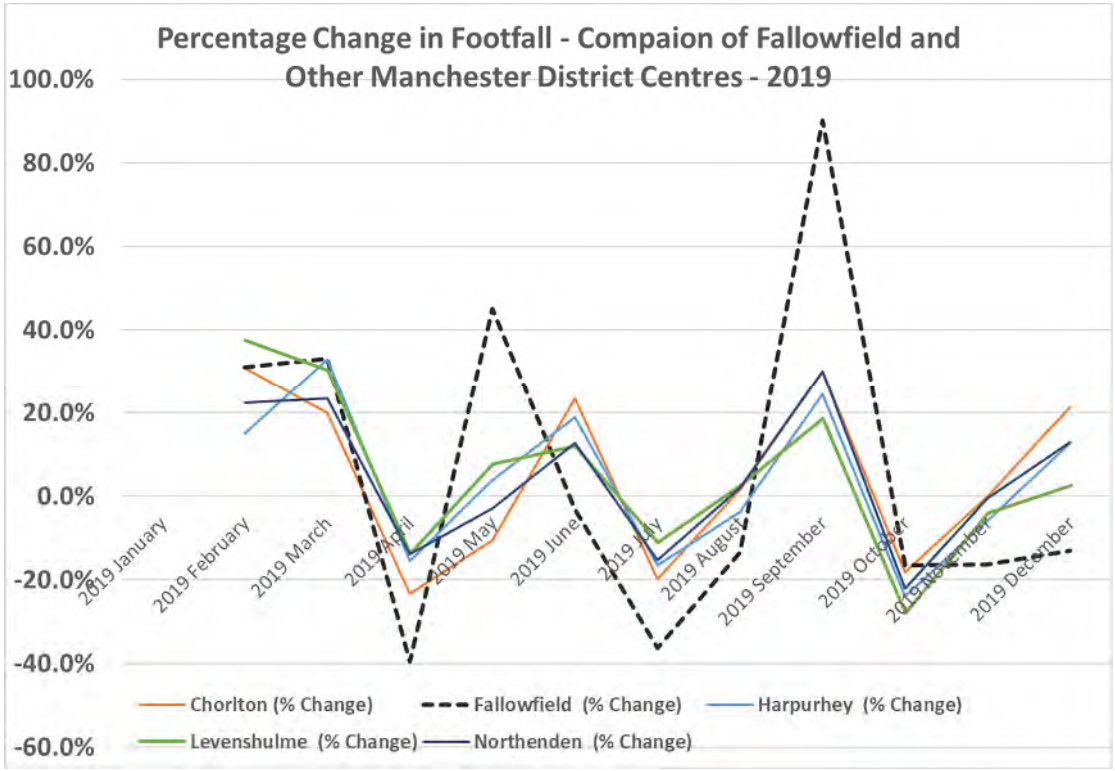


Fig 1.4 - Source: Springboard Footfall Camera

4.5 As reflected in the comments from local residents to the notification process for the planning application, Fallowfield District Centre has over a period of time become focused on providing services and uses driven by the concentration of student population in the area. This in turn impacts on the vitality and viability of the centre and services required to serve the wider community. It is considered that the provision of a PBSA scheme that would accommodate a further 425 bedroom spaces for students, does not provide for a mix of uses to support Fallowfield District Centre and would further unbalance the neighbourhood in which it is located and skew services towards provision for students and fail to integrate the proposals into the area as required by policy H12.

4.6 Fallowfield does experience pressures arising from the concentration of HMOs occupied by students together with the existing PBSA in the area. This does result in a greater burden on services in the ward. According to the Councils waste contractor Fallowfield has the lowest recycling rate in South Manchester and compares poorly to the city average. During 2019/20, 45% of waste was recycling, compared to 57% in South Manchester and a 49% Citywide average.

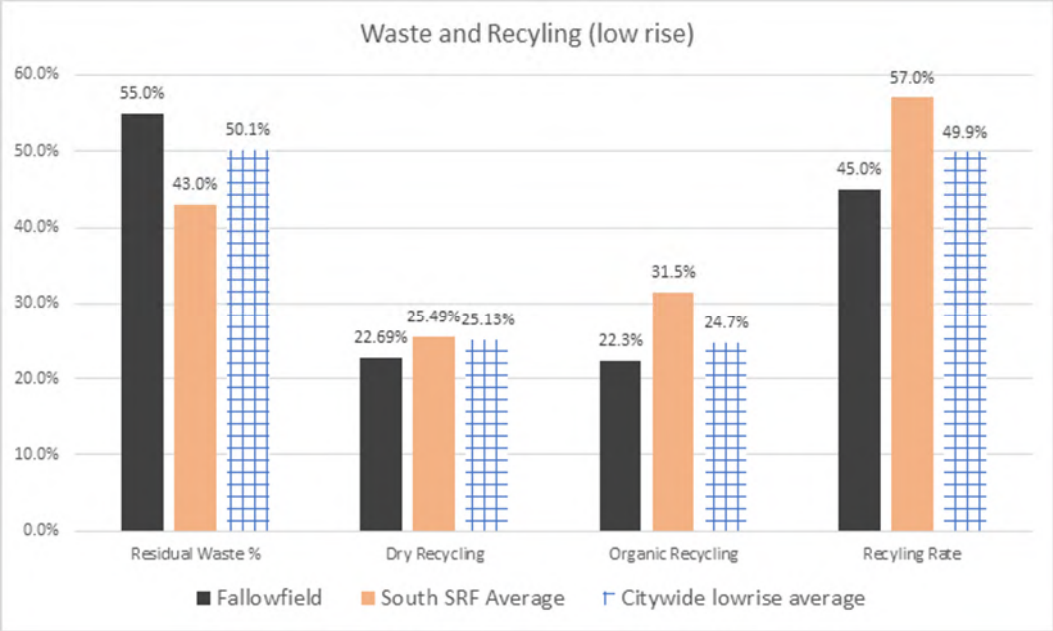
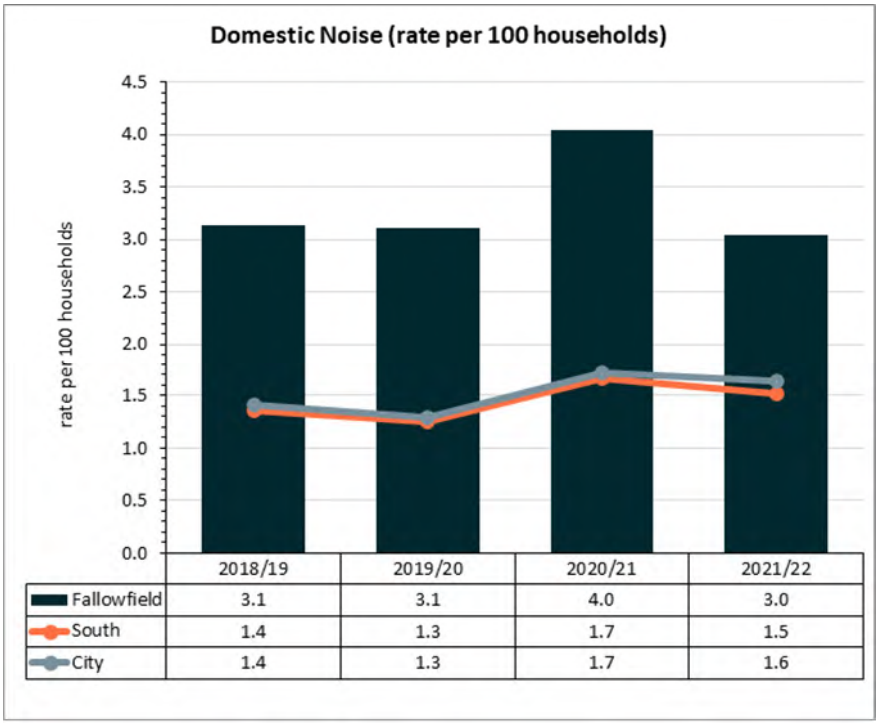


Fig 1.2 – Waste and recycling rates for Fallowfield, South Manchester and City average

4.7 In terms of crime the appeal site lies within an area that has high rates of recorded crime as set out within section 2 of the submitted Crime Impact Statement. This highlights unusually high levels of burglary in the area. It is also understood that the area around the site has rates of sexual offences, thefts from person, bike thefts and drugs offences that are also above the city average.

4.8 The Council monitors and records instances and reports of noise from domestic property. A review of this indicates that when expressed as a rate per 100 households in each area (Ward, South Manchester combined wards and the city as a whole) Fallowfield records a consistently higher rate of domestic noise reports. 2020/21 was the period with the highest rate (4.0 per 100 households) whilst South Manchester wards and the citywide figure was lower at 1.7 per 100 households.

Fig 1.3 – Domestic Noise reports



	2018/19	2019/20	2020/21	2021/22
Fallowfield	3.1	3.1	4.0	3.0
South	1.4	1.3	1.7	1.5
City	1.4	1.3	1.7	1.6

4.9 Fallowfield does also suffer from higher rates of fly tipping than South Manchester. When expressed as a rate per 100 households Fallowfield exceeds the figure for South Manchester wards which suggests that in the context of South Manchester Fallowfield is an outlier with a higher number of incidents. The rate per 100 households in 2018/19 was close to the rate for the city as a whole – 8.9 for Fallowfield, 9.5 citywide. Since then, the gap with the city wide figure has widened this is understood to be a result of fly tipping increasing across the board during the pandemic.

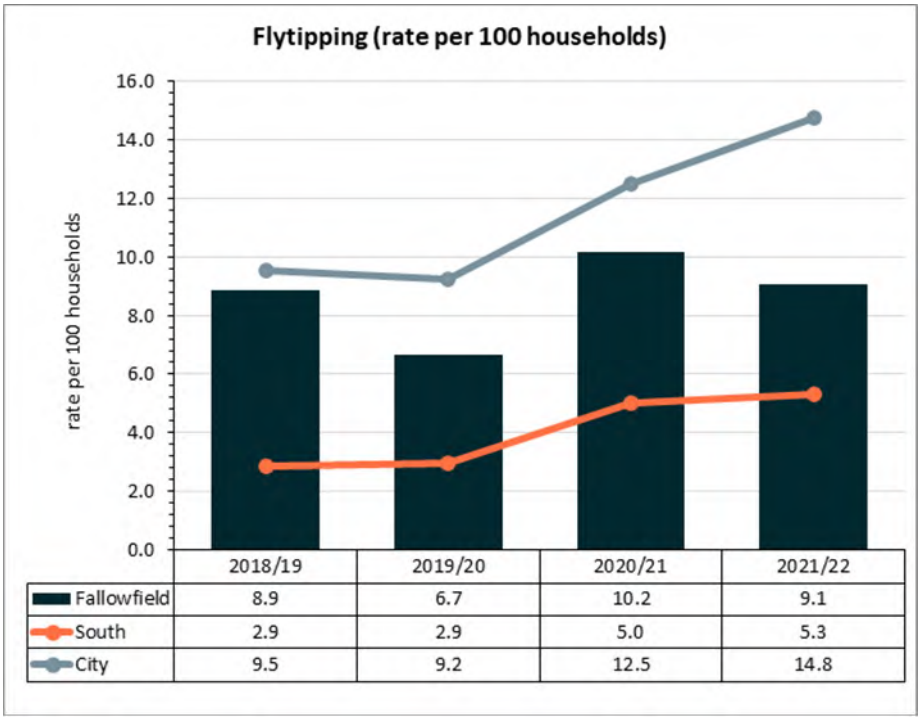


Fig 1.4 – Flytipping rates

4.10 Regeneration is an important planning consideration against policy H12. The site falls within an area that currently contains high levels of PBSA and Houses in Multiple Occupation with student occupiers. As described by residents this has put pressure on the area in a number of ways including the provision of local services and anti-social behaviour as set out in the preceding paragraphs of this statement. It is considered that the proposals would add to these pressures and would not have a positive regeneration impact on Fallowfield. It is acknowledged that the proposals would retain, refurbish and re-purpose Oakley House a non-designated heritage asset and would create jobs through the construction phase, however such benefits are not considered to outweigh the harm set out above. within this report.

2nd Reason for Refusal

"The applicant has not demonstrated a formal agreement is in place with a University, or another provider of higher education for the supply of all or some of the proposed bed spaces, or that there is a need for additional student accommodation within this location, as such it is not considered that the proposals satisfy policy H12 of the Core Strategy".

Formal Agreement

4.11 Policy H12 of the Core Strategy expresses support for Purpose Built Student Accommodation (PBSA) schemes that meet its criteria. Included amongst its criteria (at point 9) is the following;
"Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces."

4.12 The Council acknowledges that the applicant has worked with the University of Manchester in developing the appeal scheme but the Appellant has not entered into a formal agreement with a University (or other institution) for the supply of any bedspaces within the Appeal Scheme.

Student need

4.13 By reference to whether or not, in terms of overall full time student numbers (see Appendix 4), there are sufficient PBSA bedspaces - the Council accepts that there is a need for the provision of more PBSA. It is also likely that student numbers at the University of Manchester (UoM) and Manchester Metropolitan University (MMU) will increase at a low to moderate pace over the next decade.

4.14 However, it is important to note that, based on historic growth rates (see Appendix 5) and the stated ambitions of both Manchester universities to "internationalise" their student bodies, it is the percentage of international students that will increase at a much greater rate than domestic students. Indeed, numbers of domestic students living in the city may actually continue to decrease even whilst overall numbers go up, with this trend particularly evident in neighbourhoods in the South of the city.

Location and student demand

4.15 There is a compelling body of evidence to suggest that international students and some others want to live in the city centre. Specifically, this is overwhelmingly in the Oxford Road Corridor and the city centre (see Appendix 6) where they have been accommodated in a strong pipeline of new build PBSA and within the private rented city centre apartment market.

4.16 As a result of the growth of international students (overwhelmingly living in the city centre), alongside the rationalisation of MMU's estate which saw the closure of all of their South Manchester campuses – the number of student exempt households[1] in South Manchester has been reducing significantly as student demand becomes increasingly focussed in & around the Oxford Road Corridor and Hulme (see Appendix 7). For example, the biggest reductions in student exempt households (-634 between 2015-16 and 2019-20[2]) were in Withington (-400) and Fallowfield (-234 - the ward in which the proposed scheme is located) whilst the number of student households in the city centre increased by 300 over the same period (see Appendix 8).

4.17 In terms of absolute numbers[3] the picture is identical. The largest reductions in student population (-1,053 between 2010 and 2019) is in M14 6 postcode area (again the location of the proposed scheme) whilst the largest levels of growth (+1,061) have been in the Oxford Road Corridor and Birley Fields[4] (see Appendix 9). Similarly, whilst the Appellant's evidence identifies 14,375 students living in the Fallowfield area in non PBSA accommodation (the implication being that they are "unmet need" for the student accommodation), they do not highlight the fact that the largest reductions in students living in private rented accommodation (-1,731 between 2016/17 and 2019/20) are in the M14 6 postcode which covers the Fallowfield area and is the location of the proposed scheme (see Appendix 10).

4.18 This shift is reflective of a housing market in South Manchester which is in transition - in a way that is fulfilling a number of MCC's stated strategic objectives. Firstly, it is evidence of a thinning out of provision in South Manchester where the concentration of students has created an unbalanced community with various negative implications for community cohesion and elevated demand on services and policing. Secondly, as student demand diminishes in South Manchester former student lets are changing tenure in a way that better addresses housing need in Fallowfield – for example, according to MCC Council Tax records:

[1] MCC Council Tax data

[2] Before the pandemic impacted the student housing market and distorted the data

[3] from data provided by the Higher Education Statistics Authority – HESA

[4] In the following postcodes: M13 0 (Oxford Road South), M1 5 (Oxford Road North), M15 6 (Hulme Park & Birley Fields), M1 7 (Oxford Road North)

- 182 student households have gone into owner occupation between 2015-16 and 2019-20
- 404 student households have gone into the mainstream private rented sector between 2015-16 and 2019-20

4.19 These properties, in their current tenure, are now meeting demand from working households and families, as well as creating opportunities for owner occupiers as student landlords exit the market. These are all long-term ambitions for the Council and will be amongst the key ambitions of the forthcoming Housing Strategy. With this in mind, the Council is not supportive of any student development in Fallowfield which would shift the balance back towards an over densification of students in the area.

4.20 It is the Council's view therefore, based on the very clear evidence presented above, that the proposed development is going against the grain of demand and is looking to meet a need for student accommodation in a location (Fallowfield) where demand for student accommodation is in long-term decline. Further to this, there is nothing to suggest that this trend is likely to be reversed any time soon, given both the continued expected growth in international students and the evolving lifestyle demands of domestic students (linked to retail and leisure attractions) who are also increasingly looking to live in the city centre, in close proximity (i.e. within a 20 minute walk) of their campus.
Based on the evidence, it is therefore in the Oxford Road corridor where the Council accepts that there is a need for the provision of more PBSA to meet student need owing largely to the growth in international students. This view is reflected in recent policy proposals set out in a report to the Council's report to Executive in December 2020 (Appendix 1) and is in tune with the city's strong track record of PBSA delivery over the previous 10 years which has been matched to areas where there is growing demand (see Appendix 11).

Price and student demand

4.21 A key element of the Appellant's case on student need is that the anticipated rents make the proposed development "an attractive and realistic alternative to a good proportion of the HMO stock in Fallowfield". In respect to price the Appellant's analysis argues that the anticipated price point for the Wilmslow Road proposals sits substantially below city centre

PBSA prices and between the median and upper quartile for HMO prices in Fallowfield (but only when taking into account contract lengths, inclusive bills and inflationary adjustments). However, analysis by the Council demonstrates that when adjusting the rents proposed for the USDAW development to 2021/22 levels using the rate of rental inflation in PBSA in Manchester stated by the Appellant, rent levels within the proposed scheme are priced well above the HMO market in South Manchester and are more closely aligned to premium mainstream city centre apartment blocks (see Appendix 12). Furthermore, both the Councils analysis (and the Appellant's analysis) assumes a 12-month tenancy for the students living in HMOs. However, it is common practice in the city for students to pay half rent during the summer holidays (in July / August). Factoring that into the rental comparisons would cause the disparity to grow further.

4.22 It is also relevant to note that the Appellant's own analysis, which inflates rents in the city by CPI, is not robust as rental growth over the past 10 years has not matched trends in CPI (see Appendix 13). Therefore, the conclusions drawn in terms of the relative costs of the HMO market and the proposed USDAW proposal's rents cannot be considered to be robust.

4.23 It is indisputable taking this analysis into account that any movement of students from HMOs to the proposed development would be predicated on students moving to more expensive accommodation - in this instance upwards of one third on their accommodation costs (accepting that the USDAW rents are "all inclusive"). Indeed, it is only on this basis that the Appellant can contend that rents are comparable with the HMO market – i.e. the Appellant has had to take into account other costs which includes essentials such as utility bills and broadband internet but also other things like security, amenity space and on-site management. However, it is the Council's view that many (predominately domestic) students live in South Manchester house shares in a large part because HMOs are one of the cheapest and most affordable ways to live as a student in Manchester. With that in mind it is not at all apparent that these students would be willing / interested in paying for many of the additional costs factored into the Appellant's calculations. On this basis the Council does not believe that the proposed development, pitched at its current price point, would be able to draw significant numbers of students out of, more affordable, HMO properties in South Manchester.

4.24 Further to this, the Appellant's analysis highlights the standard of the accommodation and the various different amenities offered by the proposed development. Their view is that this would make their accommodation a more attractive alternative compared to a good proportion of the HMO stock in Fallowfield. However, whilst the Council recognises that HMOs often do not provide the same level of quality or amenities that many PBSA developments offer, for many students the freedom of living independently with friends (along with the price) makes this type of accommodation a very appealing choice. This widely recognised "rite of passage" (for 2nd and 3rd year undergraduate students in particular), along with the significant price disparity, means that a significant proportion of the (diminishing number of) students living in the Fallowfield HMO market cannot be considered part of the "addressable market" for the proposed development.

PBSA Supply

4.25 The Appellant's evidence identifies a pipeline of 3,584 PBSA beds across the whole of the city. However, this pipeline under-estimates the true pace & scale of planned and expected development when considering future need for student accommodation. In the immediate term the Council expects 915 new beds to be bult in the 2024/25 academic year (Church Inn and Great Marlborough Street Car Park) – equivalent to 457.5 rooms p.a. This is consistent with the strong level of PBSA development in the City Centre / Oxford Road Corridor which is equivalent to 496 new rooms p.a. over the last decade (see Appendix 14). There is no evidence to suggest that this level of delivery would not be sustained. Indeed, over the last 5 years the rate of delivery has accelerated with 3,135 new rooms delivered between 2017/18 and 2021/22 – equivalent to 627 new rooms p.a. (see Appendix 14). Further to this, twelve sites have been identified (see Appendix 15) which the Council expects to easily sustain delivery at a level commensurate with the last 10 years over the next c.15 years (equivalent to a total of 7,460 beds or 497 beds p.a.). These sites are all either in the planning system, in a pre-planning phase, key elements of agreed regeneration frameworks, or proposals from the Universities. Importantly, almost all are in locations which are more appropriate / policy compliant for the development of student accommodation and where evidenced demand is clear and in line with Policy H12 (see Appendix 16).

Supply and demand analysis

4.26 There are a number of flaws, inconsistencies and data gaps within the Appellant's supply and demand analysis which makes it difficult to evaluate their results or compare them with an alternative approach. For example, at different points in their evidence the Appellant calculates the student per PBSA bed ratio[5] (SBR) by using an estimate of the demand pool[6] (e.g. 54,890 in 2019/20) or alternatively by just considering all full-time students (e.g. 66,157 in 2019/20) as the base for student need in their calculations (arriving at an SBR of 1.9 or 2.3 depending on the approach). The Appellant also quotes different SBRs without reference to what year they apply, and it is unclear what proportion of the PBSA developments in their pipeline which is provided in Table 6 (particularly those listed as "on hold") have been fed into the analysis on the demand side (if at all).

4.27 The Council contends that it is only appropriate to consider students who aren't living at home as an element of student need for PBSA. With this in mind, the Council presents its own supply and demand analysis which calculates the SBR using the following methodology:

- The demand pool of students is estimated to be the total number of full-time students minus the number of full-time students living at home with their parents
- The demand pool of students is estimated to grow by 1.2% p.a. post 2019/20 (in line with the growth projections provided by the Appellant)
- The number of beds is forecast to increase by 62 beds in 2022/23 and 853 beds in 2023/24 in line with expected PBSA completions (Church Inn and Great Marlborough Street Car Park).
- From 2024/25 to 2029/30 the number of PBSA beds is expected to increase by 496 beds p.a. in line with the average number of beds delivered p.a. between 2012/13 and 2021/22 (see Appendix 14) and the twelve sites identified which can sustain this level of delivery.

This supply and demand analysis demonstrates that, as the delivery of PBSA is expected to significantly exceed the pipeline set out by the Appellant, the SBR is expected to decrease from 1.88 in 2019/20 to a level below 1.8 by 2029/30 (see Appendix 17). The Council contends that throughout this period the SBR will therefore be maintained at a level which is healthy for a large urban market – i.e. enough demand will be sustained at this ratio to

[5] Calculated by dividing the number of students in need of a bed by the total number of PBSA beds in the city

[6] The demand pool is estimated be the total number of full time students (66,157) minus the number of full time students living at home with their parents across Manchester (11,267).

ensure that PBSA blocks remain occupied without large numbers of voids. Therefore, from this analysis, and given Manchester's strong record of delivery, it is clear that student demand can be accommodated (on sites already identified by MCC for PBSA development) without the proposed development on the USDAW site.

4.28 Further to this, it is relevant to note that any similar analysis specifically for the South Manchester area in which the proposed development is located (and from where the Appellant appears to identify a significant proportion of their potential tenants) would also arrive at a decreasing student to bed ratio regardless of a pipeline of new PBSA - given the decline in students choosing to live in that area. With that in mind the strategic objective for MCC in the Fallowfield / South / Central Manchester area has related to the need to *repurpose redundant student accommodation in the South of the city in the future, not add to the existing stock.*

4.29 This situation has recently played out in Victoria Park where the Universities have not renewed nomination agreements / leases with iQ (a PBSA provider) in Victoria Park (at Wilmslow Park, Daisy Bank and Manchester Gardens). iQ have recognised that this has left them with potentially redundant buildings in a location where the market for student housing is increasingly not viable. In response there is a proposal to release the Manchester Gardens and Daisy Bank Road halls as part of a wider masterplan to allow for the creation of c.300 units of affordable / key worker housing (see Appendix 18 for iQ Development Framework Consultation Document and Appendix 19 Report to the Council's Executive Committee endorsing the draft framework).

4.30 Collectively this activity all adds up to the Council's evolving response to a market in transition – essentially contracting student demand and consequent shifts in tenure to PRS and owner occupation in response. It's against this backdrop that MCC believes there is not the demand in this market to support the appeal proposal in this location.

3rd Reason for Refusal

"The scale and massing of the proposed development in close proximity to lower scale residential buildings and the non-designated heritage asset of Oakley House, would give rise to an overbearing visual impact and provide a significant urbanising effect on the edge of Platt Fields Park. It would form an over-dominant feature within the street scene and

area, which would have a detrimental effect on visual amenity and character of the area. It is therefore considered to be contrary to policies SP1, EN1,EN2, EN3 and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the NPPF".

Heritage Assessment and Impact

4.31 The application site comprises the original early -19th century villa, known as 'Oakley', along with three large office extensions constructed for the current owners, USDAW, in the late 1930's, c.1950's and the 1970's.

4.32 The supporting information and heritage statement identifies the villa dating to c.1830's, with the first know record of the property being in occupation was in 1837. The original villa is the last surviving of a number of large 19th Century villas that were constructed on the western side of Wilmslow Road.

4.33 The building, due to its age, architectural and historical value and retained original features is regarded as a non-designated heritage asset.

4.34 The appeal site retains its former garden and retains a clearly defined curtilage in the form of boundary wall and railings. The landscaped gardens to the east contain mature trees and planting and provide a landscaped setting at the front of the existing villa. The open space to the north and west of the villa are also evidence of the original landscaped setting and historic curtilage. The area to the west of the villa facing Langley Road has the 20th century extensions that form an L shape enclosing the area at the rear.



Fig 3.1 Shows the Appeal Site in c.1845 outlined in red. This illustrates the extent of former gardens and landscaped setting with some minor buildings to Langley Road and to the west. (Extracts from SLHA Heritage Appraisal).

4.35 The map extract above illustrates the distinctive character of these large villas as being large houses in very generous landscaped settings. Ashfield to the north (now demolished) and Oakley in the 1845 plan both showing an expansive landscape setting forming a key characteristic of the original layout.



Fig 3.2 Shows the 1923 OS Map. This illustrates the growth of small scale terraced housing development to the south, but still clearly retaining the open landscaping around the villa and the landscaped parkland area of Platt Fields Park to the west.



Fig 3.3 Shows a plan of the Appeal Site today, outlined in red. The original villa is highlighted in blue. This illustrates how the site has been developed along the edge of Langley Road and the west end facing the park to form an L shaped plan form. It is noted that the villa retains the landscaped setting to the east at the front of the villa as well as open landscaped space to the rear and northern edge, representing the remaining elements of open landscaping around the villa.



Fig 3.4 Shows the site development: Red – c1837, Blue – 1937, Yellow – c.1950s, Green – 1970s/80s .

4.36 This aerial view above shows the chronological site development This clearly shows the retained landscaped spaces around the building within the original historic curtilage. These retained open landscaped spaces form the setting of the villa and represent the villas original character as a large villa in a generous landscaped setting. The later development in the 20th century has eroded the landscaped setting by introducing built form into the former garden areas, thus making the remaining landscaped open spaces even more valuable to retain in providing evidence of the former original building in its context as allowing the original villa to be fully appreciated.

4.37 The eminent architectural historian, Nikolaus Pevsner recognises the significance of Oakley as *"a large early c19 Gothic house in its own grounds, one of the only survivors of a number of large, detached villas of this date in the area"*



Fig 3.5 View from Wilmslow Road c1900. This photograph is of 'Oakley' one of three large villas built on the western side of Fallowfield Brow.

4.38 Fig 3.5 dating from the c1900 shows the villa in its landscaped setting. The curved stone entrance and boundary wall are clearly visible as is the steeply pitched slate roof, decorative bargeboards, finials and chimneys. Many of these features still remain.

4.39 Historic England have published a guide for listing certain building types and have produced guide to define which historic buildings are likely to meet the relevant tests for national designation. The guide note titled Domestic 3: Suburban and Country Houses Listing Selection Guide 2017 (Appendix 20) covers suburban and country houses of which Oakley villa is one.

4.40 In their introduction, Historic England set out the importance of this building type. *"Be they suburban or rural, country houses, villas, and semi-detached houses share certain characteristics. Principally they are defined by the space around them. They take advantage of more generous ground plots and are laid out with more freedom than their urban equivalent. Being set in substantial gardens or forming part of a larger estate, they have a different relationship with nature and can be part of distinct individual landscapes. Additionally, being located sometimes some distance away from normal places of work, for their owners they can possess a repose and a detachment that makes for special architectural interest, and has led to some of the finest houses in England".*

4.41 This overarching statement focuses on the importance of the generous landscaping and that the villas are defined by the space around them. This gives weight and added significance to their setting.

4.42 Oakley is typical of Gothic Revival Style housing of this type with details of which could provide a degree of ostentation and variety that many builders and their clients deemed missing from earlier, plainer, Georgian houses. Historic England advise that *"Detached and semi-detached villas in the Gothic style appeared in many builders' pattern books and were characterised by a broken frontage to emphasise individuality and internal lay-out, gable ends (sometimes with decorative bargeboards); small-paned leaded windows with square hood-moulds; arched door openings; decorative chimneystacks; overhanging eaves."* Oakley possessed such original design features, many of which are still evident in the exterior today. In addition, the external elevation contains a grand stone entrance porch with castellated piers thus raising its aesthetic value.

4.43 The villa today has lost a number of original external features such as the original windows, and the addition of extensions from the 1930's and 1950's has had a negative impact which has eroded the landscaped setting and an appreciation of the villa in its grounds. It's interior

is of a high architectural quality retaining many of its original features and has not suffered as badly as the exterior, however the exterior is still significant and holds positive elements and features of the original design that allow an appreciation of its original form and architectural detailing, thus having a good degree of aesthetic value.

4.44 Historic England advise that most houses which pre-date 1850 that are unaltered and of interest will be listable. Oakley unfortunately falls just short of this due to the inappropriate alterations that have eroded certain aspects of the building's features and its setting. If it were more intact and in an unaltered state it would certainly be a candidate for listing. The building nevertheless possesses many of its original qualities and has clear heritage value which should be respected and not further eroded through inappropriate alterations or development within its setting.

4.45 The Heritage Statement submitted with the application at paragraph 5.2 agrees that the extensions have not diminished the character of the original villa.



Fig 3.6 - Shows the north facing elevation retaining the original c1837 Gothic entrance porch, decorative bargeboards and stone detailing. Original windows have been removed.



Fig 3.7 - Shows the Original grand Gothic porch with decorative stone tracery and castellated piers.



Fig 3.8 - Shows the east facing elevation with original decorative bargeboards, stone hoodmould windows and stone bays. It retains its original roofline and form despite the extensions. Original windows have been removed.



Fig 3.9 - View from the rear of the main house looking towards Platt Field Park, showing the open landscaped area to the rear. The low level extension allows long views of the parkland setting and tree line beyond, providing an association with the historic landscaped context.



Fig 3.10 - Shows the original carved staircase and internal features including skirting boards, arches and glazing details.



Fig 3.11 - Shows internal feature of the original vaulted ceiling.



Fig 3.12 - Shows the original panelling, inglenook fireplace and decorative frieze. The interior contains many original features of good architectural value that contribute to its significance.

Significance and assessment of setting.

4.46 Historic England provide advice on the setting of heritage assets in their Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) (2017) – (Appendix 21).

4.47 HE state that *"This note therefore starts by giving general advice on understanding setting and how it may contribute to the significance of heritage assets, before adding advice on how views play a part in setting; it ends by suggesting a staged approach to taking decisions on the level of the contribution which setting and related views make to the significance of heritage assets."*

4.48 The HE advice also states that in the *NPPF Glossary: Setting of a heritage asset, is the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve.*

Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral (NPPF, Annex 2: Glossary).

4.49 *PPG: What is the setting of a heritage asset and how should it be taken into account? The "setting of a heritage asset" is defined in the Glossary of the National Planning Policy Framework. A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.*

4.50 *Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between*

places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

4.51 *The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance. When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change.*

4.52 In terms of the setting of the non-designated heritage asset namely Oakley it is clear from the site and from the historic map regression that the landscaped setting is part of the original design and layout, and the wider historic open parkland is part of the wider setting and historic context of the villa. Therefore, the open parkland of Platt Fields along with the original curtilage of the villa form important retained elements of the original setting.

4.53 The setting and curtilage has since been eroded by new development within the site that has sought to add built form to Langley Road and the edge of Platt Fields Park. This has incrementally eroded the landscaped setting of the villa. The villa still retains a good degree of openness and green space to the rear of the villa as seen in figure 3.9 showing the view from the rear of the house with open lawned area. The villa also retains its open landscaped setting to the north and east.

4.54 In order to assess the contribution made by its setting. The Historic England checklist is a helpful starting point.



Assessment Step 2 Checklist

The starting point for this stage of the assessment is to consider the significance of the heritage asset itself and then establish the contribution made by its setting. The following is a (non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance. It may be the case that only a limited selection of the attributes listed is likely to be particularly important in terms of any single asset.

The asset's physical surroundings

- Topography
- Aspect
- Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces
- Formal design eg hierarchy, layout
- Orientation and aspect
- Historic materials and surfaces
- Green space, trees and vegetation
- Openness, enclosure and boundaries
- Functional relationships and communications
- History and degree of change over time

Experience of the asset

- Surrounding landscape or townscape character
- Views from, towards, through, across and including the asset
- Intentional intervisibility with other historic and natural features
- Visual dominance, prominence or role as focal point
- Noise, vibration and other nuisances
- Tranquillity, remoteness, 'wildness'
- Busyness, bustle, movement and activity
- Scents and smells
- Diurnal changes
- Sense of enclosure, seclusion, intimacy or privacy
- Land use
- Accessibility, permeability and patterns of movement
- Degree of interpretation or promotion to the public
- Rarity of comparable survivals of setting
- Cultural associations
- Celebrated artistic representations
- Traditions

Fig 3.13

4.55 In terms of the assets key physical surroundings and the way that the asset is experienced, the following attributes are relevant and contribute to the assets setting.

- Openness of the original landscaped setting including the frontage, area to the rear and north and the wider landscape setting of the parkland and open space to the west and north.

- Enclosure of the low wall to the park with the mature trees and landscape within the grounds and parkland beyond.

- The mature gardens to the front and formal entrance and stone piers and gates to Wilmslow Road.

- The lawned area to the rear.

- Views towards the villa from Wilmslow Road with the mature gardens at the front.

- Views out of the site towards the open green spaces of Platt Fields Park to the west and north.

- The building as a focal point within the original gardens.

- The enclosure of the formal curtilage by the existing original boundary walls.

- The contextual relationship and views towards the original garden area from Platt Field Park including Shakespeare Garden.

4.56 Detractors include the modern extensions to the rear. The large bus shelter to Wilmslow Road. The dominance of the large Owens Park tower on the east side of Wilmslow Road.

Summary of special interest

4.57 • The villa element was originally constructed in 1837 as a large, high quality villa in the Gothic style, set within its own landscaped grounds. It is the last remaining villa of three in this area.
• The 1930s, 1950s and 1970s extensions are not considered to hold any heritage interest.
• The historic, domestic setting of the villa still survives, including gate piers, garden/ boundary walls, driveway, paths and gardens although the extensive original grounds now form part of the wider adjacent Platt Fields recreational park.
• Platt Fields provides an extended setting to the Site. The wider park setting contributes to the significance of the villa by providing the original historic open landscape context. The immediate 'domestic' landscaped setting of the villa also contributes to its significance.
• Internally the original house retains a high number of original Gothic revival features, fixtures and fittings, located primarily to the ground floor level. Later, c1880s decorations in the Aesthetic Movement style can be found within two ground floor reception rooms and the

main staircase, and based on stylistic grounds could be the work of local architect George Faulkner Armitage.

• The villa has undergone substantial alterations throughout the 20th century, which has removed and altered a number of original elements internally and externally. Yet the villa retains many key features and its prominence.

• Due to the level of alteration, it is considered that the building would not meet the criteria for statutory listing but is of significant local architectural and historic interest.

• The Site yields architectural and artistic interest through its surviving high quality internal decorative schemes, primarily to the ground floor level. Whilst the building has lost some external features the exterior of the building still retains elements such as its original form, roofline, decorative detailing such as stonework and timber bargeboards and ornate porch. It is considered to be of some architectural and aesthetic interest.

• The Site yields historic interest through its relatively early date of construction and Gothic revival design. Historic interest is also yielded by the number of prominent previous owners and tenants throughout the 19th century, and the Site's long links with USDAW as its headquarters.

Impact of Development

4.58 The proposed development would impact on the non-designated heritage asset in the following ways.

4.59 Historic England advise in their Advice Note 3 on Setting (page 4) that *"Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, to accord with NPPF policies consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting; positive change could include the restoration of a building's original designed landscape or the removal of structures impairing key views of it".*

4.60 With reference to these points, it has been acknowledged that the heritage asset has been compromised by unsympathetic development affecting its setting in the form of built form at the rear. The proposed development will add further built form within the setting of a substantial nature in terms of quantum, footprint, scale, height and proximity to the heritage asset and will further remove more of the original immediate landscape setting and impose

buildings of considerable scale adjacent to the villa. By imposing large scale buildings within the curtilage at the rear this creates a physical and visual barrier between the villa and the wider landscape of Platt Fields Park, thus severing one of the last links between the asset and its original wider landscape setting.

4.61 The proposals fail to restore the building's original landscape by building further upon it and further weaken and erode its heritage value by increasing the volume of development within the former garden area.

4.62 Whilst the detachment of the 1930's building from the villa will allow a degree of separation that will allow at least part of the original footprint to be appreciated, this does not mitigate the harm caused the heritage asset through inappropriate development within its curtilage and setting. The heritage benefits in this case do not outweigh the heritage harm and as such the heritage balance is one of residual heritage harm, albeit less than substantial.

4.63 The Historic England guidance provides a checklist of the potential attributes of a development affecting setting.



Assessment Step 3 Checklist

The following is a (non-exhaustive) check-list of the potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset. It may be that only a limited selection of these is likely to be particularly important in terms of any particular development.

Location and siting of development

- Proximity to asset
- Position in relation to relevant topography and watercourses
- Position in relation to key views to, from and across
- Orientation
- Degree to which location will physically or visually isolate asset

Form and appearance of development

- Prominence, dominance, or conspicuousness
- Competition with or distraction from the asset
- Dimensions, scale and massing
- Proportions
- Visual permeability (extent to which it can be seen through), reflectivity
- Materials (texture, colour, reflectiveness, etc)
- Architectural and landscape style and/or design
- Introduction of movement or activity
- Diurnal or seasonal change

Wider effects of the development

- Change to built surroundings and spaces
- Change to skyline, silhouette
- Noise, odour, vibration, dust, etc
- Lighting effects and 'light spill'
- Change to general character (eg urbanising or industrialising)
- Changes to public access, use or amenity
- Changes to land use, land cover, tree cover
- Changes to communications/accessibility/ permeability, including traffic, road junctions and car-parking, etc
- Changes to ownership arrangements (fragmentation/permitted development/etc)
- Economic viability

Permanence of the development

- Anticipated lifetime/temporariness
- Recurrence
- Reversibility

Fig 3.14

4.64 By following this checklist it is clear that the development will have an impact on the villa and its setting.

Proximity to Asset

4.65 The proposed development to the rear will create new development to the west of the villa in very close proximity to the villa. This building will be 13 storeys tall and have a direct impact in terms of its scale and height. The image in the appellants Design and Access Statement (D&A Fig 1) demonstrates the close proximity and impact. The three dimensional model in the image at D&A Fig 2 and the cross sectional elevations in Figs D&A 3 and 4,

show how the scale and height of the proposed development will overwhelm the existing villa the impact being greater due to its close proximity to the asset.



D&A Fig 1.



D&A Fig 2.



D&A Fig 3 Shows Oakley house to the left with the proposed new 13 storey development to the immediate right illustrating the dramatic shift and contrast in scale.



D&A Fig 4 Shows an internal cross section with Oakley House to the right with the proposed new development to the immediate left, again illustrating the dramatic contrast in height and scale in direct proximity to the heritage asset.

Position in relation to key views, to from and across the site

4.66 The tower element would be seen from the park and in views around the site. The views within the site from the front would see the 13 storey tower element of the proposal in close proximity and dominating above the two storey villa. This impacts on the appreciation of the form and aesthetics of the villa and closes down views of it from the north western part of the site.



D&A Illustrative sketches above show the new development in the context of Oakley House.

4.67 The first image on the left shows the dramatic shift in scale and height. Oakley house would be seen in the context of substantial built form rather than it's original setting of open landscaping. This loss of landscaped character in views in and around the site would affect an appreciation of the heritage asset within its setting. The view on the right from within the site shows the impact of development on views towards Oakley House. The tall 13 storey building is clearly seen in this view and visually encroaches into the view. The dominant scale and height in contrast to the landscaped setting or lower scale significantly impacts on the ability to appreciate the heritage asset in its landscaped setting. In this view the eye is drawn towards the dominant tower element of the development rather than the heritage asset, thus impacting on its setting and appreciation of its form and aesthetics.

4.68 Views from inside and outside the site from the east looking west will see the tall building dominating the heritage asset. The tower element will be seen adjacent to and above the existing Oakley House. The roofline and form of the building is currently framed by trees and open landscaping in views towards Oakley House. The dominant tower element will have a detrimental impact in terms of the built form visually encroaching into the visible sky and space around the existing building. Thus impacting on the ability to read the form of the building in is current landscaped setting.

Degree to which location will physically or visually isolate the asset.

4.69 The proposed development will further develop the site and increase the amount of built form within the curtilage of Oakley House. The siting of the large tower element would have a large footprint and occupy a current open landscaped element of the site adjacent to Platt Fields Park to the north and west. The location of the building will further isolate the asset

from it's open landscaped setting by further removing a visual connection with the open parkland beyond.

4.70 The 1923 OS Map at fig 3.2 shows Oakley within its landscaped setting. Development in the northern section of the rear and pushing development closer to Platt Fields Park will further isolate the house form its original landscaped setting and context.

Prominence, dominance or conspicuousness

4.71 As described above, the development will be highly visible in the context of Oakley House. The increase in built form will erode the landscaped setting and the scale and height of the building and in particular the tall tower element will be a dominant element in close proximity to the heritage asset.

Competition with or distraction from the asset

4.72 As illustrated in the images and sections in the D&A and figures above. It is clear that the scale and height and footprint of the 13 storey tower element will have an overwhelming effect on the two storey villa. The tower block element will be in direct competition with the villa which will distraction from the heritage asset. In terms of the location of the tower the position is forward of the north gable end of the villa resulting in it encroaching further into views and an appreciation of the heritage asset, thus distracting further from the asset. From the front the tower element will be seen adjacent to and at some locations above the roofline of the villa, merging the two built forms and the dominant tower element being a distraction from the asset.

Dimensions, Scale and Massing

4.73 The dimensions of the tower resulting from its substantial footprint and 13 storey height at 38 metres create a building of significant scale and massing in close proximity to Oakley House. The development being out of scale with the existing villa.

Visual Permeability

4.74 The increase in built form on the northern side of the site and adjacent to the park closes down views into the site. The extension of the building footprint closer to the park to the west and large scale development footprint of the proposed tower element impact on visual permeability of the site towards the heritage asset.

Change of built surroundings and spaces

4.75 The dramatic increase in built form will significantly encroach into the existing open landscaping surrounding the villa, negatively impacting on the landscaped setting of Oakley House. This has a wider impact in that it pushes built form further into the open spaces adjacent to the park lands. Thus changing the characteristics of the area.

Change to skyline and silhouette

4.76 The skyline will change by introducing buildings of substantial scale into a mature treed landscaped context. This will change and erode the existing green tree lined skyline to one of built form of a significant scale encroaching into the skyline. The images and cross sections in the D&A and views of the new building in the context of the existing show a change in silhouette from one of a villa in open mature landscape and open sky to one with a tall mass of building above the existing villa. The distinctive silhouette of the steeply pitched slated roof of the villa will be impacted by the imposition of the tall tower element in close proximity and above the existing roofline.



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Fig 3.15

4.77 The distinctive silhouette of the steeply pitched slated gabled roof is currently easily distinguished against the open sky and landscaping. The tower element will rise above the roofline, impacting on the existing form of the heritage asset.

Changes to General Character (eg urbanising or industrialising)

4.78 The increase in new build on the site and the scale of the new built will change the general character of the area from one of open mature landscaping and parkland to one of a more

urbanised character. The existing site is currently a large villa with extensions in a landscaped setting with Platt Fields Park and open space to the west, north and east. To the south is low level predominantly two storey terraced housing. The main character of the site and its context is one of green mature open and treed landscape with small scale buildings. Due to the substantial quantum, footprint and scale of development proposed, this will negatively impact on this key characteristic by introducing a more urbanised character. The image below (fig 3.16) shows a section through the site and the adjacent two storey residential properties to Langley Road on the left and the proposed development to the right with mature parkland at the behind and to the right. This illustrates the dramatic and detrimental change of scale and urbanisation of the area.



Fig 3.16

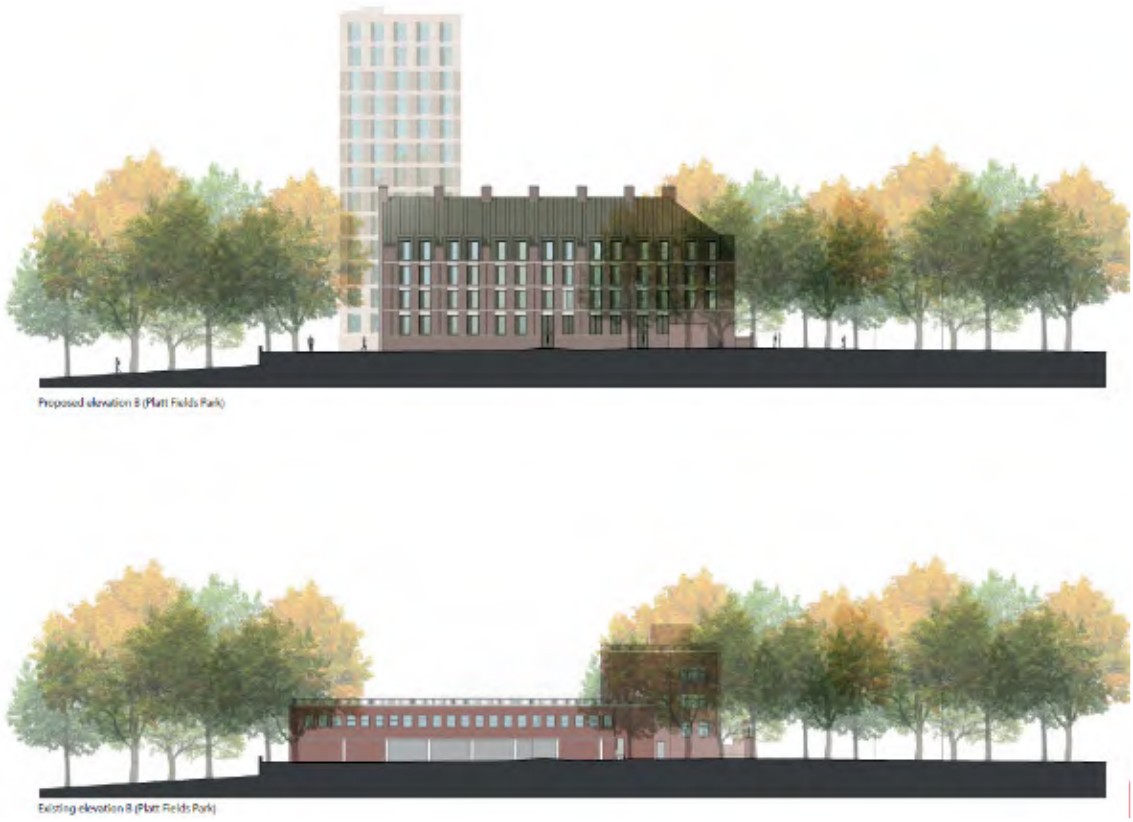


Fig 3.17

4.79 These existing and proposed images at fig 3.17 illustrate the existing skyline and low scale development in a mature landscaped setting would change to a substantial buildings and tower creating a shift in character to one of a more urbanised nature.

4.80 Historic England's Guidance on Setting at Paragraph 39 states that.
"Options for reducing the harm arising from development may include the repositioning of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements. For some developments affecting setting, the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development".

4.81 As demonstrated, in this case the impacts of the new development are caused by fundamental issues such as the proximity, location, scale and prominence of the development. The proposals therefore cause harm to the heritage asset.

Urban Design

Tall Buildings

4.82 Historic England have produced advice on planning for tall buildings within the historic environment. The document is referred to as Historic England 2022 Tall Buildings: Historic England Advice Note 4 (Appendix 22). The advice note sets out key principles to avoid or minimise impacts upon the significance of heritage assets which are relevant when considering tall buildings in many contexts and not just those which have a heritage asset. Two of key principles is ensuring that tall buildings are informed by understanding of place, character and historic significance and that tall building proposals take account of local context and historical character.

4.83 At paragraph 2.4 Historic England advise that tall buildings can have positive impacts for instance when they are part of a wider regeneration scheme, but add that *"Equally, there will be sites where the impacts upon the historic environment cannot be overcome or minimised. Such sites may be inherently unsuitable for tall buildings due to the harm they would cause to the significance of heritage assets."*

4.84 It is considered that this is the case with the appeal site, and proposals are inherently unsuitable for a tall building due to the harm they would cause to both the heritage asset but also harm to the local context and character of the area from an urban design response.

4.85 Historic England at paragraph 3.3 sets out factors that need to be considered to determine impacts a tall building could have upon the historic environment. Many of these are relevant whether or not there is a heritage asset present. Key to this appeal are the following factors:
- Quality of places: the distinctive qualities and values of a place including historic character and context;
- Heritage: understanding the significance of the historic environment and the potential impact on this significance;
- Visual: the impact on the streetscape, town or cityscape and wider urban and rural landscapes, and views. This includes the setting of heritage assets.

4.86 In respect of assessing proposals Historic England's Good Practice Advice in Planning Note 2 provides advice on 'Managing Significance in Decision Taking' which is of relevance

to LPAs when deciding applications. Many of the heritage implications that arise with proposals for tall buildings are the same as for other applications. However, tall buildings proposals frequently raise the following issues:

- Location and height parameters;
- Context and local character;
- High quality design;
- Significance and risk of harm to the significance of the heritage asset; and
- Cumulative impacts.

4.87 In consideration of the impact of proposals, the development including the tall building element in terms of location and height is inappropriate for the site and context. The context and local character is seen as being predominantly mature landscaped areas of open space to the north, east and west including the Parkland of Platt Fields Park and the former garden surrounding Oakley House. To the south the local character is of low rise two storey domestic scaled buildings.

4.88 The combination of a large L shaped block of 4 storey accommodation and introduction of a 13 storey tall tower element within the site is harmful to local context and character and will cause harm to the setting and significance of Oakley as non-designated heritage asset.

4.89 In terms of ICOMOS guidelines referred to in the Historic England Tall buildings guidance, non-designated heritage assets are inevitably in a low category of significance when considered against highly significant assets such as World Heritage Sites and grade I listed buildings, yet this shouldn't diminish the importance placed on considering them as having heritage value in a local context. The NPPF paragraph 189 advises that regardless of status. "These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations."

4.90 Paragraph 203 of the NPPF advises 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."

4.91 Oakley is a non-designated asset of local interest. It makes a valuable contribution to the local character, it represents a historic pattern of development of large scale villas in this part of Manchester and on the western side of Wilmslow Road where it is the last remaining such example, it has historical associations with its original and subsequent owners and occupants and despite alterations and extensions retains many of its original internal and external features and retains significant components of its original landscaped setting. In terms of hierarchy, it doesn't have the same value in terms of national significance in comparison to World Heritage Sites or highly graded listed buildings, but the impact of the development on its significance due to its inappropriate scale, height and proximity and heritage values is considered to be high.

CS Policy EN 2 Tall Buildings

4.92 Tall buildings are defined as buildings which are substantially taller than their neighbourhoods and/or which significantly change the skyline. The proposed Development is considered to be a tall building in this context.

4.93 The policy requires that 'Proposals for tall buildings will be supported where it can be demonstrated that they

- Are of excellent design quality,
- Are appropriately located,
- Contribute positively to sustainability,
- Contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance, and
- Will bring significant regeneration benefits.

4.94 In considering tall buildings outside the City centre, the policy goes on to state that "Elsewhere in Manchester tall building development will only be supported where, in addition to the requirements listed above, it can be shown to play a positive role in a coordinated place-making approach to a wider area. Suitable locations are likely to relate to existing district centres. The height of tall buildings in such locations should relate more to the local, rather than the City Centre, urban context". The site is not in the City Centre and not in a suitable location such as a district centre (Appendix 3 shows boundary of the District Centre). It is also contrary to the existing landscape character and pattern of

development and as such it is considered that it would not play a positive role in place-making.

4.95 Notwithstanding the above, in assessing the proposals further against the criteria the proposed tall building element is not considered to be of excellent design quality. Design is to be considering in a holistic sense and relates to all components of design not just the elevational treatment or architectural style. Design encompasses, scale, mass, location, response to context including existing features or heritage assets as well as materiality, proportion, detail, sustainability and accessibility amongst others.

4.96 In terms of scale, height mass and response to context, the design fails to meet the excellent design quality in that it is of inappropriate scale and height in its context and is poorly sited so that is has a detrimental impact on the existing heritage asset. In terms of the architectural design of the building, it is of a simple rectangular form on a simple rectangular footprint. It has a uniform and regular pattern of fenestration. It has a two long elevations facing north and south and two shorter elevations facing east and west.
The form is effectively a simple rectangular building block with no particular unique or signature features to signify it as an example of exemplar architectural design. The south and north elevations are particularly broad and in many respects monolithic rather than being a slim and elegant more contained tower.

4.97 The nearest tall building is the Owens Park Tower, part of the Fallowfield Campus. This is a tower very much of its time and of a poor quality design and represents a period of development where these mediocre quality towers reluctantly popped up and the City is left with this legacy. It should be noted that as part of the proposed redevelopment of the University of Manchester Fallowfield Campus consent was granted for the demolition of this tower. As such this poor quality inappropriate tall block is not considered to be a form of development or of a scale that should set any form of precedent and nor should it be repeated.

4.98 In contrast but at a much lower scale, and in the wider rather than immediate context, is the 8 storey Grade II listed Toast Rack Building. This Modernist building, formerly known as the Hollings Building was completed in 1960 and designed by Leonard Cecil Howitt. Its concrete frame building with expressed parabolic skeletal structure is an iconic landmark

building of unique and exemplary quality and of its time. There is no comparison with the proposed tall building on the appeal site which lacks the iconic design qualities of the listed building.

4.99 In terms of the requirement of the policy for the building to be appropriately located, it has been demonstrated that the location is inappropriate and the position on site will cause harm to visual amenity and the existing heritage asset.

Context and Character

4.100 The appeal site and surrounding area has been described within section 2 of this statement.

Design

4.101 NPPF paragraph 126 states that ***"****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."*

Paragraph 130 states that Planning policies and decisions should ensure that developments:

(a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

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

(c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

(d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

(e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

(f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users [49] ; and where crime and

disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

4.102 In respect of an assessment against (a) the proposals would detract from the overall quality of the area by introducing urbanisation and large scale development in an area of predominantly open green and mature landscaping and low rise domestic dwellings.
In assessing the proposals under (b) the development would be visually dominant with the overdevelopment of a site, reducing the amount of existing open landscaping with built form in close proximity to the existing park and heritage asset.
In response to (c) the proposals are contrary to local character and history by imposing large scale development adjacent to lower rise development and open green space. The development would have a detrimental impact on Oakley House, a non-designated heritage asset so are therefore not sympathetic to its character or history. The proposals represent an over development of the site would comprise a continuous L shaped four storey block and tall building within the landscape setting and context of Oakley House and its gardens and the surrounding context of the adjacent parkland. This also results in the erosion of the strong sense of place that the existing heritage asset and parkland setting has in the locality and is therefore in conflict with (d).

4.103 The National Design Guide 2022 advises that components for good design include the context for places and buildings and at paragraph 39, an understanding of the context, history and characteristics of a site means that developments will be well grounded in their locality. It advises that well design places should be based on a sound understanding of the features of the site and the surrounding context; are integrated into their surroundings so that they relate well to them; influenced by and influence their context positively; and respond to local history, culture and heritage.

4.104 The character of the area has been identified as being predominantly open mature landscaped areas to the north, east and west with small scale low rise two storey domestic terraces to the south. The site itself has a distinct landscape curtilage with some built form and heritage asset and original garden and landscaped setting. The proposed tall tower building and four storey development is contrary to this local character and history and is therefore a poor response to its context.

4.105 The National Design Guide states under chapter C1 that *"well-designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary"* it goes on to state that *"Well-designed development proposals are shaped by an understanding of the context that identifies opportunities for design as well as constraints upon it".* In addition its sets out that *"Well-designed new development is integrated into its wider surroundings, physically, socially and visually. It is carefully sited and designed, and is demonstrably based on an understanding of the existing situation, including: the landscape character and how places or developments sit within the landscape, to influence the siting of new development and how natural features are retained or incorporated into it."*

4.106 Other components of good design is that they respond to prevailing characteristics and building scale and height and relationship between them. The proposed development is considered to have a poor response to its context resulting in a poorly designed development of inappropriate scale having an adverse impact on its surroundings.

Scale Height and Impact on Views

4.107 The cross section at fig 3.16 above shows the relationship of the proposed new four storey residential block and tower element within the site with the existing terrace of housing on Langley Road. Images and assessments in relation to the impact on heritage elements are also relevant to this section and as such are not repeated here.

4.108 The contrast in scale is considerable and would have an overbearing impact. The existing terraces have a small front to back footprint occupying a tight building plot. The proposed four storey development is almost double the depth of the existing terraces in this cross section, increasing the perception of scale and increasing their impact.

4.109 The ground floor plan below fig 3.18 shows the proposed layout and building footprint. The front elevation of the block facing Langley Road is close to the site boundary. It's elevation runs continuously without break until it returns to form an L shape return. There is currently an existing extension to Oakley House which provides a continuous frontage, however this is of a lower scale than the proposed new block and also the front block extends beyond the existing built form to very close to the boundary with the park. This elongates the mass

of building further along Langley Road and extends the physical presence of built form in views from both directions and when experienced opposite the site.



Fig 3.18 Layout of development.

4.110 The existing two storey terraces on the south side of Langley Road have a front garden and low wall. The garden space in front on the houses is proportionate to the front elevation and provides defensible private space and a visible and physical buffer to the back of pavement and street edge.



Fig 3.19 View west along Langley Road

4.111 The existing extension to Oakley facing these terraces is already a strong element in the street scene of a larger scale than the existing terraces, however the proposed

development would increase the height and scale of the built form in the streetscene thus increasing the impact to the detriment of existing amenity. There is also no corresponding increase in the buffer or landscaped space between the new build and the pavement to mitigate the impact by pulling the building back from the road. The impact is therefore amplified by the proportion of space in front of the block being disproportionate to its height. The three-dimensional model at fig 3.20 below shows the scale of the existing two storey terraces facing Langley Road in the foreground, with the scale of the proposed four storey new block opposite and large scale 13 storey tower behind.



Fig 3.20

4.112 The L shape block of the proposed development continues to run along the boundary of the site opposite the park, again with no break in the built form to increase permeability or attempt to break up the block.



Figure 5.3: Proposed elevation of eastern half of the Site – illustrating opening up of space around Oakley Villa and creation of view through to central garden area

Fig 3.21

4.113 The above illustration is taken from the submitted Townscape and Visual Impact Assessment 'TVIA' and suggests that the removal of the extension away from Oakley House will open up views of the central garden area. Unfortunately this image does not show the 13 storey tower which would dominate the view and be clearly visible in the context of Oakley House and the front block. The dominant component of the view would be of substantial built form, rather than of landscaping.

4.114 The 13 storey block will be clearly seen from Langley Road. It would be seen through the gap between Oakley House and be seen above Oakley and above the proposed four storey frontage block.



Fig 3.22

4.115 The view above looking west along Langley Road showing Oakley House to the right and the existing domestic scaled terraces to the left. This shows the low rise character of the built form with two storey terraces of Langley Road and two storey villa with three storey extensions. The mature landscaped setting of Oakley House is evident in this view.
The proposed change brought by the development would see significant built form above the roofline of Oakley House in the form of a 38 metre high 13 storey tall tower building and increased built form to the frontage of Langley Road. The tower element of the development would reduce the amount of visible sky in this view and visibly dominate Oakley House. It would create a building that is completely at odds with the prevailing character of the area and context of the site.

4.116 The view below (fig 3.23) is taken from within the site. The proposed tower element of the development would be clearly visible above the existing Oakley House, impacting on the heritage asset, removing visible sky from the view and creating a dominate mass of built form.



Fig 3.23

4.117 The view below from Wilmslow Road (fig 3.24) is described by the TVIA as having Ordinary Value and Low Sensitivity, yet describes the views along Wilmslow Road as having an attractive leafy character. The LPA disagree and assesses this view as being of higher value due to the mature tree line and Oakley House in the background. Whilst the view is diminished by the dominant highway and linear bus shelter, the view retains qualities of the mature landscaped context found in the area.

4.118 The view in the TVIA is taken in the summer months when the trees are at maturity. The TVIA states that this is an accurate visualisation and that the development would not appear above the tree line. The LPA's view is that for the remaining six months of the year the trees would not be in leaf and the development would be clearly visible in this view. The blue line that indicates the development shows the significant scale of the development. The tower element at 38 metres high would dominate the much lower two storey Oakley House in this view. The silhouette and dominance of the building impacting on the distinctive steeply pitched roofline of the heritage asset. The dramatic increase in built form in this view would create an urbanising effect and change the prevailing character from one of mature landscaping and parkland to one of large scale built form.



Fig 3.24

4.119 In the view below (fig 3.25) taken slightly further heading north along Wilmslow Road the tower would be seen rising above the heritage asset visually merging the distinctive built form of Oakley House with the tall tower behind. The tower would contrast dramatically in scale from the surrounding built form and landscape context and remove elements of visible sky from this view. The built form to the site would be increased in height along the frontage creating a more dominant elevational scale.

4.120 The canopy of these trees in front of Oakley House is inconsistent and varies in cover and density of leaf cover. This allows clear views through to Oakley House even in summer, with the impact being significantly greater in late autumn, winter and early spring when there is no, or limited leaf growth.



Fig 3.25

4.121 The view below (fig 3.26) taken looking south along Wilmslow Road is identified at RV9 in the TVIA. It states that it is an accurate visualisation of the proposed development. The view is taken in the summer when the tree and vegetation cover is at its most dense. The development is visible and encroaches into this view. Its visibility would change the character of the view to one of mature green landscaping to one with built form, thus increasing the urbanising effect along Wilmslow Road. The view in winter would see the development being significantly more visible in this view. The long north facing elevation of the tower element at 38 metres high is the most prominent element of the development which will remain visible in the series of kinetic views southwards along Wilmslow Road.

View south along Wilmslow Road



Fig 3.26 - View in summer with proposed development in blue



Fig 3.27 - View in winter

View north from Riga Road



Fig 3.28 - Existing View



Fig 3.29 - Proposed View

The existing and proposed views above are not taken from exactly the same viewpoint. The TVIA shows a view taken much further back from the development and this is a more focused view of the proposals that have been extracted from that image.

4.122 This view above shows the proposed development at the end of the Riga Road. The increase in scale of the proposed development fronting Langley Road will become a over bearing feature in this view, dominating the skyline and impacting on the low scale domestic buildings.

4.123 The footprint of the tower element follows a rectangular block layout. This results in two long elevations facing north and south. In view 3.29 above the southern facing elevation will create a tall elongated wall of built form in the skyline. The length of the building and height at 13 storeys will become the visually dominant component in this view and have an overbearing impact and will be out of place in the context of low rise domestic houses.

4.124 The existing built form is of low rise two storey development with clear visible skyline above the existing extension to Oakley House. Whilst the view is not of the highest townscape value it is still a distinctive vista between the existing terraced houses and susceptible to change. The proposed 13 storey building would contrast significantly with the more domestic scaled houses in this view and the magnitude of change in this case is high and the effect of change is considered to be major-adverse due to the overbearing impact of built form.

The impact on views from the Park

4.125 Fig 3.18 shows the proposed layout of the site. The four storey building that fronts Langley Road is a continuous wall of four storey building that creates a solid mass of new build against much smaller scale development. The built form continues unbroken along the boundary with the park and against a much softer greener edge. The built form is clearly visible from the park as demonstrated by the before and after views. The built form contrasts completely with the mature trees and landscaping of the parkland setting and is clearly visible from park.

4.126 The below view (fig 3.30) is identified in the TVIA and is taken from a path running through an area of Platt Field Park to the west of the site, this photograph was taken during winter months as opposed to the example within the TVIA as a comparator.

4.127 The key components of the view are the mature trees and open grassland within the Edwardian public open space. The built form is glimpsed between the mature green edge and sits below the tree line.



Fig 3.30 - Existing view



View to the west elevation of the scheme across Platt Fileds Park

Fig 3.31 - Proposed View

4.128 The TVIA identifies this view as being of **High Susceptibility to Change** and a **High to Medium Sensitivity.** The proposed new development would therefore impact on this view by introducing inappropriate built form into a predominately landscaped setting. The impact would be a shift in character from a mature green landscaping to clearly visible built form between and above the established treeline, thus creating an urbanising effect. The TVIA states that the tree line is at approximately 16 metres tall and that the proposed tower is 38 metres in height. The magnitude of change in this view would be high and the change in this view would deemed as being **major-adverse** as a result of the impact of development on the sensitivity of the view.

View from Shakespearean Gardens



Fig 3.32 - Existing View



Fig 3.33 - Proposed View

4.129 The above view is identified as viewpoint 3 in the appellants TVIA (page 25 para 2.41) and is taken from the central path of the Shakesperean Garden within Platt Field Park. The viewpoint faces northwest towards the site. The TVIA explains that *"the view is composed of the formal gardens which are enclosed from the wider parkland creating a more tranquil character. The formation of Shakesperean Gardens is present on the historic OS maps in the 19th Century and was associated with the former Ashfield Villa. The view is representative of a more historic part of the Edwardian public open space".*

4.130 The garden is sunken from the surroundings parkland and a low red brick wall with blue brick coping encloses the area with clipped topiary, bulbs and ornamental shrubs seen in the foreground. The TVIA advises that the built form within the site is visible in the view and that the utilitarian appearance contrasts with the more ornamental features in the foreground and states that the 'building is not overbearing' in this view. The TVIA states that during the summer months the mature trees within the view would provide increased enclosure and more of the built form would be obscured. In this view the trees appear to be in leaf, so it's unclear how much further enclosure would be provided. The photograph below taken during winter months with the site to the left and the wall around the formal gardens visible to the right highlights that the site would be relatively open for large parts of the year when trees would not be in full leaf.

4.131 In terms of sensitivity the TVIA recognises the importance of the area and that the area is a locally valued Edwardian parkland, and ascribes a **Medium Value** to the view. In the view of the LPA having assessed this, it is considered that due to the historic significance of area, the well maintained and formally laid out gardens with mature tree lined parkland setting, all of which are evident in this view, that the value is **High** or **Medium-High** rather than the Medium Value attributed by the TVIA. The TVIA states that the experience of views and visual amenity is likely to be of high importance to users of the public open space. The receptor has a **High Susceptibility to Change** and **High-Medium Sensitivity**.

4.132 The effect on the view would be to dramatically change it from one of mature green landscaping with low level existing buildings in the background to one of overbearing built form dominating the view and above the existing treeline. The background green and tranquil setting to the Shakespearean Gardens would become more urban with large areas of masonry and glazing rather than trees and sky. The magnitude of change would be high and the urbanisation of this view and the impact of development would result in a **major-adverse** impact. The building dominance and contrast in winter months would be even harsher with little by way of mature green cover to soften the impact. It must also be recognised that during such months internal lighting would invariably be on for longer periods adding further to this urbanising impact.



Fig 3.34 - Existing View



Fig 3.35 - Proposed View

4.133 The TVIA shows the proposed building as a wire framed outline in this view. The outline and mass of the building is clearly visible and would have a noticeable impact on this view. The existing view is taken in the winter and shows that the impact of development will be distinctly more visible without the denser foliage and tree cover. The scale and mass of built form in these views will completely change the character of the area and this part of the park by imposing significant built form within these views.

4.134 The TVIA describes this view as being part of a locally valued Edwardian parkland with views and visual amenity likely to be of high importance to users of the public open space. The receptor being of **High Susceptibility to Change** and of **High-Medium Sensitivity**.

4.135 In considering the degree of change in this view, it is considered that the magnitude of change would be **high** due to the significant impact of built form on the established parkland. The long north elevation of the 13 storey tower would be a highly visible and noticeable component in the view and would contrast sharply with the mature landscape setting and would not be greatly obscured from either static or kinetic views experience from this approach. The resulting impact of development would be **major-adverse** due to its harmful impact on the view through the urbanisation of green landscaping with inappropriate out of scale and dominant built form.

Summary of impact of views

4.136 The views above show the encroachment of built form into these views. The character and context of the site is defined to the north, east and west by its strong mature landscape including Platt Fields Park which is informal in its layout. The predominant character to the south is that of small scale two storey residential terraces.

4.137 The impact on the existing low rise development and the existing heritage asset, Oakley House would be one of an overbearing nature and extremes of contrast in scale and height, which would have a dramatic impact on views and the perception of scale and urbanisation in and around the site.

4.138 Key views along Wilmslow Road. Langley Road and Riga Road demonstrate the overbearing nature of the proposed development, especially the significant increase in scale and height seen in the 38 metre high 13 storey tower element.

4.139 The park does contain more formal well maintained landscaped areas in the form of the Shakesperean Gardens. These views within and from the park are of a high quality due to the informal and formal landscape features including open grassed areas, mature trees, formal planting and layout of Shakesperean Gardens. The park is accessible from Wilmslow Road and from Langley Road and the site can be seen in views from publicly accessible footpaths within the park and from viewpoints within it including the sunken Shakespearean Gardens. Existing views show that elements of the existing building can be seen from the park. These show that the existing built form is of a low scale and sits below the tree canopy line. It is noticeable but forms more of low level background and is perceived in the same way as the lower two storey terraced houses of Langley Road.

4.140 The TVIA describes these views as being part of a locally valued Edwardian parkland with views and visual amenity likely to be of high importance to users of the public open space. The proposed development dramatically increases the amount of built form on the site, fundamentally changing its characteristics in an adverse way.

4.141 The park has a character of a suburban parkland amongst low rise buildings rather than a city or urban park. The appellants have compared the proposed development as adding to the skyline in the same way that Central Park in New York or urban parks in London is

surrounded by taller denser development. The site and its context has no similarity with these dense urban capital city parks where tall buildings and dense development already exists around these major urban parks. The appeal site has a context of a suburban parkland with informal mature setting. The impact of new development will contrast dramatically and be seen as out of place and out of character with the existing grain and pattern development and landscape character of the area.

5th Reason for Refusal

"The proposed development would introduce up to 425 students into an area already experiencing high levels of student accommodation and occupation. It is considered that this provision would give rise to unacceptable impacts on the residential amenity of nearby residential occupiers by reason of noise, disturbance and general activity associated with the comings and goings and occupation of the proposed development contrary to policy H12 and DM1 of the Core Strategy".

4.142 Immediately to the south of the site within the existing grid of streets of Victorian terraced properties lies a high proportion of Houses in Multiple Occupation many of which are occupied by students. This does generate problems for longer term residents in a variety of ways including anti-social behaviour and increased associated activity, such impacts are set out and described within the comments and representations from residents submitted in objection to the original application notification process and within earlier sections of this statement.

4.143 The application proposals seek consent for the provision of 425 bedroom spaces for occupation by students. The following are understood to being provided by the development:

- Provision for access to the site for maintenance and occupiers of the PBSA is proposed to be taken from Langley Road and Wilmslow Road allowing access to the pedestrian, cycle and bus network on Wilmslow Road.
- A series of access gates are proposed and as recommended within the submitted Crime Impact Statement would be expected to be automated self-closing gates (section 3.3 of the CIS).

- The submitted drawings indicate a pedestrian access into the converted Oakley taken from the Wilmslow Road frontage and a vehicular access to reconfigured car parking area to the front of the site.
- The details submitted Design and Access statement indicates that waste bin collection points for the proposed 28 no. 1100 litre eurobins (page 24 paragraph 4.2 of the submitted Fresh Property Group Management Plan) to serve the development would take place via two points located on Langley Road, one towards the maintenance access to the western end of the site and the other more centrally located adjacent the main pedestrian access (page 73 of the D&A).
- It is understood from the submitted Management Plan that the regular post-person would have fob access to the site to make their regular deliveries to each letterbox, whilst for all other deliveries, the courier would use the intercom call button for the address of the delivery to arrange collection from the access point (paragraph 2.3.9 page 15 of the of the submitted Fresh Property Group Management Plan).
- Rooms within the development including communal rooms serving the cluster flats would be naturally ventilated through provision of openable windows.
- The proposals provide 8 on site car parking spaces: 1 standard bay, 3 disabled parking bays and 4 electric vehicle charging point bays (Focus Transport Statement paragraph 4.4.1)

4.144 The proposals by virtue of the level of proposed occupation would generate a significant level of activity from comings and goings to the property associated with the daily activities of the occupiers. Due to varying study and tutoring times together with other requirements of day to day life these activities and movements to and from the site would take place throughout the day and into the evening. In addition to these movements there would be associated activity - given the level of occupation - such as deliveries, waste collections and visitors to the site.

4.145 It is acknowledged that there are a variety of pedestrian access routes proposed into the site. However, given the location of entrances into the proposed buildings, the location of the pedestrian crossings on Wilmslow Road to the south of its junction with Langley Road, and the indicated areas for refuse collection a high proportion of associated movements into and from the site would be concentrated onto Langley Road. These movements would arise particularly from occupiers of the site traveling back on the bus from the University

Campuses to the north via the exiting Wilmslow Road pedestrian crossing or on foot from Fallowfield District Centre and its associated amenities both of which lie to the south of the site. As such, it is considered that this increased activity on Langley Road, a street serving existing residential properties, would give rise to an increased level of activity and associated comings and goings to the detriment of existing occupiers of nearby residential properties.

4.146 The submitted Transport Statement indicates that the site would work as a 'car free' development and outlines the limited provision for on-site car parking for occupiers of the development to 8 spaces. The 'car free' aspect is expected to be strictly enforced through the tenancy agreements that are signed by occupiers of the development. As a result of this position and the reduction in car parking from the existing situation no additional highway impact assessment was undertaken (paragraph 5.1.3). In responding to the planning application proposals the Council's Highway Services noted that the streets surrounding the site were observed to be subject to high levels of on-street parking during term time. These comments were provided to the appellant during the course of the consideration of the application.

4.147 Whilst the proposals would provide limited on-site car parking, any demand for car parking arising from the occupation of the site would necessarily seek to utilise the unrestricted car parking on surrounding streets that are conveniently located to the site. Such demands may not just arise from occupiers but also from visitors who would feel less encumbered by any tenancy restrictions.

4.148 It is noted that the Transport Statement identifies the locational characteristics of the site and area as being supportive of the schemes 'car free' approach. The Council does not disagree with this strategy, however, as is currently experienced on the surrounding streets these locational characteristics and access to public transport do not reduce demands for on- street car parking. The proposed response to car parking for the appeal scheme reflects the situation for the existing Victorian terraced housing stock to the immediate south. None of these properties have dedicated off-street car parking for occupiers, the result is high levels of observed on-street car parking particularly during term time despite the areas good public transport, walking and cycling connections.

4.149 Based upon occupation levels of a two storey Victorian terraced property, which would have traditionally contained two bedrooms, the proposed development of 425 bedroom spaces at the appeal scheme would translate to approximately the occupancy level of 212 terraced properties. Even assuming occupation at the maximum level for a C4 HMO use of 6 persons this would translate to 71 terraced properties, this number is similar to the total number of properties that are located on Furness Road to the south of the site (73 postal addresses), the difference in this comparison is that there is a length of unrestricted highway approximately 210 metres in length along both sides of this road that is used for on-street car parking. As such given the experience within the immediate surrounding area that contains a high proportion of HMO properties it is considered reasonable to assume that the proposals would generate car parking demands and given the restrictions proposed for the limited on-site spaces any demand arising from the proposals would be pushed on to the surrounding streets which already experiencing high levels of demand.

6th Reason for Refusal

"The windows within the south facing elevation of the proposed development would result in overlooking over a short distance to the living room windows of existing residential properties on Langley Road to the detriment of the reasonable amenity and privacy of the occupiers. As such the proposal is contrary to policies SP1, DM1 and H12 of the Core Strategy."

4.150 The proposals incorporate four floors of residential accommodation to the Langley Road elevation. This accommodation is arranged in the form of cluster flats with communal rooms amounting to 14 bedroom spaces and 3 communal rooms on the ground floor, together with 17 bedrooms and 3 communal rooms on the first, second and third floors. Each bedroom has a window facing onto Langley Road and two of the three communal rooms on the first, second and third floors have two windows facing Langley Road. This provides a total of 86 windows facing south across Langley Road. The details contained within the application submission include detailed elevation drawings indicate that windows to rooms would be openable and it is implied would be floor to ceiling in size.

4.151 The Council considers that given the number and typical usage of communal rooms serving a number of bedrooms spaces together with bedroom spaces that would also form study/work areas for occupiers the amount and scale of glazing to the Langley Road

frontage would give rise to a real and perceived loss of privacy and overlooking of occupiers of the lower scale Victorian terraced properties to the south. It would be reasonably be expected that communal rooms for cluster flats would be used more extensively given they serve between 6 and 8 bedroom spaces on the Langley Road frontage of the scheme. In addition, students are more likely to spend time within bedroom spaces to study and work. As such, the usage and extent of usage of these rooms differs from a more traditional residential setting. The perception from existing residential properties on the southern side of Langley Road would therefore be of greater levels of activity within these rooms and differs from the impacts between traditional Victorian terraced properties facing each other across a street.

4.152 The extent of built form proposed along Langley Road would be extended further west than the current office building, giving rise to a greater level of impact on those existing properties than is currently the case. Whilst the larger number of windows in the appeal scheme together with the increase in height from the existing office building would give rise to a greater perception of loss of privacy to existing properties further to the east on Langley Road.

5. THE COUNCILS RESPONSE TO THE APPELLANTS GROUNDS OF APPEAL

5.1 At paragraph 5.10 Mr Bell indicates that during pre-application discussions there were no concerns raised with the proposed design approach by the Council in terms of scale massing and layout. Whilst the Council had raised concerns with the principle of the proposals through the pre-application process, it had continued to engage with the appellant given the stated intention to submit a proposal for the site. Within the final design review meeting concerns were raised by the Council regarding the height of the proposal, as had been the case through the stages of the project development including the initial proposals which were set at a lower height than the subsequently submitted appeal proposals (paragraph 5.4).

5.2 At paragraph 5.12 and 5.27 Mr Bell expresses concern that the appellant was not provided with consultee responses and only became aware of a number of issues following the publication of the Officers report. During the course of processing the application a number of emails were sent to the appellants agent outlining comments received from statutory

consultees together with an explanation of the Councils statement of community involvement which sets out how it handles representations received in response to neighbour notification letters (see correspondence at Appendix 23 emails dated 27th January 2021 and 17th March 2021).

5.3 At paragraph 6.99 Mr Bell raises concerns that the appellant was not made aware of the comments of the Council's Environmental Health Officers with regards to deficiencies with the submitted waste management strategy and that no opportunity was afforded them to respond. Whilst this deficiency in the scheme was not raised as a reason to refuse the appeal scheme the Council would refer the Inspector to review the email from the Council sent to Mr Bell on 23rd March 2021 (Appendix 23) which sets out the response of Environmental Health officers to the application proposals recommending an appropriately worded condition relating to waste management and setting out what further information would be required to address that condition.

6. CONCLUSION

6.1 For the reasons as discussed above, it is considered that the proposals for PBSA in the form proposed by the appellant would not result in an appropriate form of development for the appeal site, or the area in which it is located. The proposals are not considered to accord with the planning policies of the adopted Core Strategy and are inconsistent with national planning policy. The Inspector is respectfully requested to dismiss this appeal.

APPENDICES (sent under separate cover)

1. MCC Executive Committee Report – 9 December 2020 - Re**:** PBSA in Manchester
2. Guide to Development in Manchester Supplementary Planning Document and Guidance
3. Fallowfield District Centre Boundary

4 -17. Evidence of Student Need

18. iQ Development Framework
19. MCC Executive Committee Report – Draft iQ Development Framework
20. Historic England Listing Selection Guide – Domestic 3 Suburban and Country Houses
21. Historic England Good Practice Advice in Planning Note 3 (Second Edition) – The setting of Heritage Assets
22. Historic England Tall Buildings Historic England Advice Note 4
23. Correspondence between MCC and Appellants agent
24. Proposed planning conditions if the appeal were to be allowed

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Manchester City Council
Report for Resolution

Report to: Executive – 9 December 2020

Subject: Purpose Built Student Accommodation in Manchester

Report of: Strategic Director, Growth and Development

Summary

This report informs the Executive of the outcome of a consultation exercise with key stakeholders, on purpose built student accommodation (PBSA) in Manchester. In addition, this report seeks the Executive's approval to use the outcomes to further inform a policy approach to purpose built student accommodation in Manchester, with a view of developing a policy position as part of the Local Plan review process, subject to further consultation.

Recommendations

The Executive is recommended to:

1. Note the outcome of the consultation exercise with key stakeholders on purpose built student accommodation.

2. Endorse the approach set out in the report to help guide the decision making process in advance of the review of the Local Plan and request the Planning and Highways Committee take this approach into material consideration until the Local Plan has been reviewed.

Wards Affected – Deansgate, Piccadilly, Ardwick, Rusholme, Longsight, Hulme, Moss Side, Fallowfield, Withington, Old Moat, and Levenshulme

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
The suggested revised approach to Purpose Built Student Accommodation will only consider development of new accommodation in close proximity to the University campuses, reducing the need to travel, and thus minimising carbon emissions. Green travel plans will also be encouraged. There is also a key ambition to increase the quality of accommodation, which will be required to meet high standards of sustainability that contribute to achieving the zero carbon target.

Our Manchester Strategy outcomes	**Contribution to the strategy**
A thriving and sustainable city: supporting a diverse and distinctive	Students make a significant economic contribution to Manchester whilst they live and study in the city.

economy that creates jobs and opportunities	The development of assets within the Oxford Road Corridor area is vital to capture the commercial potential of research and innovation and help to realise the economic potential of the Corridor.
A highly skilled city: world class and home grown talent sustaining the city's economic success	A high quality residential offer for students in appropriate locations, is critical for Manchester's Universities ability to attract and retain students in a global market. The retention of highly skilled graduates from the city's universities is a key component in the drive towards a knowledge economy, and forming the critical mass of activity necessary to strengthen the economy.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	Freeing up former student-lets and, therefore, increasing the supply of good quality homes for sale and rent will provide the opportunity for Manchester residents to raise their individual and collective aspirations.
A liveable and low carbon city: a destination of choice to live, visit, work	Managing the impact of large student populations on residential neighbourhoods will lead to improved local resident satisfaction. The city's liveability, sustainability and connectivity aspirations can be achieved by integrating green and smart ideas into new student developments, as part of the planning process. It is expected that journeys will be made using public transport and active modes, supporting the climate change and clean air policy responses.
A connected city: world class infrastructure and connectivity to drive growth	Student accommodation will be encouraged in areas which are in close proximity to both the University campuses and high frequency public transport routes.

Full details are in the body of the report, along with any implications for

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

Financial Consequences – Revenue

Students are exempt from paying Council Tax and in 2019/20 Manchester will forego almost £17m in tax revenue due to this exemption. There is potential to improve the

Council's Council Tax revenue through a reduction in student Council Tax exemptions in city centre and south Manchester properties by directing students to purpose built student accommodation (PBSA).

Financial Consequences – Capital

None arising from this report.

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

- Manchester Student Strategy - Report to Communities and Neighbourhoods Overview and Scrutiny Committee, 19th May 2009
- Student Strategy Implementation Plan – Report to Executive, 21st October 2009
- The Manchester Core Strategy - Adopted on 11th July 2012
- Manchester Residential Growth Strategy and Action Plan 2016/17 – Report to Executive, 2 March 2016
- Corridor Manchester Strategic Spatial Framework - Report to Executive, 7th March 2018
- Manchester Science Park Strategic Regeneration Framework Update - August 2018

- Oxford Road Corridor Strategic Regeneration Framework Guidance - November 2018

- Manchester Science Park (MSP) SRF update - Report to Executive, 14th November 2018

- Report to Executive - 13 November 2019 - Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context

1.0 Introduction

1.1 Manchester is widely recognised as being in the top tier of international cities for higher education, rich in research excellence and innovation that is helping to drive the economy and generate jobs and growth. Key to Manchester's ambition of developing a world class education hub is the city's ability to compete for students, resources, and quality staff in a highly competitive global market. An important element of this relates to the city's residential offer, which has to be able to meet the expectations of students from home and abroad in neighbourhoods close to the universities and beyond.

1.2 Manchester has one of the largest student populations in Europe, with over 90,000 students at Greater Manchester's five universities, and over 380,000 students at the 22 Higher Education Institutions (HEIs) within an hour's drive. There were 74,164 students enrolled at one of Manchester's three HEIS in 2017/18, of which 48,393 had a term time address in Manchester (HESA). Of the remaining c.25,000 students, a significant proportion live at home with their families across Greater Manchester and beyond.

1.3 The resident student population makes an invaluable contribution to the city's economy, diversity and vibrancy whilst they study here. Graduates from Manchester's universities are one of the core assets underpinning a broad based, high skilled economy and the driving force behind some of Manchester's most valuable growth sectors in advanced manufacturing, health and life sciences. Manchester Universities have a high retention rate of students, with over 50% of students staying in the city after graduating.

1.4 The Council is committed to creating a sustainable and inclusive residential market that meets the demands of all residents across the city, alongside the Council's wider objectives. Previous reports to the Executive have highlighted how the make-up of Manchester's population has a direct link to changes in residential demand. In light of this, the Council must ensure that as the population expands, all residents have access to good quality accommodation, in terms of type, price and tenure. It is against this background that the Council and its partners have to consider how to approach the provision of student accommodation in the city.

1.5 Following the publication of the Student Strategy in 2009, fears of an oversupply of PBSA were raised in response to the announcement in 2010 that tuition fees would rise. At the same time, following the global economic recession, developers/investors started to see PBSA as an attractive investable proposition in comparison to other types of development including mainstream residential and commercial. It was against this backdrop, and the ensuing fall in undergraduate admissions, that the Core Strategy was developed.

1.6 Policy H12 of the city's Core Strategy (adopted in 2012) was developed with the objective of managing the supply of student accommodation in Manchester. It sets out the criteria which have been used to guide planning applications for student accommodation since then.

1.7 As reported to Executive on 13 November 2019, whilst Policy H12 remains relevant, and provides an effective tool in determining planning applications, market changes, which have seen higher numbers of second and third year students in particular living in the mainstream private rented sector in the city centre, set a new context in which the Policy needs to be interpreted and applied. This will primarily respond to affordability challenges and the need to locate accommodation in close proximity to the HEI's. The Executive agreed that key stakeholders should be consulted on the key policy considerations and issues on purpose built student accommodation, as detailed in the report and outlined in Section 4.0.

2.0 Background

2.1 The report to Executive in November 2019, set out a number of issues and considerations regarding purpose built student accommodation in Manchester, which would need to be considered in developing a policy position, as part of the review of Manchester's Local Plan. This was in response to the significant changes in both the demography (make up and location) and needs of the student population, and the wider development context, since the adoption of the Student Strategy, the Core Strategy and Policy H12.

2.2 Manchester's total student population is the largest concentration outside London, with a growing proportion of international students (prior to the COVID-19 crisis). International students are typically choosing to live in the city centre, driven by rising lifestyle expectations, property type and management.

2.3 There were c.24,000 total PBSA beds available to students in Manchester for the 2018/19 academic year, owned or leased by either the two Universities or the private sector. This accommodation varied in age, price and quality. In the period 2010/11 - 2018/19, 6,440 new homes have been built in the city centre, of which c.1,800 units were PBSA. This means that for most students choosing to live in the city centre, the mainstream lettings market is the most likely destination. The issues associated with this were outlined in the November 2019 report.

2.4 The Council has begun the process to review the Core Strategy, adopted in 2012; and remaining policies from the Unitary Development Plan (UDP) adopted in 1995. The new Local Plan will set out how the city should plan for new development, infrastructure and a growing population over the next 15 years, whilst ensuring the zero-carbon framework is achieved. An initial public consultation was held February - May 2020, on the issues to be covered in the new plan. The review of the Local Plan will consider the residential context in the city centre and is due to be adopted in 2023, after further consultation stages are completed.

3.0 Key Issues and Policy Considerations

3.1 The report to Executive on 13 November 2019, outlined some of the considerations for reviewing Policy H12 and the policy on purpose built student accommodation within the changing market context, which should be included in the consultation. These are summarised below and are also set out in more detail in Appendix 1:

a) The starting point for all student residential schemes should be that they contribute to delivering the regeneration objectives for the city; supporting employment growth, graduate and talent retention, place making and the city's international reputation.

b) The approach needs to be within the context of the approved Corridor Spatial Framework which establishes the principle that development of land in the Oxford Road Corridor should prioritise commercial or educational/research use, in order to maximise the growth potential of the Corridor, recognising the limited availability of land. Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth.

c) As shown by the evidence, Manchester is one of the most expensive cities in the UK for PBSA. A more diverse pipeline of new PBSA is now needed to help stabilise rental growth. It is critical to ensure there is a residential market, which meets the needs of students at an affordable price.

d) The overall quality of Manchester's PBSA stock is poor compared to other cities. For Manchester to remain competitive as a world class education hub, with an accommodation offer to match, the current level of poor quality accommodation needs to be addressed. New stock in appropriate locations represents an opportunity to deliver an improved student experience, which better reflects Manchester's institutions and its educational reputation overall, and also helps to contribute to sustainability targets. All PBSA must be of a high quality, providing a high standard of living, within close proximity to the city's higher education institutions.

e) Linked to the above, purpose built accommodation should consider the welfare and wellbeing of students as a major factor, in both design and management. Ensuring that student accommodation is delivered in safe and secure locations, and with appropriate management and facilities, will be a fundamental consideration for any PBSA proposals. Location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students.

f) It is currently voluntary for private developers who build and operate PBSA to sign up to the three codes of practice required for higher education providers, which aim to ensure that accredited student accommodation is safe, good quality and reputable. These are:

- The Universities UK/GuildHE Code of Practice for University Managed Student Accommodation.

- The ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments

- The ANUK/Unipol Code of Standards for Larger Developments for Student Accommodation NOT Managed and Controlled by Educational Establishment.

It is suggested that, the principles included within these three codes of practice should be adopted for all new PBSA developments, whether private sector or educational establishment led.

g) It should also be noted that owners of PBSA are not required to pay business rates on this accommodation, meaning that they currently do not make a direct tax contribution to the place making or management of the areas in which they are located, despite the additional management issues that can arise from a concentration of student tenants. There may be opportunities to look at reducing the impact of this through the planning process, as part of the renewed Local Plan policies.

h) Density of student accommodation will be essential to deliver the level of new high quality accommodation needed within the context of scarce land availability both in the Oxford Road Corridor area and the wider city centre.

i) Given the current climate emergency and Manchester's commitment to be carbon neutral by 2038, it is increasingly important that the location of student accommodation in Manchester should continue to be driven by proximity to university campuses, reducing the need to travel, and to sustainable modes of transport. This supports existing green travel plans.

4.0 Consultation Process

4.1 The consultation on purpose built student consultation had two phases. A consultation process has taken place with developers, students and higher education establishments as key stakeholders (Phase 1). Consultation with residents and other organisations (Phase 2), has taken place as part of the local plan review to inform the further consideration of a policy position on purpose built student accommodation in Manchester. The key stakeholders engaged with are as follows:

Phase 1 – Property Developers; students; higher education establishments

Phase 2 – Manchester residents and businesses

5.0 Outcomes of the consultation

Phase 1

5.1 Consultation with Phase 1 stakeholders closed on 9th March 2020 and there were 85 respondents with the following breakdown: 6 property developers; 3 higher education establishments; 76 students (this includes representation from Manchester Metropolitan University (MMU) Student Union).

5.2 Whilst property developers broadly agreed with the content and recommendations set out in the November 2019 report, they raised the following challenges:

- In developing policies, the provision for new student accommodation and their locations should be balanced with the need to promote other types of housing to ensure long term retention of talent. A suggestion would be to link this to a Council aim to increase skill retention from the current 50% of graduates to a higher figure.

- Agreed with the principle to focus PBSA within close vicinity of the University campuses, but the proposal to only consider development of new accommodation in such locations is too rigid and does not provide the flexibility needed for the lifetime of the Local Plan. A strict approach such as this could stifle delivery of other types of housing in city centre areas, and there is a need to balance PBSA provision with supply of conventional homes for people who want city centre living.

- The requirement for PBSA should not undermine the need to secure mixed and inclusive neighbourhoods; any provision will need to contribute positively to creating communities and place-making.

- Agreed that an approach for the delivery of affordable PBSA should be included within the policy, but the suggestion to follow the Mayor of London's approach needs further consideration. The London policy states that 35% of bedrooms in PBSA are required to be affordable, or to follow the Viability Tested Route and submit evidence to justify any reduction in this figure.

- To ensure exceptional, functional accommodation, the Council should set out some high level standards, such as room sizes, communal spaces and storage to ensure quality of accommodation is delivered.

- The policy should provide the mechanism for the re-use of poor quality or discontinued PBSA sites for other residential uses and not just family accommodation as currently stated.

5.3 Of the 76 students who responded to an on line survey in relation to purpose built student accommodation, 31 stated that they were looking to move to new accommodation for their subsequent academic year but less than 50% of these said they wanted to share any future accommodation with other students. Of the 31, 20% stated they wanted to move closer to their campus

and just over 50% stated they wanted to move closer to Manchester city centre.

5.4 The MMU Student Union, who represent 38,000 students, provided a response which set out the following challenges:

- Increasingly students are concerned about who they are living with rather than where they live, suggesting that allocation of rooms by PBSA operators is a barrier to students taking up places in PBSA – a problem not present in HMO rentals.

- The National Union of Students defines affordable as rooms being offered at 50% of the maximum student loan available to UK-domiciled students and they would encourage Manchester City Council to use a similar percentage.

- Agreed broadly with all of the principles laid out in the report and would additionally encourage any new PBSA operators to sign up to the University's accreditation scheme through Manchester Student Homes. (MMU Student Union).

5.5 Responses were received from MMU, University of Manchester (UoM) and the Royal Northern College of Music (RCNM) raising similar issues and recommendations, including the following:

- The reports fails to recognise complexities of the overall student population which includes international, under-graduate, postgraduate, mature, living at home, parent students and part-time students. Accommodation preferences are different for a typical under-graduate student, and even within this cohort there is no homogenous type of student that can be planned for in terms of their living choices.

- It should be noted that there will always be a cohort of students that make informed choices to reside in a local community, in traditional shared housing, alongside their peers for both experiential and affordability reasons.

- There is a risk that the rental market becomes depressed and subject to high numbers of voids which cause their own blight on the community. There are reports of this already happening in areas of Leeds, Nottingham, Liverpool and Belfast where action was implemented to relocate students to city centre areas. These cities also experience voids in City Centre PBSA.

- Cost and availability of land in the city centre is prohibitive to many developers and the associated financial model drives the delivery of high end accommodation leaving the affordability elements lacking. In order to provide affordable accommodation in these locations the resulting designs will deliver high density and a reduction in welfare

support and facilities e.g. public realm, social space, bathrooms and lounges, impacting on student experience and demand.

- PBSA has historically not provided robust welfare and pastoral care for tenants and the introduction of such support systems will come at a cost per bed space to provide the necessary staffing levels and specialist training. This will impact further on student rents.

- It may be naive to assume freeing up former student lets would result in a return to family housing, raising that the majority of Landlords have invested in a buy to let model and will need to swiftly re-fill the properties to satisfy their funders. The next tenure group is unlikely to be families as this type of accommodation no longer fits a modern family requirement.

- The requirement for clarification of the geographical definition of the Oxford Road Corridor and the need to work in collaboration to agree locations suitable for PBSA development.

- Whilst they welcomed the consultation document's reference to the need for affordable accommodation, they disagreed with the suggestion of implementing a similar protocol as the draft London Plan.

Phase 2

5.6 Consultation on Local Plan Issues closed on 3 May and individuals were asked to comment on the following statement:

"Manchester is home to the largest number of students outside London. Approaches to provide purpose-built student accommodation at a range of price levels may allow existing student homes to revert back to family use and reduce the need for students to rent mainstream accommodation, thereby preventing over-inflation of rental costs in newer developments."

5.7 There were 561 respondents overall to the Local Plan consultation, made up of residents, businesses, statutory consultees and partner agencies (although not all commented on the purpose built student accommodation statement). It should be noted that most of the responses were from residents.

5.8 Whilst most residents who responded on the purpose built student accommodation question statement acknowledged the need for a range of good quality, affordable accommodation there was a general consensus that this should not include multi occupation developments or subdivision of buildings into multiple units. There was significant opposition to the conversion of existing family homes into shared living arrangements for students.

5.9 A number of respondents referenced the fact that they would encourage the development of settled and mixed communities but opposed the idea of turning parts of the city into predominantly student only areas.

5.10 There was significant opposition to the idea of further development in the Oxford Road Corridor, with a number of respondents referring to what they described as “over development”

5.11 Most respondents were supportive of the idea of converting existing HMOs back to family use. In addition, respondents stated that any future Council strategy should impose restrictions on private landlords converting properties into HMOs.

5.12 A further concern raised related to increased problems of littering and refuse build-up in the areas surrounding multi occupational buildings.

5.13 It was commented that submissions from landowners and developers (normally via a professional agent) generally seek to promote their own sites for development, and are supportive of growth and development in general.

6.0 Response to the Issues Raised from the Consultation

6.1 In response to the requirement for high level standards to ensure quality of accommodation is delivered, planning proposals are assessed to ensure all new accommodation is in line with the required space standards adopted by Manchester in 2016 as part of the Manchester Residential Quality Guidance. Development proposals are assessed against a number of criteria to ensure both sustainable development and health and safety is adhered to in the design. PBSA schemes will need to conform to all existing Manchester policies and specific standards, in advance of any policy changes brought about by the Local Plan.

6.2 In response to the stakeholders questioning whether a similar protocol to the Draft London Plan should be used, the Council understands these protocols would need to be assessed in a Manchester context to understand any impacts. The impacts of any new approach would be also need to be monitored and evaluated in order to develop robust policy as part of the Local Plan that is fitting to future demand.

6.3 Manchester Council agree with the response that there is a need to retain young, highly skilled professionals and graduates entering the workforce, so other forms of high quality housing will be needed. For this reason, the Council has also developed its policy on Co-living as part of the review of the Local Plan. Recent residential developments in the city centre, and the pipeline for further residential development located close to major regeneration schemes enable the retention of talent close to skilled employment opportunities in the city centre. We also agree with the need to provide balanced neighbourhoods, which is the intention of Manchester’s Residential Growth Strategy. This is supported by the proposal to concentrate new PBSA development in close proximity to the University campuses, supporting the other functions of the Universities and allowing a broader mix of accommodation across the city centre and the city as a whole. The provision of further PBSA can also support the freeing up of mainstream housing in the city centre currently being occupied by students.

6.4 The Council is supportive of the University's accreditation scheme through Manchester Student Homes, which is helping to ensure quality of the accommodation available for students.

6.5 Littering and refuse collection is an area of concern that respondents have included in their response. A number of PBSA have building management in place to facilitate refuse removal and cleansing of the building. Increased enforcement and street cleansing would also reduce litter issues. Any new planning applications for PBSA would need to include a management plan, setting out how the building will be managed and maintained over the long term, including issues such as waste management.

6.6 In response to the comment that the report does not recognise the complexities of the overall student population, (including international, under-graduate, postgraduate, mature, living at home, parent students and part-time students and families), it is recognised that it is important to ensure that a balance of different types of housing continue to be delivered in the city centre, and outside of it, to meet the needs of all residents, in line with Manchester's Housing Strategy, as part of a broader city wide strategy. This will help to meet the different types of students identified. The report is focussed on the majority of PBSA demand, which is from those living away from home, and to tackle some of the existing issues faced in areas of the city centre and South Manchester. The Our Manchester Strategy, currently being refreshed, already sets out the need for good quality, diverse housing in clean, safe, attractive and cohesive neighborhoods as one of its key priorities.

6.7 We welcome the support for good quality, affordable accommodation and for growth and development in general. The lack of quality, affordable student accommodation was one of the key issues highlighted in the 2019 report, and is considered a particular barrier for domestic students. A key objective of Manchester's Housing Strategy (2016-2021) is for all residents to have access to good quality accommodation across different types, tenures, and price ranges. Manchester Council's Affordable Housing Strategy, includes the Residential Growth target of 32,000 new homes by March 2025, with a minimum of 6,400 of them to be made affordable. This is to help meet the demand created by a growing economy and growing population.

6.8 In terms of the proposed geographical location of PBSA within the Oxford Road Corridor, it should also be noted that the closure of MMU's Crewe and South Manchester campuses has resulted in an even larger number of student places being located at city centre campuses. Whilst there might be a short term dip in the number of students taking up places as a result of the Covid-19 pandemic (see below), it is expected that numbers will continue to remain strong over the medium term, indicating a need for accommodation close to the university campuses. There has been an increase of people living and wanting to live in the city centre, and their needs must be balanced with the needs of new students and the needs of communities in South Manchester, to support diverse communities and good quality housing options for all residents.

6.9 In response to those opposed to predominantly student only areas in parts of the city, and consideration of a PBSA Design Supplementary Planning Document, Strategic Regeneration Frameworks (SRF's) are currently used to guide development in city centre areas, to support place-making and regeneration through the holistic planning of mixed-use developments. The proximity of these frameworks to other SRF's, and to existing and planned residential accommodation is considered in their implementation and delivery. The Oxford Road Corridor contains, or is adjacent to, SRF's such as Circle Square, First Street, Great Jackson Street and Mayfield, which provide a range of accommodation to meet the needs of all residential communities. The Council is in the process of reviewing the City Centre Strategic Plan to outline the current position and future development opportunities in the city centre, using key performance statistics, and this, along with the Local Plan will help further define suitable areas for PBSA in the future, recognising the changing context of the city centre in recent years to support residential uses. One of the key principles within the November 2019 report was that new PBSA schemes should provide added value in terms of their contribution to the regeneration objectives of the city.

6.10 In response to the concern of "over development" in the Oxford Road Corridor, the area has been a designated Enterprise Zone (EZ) since 2016. Recent development is reflective of a world class, innovative location, currently generating £3billion GVA per annum, providing 60,000 jobs of which half are within knowledge intensive sectors, and is consequently one of the most important economic districts in the city. The value of this new development must not be underestimated in terms of the overall growth of, and talent retention, in the city.

6.11 Manchester has seen a relatively low level of investment in new PBSA compared to other cities, as a result of the careful management of the pipeline through Policy H12. This has been reflected in the high levels of students living in mainstream housing and the high take up of places in the new PBSA accommodation. MMU are currently not able to provide accommodation to all first year undergraduates. The Council therefore, believe that there is scope to provide additional PBSA, provided it is of the right quality, price and in the right locations, without leading to a high number of voids. However, we recognise the continued need to see a planned and judicial level of growth, in line with the principles of H12. It is noted that there are currently two PBSA schemes within the planning pipeline, at River Street and New Wakefield Street, with further schemes planned by IQ Manchester and Marlborough Street. These schemes will jointly provide around 3,000 new student bedrooms. The impact of these schemes will be taken into account, when considering further applications, and the level of student accommodation kept under review.

6.12 In balancing the views of HEI's, developers, students and residents, along with current policies and standards, it is considered that the principles set out in the report to the November Executive remain appropriate as providing the context for the application of Policy H12. For ease of reference the principles are attached at Appendix 1. The principles will be kept under review as

applications come forward, and a formal review of the policy can be developed and tested through the review of the Local Plan. It is also proposed that any new PBSA developments should be designed in such way that they can be easily adapted in response to changing circumstances and requirements. The current context (see below) should also be considered.

7.0 Covid-19 – Potential Impact on PBSA

7.1 It should be noted that the *Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context* report was written prior to the Covid-19 pandemic and subsequent lockdown arrangements. Similarly, consultation with Phase 1 stakeholders closed before lockdown restrictions were put in place.

7.2 The full economic impact of the pandemic, and the speed of economic and business recovery is not yet clear. As stated earlier in this report there had been a growing proportion of international students at Manchester's universities but it is likely that this trend will be impacted in the short term by ongoing travel restrictions and fears about resurgence of the virus.

7.3 The current indications are that social distancing policies are likely to be in place for some time, while the longer term behaviour change resulting from the outbreak is still unknown. The result could mean that co-living arrangements for students could become temporarily unpopular with potential tenants who may be reluctant to share accommodation and amenities with strangers, and make such developments less viable.

7.4 Whilst it was anticipated that Covid 19 may have had a detrimental impact on student numbers for 2020/21, there are positive indications (September 2020) that this is not the case. Although final student numbers will not be known until October 2020, expectations are that totals, including for overseas students, will be comparative with the previous year. Any reduction in numbers is likely to be a short to medium term challenge, with numbers building back up as the city recovers and a sense of normality returns. The Council's long term plan remains one of growth in the city and any future approved PBSA developments will not be completed before 2023, at which point the target would be for student numbers to have returned to or improved on current numbers.

7.5 Consideration should also be given to the fact that future PBSA developments will not only provide accommodation needs for increasing numbers of students but will also replace existing poor quality stock. As previously stated in this report, for Manchester to remain competitive as a world class education hub, it must have an accommodation offer to match.

8.0 Conclusions & Next Steps

8.1 This report details the outcomes of a consultation process with stakeholders for purpose built student developments in the city, in order to review Policy H12 and develop the policy in line with the changing market context. The

Issues Consultation Stage of the Local Plan has been undertaken to engage with stakeholders on the issues covered by the new plan.

8.2 This report details the outcomes of a consultation process with stakeholders on purpose built student accommodation in the city, in order to inform a policy approach in advance of the Local Plan review. While not formal policy, the recommendation is for this approach to be of material consideration in the application of Policy H12 when considering planning applications for purpose built student accommodation schemes.

8.3 It is, therefore, recommended the City Council adopts the approach set out in this report as context for the application for Policy H12, in advance of the Local Plan review and update in 2023. The impact of any new purpose built student accommodation proposal will be monitored and appraised, and outcomes from these evaluations will feed into the future review of the Local Plan. This approach supports the current policy position in that regeneration remains a critical consideration.

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9.0 Recommendations

9.1 Recommendations appear at the front of this report.

10.0 Key Policies and Considerations

(a) Equal Opportunities

10.1 The Council's proposed approach to purpose built student accommodation has been consulted upon with a wide range of stakeholders, enabling all interested parties to engage in the process.

(b) Risk Management

10.2 Risks will be considered on a scheme by scheme basis.

(c) Legal Considerations

10.3 Any new planning policy relating to Purpose Built Student Accommodation will need to be developed and adopted through the Local Plan process.

Appendix 1

Policy Proposals outlined in the Consideration of Policy H12: Purpose Built Student Accommodation Within the Changing Market Context Executive report (November 2019)

- The aim of Policy H12 has been to ensure that the right mix of student housing is delivered, in the right parts of the city, to meet the demands of the evolving student population and the wider growth, regeneration and financial objectives of the City Council and its partners. The Policy has been successful in achieving these objectives to date.

- An initial appropriate consultation is proposed with key stakeholders on the changing market context set out in this report, with a view to the changed market context being taken into account in determining planning applications in advance of a full review of Policy H12. Following this, as part of the development of the revised Local Plan, an evolution of implementation of the student accommodation policy will be considered and consulted on. The rest of this report sets out the key policy ideas that it is proposed the Council consult the Universities and other stakeholders on, based on the issues set out in this report, in relation to all student residential development. The approach to the student housing market should also be kept under review, to ensure responsiveness to both changing market circumstances (including the impact of leaving the EU) and demand.

- An approach to affordability could be included within the new Local Plan - perhaps along the lines of the Draft New London Plan (published in August 2018), which specifically addresses affordability in PBSA (see Appendix I). The London policy states that 35% of bedrooms in PBSA are required to be affordable, or to follow the Viability Tested Route and submit evidence to justify any reduction in this figure.

Supporting Regeneration Objectives

- The starting point for all student residential schemes should be that they contribute to delivering the regeneration objectives for the city; supporting employment growth, graduate and talent retention, place making and the city's international reputation.

- As part of this, the approach needs to be within the context of the approved Corridor Spatial Framework (see paragraph 3.4), which establishes the principle that development of land in the Oxford Road Corridor should prioritise commercial or educational/research use, in order to maximise the growth potential of the Corridor, recognising the limited availability of land. Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth. Given the location of the majority of accommodation within the wider Corridor area, the Corridor Board, will be a consultee on proposals for PBSA.

- Conditions set through the planning process for example through Section 106 agreements, will seek to restrain students living in new non-PBSA developments.

Affordability

- As shown by the evidence, Manchester is one of the most expensive cities in the UK for PBSA. A more diverse pipeline of new PBSA is now needed to help stabilise rental growth.

- New accommodation would need to adhere to the quality criteria set out below, including adequate room sizes, storage and social spaces. However, more studio-style accommodation, or a product similar to the shared apartment scheme being developed at River Street may provide examples of how more affordable PBSA could be delivered.

- It is critical to ensure there is a residential market, which meets the needs of students at an affordable price. The city cannot allow affordability to impact on the ability to attract and retain students from a range of backgrounds, and/or prohibit them from living in areas close to the university campuses. An approach similar to the London policy of 35% affordable units within any new PBSA should be encouraged.

Quality

- The overall quality of Manchester's PBSA stock is poor compared to other cities. A recent appraisal by Cushman and Wakefield found that Manchester has fewer high quality rooms compared to the UK average (15% vs 23%) and more low-quality rooms than average (39% vs 33%). Accommodation is considered to be less sustainable where:

    1. It is a greater than 20 minute walk to campus
    2. Room quality is below average
    3. There is below average quality common space

- For Manchester to remain competitive as a world class education hub, with an accommodation offer to match, the current level of poor quality accommodation needs to be addressed. New stock in appropriate locations represents an opportunity to deliver an improved student experience, which better reflects Manchester's institutions and its educational reputation overall, and also helps to contribute to sustainability targets.

- All PBSA must be of a high quality, providing a high standard of living, within close proximity to the city's higher education institutions. To ensure the delivery of student accommodation that is high quality and highly accessible, with strong and sustainable connections to the city's universities, all future PBSA should be within or immediately adjacent to Oxford Road Corridor (with the exception of the area surrounding the Institute of Sport, on the Etihad Campus as set out below). Design should allow sufficient facilities to cater for the overall wellbeing of students, including, for example, generous living

space, communal spaces for students to socialise, and public realm, which contributes to the quality of place. PBSA design must also be sufficiently flexible to allow for re-purposing as demand varies.

Wellbeing, Safety and Security

- Linked to the above, purpose build accommodation should consider the welfare and wellbeing of students as a major factor, in both design and management. Ensuring that student accommodation is delivered in safe and secure locations, and with appropriate management and facilities, will be a fundamental consideration for any PBSA proposals. Location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students. The safety and security of accommodation has a significant impact upon student retention which is of clear importance for both the universities and the city as a whole. Location and security are consistently identified by international students as the top factors when choosing accommodation.

- It is currently voluntary for private developers who build and operate PBSA to sign up to the three codes of practice required for higher education providers, which aim to ensure that accredited student accommodation is safe, good quality and reputable. These are:

    - The Universities UK/GuildHE Code of Practice for University Managed Student Accommodation
    - The ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments
    - The ANUK/Unipol Code of Standards for Larger Developments for Student Accommodation NOT Managed and Controlled by Educational Establishment.

- It is suggested that, the principles included within these three codes of practice should be adopted for all new PBSA developments, whether private sector or educational establishment led.

- Private halls of residence should be encouraged to provide pastoral care and programmes which seek to provide an enhanced student experience (as is already evident in the current higher end schemes). These packages can deliver the provision of welfare care and extra-curricular activity in various ways.

- It should also be noted that owners of PBSA are not required to pass business rates on this accommodation, meaning that they currently do not make a direct tax contribution to the place making or management of the areas in which they are located, despite the additional management issues that can arise from a concentration of student tenants. There may be opportunities to look at reducing the impact of this through the planning process, as part of the renewed Local Plan policies.

Density

- Density of student accommodation will be essential to deliver the level of new high quality accommodation needed within the context of scarce land availability both in the Oxford Road Corridor area and the wider city centre.

Location

- Location is a key factor in ensuring the quality, security, sustainability and wellbeing benefits of accommodation. As a result, purpose built student accommodation should be located in the areas immediately adjacent to the core university areas, principally the Oxford Road Corridor area. This may include parts of surrounding neighbourhoods such as Hulme and Ardwick which are immediately adjacent to the university campuses, for example, appropriate sites on Cambridge Street and Upper Brook Street, which accord with the Corridor Spatial Framework. The exact sites would need to take into account the principles of the Corridor Spatial Framework, the context of the surrounding neighbourhood, and support the wider economic and academic growth of the Corridor.

- The only exemption to this within the city would be within the Eastlands Strategic Regeneration Framework area, where consideration will be given to high quality PBSA to support the Institute of Sport proposals on the Etihad Campus as plans develop.

Sustainability

- Given the current climate emergency and Manchester's commitment to be carbon neutral by 2038, it is increasingly important that the location of student accommodation in Manchester should continue to be driven by proximity to university campuses, reducing the need to travel, and to sustainable modes of transport. This supports existing green travel plans. Students are encouraged not to bring vehicles to the city and instead sustainable travel, discounted travel passes and alternative modes of transport are already comprehensively promoted to new and returning students.

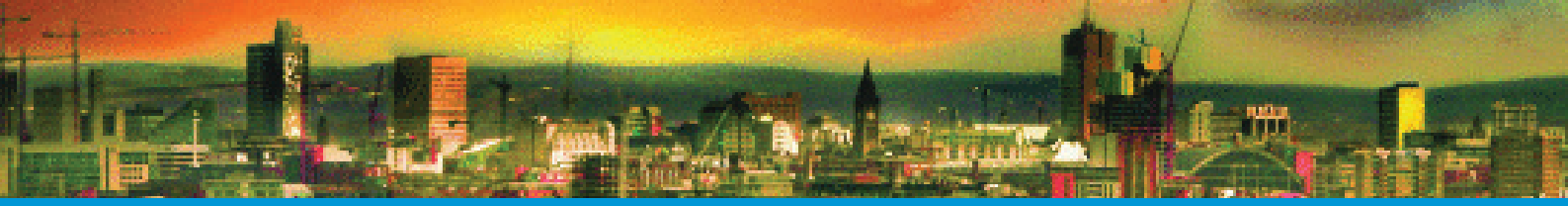
- The requirements driving quality in new PBSA will ensure that all new accommodation meets the highest standards of sustainability, to meet the Council's zero carbon policies. They will also be expected to provide appropriate public realm and connectivity, which can contribute to the local environment; provide opportunities for reducing climate change impacts (e.g. providing new trees); and encourage walking and cycling, also contributing to levels of wellbeing.

Mix of uses

- It is essential that the Oxford Road Corridor, and the city centre as a whole, is able to maintain the right balance of commercial, educational, residential, cultural and leisure use, in order to ensure that it can maximise its contribution to the economic growth of the city. Given its unique position, and as outlined

above, the presumption will be that commercial and educational use will be prioritised within any new development in the area.

- However, a level of high quality PBSA will be important to achieving the right student offer, and address the issues raised throughout this report, including the attraction and retention of students. A limited amount of PBSA will be considered, in appropriate locations, where it can be demonstrated that it will support commercial and educational use, and the overall growth and regeneration objectives for the Corridor and the city.



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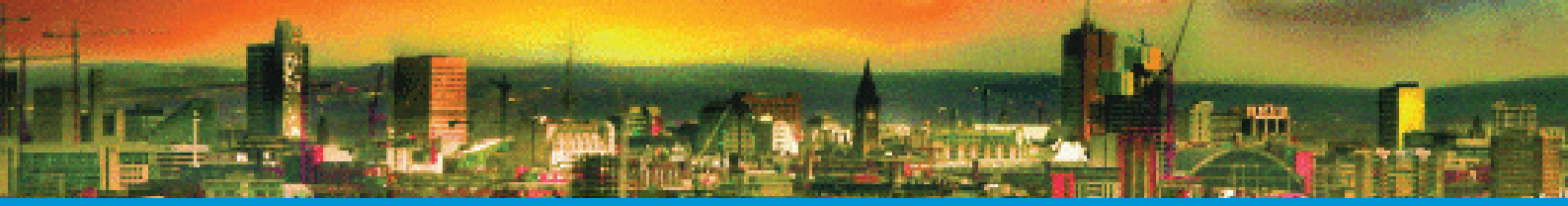
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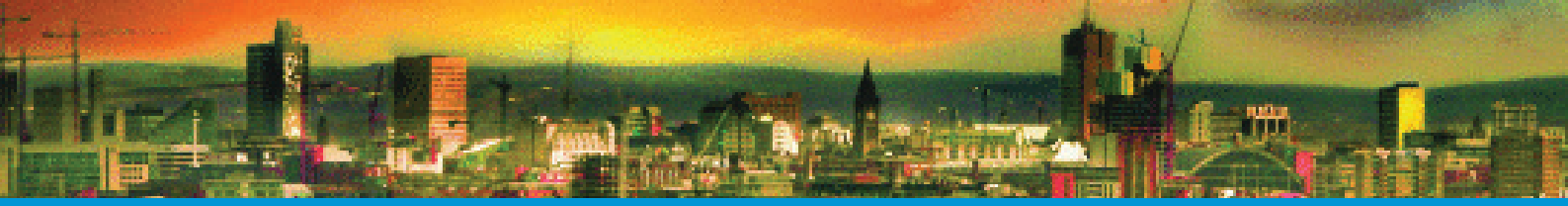
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Foreword

Foreword by Sir Richard Leese, Leader, Manchester City Council

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance

1 Manchester is at the same time an international city, a regional capital and a home-town, richly diverse and multi-faceted in terms of its people and its function. Manchester has welcomed much investment throughout recent years, both financially and through the commitment and entrepreneurial spirit of those who live and work in the City. This has resulted in the creation of major sports and cultural facilities, the regeneration of declining neighbourhoods, the refurbishment and development of notable buildings and open spaces, the consolidation of Manchester as an international destination and its emergence as a Knowledge Capital. Our aim throughout has been to create a city in which people choose to live, learn, work and relax.

2 But we are not standing still. We want to continue to create a more attractive, more accessible and useable City for Manchester people, and we have the confidence to set standards. We are an ambitious city aiming to be the greenest, most inclusive, most accessible city in the UK.

3 We are integrating our environmental, economic and social activities; introducing variety and value in new housing development and diversifying tenures; pursuing design principles which create safer areas and streets; constructing streets, squares and buildings of interest and quality, and developing strong vibrant neighbourhoods so that they become a cohesive and sustainable part of the City.

4 This Supplementary Planning Document is all about bringing together those development principles that we believe will assist in the creation of such a City. Much of the current document has been drawn from the highly successful previous editions of the Guide to Development in Manchester. The overall message has not changed but the adoption of this Guide as a Supplementary Planning Document and Planning Guidance will help to provide more certainty for all those involved in the development process.

5 We therefore commend our Guide to Development in Manchester Supplementary Planning Document and Planning Guidance to all those who have an interest in the future of the City, particularly those who wish to invest and promote development. We ask developers and investors to recognise and support our approach to the way initiatives are progressed and we hope that the Guide will continue to facilitate this. In return, investors and developers can be assured that they have, in Manchester, a partner that is both determined and willing to make a full contribution to the delivery of proposals that meet the aspirations of a major international City and of its residents.



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Introduction

1 Government Circular 1/2006 introduces a requirement for the submission of a design and access statement to accompany all planning applications for major development. Manchester City Council has produced this document as a means of guiding those involved in the development process in their preparation of these statements. The document sets out the City Council's stance on a wide range of issues, demonstrating, where applicable, their links to the Manchester Unitary Development Plan (UDP). Much of the content of the document is taken from the former Guide to Development in Manchester 2.

Understanding the Document Format

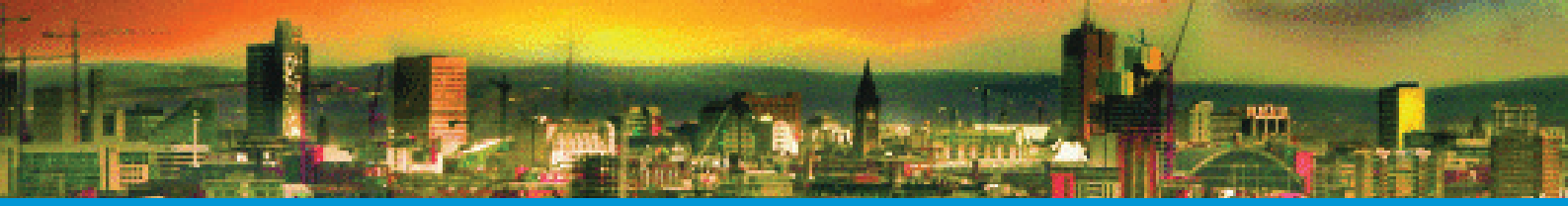
2 Whilst the City Council is currently involved in the preparation of the Local Development Framework, existing planning policy is contained in the UDP referred to above. The Guide does not create new planning policy but rather expands on and provides further detail on these existing UDP policies. It is divided into three parts. The first part deals with development principles and has Supplementary Planning Document (SPD) status with the exception of a small number of paragraphs written in italics.

3 The second part provides additional guidance on the character of various areas within the City. This section does not have SPD status but sets the context within which developers and architects will have to work, identifying key characteristics and highlighting important development issues and priorities within those different areas.

4 Part three of the Guide to Development explains how the Guide to Development should be used and how it relates to the wider planning policy framework, development control, Local Transport Plan, Community Strategy, and Housing Market Renewal Pathfinder.

5 The Guide to Development in Manchester is effectively a hybrid document acting as both a Supplementary Planning Document and planning guidance. It is worth noting, however, that the entire document has been the subject of formal consultation and a Sustainability Appraisal, and as a consequence those parts that do not have SPD status nevertheless have more weight in planning terms than City Council policy that has not been the subject of the same extensive consultation.or appraisal. Developers will be expected to have regard to both the SPD and planning guidance in their preparation of any design and access statements.

6 Developers are also referred to Section 42 of the 2004 Planning and Compulsory Purchase Act, Section 327A of the 1990 Town and Country Planning Act, Section 3 of Circular 1/2006 and CABE's 'Design and Access Statements' publication for general advice concerning the role and content of design and access statements.



Part One - Supplementary Planning Document



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1 Creating a Sense of Place

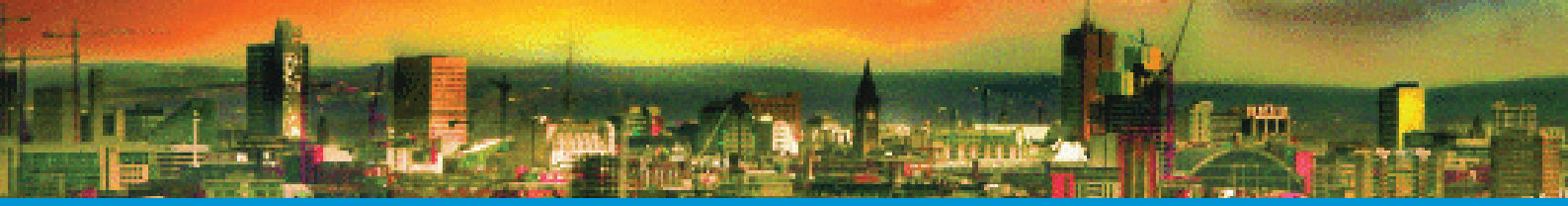
1.1 What a city looks and feels like is a crucial part of its identity and if people are to enjoy places they should be welcoming, inclusive, neighbourly, interesting and attractive. Manchester contains many remarkable buildings, spaces and neighbourhoods that help to give it a unique identity and we want to ensure that we continue the process of enhancing the look and feel of Manchester. We want Manchester's buildings, neighbourhoods, streets and spaces to convey a sense of place where their identity, character and role are clear, relevant and special.

1.2 There are many factors that create a "sense of place", some in a direct and obvious way, such as the appearance of buildings or the presence of a park, others in a less tangible way, such as having a good choice of shops or being close to friends and family. It is the inter-relationship between these factors and how they are reinforced which will lay the foundation for the future. We want to ensure that the developments taking place throughout Manchester enhance and contribute to this unique identity and that Manchester's many neighbourhoods retain and develop their own sense of place.

1.3 Our aim is to provide guidance which will help to develop and enhance an environment within Manchester which is visually attractive, has a unique and positive sense of place and which properly caters for the functions which it accommodates both now and in the future. Manchester's intention to become Britain's Greenest City is particularly important in this context. It is recognised that failure to reduce the City's contribution to the causes and effects of climate change will significantly undermine not just the local and global environment but also the social and economic sustainability of cities, including Manchester.

1.4 The advice that the Guide provides for developers applies to all development proposals, including conversions and extensions. It covers the following issues:

- Design
- Accessibility - Design for Access 2
- Environmental Standards
- Street Hierarchy
- Parking Guidelines
- Housing Density
- Promotion of a Safer Environment
- Design for Health
- Internal Design Principles



2 Design

2.1 UDP Part 1 Policies H2.7, I3.1 and S2.5 all deal with the City Council's expectation that new development, whether for residential, industrial, commercial or retail purposes, should have a high standard of design making a positive contribution to the City's environment. UDP Part 1 Policy E3.3 encourages new development along the City's major radial and orbital routes to be of the highest quality. The following sub-sections articulate in greater detail what the City Council means when it refers to a high standard of design. Where other UDP policies underpin specific parts of this document these will be identified at the beginning of the individual sub-section or paragraph.

2.2 Guidance in this section is grouped under seven key principles recognised by CABE (the Commission for Architecture & the Built Environment) as being those urban design characteristics, which together create successful places.

- Character and Context: A place with its own identity
- Continuity and Enclosure: A place where public and private spaces are clearly distinguished
- Legibility: A place that has a clear image and is easy to understand
- Ease of Movement: A place that is easy to get to and move through
- Quality of the Public Realm: A place with attractive and successful public areas
- Diversity: A place with variety and choice
- Adaptability: A place that can accommodate change and innovation.

Character and Context: A place with its own identity

Design should respect and be informed by location (See Part Two 'The City's Character Areas)

2.3 A high quality environment is created by buildings which reflect their purpose and respect the place in which they are located. Different parts of the City, its neighbourhoods and streets have distinct or individual characters which are a product of the design of their buildings, the nature of the streets, the quality of the landscape or the nature of their activities. Such positive characteristics should be recognised and enhanced by new development. Each new development should be designed having full regard to its context and the character of the area.This should be demonstrated in planning submissions by way of design statements and where appropriate, visual means such as models and photomontages.



2.4 *The Council's Area Co-ordination Team are preparing a Sense of Place Framework which is due to be completed in April 2007. Good urban design can contribute to fostering a sense of place by reflecting the background diversity and uniqueness of a local area. For more information about the Sense of Place Framework please speak to the Council's Community Engagement Development Officer on 0161 234 4093.*

Design and function

2.5 Quality is much more than aesthetics. There should be no conflict between good design and buildings that function well and meet the needs of their occupants.

The City's heritage is an asset

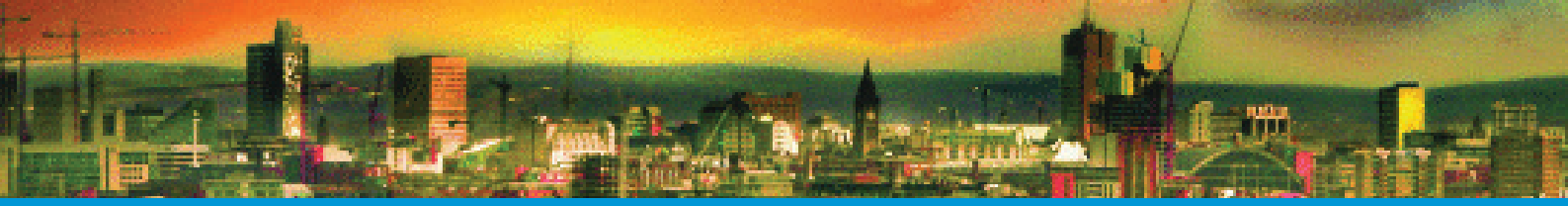
2.6 UDP Part 1 Policy E3.8 refers to the enhancement of Conservation Areas, whilst Policy E2.7 states that buildings and areas of architectural and historic importance together with their setting will be preserved and enhanced.The rich urban heritage of Manchester and the distinctive qualities of its different neighbourhoods and buildings help to create a strong sense of place and should be respected in new development, to promote high quality environments that combine good design with the best architectural traditions of the City. There are currently 35 Conservation Areas in the City, each with its own distinctive character. New developments should acknowledge the character of these areas and will only be acceptable if they preserve or enhance the special nature of these varied parts of the City.

Development should help to sustain local neighbourhoods

2.7 We wish to encourage the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified urban form which blends in with, and links to, adjacent areas. Increased development density can be appropriate where it is necessary to reinforce community identity, promote a more economic use of land, increase demand for local facilities and contribute to safer, self-policed streets. However density levels must be informed by the character of an area and the specific circumstances of a proposal.

Areas of change should promote a sense of place

2.8 In areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contributes to the creation of a positive identity. There should be a smooth transition between different development forms, and styles and integration will be a key factor in the determination of planning submissions.



Local centres should be attractive and distinctive

2.9 The design of shop fronts, security measures, forecourts and signage should contribute to the character, identity, individuality and accessibility of local centres. These elements play a major role in creating the sense of place and image of the area. Whilst it is important for people to be able to identify specific shops and services, the design of shop fronts and signage should relate to and harmonise with the character of the area within which the building is located. Local centres must be accessible to ensure inclusiveness, and entrances to shops, services and facilities, and new or improved public realm works should be designed with this in mind.

The design of streets should promote neighbourliness

2.10 Streets should define and help to identify individual neighbourhoods and buildings, as well as providing access to and through them. They should enliven and define an area and reinforce its character, helping to achieve and foster a sense of place and quality. The design of street furniture, the range of materials and the choice of street trees should reflect the nature, role and accessibility of the street. Successful neighbourhoods often incorporate places where there is a natural focus, such as squares, greens or corners. Particularly near to local facilities, these places encourage people to stop and chat, and offer obvious meeting places for the community.

Public buildings should have a positive impact

2.11 The design of public buildings should contribute to and enhance the quality of the environment, rather than simply responding to funding or contractual requirements. They should be a source of pride and inspiration, and should help to reinforce the sense of place and character in the neighbourhoods within which they are located. This requirement will be built into the development briefs for public facilities within the City.

Continuity and Enclosure: A place where public and private spaces are clearly distinguished

Buildings should front onto streets

2.12 It is important to achieve an adequate level of enclosure if streets and open spaces are to provide a sense of place and help people feel comfortable and safe. Buildings should present their main face and pedestrian entrance to the adjacent main street, to contribute to its vitality and interest. Windows and entrances should ensure that the street is overlooked to promote informal surveillance. Large areas of car parking and servicing should be situated to the rear, side of, or beneath the building, with clear safe accessible footways leading to the main door.



Where it is appropriate for a building to be set into the site because of site requirements or constraints, the built form should nevertheless present a visually continuous, attractive and accessible, pedestrian and cycle friendly, frontage to the principal street.

Buildings should relate well to each other

2.13 The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings. Projections and setbacks from this line, such as bays, foyers and entrance halls, can help to create visual emphasis; they should not, however, reduce safety by creating hidden areas, or accessibility by making obstructions, nor detract from the visual continuity of the frontage.

Building height should be carefully considered

2.14 It is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.

2.15 Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations. In established residential areas, significant variation in height may not be appropriate. Where higher structures are more appropriate, notably in and around the City Centre, they must be informed by all of the principles described in the Guide.

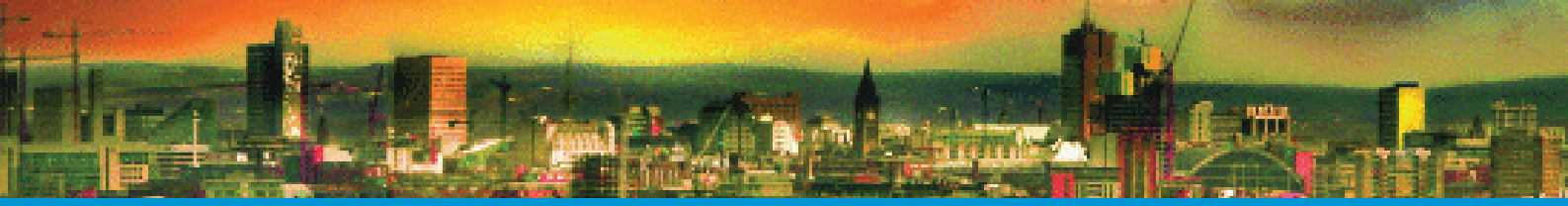
Site boundaries and treatment should contribute to the street scene

2.16 The impact of site boundaries can be significant and must be taken into account and incorporated into the design of new developments and conversions from an early stage. Original examples that contribute to the character of the area should be retained. Well designed new treatments such as walls, low walls and railings or hedges and boundary trees, can maintain the enclosure of the street, reinforce the building line and contribute to the quality of the environment.

Legibility: A place that has a clear image and is easy to understand

Developments should enhance existing vistas and create new ones

2.17 Vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises. Gaps between buildings should not distract from the major view along a



street. Signage can be used positively to enhance legibility in new developments and if appropriately located and designed can be particularly helpful for visitors and users of large complex schemes.

Strong corners are important landmarks

2.18 The corners of buildings create visual interest, enliven the streetscape and contribute to the identity of an area. Corners help people to find their way around an area and are often used as meeting points. Corners should therefore be designed with attractive window, entrance and elevational detail and site boundaries should be high quality. On major routes they should accommodate active ground floor uses, entrances, art or signage, to reinforce the character of the street and the sense of place. Corners can also be marked by trees or public art to create attractive open space landmarks.

There should be a clear definition between public and private space

2.19 Developments should have a clear edge. The face of the building, boundary walls or fences will normally create this, but where there is no formal boundary, the design of planting or surfacing should promote clarity. Street design should help to create this clear definition, identifying public areas whilst marking and protecting private spaces. Footpaths and cycle ways should be designed to provide routes that are understood and respected by both users and others and safety should be a priority in their design.

Junctions should be designed as places

2.20 UDP Part 1 Policy T2.1 refers to priority being given for schemes which improve conditions for pedestrians and cyclists including junction improvements and pedestrian crossing facilities. Junctions are important landmarks and points of reference for people walking or cycling through an area, as well as for traffic. They are the point at which people decide their route and therefore become nodes of activity. Their design and street furniture should facilitate this, as well as controlling vehicles and assisting pedestrian movement and safety, and clutter and conflicting activities should be avoided.

The impact of car parking areas should be minimised (See Chapter 6)

2.21 For the foreseeable future, major commercial, leisure and residential developments will have significant car parking demands. The location, design and treatment of these areas could have a major impact on the street scene and will need to be carefully considered.

2.22 In order to reduce reliance on the car, residents and workers should be within easy walking distance of facilities such as clinics, corner shops, newsagents and public transport.



Ease of Movement: A place that is easy to get to and move through

2.23 UDP Part 1 Policy T3.9 sets out the City Council's hierarchy of road users which gives priority to pedestrians, disabled people and then cyclists. This is to be used in assessing any scheme with significant transport implications. The policy makes it clear that in all circumstances the aim will be to cater for the needs of those who use the area, rather than pass through it. The following sub-sections provide guidance on the implementation of this hierarchy and the implications it may have on the design of new development or redesign of existing.

The street network should contribute to the character of the area

2.24 The historic pattern of Manchester's streets and spaces is still evident in most parts of the City. It is a significant element which helps to define the character of different neighbourhoods and should be respected. Neighbourhoods should contain a recognisable hierarchy and network of routes, to give people choice and flexibility in their use. Development proposals should respect and help to reinforce this by providing an appropriate, well designed street network which joins new development with existing, and reinforces links to and through the area.

Streets should be designed for people to use

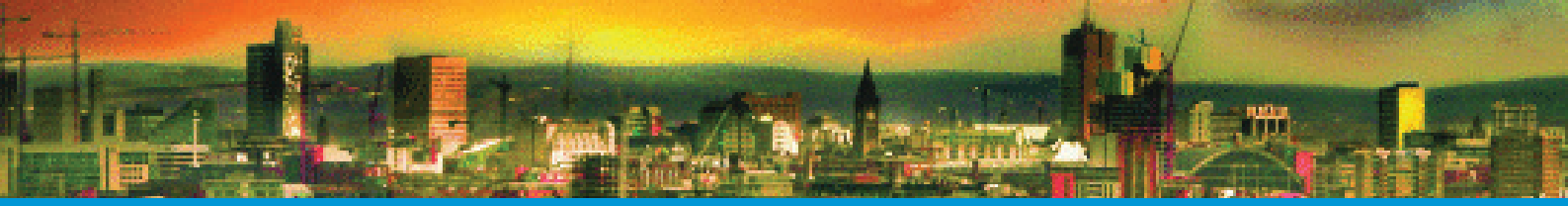
2.25 Streets should not simply cater for the requirements of the occupants of its buildings or the vehicles moving through it. They should be attractive, accessible, safe and busy social spaces which encourage use by the local community. On major roads and high streets, traffic flow is an important consideration, but care should be taken to ensure that the car does not dominate. The design of neighbourhood and local streets must ensure low vehicle speed, so that pedestrians, wheelchair users and cyclists have priority.

The use of culs de sac is discouraged

2.26 Culs de sac impose unnecessary constraints on permeability and can aggravate antisocial behaviour and crime. Where they already exist or no alternative is possible, they should be attractive in appearance, and not be dominated by excessive vehicle turning circles. Innovative solutions such as homezones will be considered so long as they are well designed, take account of the needs of disabled people, and can be well managed and policed.

Junction design should reduce vehicle prominence

2.27 Traditional crossroads and junctions are important features of street networks in established urban centres and are desirable in new developments. The implementation of a range of traffic management measures, for example surfacing changes and, used with care, smaller corner radii, should be considered, to ensure that vehicle movements, including by cyclists, are safe, and so that pedestrians can cross safely and easily without the use of safety barriers.



Safe routes for cyclists and pedestrians will be promoted

2.28 UDP Part 1 Policy T3.6 sets out the Council's intention to promote a network of safe, attractive and clearly marked pedestrian and cycle routes to work, retail, health, education and leisure facilities throughout the City. UDP Part 1 Policy T3.1 refers to the the needs of cyclists and pedestrians being catered for in new developments. The identification of key routes for pedestrians and cyclists will be required as an integral part of the design of new development schemes. Routes which do not follow the street network should not mean taking long detours; they should, where possible, take short convenient routes with many options for joining the road network. Care should be taken to ensure that they are not unobserved, narrow or badly lit.

Public transport should be easy to use

2.29 Developments across the City have an important role to play in supporting the promotion of sustainable public transport. Developments should have regard to, and respond to, the location of all public transport facilities, routes and stops. Where this is insufficient, developers should actively pursue access to different forms of public transport provision for their site. The Council will continue to promote the development of its highly successful Metrolink network, and developers bringing forward proposals adjacent to proposed routes will be expected to support and accommodate its future development and use.

Travel Plans

2.30 At an early stage, before submitting a planning application, developers should consult with the Council to determine whether a Travel Plan is required in line with PPG13 (see references). A Travel Plan is a package of measures and actions aimed at reducing the need to travel by car by providing alternative choices and encouraging walking, cycling, and public transport use. At the planning stage consideration should be given to the proximity of the development to existing travel facilities and services, site layout, suitable density, cycling, pedestrian facilities and potential for parking restraint. More detailed guidance on the content of Travel Plans is available from the Council.

Vehicular access including servicing

2.31 Developers should have regard to the impact a new development may have on the local traffic network and on the nature and number of likely movements arising from it. A Transport Assessment may be required to be undertaken in line with PPG 13. Developers should consider the servicing needs of any development at an early stage to ensure that adequate servicing is provided on site. Poor on-site provision can lead to a reduction in pedestrian safety on adjacent roads as well as higher costs in the maintenance of an attractive street environment.



Quality of the Public Realm: A place with attractive and successful public areas

2.32 The City Council in UDP Policies L1.6 seeks to encourage the provision of a good distribution of safe and attractive areas for informal recreation. Policy H2.1 makes clear the Council's desire to see environmental improvements in residential areas. Policies H2.4 and H2.7 refer to there being no areas of incidental open space permitted within new developments, and existing such areas being reallocated for more productive use. Policy E3.6 specifically refers to the upgrading of public open space and squares and access to the waterways within the City Centre. The following paragraphs set out what the City Council considers to be required in creating safe, attractive, functional public open space. This may involve areas of hard landscaping, planting or a mix of both.

Good open spaces contribute to a sense of place

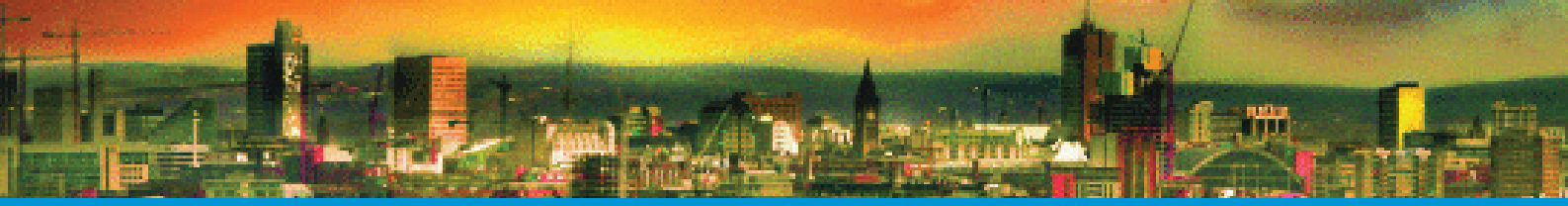
2.33 Successful open spaces play a vital role within the City. Successful open spaces encourage use and ownership by local people, stimulating neighbourliness and pride, and contributing to people's sense of well being. People should have access to a hierarchy of open space, from large, informal, natural areas to local open spaces or private gardens and balconies. Together these spaces should contribute to a cohesive network whilst at the same time creating a variety of environments.

Open space should have a purpose

2.34 Open spaces, whether big or small, hard or soft, public or private, should have a clear intended use, and their relationship to adjacent developments should be determined early in the planning process. The Council will look to eliminate areas of incidental open space in new developments, and will not adopt small pieces of surplus and unusable open space.

Children and young people should be considered

2.35 UDP Part 1 Policy T3.4 explains the City Council's intention to develop its safe routes for schools and extend it to play areas, parks and other community facilities. The needs of children and young people should be considered in the proposed role and design of all areas of open space. Safe routes to school should be integral to new development schemes. Adequate play areas should be available, including formal spaces, places where they can explore, and places where they simply meet up in safety. The role of private gardens in accommodating outdoor play should also be considered.



Trees and other types of planting are important elements of new developments

2.36 UDP Part 1 Policy E2.6 encourages the retention and planting of broad leaved trees.The Council has determined to increase the City's tree coverage, as detailed in its Tree Strategy, adopted in 2006. The introduction of quality landscaped areas is sought in the City Centre, and in other appropriate locations where they would be beneficial. Planting softens the urban environment and can contribute to sustainability by reducing the effects of carbon dioxide emissions through carbon capture. Sufficient space should be allowed for on-site planting, which should be of a stature and species appropriate to the character and context of the development. Poorly considered mass planting with no clear purpose will not, however, be considered as a way of filling in areas of incidental open space.

Street trees are encouraged

2.37 UDP Development Control Policy DC16.1 sets out the City Council's stance on street trees. In fulfilling this policy developers should have regard to those street trees, which are a common feature of some parts of the City, but virtually absent in others. These create attractive, interesting routes through an area and help to give it a clear identity and sense of place. The Council wants to increase the provision of street trees of an appropriate species, so that they become an important feature of the City's neighbourhoods and spaces, and will look to new developments to assist this aim.

The City's existing landscapes should be conserved and enhanced

2.38 UDP Development Control Policy DC16.1 also relates to trees within a development site. New developments will fit more easily into their surroundings if they incorporate existing landscapes, and there will be a presumption to retain existing trees and planting with a high amenity and ecological value. If it is not possible to retain existing trees in situ, developers will be required to include appropriate replacement within the development site or the immediate area.

Urban nature conservation is encouraged

2.39 UDP Part 1 Policies E2.3 and E2.4 state the Council's intention to protect important wildlife habitats and take full account of the effects of new development on wildlife itself. Natural green space plays an important part in helping to enhance people's quality of life. The Council's Biodiversity Strategy promotes a holistic approach to nature conservation which seeks to conserve, protect and enhance the numbers and variety of plants and animals. Construction, development and regeneration should have minimal impacts on an area's biodiversity and should enhance it wherever possible by linking existing and new green spaces, using species which are appropriate to their proposed location, and providing habitats for urban wildlife.



Hard landscaped areas within the public realm should be attractive

2.40 Where the public realm includes hard landscaped areas, its design should reflect the level and nature of their use, and should consider issues such as overshadowing, prevailing winds and rain, and the potential to contribute to sustainable urban drainage. The opportunity will be taken to improve the quality of existing areas of public realm and to ensure that areas of public realm in new developments, are designed so that they can be enjoyed by residents and users, rather than being simply functional.

Street design should contribute to attractive public realm

2.41 UDP Part 1 Policy T3.9, referred to earlier, gives priority to pedestrians and disabled people. Streets are an integral part of the public realm and street layouts which are designed with people in mind will result in a better quality urban environment. The identity, character and level of usage of streets and spaces can be enhanced by high quality, attractive street furniture, good quality lighting and public art. Developers will be encouraged to consider the provision of such elements where this will enhance the character of the public realm and contribute to a sense of place.

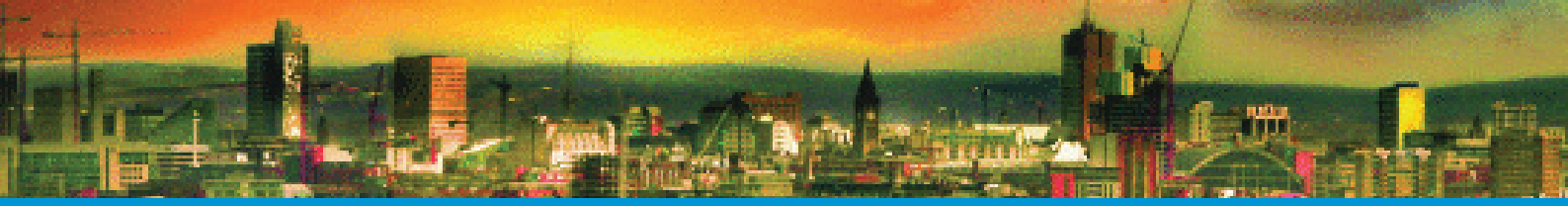
2.42 Badly designed and positioned street furniture can create clutter and confusion; we will, therefore, look to minimise the provision of unnecessary street furniture and encourage coordination of function.

Developments should enable effective care of the public realm

2.43 In streets, squares and other areas of hard landscaping, good design should enable easy and cost effective long-term maintenance and care. Areas requiring regular maintenance should be constructed from robust, replaceable materials that are proportionate to the profile of the space or area. Surfaces should be capable of being regularly washed and mechanically swept without damage, and boundary treatments should not enable litter to gather. Both hard and soft landscaped open spaces must be easy to maintain and care for, and developers should have clear management and maintenance policies for these areas. New planting should include species which are compatible with urban areas and which will not need severe reduction and maintenance as they mature. The choice of species should also reflect prevailing climatic conditions, for example trees that are more resistant to drought, trees that provide shade. Public areas will not be adopted by the City Council unless they are of a sufficient standard.

Diversity: A place with variety and choice

2.44 UDP Part 1 Policy H1.2 is one of the Council's fundamental policies that embrace diversity by promoting a range of housing stock in order to cater for all who wish to live in Manchester. In addition to seeking a range of housing across Manchester as a whole, it also seeks to widen the range of property types within local areas. *In this regard developers should be aware that*



it is the City Council's intention to produce a further Supplementary Planning Document to ensure that the housing mix in new developments enhances regeneration by creating greater choice and diversity, including affordable housing.

Neighbourhoods should contain a mix of housing

2.45 Successful neighbourhoods offer a choice of housing to enable residents to continue to live in an area as their needs and aspirations change. Social and private housing should complement each other to deliver choice and balance. Whilst we do not rule out large, thoughtfully designed single tenure housing developments in appropriate locations, these need to link effectively into neighbouring areas and contribute to a balanced neighbourhood overall.

2.46 Housing developments should be designed to be fully accessible and adaptable to the changing physical needs of people as they age. This should be achieved, not only internally, but also in the design of external areas.

A variety and mix of uses is encouraged

2.47 UDP Part 1 Policy R1.1 refers to the pursuance of an area-based regeneration strategy to maintain and create sustainable communities.One of the best ways of creating sustainable communities is by providing a balanced mix of uses. This can be achieved in a number of ways: within different parts of a neighbourhood; in different parts of a development scheme; in adjacent buildings along a street; or in buildings that accommodate a number of uses. A mix of uses also means that higher density development does not overly dominate the character of the area. High standards of construction, good space standards, effective servicing arrangements and proactive management practices will be necessary to ensure that the amenity of adjacent residents and users is respected.

Shops and public facilities should be located within local centres

2.48 UDP Part 1 policies S2.1 and S2.5 recognise the need for convenient and accessible shops set in a safe and attractive environment. UDP Part 1 Policy E3.5 extends this to community facilities as well. Residents and workers should be within easy walking distance of facilities such as clinics, corner shops, newsagents and public transport. Such uses help to define and animate public places and, in turn, are supported by the activity that these areas generate. They should be accessed by well used, straightforward, accessible, safe and attractive routes. Uses that bring activity to these areas through the day and night will reduce the extent and impact of bleak commercial frontages and empty streets and help to reduce crime in local centres.



Safety and security are vital elements of the urban area

2.49 New developments will be expected to meet designing out crime principles (see Chapter 8). Whilst architecture and design can make a significant contribution to a sense of security, one of the most effective measures for community safety and crime prevention is the creation of lively environments, in use at different times of the day and night.

Developments should not exclude people

2.50 UDP Part 1 Policy H1.2 seeks to encourage a range of housing to enable the needs of a diverse population to be met. UDP Part I Policy T1.1 recognises the need for good public transport provision in a City where many do not have access to a car. In creating an inclusive City, care must be taken that development does not drive out people on low incomes by making property or services too expensive. Nor should it exclude older people, disabled people or those without a car, because of designs which make car use essential.

Benefits of ICT should be for all

2.51 UDP Part 1 Policy I1.11 demonstrates the importance that the City Council places on new communications technology. All new development should ensure that the necessary infrastructure is provided to enable businesses and communities to benefit from the opportunities offered by ICT.

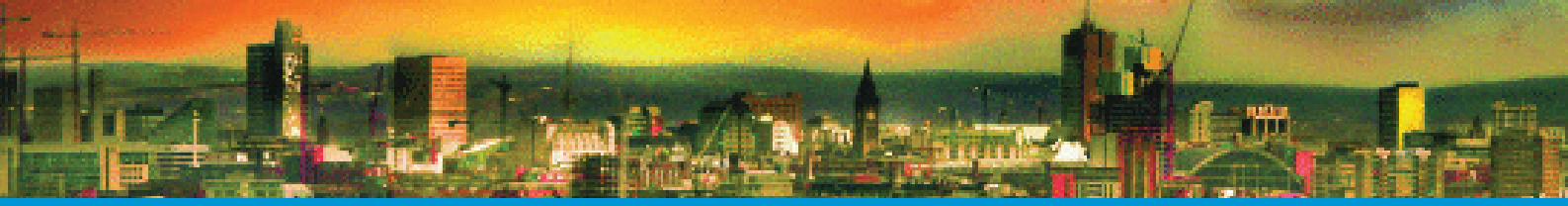
Adaptability: A place that can accommodate change and innovation

New developments should be easy to maintain and adapt

2.52 UDP Part 1 Policy R1.1 sets out the City Council's intention to regenerate Manchester by the creation of sustainable communities. Successful development should be sustainable and flexible so that as needs and requirements change over time and new users and functions take over, buildings should not have to be redeveloped again in a relatively short period. Successful urban areas are characterised by the ability to evolve to meet the changing needs and demands of society, and emerging new neighbourhoods should also be capable of this.

Infill developments should enhance the character of the area (See Part Two Character Areas)

2.53 The majority of new development within the City will continue to be on infill sites within an established neighbourhood and street. New developments should respect the existing scale, appearance, grain and mix of uses and make a positive contribution to the quality and character of the area.



Conversion of existing buildings is encouraged

2.54 UDP Part 1 Policy E3.6(d) refers to the City Council's priority of bringing disused buildings of historic and architectural importance in the City Centre back into use. UDP Part 1 Policy E1.6 as referred to earlier also highlights the energy efficiency of using recycled building materials in both new development and refurbishment schemes. There are many good examples within the City where conversion has been highly successful. Wherever the character, size, appearance and robustness of existing buildings are compatible with proposals for the future of an area, they should be retained and refurbished to accommodate new uses. This retains the character and appearance of the area and reinforces its sense of place. The completed scheme should maximise accessibility.

New developments should maximise access for disabled people (See Chapter 3)

2.55 There are many UDP Policies which refer directly to the need for all development to be fully accessible for disabled people. These are listed in Chapter 3. Inclusive design can be innovative and need not stifle creativity. The Council will expect developers to comply with the standards detailed in its "Design for Access 2" Manual, and to produce an access statement, which identifies their philosophy and approach to inclusive design. Inclusive design supports our objective of providing lifetime homes, which can accommodate changing needs and lifestyles and helps to deliver an environment which promotes sustainability.

The impact of development on the global environment should be reduced

2.56 UDP Part 1 Policy E1.5 stresses the importance of contributing to energy conservation by both locating new development where it can be served by public transport and by having high standards of energy efficiency in new development. Manchester has undertaken to achieve a major improvement in environmental sustainability and the design of the built environment can make a significant contribution to this strategy. More detailed guidance on how this can be achieved in individual developments is given in Chapter 4 Environmental Standards, Chapter 2 Design - Ease of Movement, and Part 3, Chapter 13 - The Relationship of the Guide to the Greater Manchester Local Transport Plan 2.

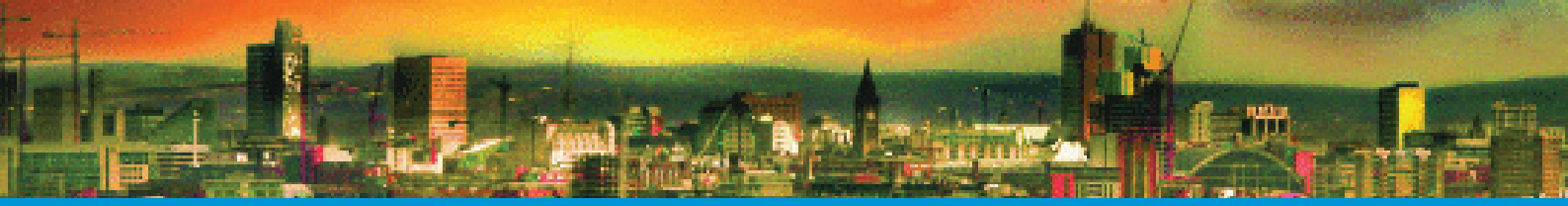
Provision for refuse and recycling (See Chapter 4)

2.57 UDP Part 1 Policy E1.2 and Development Control Policy DC27.1 set out the issues that developers will need to consider in designing facilities for waste storage and recycling. The size, appearance, location and means of access to waste storage areas should be integrated into the design of developments from the outset. These areas should be of a sufficient size to accommodate the different containers to allow for segregated refuse and waste storage and recycling and should be sensitively sited to avoid a detrimental visual impact and poor residential amenity.



New developments should provide reasonable space standards (See Chapter 10)

2.58 *External appearance alone will not ensure that our new developments will work. the success of new developments is inextricably linked to their internal design standards and layout; developers are encouraged to meet Design for Access 2, which takes "Lifetime Homes" standards as its starting point, and site development briefs produced by, or in partnership with, the Council will identify minimum space standards.*



3 Accessibility - Design for Access 2

3.1 Quality in design terms requires developments to be fully inclusive and accessible and the Council's vision is for Manchester to be recognised as the most accessible City in Europe. The Council recognises that inclusive design needs to take account of cross-impairment and community based issues. There are several policies in the UDP that require developers to consider the requirements of disabled people. UDP Part 1 Policy H1.2 seeks to ensure that the range of housing types provided includes accommodation specifically designed for disabled people. UDP Part 1 Policies S2.1 and S2.6 require shopping facilities to be accessible for disabled people. UDP Part 1 Transport Policies T1.4 and T2.6 refer to needs of disabled people with regard to public transport and car parking respectively. More detailed UDP Development Control Policies DC7.1 and DC9.1 deal with the more specific requirements within both housing and employment related uses. Within this policy context, design principles that will help to achieve accessible development are to be found throughout the section on Design, and are highlighted below.

- Neighbourhoods should contain a mix of housing. New housing developments should be designed to be fully accessible, not only internally, but also with regard to all external areas
- As well as new build, the conversion of existing buildings for a range of new uses is encouraged. The completed schemes should maximise accessibility
- Local centres must be fully accessible to ensure inclusiveness, and entrances to shops, services and facilities, and new or improved public realm works should be designed with this in mind
- The Council has agreed a hierarchy of road users, which prioritises the needs of pedestrians and disabled people, cyclists, public transport and finally other users. This hierarchy should be respected in the design and layout of all new developments
- Streets should be designed for local people to use. They should be attractive, accessible, social spaces, which encourage use by all sections of the local community. Street furniture must be well designed, with a clear function and positioned to avoid the creation of obstacles, clutter or confusion
- Where streets have mixed and competing demands, on street parking must ensure, amongst other things, that the movements of pedestrians and cyclists are properly accommodated, and that the safety of disabled people is not compromised
- Whatever form car parking takes, adequate provision is required for disabled people with clear, safe, accessible footways leading to the main door.



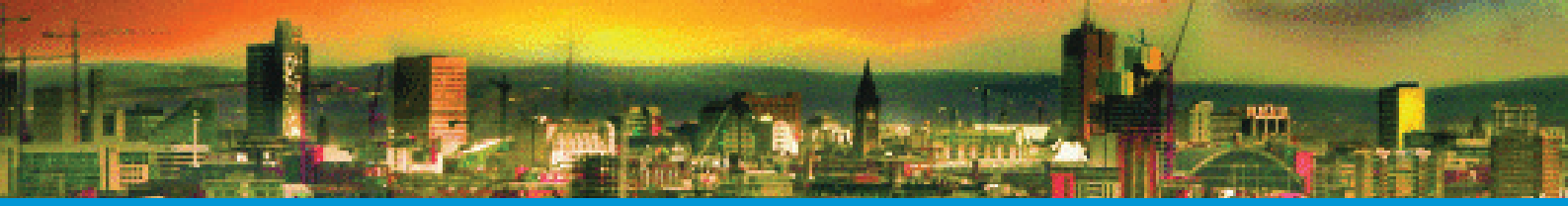
3 Accessibility - Design for Access 2

3.2 *In addition to these broad principles, the Council, in partnership with Manchester Disabled Peoples' Access Group and the Access Review Forum, has developed a manual of inclusive design standards, Design for Access 2 (DfA2), which gives detailed information on design standards. The starting point for guidance on dwellings in DfA2 was the standard used in "Lifetime Homes", but in many instances DfA2 goes further.*

3.3 *The manual reflects, and in some cases improves on, current government guidance and regulations, and builds upon the knowledge and experience of disabled people in Manchester. It therefore represents current best practice in inclusive design.*

3.4 *Design for Access 2 is based on the 'Social Model of Disability' which puts a duty on those responsible for buildings, the environment, transport, the provision of information and the organisation of society, to maximise access for disabled people.*

3.5 *Users of the Guide to Development in Manchester are therefore urged to consider and adopt the detailed practical guidance provided within Design for Access 2.*



4 Environmental Standards

4.1 The Council is committed to making Manchester "the Greenest City in Britain". Climate change is the biggest challenge facing the future sustainability of the City and new developments play an important part in Manchester's ability to meet UK national and Kyoto commitments for tackling climate change.

4.2 The following information is provided to help developers understand how the Council interprets and applies the general environmental policies of the Unitary Development Plan referred to in each section of this chapter. It is informed by the latest national planning and building control requirements and aims to improve general understanding and to promote transparency and consistency in achieving sustainable developments.

4.3 We want to work with developers to deliver achievable, financially viable approaches to all aspects of sustainability. Developments that help to secure long-term economic growth should also be able to adapt to a changing environment, and to maintain and improve the quality of life essential to the residents, businesses and users of Manchester.

4.4 Developers will be expected to submit a statement on how their proposal will achieve the environmental standards set out in this chapter. This statement will be seen as an addition to the Design and Access Statement referred to in Government Circular 1/2006 and described in greater detail in paragraph 13.9 of this document. This additional Environmental Standards Statement will be required for all planning applications, both outline and full, with the exception of changes of use where no operational work is required, house extensions and mining or engineering work. (The exceptions listed do not of course negate the need for building regulations approval, where necessary). It will clearly assist in demonstrating how the planning policy context has affected the development of the site as required in the process of producing the Design and Access Statement.

Energy Efficiency

4.5 Part 1 Policy E1.5 encourages high standards of energy efficiency in new development. In the Environmental Standards Statement, developers should show how they have considered the steps necessary to reduce energy demand at the earliest stages of design. Developers should aim to reduce CO2 emissions by at least 25% more than the requirements of the current Building Regulations, which at present are Building Regulations: Approved Document L (2006) – 'Conservation of Fuel and Power.' The following design principles will assist developers in achieving energy efficiency targets:

- Minimise reliance on energy-using equipment for heating, cooling, lighting and natural ventilation



- Position trees and soft landscaping on and around the development and within buildings to provide natural shading, insulation and air conditioning
- Integrate energy efficient micro-generation and community heating schemes, such as combined heat and power (CHP)
- Site layout and building design principles should maximise the capture and use of daylight and passive solar energy, whilst avoiding excessive solar gain in summer
- Specify energy and water efficient appliances and systems.

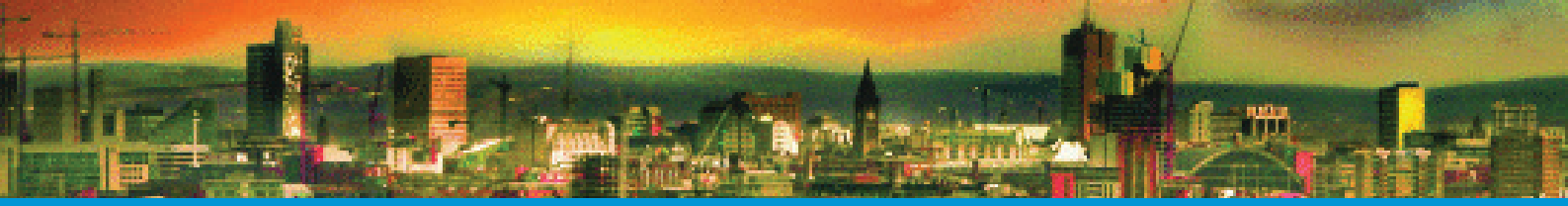
Renewable Energy

4.6 To reduce energy demand and the harmful impact of using energy from non-renewables, in line with UDP Part 1 Policy E1.5, developers should aim for at least 20% of final site energy demand to be met by on-site renewable energy technologies. Renewable energy targets can be achieved more readily by undertaking the measures suggested above to reduce the total energy demand of the building. It is possible to produce developments that use 50% and even 100% energy from renewable sources. To achieve this, developers should:

- Assess opportunities for integrating small and large scale renewable energy generation systems [i] to improve the energy security of occupants and the neighbourhood, including siting of energy generation businesses on-site and export of surplus energy
- Use a mix of technologies to help generation patterns match demand
- Investigate energy generation opportunities before designing building envelopes or fixing their location, to optimise utilisation of wind, solar and geothermal resources
- Consider final energy demand rather than building energy consumption in the selection and sizing of generation equipment
- Explore opportunities to tackle waste and energy issues collectively through use of anaerobic digesters linked to CHPs (Combined Heat and Power devices)
- Consider private wire networks as an alternative to grid connection and availability charges on larger developments.

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i Note that it is a legal requirement to inform the electricity network owner of the connection of all small scale renewable energy generation systems. In some cases prior permission will be required.



Environmental Design

4.7 Developers must demonstrate energy efficiency in line with UDP Part 1 Policy E1.5. For residential developments, this should be through the use of the Department for Communities and Local Governmennt's 'Code for Sustainable Homes'.(In the short-term, compliance is voluntary but home builders are encouraged to follow the principles set out in the Code because the Government is considering making assessment under Code standards mandatory in the future) This Code builds on and replaces the EcoHomes system. Any developer in the process of achieving an EcoHomes assessment should discuss the transition to the Code for Sustainability with the relevant planning case officer. Whilst the City Council considers that new homes should achieve at least a three star sustainability rating under the Code for Sustainable Homes, developers should be aware that the Government target is for new homes to have a six star rating under the Code by 2016. The City Council would expect developers to be working towards meeting this six star rating. However, using alternative modelling tools that enable the developer to exceed the requirements of the Code is also encouraged.

4.8 To demonstrate energy efficiency in non-residential developments, the City Council would encourage developers to use the Building Research Establishment Environmental Assessment Method (BREEAM) which is used to assess environmental performance. Developments should be achieving a design and post-construction rating of "very good." However, using alternative modelling tools that enable the developer to exceed the requirements of BREEAM is also encouraged.

Water Management and Weather Resilience

4.9 UDP Part 1 Policy E1.3 states that the Council will promote measures to decrease the level of pollution in the City's watercourses, and groundwater sources. UDP Development Control Policy DC21.1 refers to development not normally being permitted where it would be at risk from flooding or increase the risk of flooding elsewhere. The environmental standards statement should therefore show how water is to be managed in the most environmentally effective way.

- New developments and the conversion of existing properties can both result in the removal of areas of soakaway, which can result in high volumes of surface water run off, burdening the local sewer system and increasing pollution and the risk of flooding. Sustainable drainage systems (SUDS) should be included, and the amount of hard surfacing minimised, for example by providing on site capture and soakaway of all rainwater on site. Examples of SUDS options would include, rainwater harvesting systems, pervious surfaces, green



roofs, filter drains, filter strips, swales, infiltration devices, bio-retention areas, basins, ponds and wetland. The use of gardens as a surface water management resource should not be under estimated. [ii]

- Localised flooding incidents are becoming increasingly frequent and problematic as we see the effects of climate change taking hold across the UK. Developers will be expected to prepare a Flood Risk Assessment for proposals in an area of identified flood risk.

- *New developments should seek to use water efficiently, through specification of water efficient devices and through the use of rainwater harvesting and grey water recycling.*

Waste Management

4.10 UDP Development Control Policy DC27.1 sets out how the City Council will deal with applications for development involving the disposal or recycling of waste materials. All development is likely to involve the production of waste to a greater or lesser extent. Greater emphasis is now being placed on the importance of the reduction and recycling of waste at source (PPS10). Developers will be increasingly required to consider how this issue will be tackled on-site.

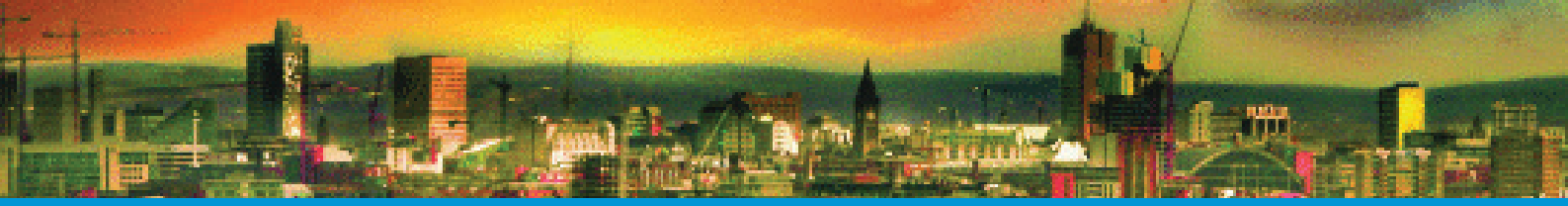
4.11 All developments should have a waste management strategy included in the Environmental Standards Statement. This will ensure that adequately sized bin storage areas, access for collection crews and vehicles, and other aspects of waste management are designed into the development at the earliest stage.

4.12 For further waste storage and collection guidance for new developments, developers should go to http://www.manchester.gov.uk/opservices/rubbish/developers.htm

Construction Management

4.13 UDP Part 1 Policy E1.6 requires the building materials used in new development and refurbishment schemes to be environmentally friendly wherever possible, and encourages the use of recycled building materials, which is also energy efficient. Site waste management plans should, therefore, be implemented to reduce the quantity of waste generated, and to increase re-use and recycling. Opportunities for reuse of existing structures should be explored, and where this is not appropriate, materials should be reused on site and incorporated into the new

ii Prior to the approval of any planning application involving SUDS features such as surface water sewers and ponds the details will need to be formally agreed with the utility company and the Council's Drainage section.



design where practicable. Materials that are environmentally friendly, of low embodied energy, locally sourced, and can be recycled or reclaimed when the building comes to the end of its life should be prioritised. Materials that contain environmentally damaging chemicals should be avoided.

4.14 In addition, activities carried out during the construction of new developments have the potential to cause significant environmental impact. In order to avoid such impacts it is important that appropriate measures are put in place to manage and control the waste generated, the amount of water and energy used, and any potential releases to water, land and air. Use of the Considerate Constructor scheme is recommended.

Biodiversity

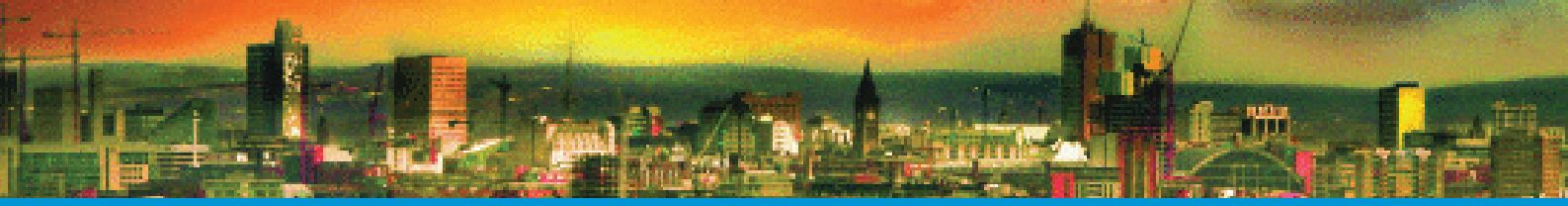
4.15 UDP Part 1 Policies E2.3 and E2.4 require the protection of wildlife, wildlife habitats, and where possible, the creation of new nature reserves and features which will sustain wildlife. Part 1 Policy E2.6 states that the City Council wishes to prevent the loss of existing trees. Developers will need to contribute to Manchester's Biodiversity Strategy by demonstrating in their Environment Standards Statement how they have taken full account of the effect of their proposed development on biodiversity. This should highlight how existing species and habitats would be protected and how the proposed development would enhance the ecological value of the site. Mature trees and hedges should be retained on site wherever possible. Where this is not possible, developers will be expected to agree an appropriate scheme for replanting with the Development Control case officers. Developments should result in no net loss in overall biodiversity value and maximise opportunities to meet and exceed our target to achieve a 10% net increase in tree cover across new developments. In exceptional cases, where planting is unachievable on site, permission may be granted to plant elsewhere in the City to ensure no overall net loss in tree resources. Existing green links across the site should be maintained and the opportunity taken to create new links as appropriate. Landscaping and new planting should include species appropriate for the proposed development that will encourage wildlife. Full plans should be included in the report showing retained, enhanced and new ecological features, the number of on-site trees pre and post development, and a 5 year management plan. Wood and wood products should come from Forest Stewardship Council sources. Tropical hardwoods should be avoided.

Waterways

4.16 The waterways are a major asset for the City and provide significant opportunities to raise perceptions and economic values through links to regeneration, the environment and transportation. This is recognised in UDP Part 1 Policies E1.3 which seeks to promote measures to reduce pollution in the City's watercourses and E3.4 which sees the waterways as an important part of a recreational network where measures will be taken to improve access and protect and enhance wildlife. Developers working in close proximity to the City's waterways



should demonstrate, in line with the above mentioned UDP Policies and Manchester's Waterways Strategy, how public access, environment and management will be enhanced. Developers should landscape to ensure that site run-off and blown waste does not enter watercourses, even during extreme weather conditions.



5 The Street Hierarchy

5.1 UDP Part 1 Policy T3.9 sets out a broad hierarchy of road users which will be used in assessing schemes with transport implications. It is recognised that the function of each locality will determine the extent to which it will be appropriate to give priority to each user group. Thus pedestrians will be given priority in residential areas, but inevitably there will be strategic routes where the aspiration to improve conditions for pedestrians will compete with the need to maintain highway effectiveness.

5.2 In order to demonstrate how UDP Part 1 Policy T3.9 should affect the street environment the Guide sets out the following street hierarchy. Developers should use this to create a cohesive and attractive street network within new developments and to ensure that individual buildings relate appropriately to the street frontage.

Local Streets

5.3 These streets are the main routes for local people moving around their neighbourhoods and should afford pedestrian priority and create an attractive, safe, accessible environment. They are not primary vehicle routes and will not be used by most people passing through an area. They can therefore be designed with more flexibility, to accommodate specific needs according to the function of the area. Buildings should contribute to the enclosure and character of the street by having an appropriate height, attractive elevational detail and boundary treatment.

Neighbourhood Streets

5.4 These streets provide major local circulation routes and should therefore be designed to encourage local people to walk through the area, and to provide safe, straightforward access to adjacent buildings. Buildings, together with landscape elements, should foster enclosure and a sense of place. A high quality of elevational and boundary design will be important to reinforce the character of the area.

High Streets

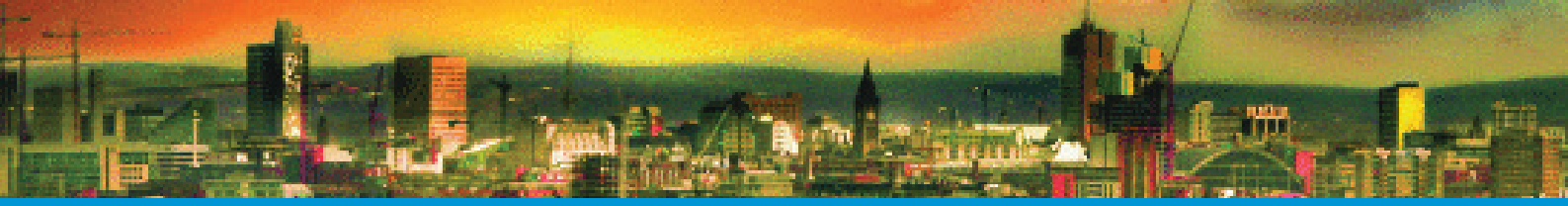
5.5 These are the main thoroughfares in the City. They are the ‘shop front’ of the City and will provide access to a variety of uses and services. They will therefore be subject to rigorous design standards to ensure that both street and building design contribute to overall environmental quality. They should be designed to limit traffic speed and facilitate safe pedestrian, bus and cycle movement. Buildings should reinforce the role and character of the street and where appropriate, this may be delivered by having higher buildings. Boundary treatments must also reflect this ‘public’ function in the quality of their materials and design.



Major Roads

5.6 These are the significant arterial and radial routes which form the gateways to the City and its neighbourhoods, and give accessibility across and through it. But in doing so they can also isolate neighbourhoods and separate communities. They should continue to provide smooth, easy movement of traffic, but future developments should be designed to mitigate their negative effects and reduce reliance on private cars. Significant buildings should front onto major roads to reflect the role and importance of the gateway, and should contribute to a better quality environment by the use of good quality materials.

5.7 On all streets, trees, good quality materials and attractive street furniture play a particularly important role in helping to create a vibrant streetscape which clearly has functions beyond just the movement of traffic.



6 Parking Guidelines

6.1 UDP Part 1 Policy T3.9 gives priority to pedestrians, disabled people and cyclists above the needs of the car, and developers must take this into consideration in the location and design of any parking facilities. Developers will be expected to submit Travel Plans where appropriate to encourage and support walking, cycling and public transport use. It is understood that new developments may also need to have some car parking for the users' needs. This section provides more detailed guidance on how the need for car parking can be accommodated in the context of ensuring that priority is still given to the non car user.

6.2 The street is an important element within a neighbourhood that both looks good and functions well (see Chapter 2 Design – Continuity and Enclosure). Car parking should be designed innovatively and imaginatively. It should be sensitively located so that it does not dominate the street scene, and should ideally be provided to the rear, side of, or beneath the building. Parking to the front of a building frequently results in an adverse visual impact and an undesirable setback to the building and the street, and will be discouraged.

6.3 Parking courtyards are often proposed as the design solution to ensuring that parking does not dominate the street scene. These should be well designed with attractive surface and boundary treatments, adequate lighting and good tree planting to ensure that they are attractive in appearance and safe. Whilst adequate turning and servicing areas are required, their design should reflect and respect the residential nature of the area. Their design must also ensure adequate parking provision for disabled people with clear, safe, accessible footways of no more than 40m length, leading to the front door.

6.4 Where parking to the front of the building is unavoidable, its design must include high quality materials, tree planting, lighting and appropriate boundary treatments to reinforce the legibility of the area. Decked or sub-basement parking may assist in providing sufficient spaces on even the smallest site, and will be encouraged.

6.5 Successful streets that are capable of accommodating the parked car can help to create a more urban feel, and promote activity and interest. However, care must be taken to ensure that designs do not encourage parking on the pavement. We will look to promote innovative solutions such as “homezones” where the needs of non car users are prioritised.

6.6 Where streets have mixed and competing demands, on-street parking must ensure that pedestrian, public transport and cyclist movements are properly accommodated, that the safety of disabled people is not compromised, and that emergency vehicle access is protected.

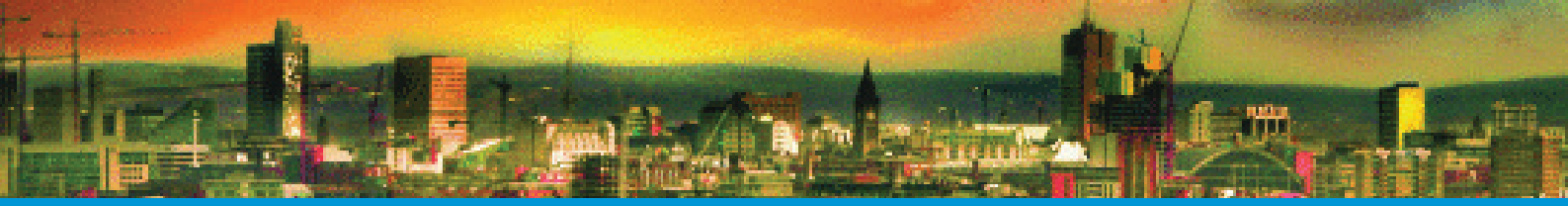
6.7 Multi storey car parks have an increasingly important role to play within the City Centre, for major developments, and close to busy local centres. Their internal design and external elevations should be sensitive to the function and appearance of the adjacent buildings or



streets. They should ideally have active uses at street level. Their elevations should be well-designed, well-lit, and incorporate planting, advertising or artworks, to enhance the appearance of the frontage and enliven the public realm.

6.8 Whatever form car parking takes, adequate provision is required for disabled people, elderly people and people with young children.

6.9 Finally, parking is not just for cars. Sufficient, well located and secure cycle parking is essential to encourage people to cycle.



7 Housing Density and Mix

7.1 Under UDP Part 1 Policy R1.1 the City Council is looking to further regeneration by creating sustainable communities. Density of population is a key issue if this objective is to be delivered and the Council's aspiration is for a sufficient urban density to ensure vibrant neighbourhoods and efficient services. Different character areas will, however, have different densities of buildings and different building forms; our aim will be to ensure that there is a sufficient mix of people and activities to support and sustain strong local communities.

7.2 New housing development should not be viewed in isolation and proposals must be designed having regard to not only the immediately adjoining buildings but also the townscape of the wider area. Developments should be informed, both in terms of design and layout, by the wider context. It is the character and identity of an area that will determine appropriate densities and form, and clearly this will vary across the City.

7.3 As set out in UDP Part 1 Policy H1.2 the emphasis is on seeking a range and diversity in terms of type and size of new housing to provide a quality range of housing. This will enhance the character of parts of the City, from high density flats, where appropriate, to lower density detached dwellings.

7.4 Parts of the City have seen the loss of family housing in favour of flats to such an extent that the character and sustainability of these areas is jeopardised. We believe that the balance of development in such areas should now revert to the provision of a range of family housing more traditionally characteristic of these parts of the City, which can offer choice to local people and assist the sustainability of these neighbourhoods.



8 Community Safety and Crime Prevention

The Promotion of a Safer Environment - Community Safety and Crime Prevention

8.1 In their Design and Access Statements applicants are expected to demonstrate how crime prevention measures have been considered in the design of the proposal. (DCLG Circular 1/2006). One way of ensuring that these issues are fully dealt with is by using the Secured By Design Accreditation Scheme administered by the Greater Manchester Police Architectural Liaison Unit. Under this scheme developers are advised to seek advice on crime prevention guidance and to seek specialist advice. The following issues should be borne in mind.

8.2 There are several UDP Part 1 Policies that set out the City Council's stance with regard to the promotion of a safer environment. Policy E3.5 refers to the layout of new development being designed with safety in mind. Policy H 2.1 refers to environmental improvements to make residential areas safer. UDP Policy S2.5 refers to shopping facilities needing to provide a safe environment.

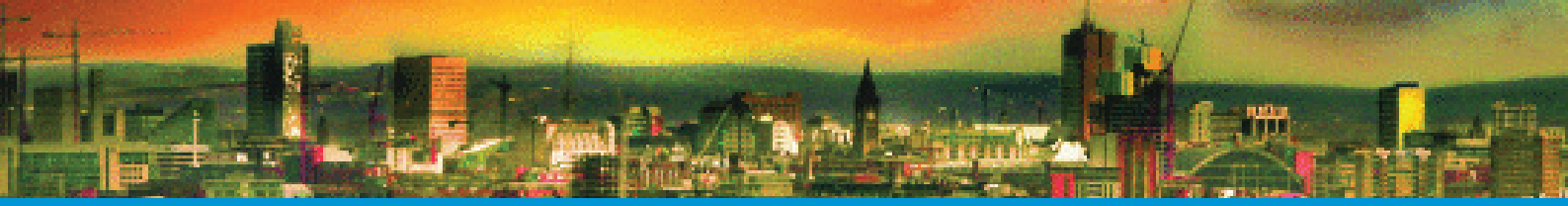
8.3 The following provide developers with more detail as to how these safe environments can be created.

- Informal surveillance should be promoted

8.4 Developments should promote informal surveillance of the street. Buildings fronting streets, so that pavements are overlooked by windows and entrances, are encouraged as they increase security for street users. Overt security measures such as roller shutters create an increasingly intimidating environment on night time streets and alternative solutions will be encouraged. Where shutters are needed, their design and visual impact must be considered, to ensure that they do not reduce on-street security for pedestrians and cyclists, nor adversely affect the appearance of the street. Additionally, the use of shutters during the day, or obscured glazing on shop windows, will be discouraged so as to avoid dead and inactive looking frontages.

- Crime prevention measures should be included in designs

8.5 Building owners, users and visitors have quite different needs in terms of security and safety, but these specific needs should find expression in shared, high quality design principles. Entry and exit from all buildings should be clearly monitored either by person or by the use of CCTV. Approved window and door locks should be provided and the design of balconies,



porches and outbuildings should not facilitate unauthorised access. Good practice relating to the protection of persons visiting the building should be promoted by the use of good lighting, appropriate landscaping and clearly identified routes.

- Internal design should promote safety.

8.6 Developments should have recognisable uses or internal arrangements which help to foster stewardship, minimise the risk and fear of crime, and accommodate the public without compromising amenity and the safety of users. Developments that contain internal spaces or communal areas with no clear sense of 'ownership' will be discouraged.

- Vehicle parking areas should be safely designed

8.7 Cars should be parked in properly secured private areas, preferably to the side, rear of,or beneath buildings, or on streets where they can easily be seen, where this can be safely achieved. Car parking courtyards should have robust gates and locking mechanisms. High levels of parking within the front curtilage is discouraged as it restricts informal surveillance of pavements and streets, but where this cannot be avoided, good quality surface and boundary treatments and tree planting will be required, to minimise their visual impact. Incorporating "designing out crime" principles in Manchester is not about stifling good design, the introduction of high enclosures or inward looking development. It is about designing developments and open spaces with safety and security in mind from the outset and delivering schemes which fulfil all other aspects of the quality agenda.

8.8 The creation of a high quality environment is vital in enhancing everyone's sense of well being and safety, encouraging long term commitment to the City and its neighbourhoods. This is why the Guide places great emphasis on making the City more user friendly, easier to move around and easier to look after. Whilst a poor physical environment is often associated with fear of crime a high quality environment can encourage a sense of respect and self esteem in the local community. In this way the Guide ties directly into the National Respect Action Plan and Manchester's Sustainable Community Strategy, one of the key drivers of which is the enhancement of individual and collective self-esteem and mutual respect.



9 Design for Health

9.1 The Council wants to ensure that development works to improve the health of Manchester's residents. This section sets out the ten key objectives that the Council considers will promote health in development and planning, and outlines measures that can be incorporated into developments to achieve these objectives. Most of these objectives relate back to policies of the Unitary Development Plan and are referenced accordingly. Where an approach to improving health through development is not based on UDP policy and therefore does not have SPD status this is indicated by the use of italics.

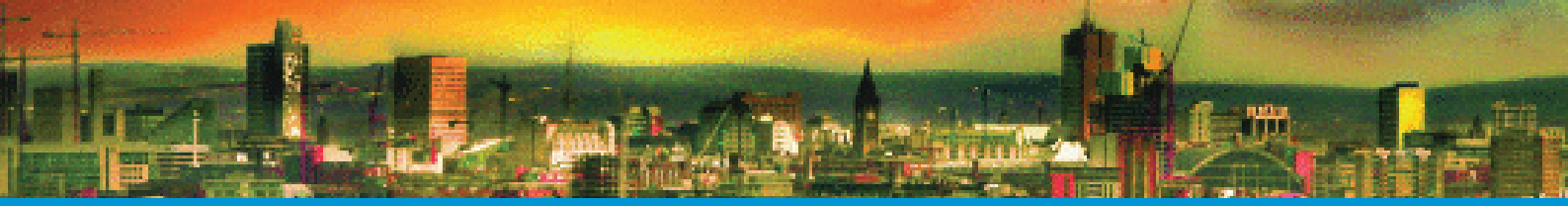
9.2 **Encourage active lifestyles**: UDP Part 1 Policy T3.9 gives walking and cycling routes priority over routes for cars. This is one way of encouraging a more active lifestyle. This can be assisted by providing secure cycle storage in all developments, and ensuring good quality facilities for cyclists (e.g. secure parking, showering, changing) in workplaces in line with UDP Part 1 Policy T3.7.

9.3 ***Build opportunities for social interaction****: Create environments with natural social foci where people can meet informally; promote local services, clustered together to encourage mixed-use trips; ensure that people are adequately involved in developments in their area.*

9.4 **Improve housing quality** : UDP Part 1 Policy H2.7 states that new housing will expected to be of a high standard of design. Improving the design of dwellings is considered to be a way of also improving the health of the occupants. This can be achieved by designing and orientating dwellings to maximise natural light and provide views over aesthetically pleasing spaces, designing for safety, both in terms of reducing accidents and reducing the risk of crime; designing for longevity, to enable people to stay in their homes longer as they become older or if they become disabled.

9.5 **Improve access to work**: In line with UDP Part 1 Policy I2.1, all new developments which include employment generating uses should consider the needs of those without cars, and should actively encourage access to the site by pedestrians, cyclists and public transport. Mixed-use development can also be a means of shortening journeys to work by bringing employment near to residential areas.

9.6 **Ensure accessibility for all**: UDP Part 1 Policy T3.9 seeks to ensure that the needs of the more vulnerable road users such as pedestrians, disabled people, cyclists and those using public transport are taken into full consideration at the planning stage of any new development.. There are also several UDP policies which require consideration to be given specifically to the needs of disabled people and these are listed in Chapter 3 of the Guide to Development. Developers are urged to ensure that public transport planning is built into developments from the beginning and to follow "Design for Access 2" guidance.



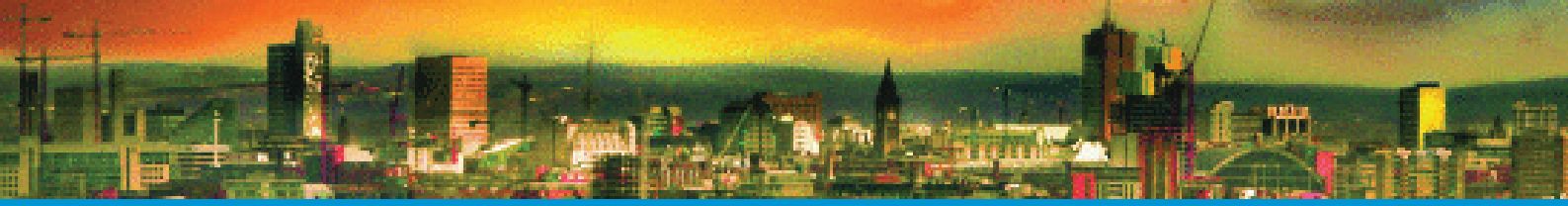
9.7 ***Promote local food production and access to healthy food****: Encourage a diversity of shopping facilities in local centres; when planning recreational open space, consider developing allotments; ensure residential developments provide adequate garden space to facilitate local food production.*

9.8 **Promote safety and a sense of safety**: UDP Part 1 Policy E3.5 states that the City Council will promote measures to create a safer environment. In this context developers are encouraged to design new schemes and use traffic calming in existing areas in order to slow the speed of traffic and give priority to pedestrians and cyclists; design to ensure natural surveillance over public space; provide safe places for children to play, for example private gardens in residential development.

9.9 **Promote social inclusion**: UDP Part 1 Policy R1.1 sets out the City Council's area based approach to regeneration with a view to maintaining and creating integrated sustainable communities. This can be supported by a range of actions such as the provision of mixed housing tenures within each area; taking care that developments do not drive out those on low incomes by making property or services too expensive, and by ensuring that people are not excluded because of age, disability, or lack of access to a car.

9.10 **Improve the quality of the natural environment**: UDP Part 1 Policy E3.4 sets out the Council's aim to create a network of linked recreational open spaces, whilst Part 1 Policy E1.5 promotes energy efficiency. Developers are encouraged to promote the health of Manchester's residents in any development scheme by protecting and enhancing waterways and areas of green space, linked by green corridors wherever possible, and by following the "Environmental Standards" guidance contained within this document in Chapter 4.

9.11 **Improve the quality and aesthetics of the built environment**: UDP Part 1 Policies H2.7, I3.1 and S2.5 all promote a high standard of design in development. In the interests of improving the health and sense of well-being of those who live and work in Manchester, developers should promote a high quality of design and detail in all developments. This can be achieved by designing places to be intuitively understandable, integrating the natural environment into the built environment with trees and other planting schemes, and by providing gardens in residential developments.



10 Internal Design Principles and the Provision of Space within Housing

10.1 *The Council will work with developers to promote a high standard of internal design for new and converted housing, to encourage and support innovation, and to improve internal space standards. In recent years the size of the rooms in new residential developments has reduced considerably and in many cases compares unfavourably with the majority of older properties. Such an approach can reduce the overall value of the housing stock, limits its long-term flexibility, and conflicts with our policies on sustainability and accessibility.*

Internal Space

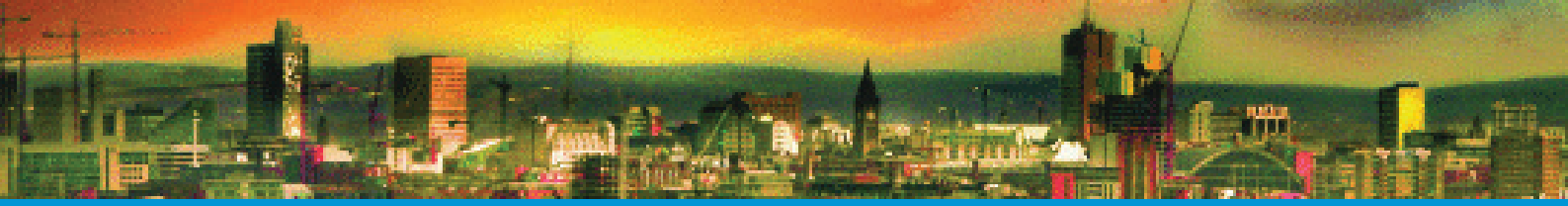
10.2 *New housing stock needs to contribute to the Council's policies on sustainability. Space within any unit also needs to allow its adaptation for use by future occupiers in order to retain its long-term flexibility. In this respect, the City Council would encourage developers, for example, to:*

- *Adopt the standards set out in the Design for Access 2*
- *Provide adequate storage space to encourage the use of bicycles*
- *Allow adequate storage space within kitchens to encourage the recycling of waste materials at an early stage.*

Design Quality

10.3 *Developers are encouraged to work to generous design standards for all residential developments.*

10.4 *Developments should provide a satisfactory internal layout which makes the best use of the space available - for example, avoiding the creation of unnecessary circulation space or the provision of inner rooms. Designers should seek to ensure that spaces are well lit and ventilated naturally. A high quality of sound insulation will be required to ensure that residential amenity is protected, whatever the housing type.*



Flexibility

10.5 *Developments that do not lend themselves readily to adaptation should be avoided, for example, a student hall of residence which cannot be easily converted to self-contained flats.*

Safety and Security

10.6 *Developers should avoid layouts that undermine the integrity of the means of escape, for example, one that requires occupants to escape from a room via a high-risk area such as a kitchen. In innovative layouts such as loft apartments and open-space multi-functional rooms, the layout should site the kitchen facilities well away from the expected escape route.*

10.7 *Designs must also feature a holistic approach to security – avoiding poorly designed common areas, and inadequate internal security features, for example. It will be important to ensure that no tension exists between safety and security, notably between the need to ensure unhindered escape from a property in case of fire and the need to prevent unauthorised access.*

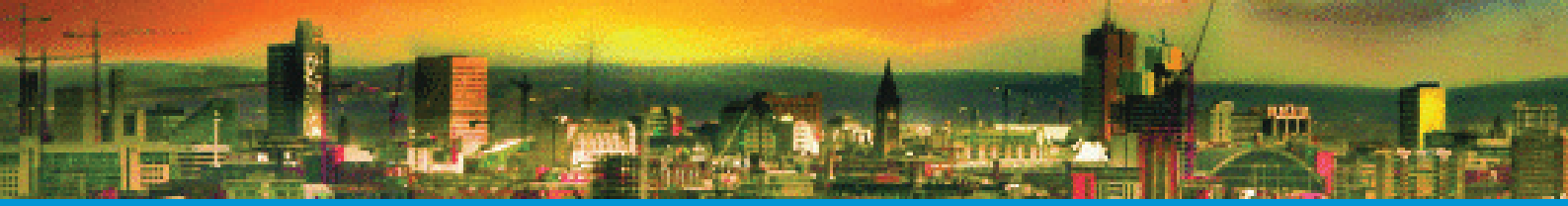
Innovation

10.8 *The huge popularity of loft apartments has helped drive the conversion of industrial and warehouse buildings into residential accommodation and thus the growth of city-centre living. Innovative design approaches have enabled architects to tackle the inherent problems presented by the deep footprints of such buildings. We are keen to encourage and work with developers to find ways to facilitate innovation without undermining the other key design principles.*

External Space

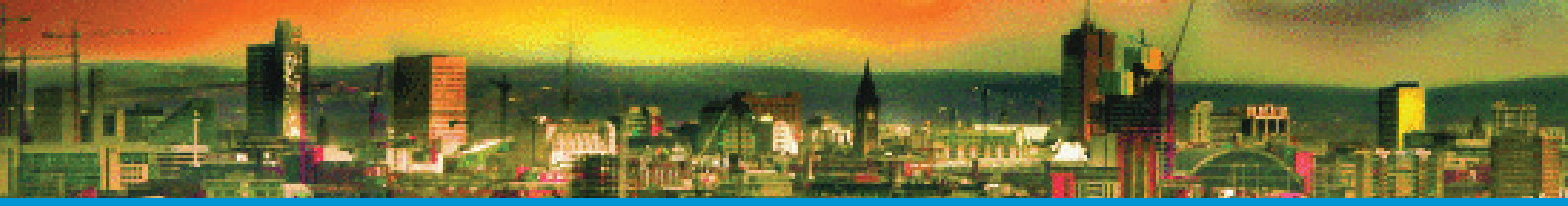
10.9 *All residents should enjoy useable private amenity space wherever they choose to live in the City. All new developments should be designed to provide on-site amenity space which is fit for purpose and which is informed by, and relates to, the character of the area. Simply this means the provision of gardens that perform well as multi-functional space. Gardens are valuable within any development by contributing the following:*

- *A safe play area for children*
- *Additional storage outside the house*
- *The provision of outside drying area for clothes which additionally assists the environmental sustainability of a development*
- *Space in which to relax which helps the overall sense of well-being*



10 Internal Design Principles and the Provision of Space within Housing

- *An increased amount of planting which enhances the quality of the natural environment*
- *The space to provide home grown food which benefits the health of the local community.*



Part Two - Guidance



11 The City's Character Areas

11.1 The first key principle of good urban design 'Character and Context – A Place with its own identity', outlined in paragraphs 2.3-2.11 of this document, recognises the importance of an area's character in setting the context for new development.

11.2 The make up of Manchester is very different, both across the whole City and within areas or neighbourhoods themselves. It is this interest and variety that gives each neighbourhood its distinct individual flavour or character and creates a welcoming and valued sense of place. It is what makes Whalley Range, for example, stand out from Hulme, or Ancoats from Harpurhey. Developers must have regard to those particular elements that make up the character of these different areas when bringing forward proposals for either new development or the alteration of existing buildings.

11.3 This part of the Guide does not have SPD status but identifies the key characteristics of areas within the City, highlighting the important development issues and priorities for each area and describing the kinds of development that will be welcomed in each area.

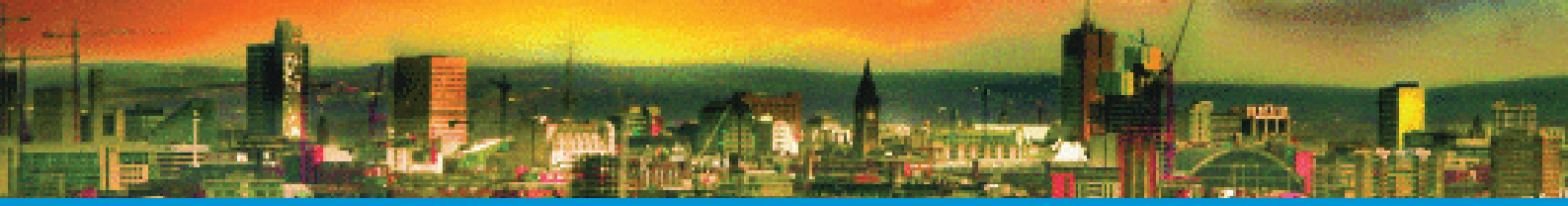
11.4 Our aim is to ensure that new developments fit comfortably into, and enhance the character of each distinct area, and that the City does not become a homogenous urban sprawl. This does not mean that new and different developments will be rejected but that where they add to and enhance the area's distinct sense of place they will be welcomed.

11.5 The advice detailed in the first part of the Guide will help to deliver the qualities that we seek for each of the areas described. However by raising awareness of their specific characters and the particular issues for each area, we hope to give developers a clear sense of the sort of development that we will encourage, and provide local people with a sense of certainty about the future of their neighbourhoods.

Victorian Era

11.6 The City's Victorian terraces exist in many areas and there are a wide variety of styles and sizes, from small back of pavement homes, to elegant properties with large gardens. They provide a safe, supportive environment and where they are well looked after, retain an attractive and welcoming sense of place.

11.7 These areas will continue to sustain medium to high densities. However the introduction of a broader choice of housing is important and this may lead to the reduction of densities in particular circumstances. Infill sites and conversions should respect and enhance the simple urban character of the area, whilst at the same time introducing choice, variety and interest, although pastiche, or poorly considered new developments or extensions will be discouraged. Garden wall, window and door details which are typical of the period, should be retained.



11.8 The provision of more amenity space, the improvement of local facilities, clustering services in local centres and the development of workplaces will all be welcomed, as long as their scale and relationship to residential properties are acceptable, and pedestrian access to public transport is achieved.

Edwardian Era

11.9 These large detached or semi detached properties were originally built as middle class family homes. Their size and location has meant that they have been subject to poor conversion or replacement in the past.

11.10 There will be a need to ensure that new developments and conversions respect and enhance the historic context, in particular the size, scale and elevational detail of the existing "villas". The relationship of buildings to site boundaries, the rhythm and proportion of buildings within their own sites, the scale of streets and properties enclosing them, and retaining the level of tree coverage, are key elements to be considered.

11.11 One major concern in such areas has been the loss of the traditional front garden to car parking space for flat conversions. We wish to reverse this, and we will be seeking the reintroduction of front garden areas and boundary treatments, and discouraging the further loss of front gardens.

Interwar Era

11.12 These areas have provided good quality predominantly family housing, often on large estates. However the size and low density of the estates means that choice of housing is limited and services can be difficult to sustain.

11.13 New developments are welcomed, but building lines and boundary treatments should be maintained and the basic rhythm of the street scene should not be lost by development crowding onto street frontages. There will be opportunities for higher density developments to be constructed close to local centres or to public transport stops, but these should nevertheless respect the character of the area. A mix of uses and services will also be welcomed within or close to existing centres.

11.14 Wythenshawe, Manchester's Garden City, has a unique environment: a variety of housing set in a mature landscape structure and close to green belt. Alongside this, growth and change is underway in the Wythenshawe economy, with a strong focus on the Airport. The Council's vision for the area encourages enhanced growth and change while maintaining a distinctive 'garden' identity for Wythenshawe, which relates to the original 1945 concept of Wythenshawe as the City's first Garden Suburb.



11.15 The vision of Wythenshawe as Manchester's Garden City should not be restrictive. While the overall, distinctive "garden" feel of Wythenshawe should be retained and nurtured, opportunities to integrate higher density development in a sensitive way around local centres and public transport routes, will be welcomed.

11.16 Finally, Wythenshawe's historic layout has created a built environment which is not easily legible. New gateway buildings, landmarks and sensitive design of the public realm will be encouraged to make the physical environment easily understandable, and to mark and celebrate entrance into Wythenshawe.

11.17 The intrinsic landscape should be used positively in the design of new neighbourhoods, with new and existing development better related to open space and the network of footpath and cycleways throughout Wythenshawe.

Infill Estates

11.18 During the 1970s and 1980s, the City saw substantial development of both public and private estates, often with homes clustered around cul de sacs. There is a tremendous range in style, quality and success of these areas.

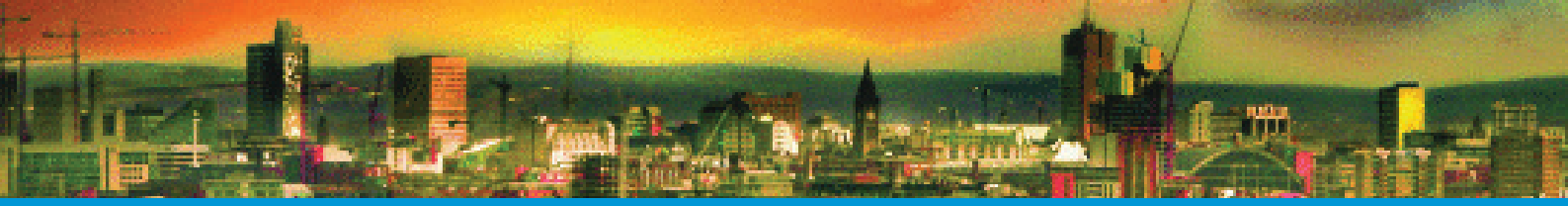
11.19 Whilst it is impossible to generalise about these areas, their low density and restricted levels of access for pedestrians (particularly elderly people and children), disabled people, cyclists and buses, means that they often fail to integrate into the surrounding area, do not contribute to neighbourliness, or develop a sense of place, and they often have a poor range of services.

11.20 In these areas, we will look to encourage new developments which will be more inclusive; provide innovative ways to improve safety and access; upgrade the quality of the environment, and offer a broader mix and choice of both housing and other uses, particularly shops and services.

Areas of Change

11.21 These are areas of regeneration activity which have suffered from a predominance of poor quality housing, and inadequate services, facilities and shopping provision. As well as the work undertaken in Hulme, Strategic Regeneration Frameworks have already been prepared for North Manchester, East Manchester, Wythenshawe and Central Manchester to guide their future development, and one is now in preparation for South Manchester.

11.22 The aim within these broad areas is to extend housing choice to better provide for the needs of existing and future residents; broaden the mix of uses to accommodate new shopping and employment areas; provide jobs, services and local facilities; and to improve sustainability by providing a mix of activities, buildings and facilities which is capable of being expanded or



adapted to cater for changing demands. The scale of regeneration within these areas provides a significant opportunity to bring forward the development principles set out in Part One of the Guide to Development in Manchester and all master planning undertaken should embrace these principles.

11.23 New developments are likely to have a different appearance to the previous uses. They will be expected to provide quality in-curtilage amenity space and adequate car parking, but they should contribute to the feel and urban character of each particular area. The design of major developments should take into account any anticipated future expansion needs and provide buildings which are multi purpose and capable of being adapted over time.

District and Local Centres

11.24 District and Local centres are an important feature of neighbourhoods and contribute to the image and sense of place of an area.

11.25 Whether they play a district or local function, centres should accommodate a range of facilities and services, not simply shops and hot food premises. More genuine mixed use will be encouraged in new developments, within both individual buildings, with upper floors and entrances designed to accommodate a mix of uses, and in adjacent buildings.

11.26 We will positively promote District Centres as destinations, each with its own unique character and range of services. Whilst it is recognised that some centres will remain specialised, e.g. Rusholme, it will be necessary to ensure that a broad range of local services are retained.

11.27 Development proposals will need to help enhance the character and quality of the centres by well-designed shop fronts, signage and security, by providing up to date refuse and waste minimisation facilities, and by contributing to the upgrading of the public realm.

11.28 The provision of on-site car parking will not be an automatic requirement, however opportunities to provide well-designed, secure car parking for the whole centre, rather than for the individual development alone, will be explored with developers, as long as this can be done safely.

11.29 The Council is committed to the principle of clustering public and commercial services within centres, where residents can conveniently access them. Master planning exercises, which are underway for many parts of the outer City, will provide information on local needs to support and inform the principle of service clusters.

11.30 Similarly, public and commercial services will be located near public transport facilities, both to encourage sustainable access to these services and to facilitate interchange in line with the Greater Manchester Accessibility Strategy.



Employment Areas

11.31 Few of the City's historic employment areas remain, however they have been replaced by a growing number of business or commercial parks and local workspaces.

11.32 Wherever possible, workplaces should be located near to residential areas and other services, to support the Council's sustainable development strategy, in particular reducing the need to travel. We will carefully consider proposals to ensure that residential and local amenity is protected and any adverse impacts are mitigated.

11.33 We acknowledge that the City will need to create further new business parks to accommodate the growing demand for employment space. Whilst we will not want to pursue rigid zoning, an overall strategy and phasing plan will be required, and they should be well served by public transport at the outset. Developers may need to actively pursue public transport provision for their site at an early stage in any development.

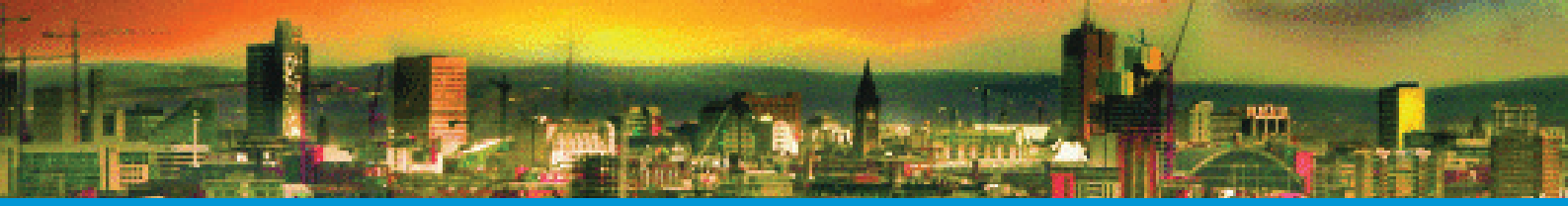
11.34 A good relationship between buildings and the adjacent street frontages, and between adjacent buildings, will be required, even when these are not located close to each other. This is to ensure that the appearance of the area is attractive and that individual buildings are not isolated and insecure. Variety of built form is welcome as long as there is good design within each discrete parcel, good boundary treatments, and a positive relationship to the overall character of the site. Pedestrian routes and entrances to buildings should be straightforward and safe.

11.35 In both existing and new commercial and industrial areas, developers will be expected to contribute to the provision and improvement of environmental features such as up to date refuse storage facilities, on-site recycling, green travel plans, and cycling and pedestrian provision. Developers will also need to consider the servicing requirements and how these can be accommodated on-site wherever possible.

The Rural Fringe

11.36 The significant amount of open space around the fringes of the City plays an important role in providing attractive amenity and leisure space, in offering a different choice of housing, in distinguishing and placing the City in relation to its neighbours, and in helping the City's sustainability and biodiversity.

11.37 New developments must respect the amenity and character of existing homes and the extent and nature of the landscape. The replacement, expansion, change of use or alteration of existing rural buildings should be sensitively designed, to ensure that the character of these areas is retained, although innovation and the broadening of uses is welcomed.



Open Spaces, Rivers and Canals

11.38 Manchester's rivers and canals contribute significantly to the City's character and activity, and can increase the development potential of adjacent sites. Waterspace can be treated as open space in its own right, as well as forming an attractive backdrop to the development. The view of the proposed development from the water and towpath should be an important consideration, as well as maximising views of the water from the development.

11.39 The role of areas of high townscape and amenity value should be considered, to ensure that new developments and the extension or reuse of adjacent buildings enhance the appearance of, and access to, adjacent areas of open space, and do not diminish amenity. Significant developments close to such amenities will be expected to contribute to their biodiversity, and their improvement and enhancement; and every opportunity will be taken to increase access to the City's waterways.

11.40 The opportunity to contribute to the amount and variety of open space including green space in the City will be pursued in major development schemes, as long as the resultant provision meets the requirements of design quality described elsewhere in the Guide.

Conservation Areas

11.41 The City's heritage is a significant asset, with individual listed buildings often playing a role as community hubs and enhancing the sense of place of the local area. Throughout the City of Manchester, 35 Conservation Areas have already been designated and other areas are being considered for possible future designation.

11.42 The existing designations cover areas of vastly different character even within the confines of the City Centre. Hence areas characterised by medieval road patterns (Cathedral), Georgian road layouts (St Anne's Square and George Street), Victorian commercial areas (Upper King Street), industrial areas Castlefield and Ancoats), and Victorian residential suburbs (Whalley Range), contrast with 20th century commercial areas (Shudehill) and earlier village settlements (Crab Lane, Fog Lane and Gorton). Clearly, standard corporate architectural and urban village design solutions for development in these areas are unlikely to be appropriate, and proposed developments should be designed in a manner that takes account of their context.

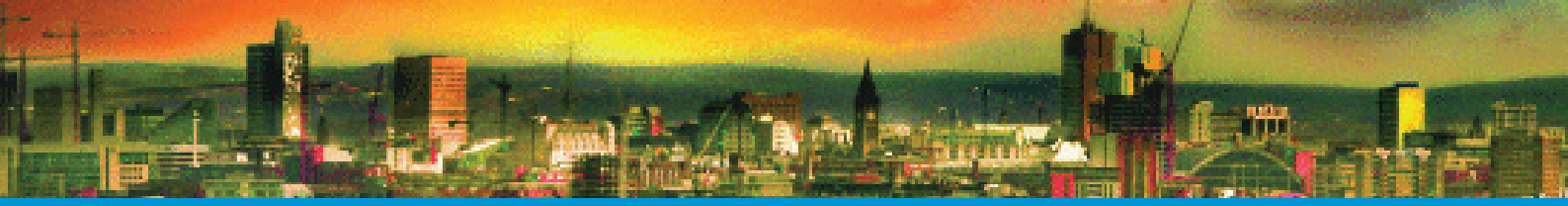
11.43 "Design" is not just about architectural style, but includes the footprint size, shape and positioning of a building within its site, its height, scale, form and architectural massing, and the material used in its construction.

11.44 Proposals in conservation areas both for the demolition of existing buildings and for the construction of new buildings will be assessed in accordance with national legislation, which is currently the Planning (Listed Buildings and Conservation Areas) Act 1990 and additional guidance notes, especially PPG15.



11.45 The overriding criteria in these documents is that proposals should preserve or enhance the character of the conservation area. It is important that new developments in conservation areas or elsewhere are not designed in isolation. This does not prevent or inhibit creative design. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings, but also to the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development.

11.46 Planning submissions must be supported by sufficient information to enable the Council to assess in detail the context of the area. This will include full contextual drawings, photomontage, and where appropriate, a model of the proposed development.



12 The City Centre

12.1 The City Centre is unique; it is a powerful and vibrant centre of national and international significance, and one with an important history and sense of place. It is the heart of Manchester and the Region, and we recognise and welcome the level and variety of use, activity and ownership which this fosters.

12.2 The City Centre boasts a number of distinct areas, each of which has a unique character and appearance, such as the Northern Quarter, Castlefield, or the Gay Village. The distinct character of each of these areas will be enhanced, and future developments will be required to respect the particular character or flavour of each area.

12.3 It will also be important to ensure that our successes can be built on, and that the potential for future development is effectively managed. For this reason we have devoted a significant part of the Guide to the City Centre and the issues which will influence its development during the lifetime of this document. The Strategic Development Plan for the City Centre outlines the Council's approach to the City Centre, however the following sections, which are based on the outcomes of a specific consultation on development within the City Centre, outline the development guidelines which will be used to consider future development proposals for the Centre.

Development Activity

12.4 For the economic prosperity of the City to be sustainable, it is important to accommodate the requirements of business, investors, visitors and residents within a City Centre that recognises and welcomes diversity in terms of the economic, social and environmental roles it plays and the demands upon it. It will be vital to ensure that development progress can continue, but that the right mix of uses can be retained; that the quality of development is maintained, but that smaller or individual developers are not priced out; that the City Centre's existing and new buildings cater for the requirements of their users whilst contributing to the character and atmosphere of the Centre; that high quality spaces, places, streets and walkways provide properly for pedestrians, disabled people and cyclists whilst moving vehicles efficiently; and finally that there are facilities for people of all ages, whilst providing for the high volumes of demand created by the City Centre's success as a destination.

A number of specific challenges exist:-

- The growth of the City Centre outside of the traditional boundary created by the Mancunian Way and Great Ancoats Street
- The impact of the Knowledge Capital Initiative
- The relationship with and role of the adjoining neighbourhoods of Salford
- Making the most of buildings and architectural significance



- The replacement of outdated buildings in a way which is sympathetic to the overall objectives for the City Centre
- Ensuring that there is compatibility between the desire for a "24 hour" Centre and the needs of residents of the City Centre
- The provision of services for the area's growing residential population
- The provision of good access, in particular by public transport, which caters for residents, workers and visitors
- The provision and management of areas of open space
- The need to improve access to and improve the quality of the canals and rivers
- It is recognised that there is likely to continue to be a need for parking in the City Centre; the challenge will be to balance the demands for well designed, sufficient car parking with the need to support and promote sustainable modes of transport.

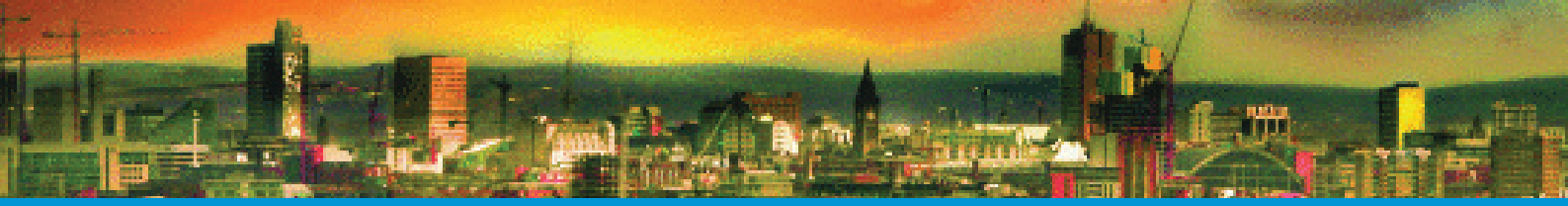
Development Quality

12.5 Not all new buildings can, or should be, “iconic”, but new developments will be expected to contribute positively to the identity and quality of the City Centre. We wish to encourage developments which are “designed for place” not simply for purpose, and overly corporate designs will be discouraged. Good design should be regarded as an essential requirement of the development process and should not be a casualty of high costs or narrowly defined user requirements.

12.6 We will also seek quality in the smaller scale detail of new developments or the alteration of existing buildings, as it is often these smaller elements that determine the appearance and character of an area. Shop fronts, building fronts and associated signage, refuse storage areas and service areas are all elements which influence the visual appearance of the City Centre, and their detailed design will be important in enhancing the quality of the environment.

12.7 The relationship between new and existing buildings, particularly those with an historic role, will be important, and developers are encouraged to look positively at the role that older buildings can play in delivering a sense of place within the City Centre. The need for old buildings to have an economic use is recognised, however early discussion with officers of both the Council and English Heritage should assist developers to deal with issues in a positive and pro active way, to ensure that the City Centre’s stock of older buildings is conserved for the future.

12.8 It will always be important for the City to be able to accommodate new interest and activity in its different forms, including tall buildings. There is now much more interest in these types of developments than there has been for many years, and this is a great indication of the strength of the City Centre economy. Schemes will be considered on an individual basis, by reference to their appearance, their impact on the immediate area and the effect on the City’s skyline. Key questions will be the quality and interest of the roofline; the design of the lower floors; the relationship to the surrounding streets; the impact of servicing and parking



requirements; the microclimate, including overshadowing and air turbulence effects, created by the relationship of the building to those adjacent; and the quality and usability of the spaces surrounding the building.

Development Variety

12.9 A mix of uses will be encouraged throughout the City Centre, to ensure that there is activity and variety and that a sense of safety and security is maintained. Active ground floor uses will be encouraged within the central core. In more peripheral locations within the City Centre, an appropriate mix of uses will be encouraged within a locality, and individual development proposals will be expected to respond to this objective. Developments should seek to make provision for a range of independent, unique and local uses, to foster specialisation and identity in different parts of the City Centre.

12.10 Development innovation, which is environmentally sustainable, will be encouraged and supported. Buildings should be designed to enable a flexibility of usage both now and in the future, without recourse to substantial redesign or replacement. The detailed design of entrances, windows and internal circulation space will be important in achieving this objective.

12.11 We will continue to promote the development of new homes within the City Centre. To attract and retain families we will seek to ensure larger properties are prioritised. We recognise the importance of good services for the City Centre's residential population, and will encourage developers to provide appropriate accommodation for services at affordable rents, to ensure that these facilities can be sustained.

Open Spaces, Routes and Views

Open Spaces

12.12 The opportunity to create further new open spaces within the City Centre will be pursued with developers, particularly in the parts of the Centre where little open space currently exists. The improvement of existing underused spaces will also be prioritised, and developers will be expected to contribute to their enhancement when carrying out work on adjacent sites.

12.13 The role of existing and proposed open spaces and their relationship to other spaces within the City Centre will be evaluated, to ensure that there is a proper spread of open space uses such as play areas, sitting areas and quiet open space, as well as more significant gathering areas. Despite recent improvements, there is still a lack of green space within the City Centre, and we will take the opportunity to improve the situation in conjunction with developers.



Routes and Views

12.14 The needs of pedestrians, cyclists and disabled people will be pursued, to improve the quality of links to and through the Centre, to enhance the experience of users, and to increase connectivity between different areas in the Centre. Strategic through-routes will be protected to ensure that pedestrian movement is properly accommodated within development schemes, and opportunities will be taken to improve the quality of surfaces, lighting, signage, street furniture and public art.

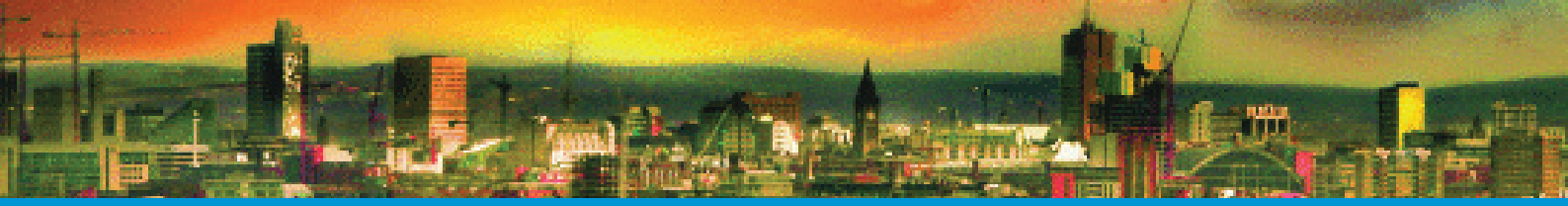
12.15 The provision of, and access to, public transport within the City Centre will be a key issue, particularly as the City Centre grows in response to development needs. The location of bus stops and taxi ranks, particularly at night, their relationship to nearby uses, and the opportunity to extend provision will be important issues. Opportunities to provide additional public transport routes will also be taken.

12.16 The assessment of vehicle routes through the City Centre will continue to be of major importance, to ensure that the balance between the needs of vehicle users and others is maintained. The design of junctions, access points, service areas and car parking will be required to recognise the public role and environmental quality required of the City Centre, whilst at the same time ensuring that vehicle routes are straightforward and easy to navigate.

12.17 The river and canal sides can provide both amenity and access. Their use will be encouraged, and developers will be expected to contribute to improving their quality, which could include a financial contribution. Developments will be expected to front onto waterways, but not encroach onto the towpath where this exists, and to ensure that waterways and paths are properly overlooked so that personal safety is not compromised.

12.18 The City Centre's topography should be reinforced by the detailed design of buildings or schemes that enhance and promote changes in level, and recognise the slope of the Centre towards the rivers, whilst respecting the need to improve accessibility.

12.19 Vistas and viewing points contribute to the character of the City Centre and help people to find their way around it. Important views such as those to landmark buildings, those which have a unique setting, or those which mark or terminate attractive streets or spaces, should be enhanced by new developments. The opportunity to create or protect viewing points, particularly from some of the Centre's taller buildings, should be explored.



Key Issues for Design in the City Centre

12.20 Manchester's City Centre is arguably the finest expression of a Victorian commercial district in England, and contains an exhilarating mix of uses housed in fine individual buildings. For the most part these buildings form a continuous "street wall", firmly establishing the urban character based on the Georgian and Victorian grid pattern of streets. It is essential to maintain and develop the City's identity and individuality when considering the future development.

12.21 Street Layout: the most dominant design characteristic of the City Centre is the grid pattern of streets. This grid is not a regular rectangle, but has a fanlike shape which is open to the north and converges to the South around G-MEX. This results in variety in the size and shape of the blocks, and it is important that this variety and permeablity is not comprised by new developments that propose the closure of roads.

12.22 Angle: the changes in angle within the City's streets and the consequential alignment of building blocks gives an added importance to those buildings located at road junctions. Although there are no deliberately designed grand axial views, the grid system of streets allows for long vistas in different parts of the City Centre. Some of these views have been terminated with buildings that are designed to be different from those that simply form of the "street wall"; new developments should continue to exploit this characteristic.

12.23 Building Lines: subtle variations in building lines create variety and interest in the City's street frontages which should be respected. Buildings were erected to the back of pavement, and corners were emphasised as they could be viewed from more than one street. New developments should recognise these characteristics, but in a contemporary manner.

12.24 Watercourses: Manchester's City Centre is located on three rivers: the Irwell, Medlock and Irk, and three canals: Rochdale, Bridgewater and Ashton. These waterways possess particularly attractive visual and commercial qualities. The buildings and structure associated with these areas were of a contrasting character compared with those in the commercial heart of the City Centre, often displaying heavier, rounded and robust detailing. New development in these areas should recognise these contrasting urban forms.

12.25 Views: the City Centre possesses many interesting buildings and structures, which help to orientate visitors; this is as true of the rail viaducts across Castlefield as it is of buildings such as the Cathedral and the Town Hall. Views of landmark buildings need to be protected. Such buildings include those which are tall, substantial or obviously different from their neighbours (eg CIS, Midland Bank, G-MEX), those which have a unique setting (eg St Ann's Church, Friends Meeting House), and those which mark or terminate an attractive view (eg Minshull Street Law Courts, Central Reference Library).

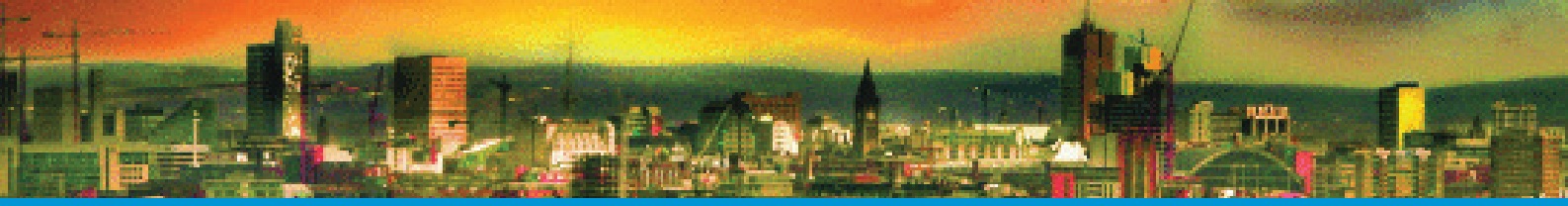


12.26 Tall Buildings: the location and design of tall buildings need careful consideration as they can be viewed from longer distances and have an impact on a much wider area, both within and outside of the City Centre. The effect of tall buildings is significant in a City Centre where its conservation area status means that the relationship of buildings and spaces is as important as the quality of individual buildings. Tall buildings provide very positive messages about Manchester, and can significantly improve its image and peoples' perceptions of it. Conversely, badly located tall buildings could have an adverse effect and as such any proposals will always have to be fully justified and carefully considered. We would require any such proposals to be presented in context of the joint guidance produced by CABE and English Heritage for assessing tall buildings.

12.27 Topography: in common with other British cities, 20th century developments in Manchester have tended to ignore natural variations in ground level. The interest created by changes in ground level has been removed by the imposition of artificial decks and by developments containing long horizontal lines. Regaining these changes in level and reinforcing Manchester's natural topography should be a major consideration in the design of proposed developments.

12.28 Architectural Styles: few buildings remain from the medieval period, but both domestic and civic buildings exist from the Georgian era. The most dominant architectural styles in the City Centre are Victorian and Edwardian. Although different in form, most buildings of these periods exhibit similar characteristics: subdivision of elevations; emphasis on the corners of buildings; vertically proportioned windows with deeply recessed glazing. Building materials include sandstone, terracotta and faience, but the most common was a red-orange brick. Vertical rhythms were created along the City's street by chimneys or other architectural features that projected above the main elevation. These characteristics have been re-used in a contemporary manner in recent years, allowing new buildings to sit comfortably with their Victorian and Edwardian neighbours.

12.29 Street Level Activity: increasing interest in the City's history and in its commercial and retail attractions has brought about an increase in the number of visitors. This in turn demands that greater attention must be paid to the ground floor of buildings, where active uses should be seen by passers-by, and to the design of street surfaces and the public domain in general.



Part Three - Implementation



13 Using the Guide

13.1 The Guide to Development in Manchester defines and explains a set of principles that the City Council expects to apply to new development in the City. It describes the form of development the Council wishes to see in the City and thus the sort of City that it hopes Manchester will become in the future. Its primary purpose is to inform and assist the development process, and to stimulate and challenge developers and their design teams.

13.2 The Council requires developers to incorporate the guiding principles set down in this Guide, and to consider the wider context and collective value of their proposals, in order to retain and enhance the long-term quality of the City's built environment.

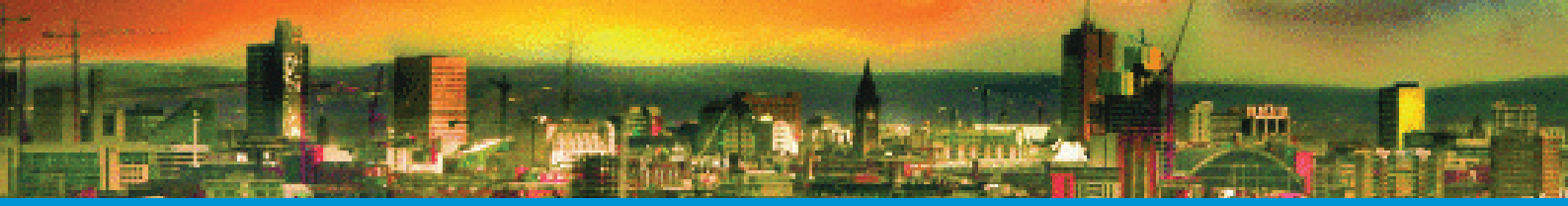
13.3 The context within which the Guide to Development in Manchester will operate is outlined below.

The Relationship of the Guide to the Local Development Framework

13.4 The Planning and Compulsory Purchase Act, which commenced in September 2004, requires the Council to revise its key planning processes. The system broadens the scope and content of the Development Plan and places more emphasis on spatial planning and sustainable development than previously. At the heart of the Local Development Framework (LDF), the Core Strategy will set out the long term vision and spatial strategy for the City, and general policies for the control of development. This will be supported by a Site Specific Allocations Development Plan Document and Proposals map. Other Development Plan Documents may be written to deal with specific topics, and Supplementary Planning Documents may be prepared to provide detail relating to policy contained within the Core Strategy. The documents which the City Council intends to prepare as part of its Local Development Framework, and the timescale for bringing them forward is found in the Local Development Scheme which is published on the City Council's website.

13.5 The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance has been brought forward in advance of the new Core Strategy. It is therefore based on saved Unitary Development Plan policies which are referred to throughout the document and listed in Appendix B. It provides additional detail to those saved UDP policies and will inform and support policies being developed through the Core Strategy to deliver the objective of creating sustainable communities within Manchester. It is the intention of the City Council also to bring forward a further Supplementary Development Plan covering the issue of housing choice and including issues of affordability.

13.6 The success of the Guide to Development in Manchester will be measured by relevant indicators in the Annual Monitoring Report and the Sustainability Appraisal Scoping Report.



The Relationship of the Guide to Development Control

13.7 Manchester encourages pre-application discussions in accordance with PPS1. The use of Design and Access Statements are seen as an aid to these discussions, providing a cost effective and useful way of understanding and addressing issues at an early stage (see Circular 1/2006 'Design and Access Statements'). These statements are required for all planning applications, both outline and full, with the exception of changes of use where no operational work is required, house extensions and mining or engineering work. They are, however, a communication tool and local planning authorities are required to have clear design and access policies against which they can assess the content of the Design and Access Statement.

13.8 The Guide to Development in Manchester SPD expands on existing UDP policy with respect to development, and will form a key part of the formal planning process in Manchester, setting the context within which the Design and Access Statement should be written and will be assessed. All planning applications, both full and outline, will be expected to demonstrate that their proposals accord with the principles and advice outlined in the Guide. The principles will be equally relevant whether the development is big or small, whether it is in a prominent location or of local impact. The Council welcomes pre-application discussions to ensure that applications accord with planning policies and take into account the Guide.

13.9 Planning submissions must be accompanied by sufficient plans, diagrams and other information as deemed necessary to support the proposal, to allow full consultation, and the proper consideration of **all** issues. Specific guidance on the content and presentation of Design and Access Statements is provided in Circular 1/2006 and CABE's 'Design and Access Statements' publication. In addition applications will only be validated where the level of information is considered to be acceptable and is in line with the checklist provided by the City Council with the application form. This will include the need to provide an Environmental Standards Statement as set out in Chapter 4 of Part 1 of this Guide. For further information on the checklist visit www.manchester.gov.uk /planning/control/appguide/validity.htm. The checklist is not an exhaustive list, however, and there may be instances where the City Council consider a specific circumstance warrants the submission of additional information or visual aids.

13.10 Where a planning application is considered **not** to comply with the Guide's principles, it will be recommended for refusal and applicants will be requested to consider how they can amend their proposals to support the Council's objectives.

13.11 Exemptions to the guidance will inevitably occur, and these will be considered where the applicant can demonstrate a sound argument on economic, planning, or transport grounds, or in the context of the particular neighbourhood or site.



13.12 Planning Obligations - :As part of the LDF process and in line with Government guidance, the Council is reviewing its approach with respect to the use of Planning Obligations. It is the Council's aim to secure planning obligations in all appropriate types of development provided that:

- They are necessary to the granting of planning permission, relevant to planning and directly related to the development to be permitted
- The benefits sought are reasonably related in scale and kind to the developments concerned

13.13 In such cases the Council will expect developers to commit to agreements under Section 106 of the Planning Act 1990, (as amended by the Planning and Compulsory Purchase Act, 2004) or any revised guidance. Developers will be expected to meet the quality thresholds and priorities outlined in this Guide.

13.14 Developers should also be aware that where a scheme involves the construction of a new road, highway improvement or traffic management scheme, the Highway Authority may also require appropriate legal agreements to be entered into under Section 38 of the Highways Act 1980 and/or the deposit of commuted sums for the maintenance of the new asset.

13.15 Following the granting of planning permission, it is important that developers seek to discharge in full all conditions, and implement in full the consent given. Where it is brought to the attention of the Council that this is not the case, enforcement action may be pursued to ensure that the quality of development is protected.

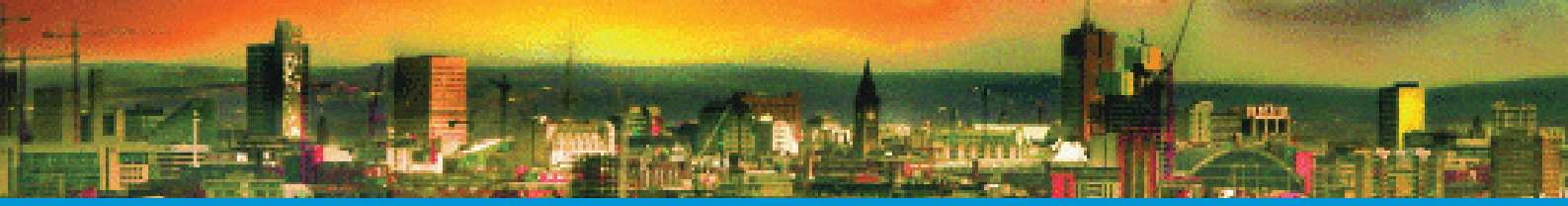
13.16 It is expected that applicants for planning permission will be positive and pragmatic in the interpretation of the principles set out in this Guide. In turn the Council will work positively with applicants who have a clear commitment to improving the quality of the City's environment, to ensure their proposals are viable and deliverable.

The Relationship of the Guide to the Greater Manchester Local Transport Plan 2 (GMLTP2)

13.17 The Greater Manchester Local Transport Plan 2 (GMLTP2) has been produced by a partnership of the 10 Greater Manchester Local Authorities and the Passenger Transport Authority, and covers the period 2006/07 – 2010/11. The context for the GMLTP2 is provided by both the Greater Manchester Integrated Transport Strategy (GMITS) and 'Sharing the Vision, A Strategy for Greater Manchester' (see References).

13.18 The GMLTP2 sets out its prime objective as being to accommodate the trips generated by the projected increase in jobs in the most sustainable way, so as to improve social inclusion and protect the environment and improve the quality of life.

13.19 Some of the issues identified by the GMLTP2 include the following:



- Accessibility - the location of facilities and land uses where they can be readily accessed by a range of transport modes, throughout the day and evening
- Accessibility - ensuring improvements for people with mobility difficulties
- Improvements in road safety
- Air quality
- Climate change
- A reduction in car dependency
- An increase in the number of short or local trips that are undertaken by walking or cycling

13.20 The development principles covered in the Guide are considered to support the GMLTP2. In particular the Guide will act as a tool in addressing these issues on a practical level, by:

- Encouraging the use of Travel Plans (paragraph 2.30)
- Seeking to reduce the need to use the car, by encouraging walking, cycling and the use of public transport (paragraphs 2.28 and 2.50)
- Requiring developers to demonstrate the accessibility of developments for all, including older people and disabled people (Chapter 3)
- Looking to ensure that employment and amenities such as healthcare, education and shops are easily accessible by the whole of the community (Ease of Movement section in Chapter 2 and paragraph 2.50)

The Relationship of the Guide to the Manchester Sustainable Community Strategy, Housing Market Renewal and Strategic Regeneration Frameworks.

13.21 The Manchester Sustainable Community Strategy provides the framework for regeneration and service improvement over the next 10 years.

13.22 The Guide considers issues which cut across, and can contribute to achieving, key elements of the Strategy's vision for Manchester by 2015 - such as creating successful neighbourhoods; encourgaing a sense of respect and increased self esteem through a high quality physical environment; and making Manchester a green City with a rapidly improving environmental performance.

13.23 Over the last 10 years, the Council’s commitment to quality design, and the application of the principles described in the first edition of the Guide to Development, have helped to achieve remarkable successes, particularly in Hulme and the City Centre. Of major importance over the next 10 years will be the contribution that these principles will make to the regeneration programmes underway throughout the City.



13.24 Outside these areas of intensive regeneration and development activity the Guide to Development in Manchester SPD and Planning Guidance will provide clarity about the quality which the Council encourages of developments, and will be a key tool to support the forward planning processes within the City.

13.25 The Manchester Salford Housing Market Renewal Pathfinder, which was launched in the summer of 2003, is a key element of the comprehensive suite of initiatives helping to deliver the Manchester Sustainable Community Strategy. It has a single aim, "to build sustainable communities where housing and social infrastructure meets the needs of all citizens".

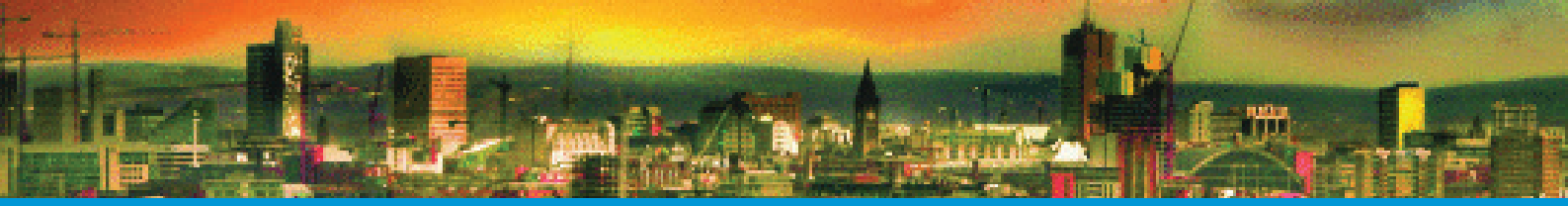
13.26 The Manchester Salford Partnership Scheme Update identified lack of opportunity to purchase a choice of housing in a safe, attractive, balanced neighbourhood as one of the major weaknesses of the Pathfinder area. Whilst recognising that there is no one single solution which will deliver sustainable communities, improving the quality, attractiveness and safety of the urban environment is identified as a major priority.

13.27 The Guide to Development SPD and Planning Guidance_ will be a key tool to help achieve this objective. It will form part of a family of documents being brought forward to steer development activity within these areas and will be used alongside the existing UDP saved policies, forthcoming LDF and Strategic Regeneration Frameworks. Local Neighbourhood Plans and Site Development Briefs, developed to provide comprehensive guidance and deliver confidence for both local residents and development partners in defined local areas, will embody the principles set out in this Supplementary Planning Document .

Implementation by Council Departments

13.28 All the Council's departments and divisions will work together to assist in the successful implementation of the Guide's policies and objectives. This will involve:

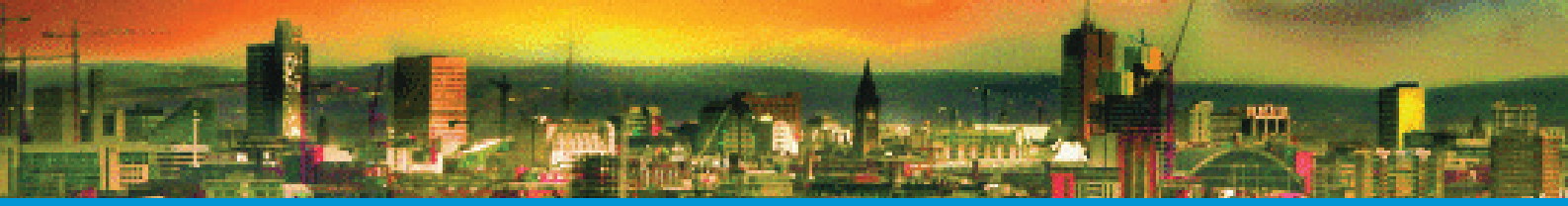
- the production of the Core Strategy and other documents which will form part of the Local Development Framework and will, over the next few years, become the guiding framework for master planning and spatial planning in the City;
- the implementation of area focused regeneration activities;
- the delivery of local master planning exercises to govern the process of physical change;
- the preparation of development briefs for City Council owned land for sale;
- the provision of coordinated pre-application advice to prospective developers;
- control of development through the planning system;
- the construction of public buildings;



- the development of open spaces and public spaces;
- the design and construction of new roads or highway improvements;
- the implementation of traffic management schemes
- the production of a SEMMMS 'Streetscape Manual' within Manchester (to be published in Autumn 2007) to complement both the Guide to Development In Manchester SPD and Planning Guidance and the 'Manual for Streets' published by the DfT and partners.



13 Using the Guide



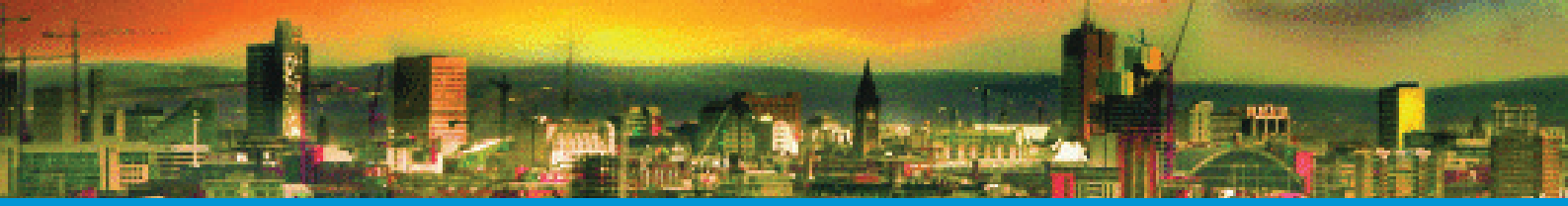
Appendices



Appendix A References

References

- The Town and Country Planning Act, 1990.
- The Planning and Compulsory Purchase Act, 2004.
- Planning Policy Statement 1 - Delivering Sustainable Development, ODPM, 2005.
- Planning Policy 3 - Housing DCLG 2006
- Planning Policy 6 - Planning for Town Centres ODPM 2005
- Planning Policy Statement 12 - Local Development Frameworks, ODPM, 2004.
- Planning Policy Guidance 17 - Planning for Open Space, Sport and Recreation 2002
- Planning - Creating Local Development Frameworks A Companion Guide to PPS 12, ODPM, 2005.
- Sustainable Communities - Building for the Future, ODPM, 2003.
- Building Sustainable Communities; Actions for Housing Market Renewal, CABE, 2003.
- By Design, Urban Design in the Planning System, Towards Better Practice, CABE/DETR, 2000.
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- DOE/Department of National Heritage 1994.
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- The Value of Good Design, CABE/MORI, 2002.
- Green Space Strategies, A Good Practice Guide, CABE Space, 2004.
- Accessible Natural Greenspace Standards in Towns and Cities, A Review and Toolkit for their Implementation, English Nature, 2003.
- Section 3 of Circular 1/2006 : Guidance on Changes to the Development Control System
- Circular 05/05 : Planning Obligations
- CABE's 'Design and access statements'
- Manual for Streets (Draft) Dept for Transport, due out March 2007.
- The Countryside in and Around Towns: A vision for connecting town and country in the pursuit of sustainable development, Countryside Agency/Groundwork, 2005.
- North West Best Practice Design Guide, North West Regional Assembly, 2006.
- Planning Policy Guidance 13 - Transport ODPM 2001
- Manchester Rights of Way Improvement Plan (available November 2007)

Local Policy Documents

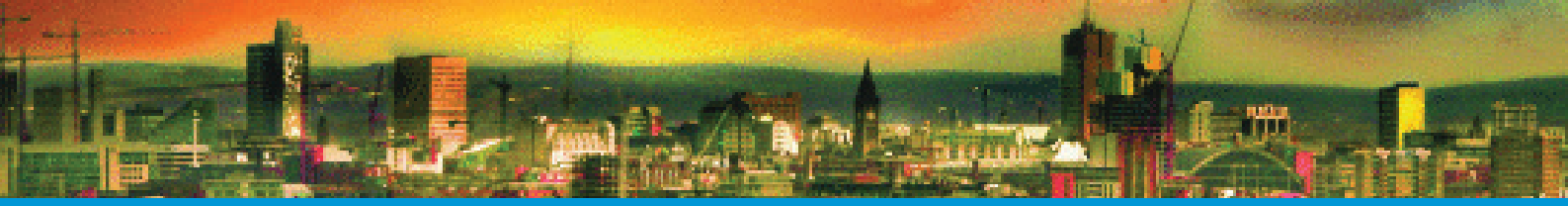
- Manchester Sustainable Community Strategy 2006 - 2015,
- Design for Access 2, Manchester City Council/Manchester Disabled People's Access Group, 2004.
- Designing Out Crime, Greater Manchester Police, 2001.
- Greater Manchester Local Transport Plan 2006/7 - 2010/11
- Manchester Open Spaces Strategy, Manchester City Council, 2003



Appendix A References

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance Adopted April 2007

- Manchester Waterways Strategy, Manchester City Council, 2004.
- Manchester Biodiversity Strategy, Manchester City Council, 2005.
- Implementation of HMOs and Selective Licensing in the Private Rented Sector Manchester City Council, 2005.
- Manchester Travel Plan Guidance (please contact the Council's Travel Change Team on 0161 234 4312).



Appendix B UDP Policies

Guide to Development in Manchester SPD Policy Basis

The Guide to Development in Manchester SPD is based on the following saved Unitary Development Plan Policies:

Part 1 Policies:

H1.2, H2.1, H2.4, H2.7

I1.11, I2.1, I3.1

L1.6

E1.1, E1.2, E1.3, E1.5, E1.6, E2.3, E2.4, E2.6, E2.7, E3.3, E3.4, E3.5, E3.6, E3.8, E3.9

R1.1

S2.1, S2.5, S2.6

T1.1, T1.4, T2.1, T2.6, T3.1, T3.4, T3.6, T3.7, T3.9

Development Control Policies:

DC7.1, DC9.1, DC16.1, DC21.1, DC27.1

Policies can be viewed in full on the Planning Portal at www.planningportal.gov.uk

Design

H2.7, I3.1, S2.5, E3.3
Character and Context H2.7, I3.1, S2.5, E2.7, E3.3, E3.8
Continuity & Enclosure H2.7, I3.1, S2.5, E3.3

Legibility H2.7, I3.1, S2.5, E3.3, T2.1

Ease of Movement T3.1, T3.6, T3.9

Quality of the Public Realm L1.6, H2.1, H2.4, H2.7, E3.8, E2.6, DC16.1, E2.3, E2.4, T3.9

Diversity H1.2, R1.1, S2.1, S2.5, E3.5, T1.1, I1.11

Adaptability R1.1, E3.6(d), E1.6, E1.5, DC27.1



Accessibility - Design for Access 2

H1.2, S2.1, S2.6, T1.4, T2.6, DC7.1, DC9.1

Environmental Standards

E1.5, E1.3, DC27.1, E1.6, E2.3, E2.4, E2.6, E3.4, T3.9, DC21.1

The Street Hierarchy

T3.9

Parking Guidelines

T3.9

Housing Density and Mix

R1.1, H1.2

The Promotion of a Safer Environment - Community Safety and Crime Prevention

E3.5, S2.5

Design for Health

T3.9, H2.1, L1.6, T3.4, E3.8, E1.5, E3.5, S2.5, T3.9, H1.2, S2.1, S2.6, T1.4, T2.6, DC7.1, DC9.1, T1.1, E1.3, DC27.1, E1.6, E2.3, E2.4, E2.6, E3.4, H2.7, S2.5, I3.1, E3.3

اگر انگریزی آپ کی مادری زبان نہیں اور آپکو ان معلومات کا ترجمہ چاہیے یا یہ معلومات بڑے حروف، بریل (نابینا افراد کی تحریر)، بذریعہ ای میل یا آڈیو ٹیپ پر چاہئیں تو براہ مہربانی 0161 234 4579 پر فون کریں یا ای میل: planning@manchester.gov.uk کے ذریعے ہمارے ساتھ رابطہ کریں۔

اذا كانت الانجليزية ليست لغتك الأم، وأنت في حاجة الى نسخة مترجمة، أو بحروف كبيرة أو بالبرايل أوعلى شريط، الرجاء الاتصال برقم الهاتف: 0161 234 4579 أو اتصل بنا عن طريق الايمايل ب: planning@manchester.gov.uk

આપની પ્રથમ ભાષા અંગ્રેજી ન હોય અને આપને મોટાં છાપેલાં અક્ષરોમાં, અંધલિપિમાં, ઇલેક્ટ્રોનિક કે ઓડિયો ટેઇપ પર આ અનુવાદની જરૂર હોય તો કૃપા કરી, 0161 234 4579 નંબર પર ફોન કરો અથવા ઇ-મેઇલ દ્વારા અમારો સંપર્ક સાધો: planning@manchester.gov.uk

Haddii afka Ingiriiska aysan ahayn afkaaga hooyo haddana tarjumaan aad u baahan tahay, daabacada weyn, qoraalada dhibic dhibicda ee dadka indhaha la', elekteroonik ama cajalada dhegeysiga, fadlan wac: 0161 234 4579 ama nala xiriir habka iimeelka: planning@manchester.gov.uk

যদি ইংরেজী আপনার মাতৃভাষা না হয় এবং আপনার কোনো অনুবাদ, বড় অক্ষরে, ব্রেইলে, ইলেকট্রনিক অথবা অডিও টেপে প্রয়োজন হয়, তাহলে দয়া করে যোগাযোগ করুন 0161 234 4579 এই নম্বরে অথবা আমাদের ই-মেইল করুন planning@manchester.gov.uk এই ঠিকানায়।

ਜੇ ਅੰਗ੍ਰੇਜ਼ੀ ਤੁਹਾਡੀ ਪਹਿਲੀ ਭਾਸ਼ਾ ਨਹੀ ਹੈ ਅਤੇ ਤੁਹਾਨੂੰ ਲਿਖਤੀ ਤਰਜਮਾ, ਵੱਡੇ ਅੱਖਰਾਂ ਦੀ ਛਪਾਈ ਵਿਚ, ਬ੍ਰੇਲ (ਨੇਤ੍ਰਹੀਣਾ ਦਵਾਰਾ ਪੜ੍ਹਨ ਲਈ) ਤੇ, ਕੰਪਿਊਟਰ ਜਾਂ ਆਡਿਓ ਟੇਪ ਤੇ ਚਾਹੀਦਾ ਹੈ, ਤਾਂ ਕਿਰਪਾ ਕਰਕੇ ਟੈਲੀਫੋਨ "ਬਰ 0161 234 4579 ਤੇ ਫੋਨ ਕਰੋ ਜਾਂ ਈਮੇਲ ਰਾਹੀਂ ਦੱਸੋ: planning@manchester.gov.uk

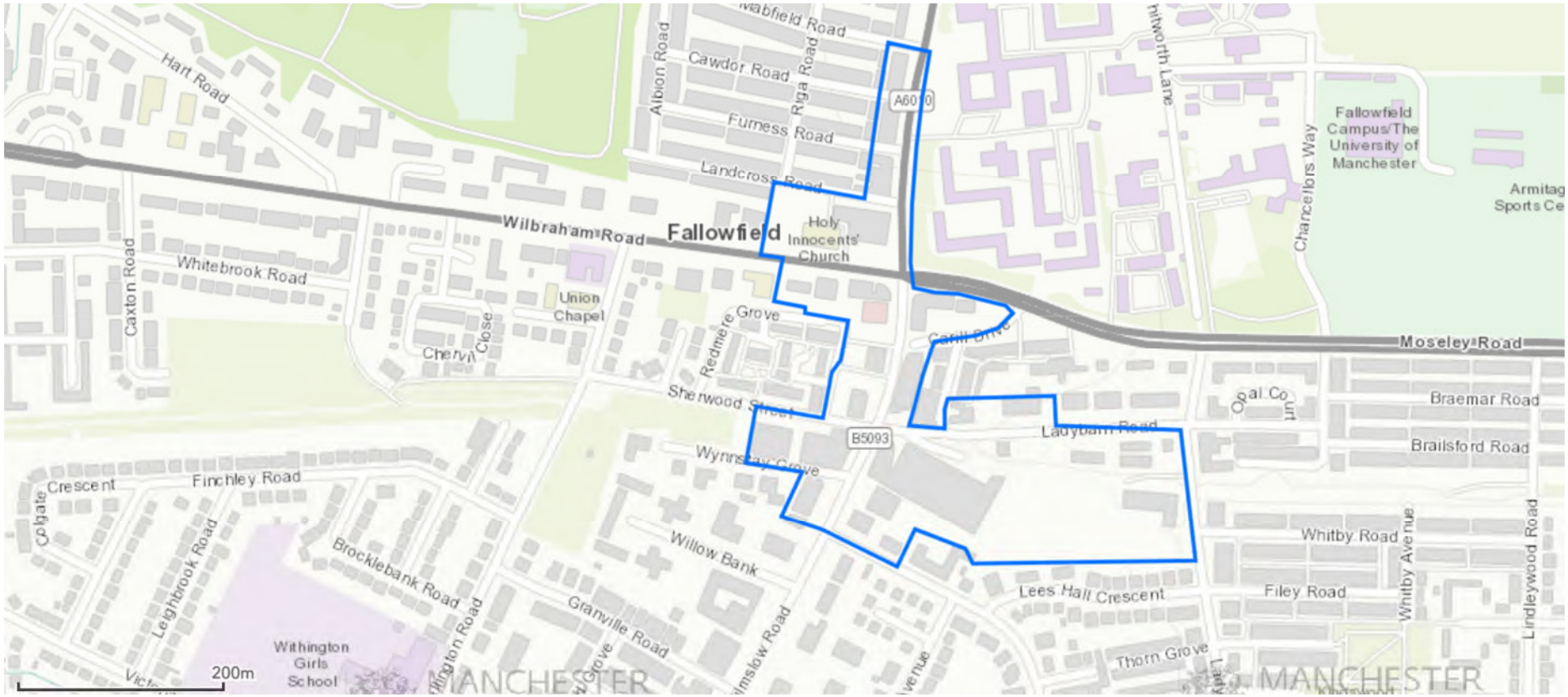
假如英語並非閣下的第一語言而你需要資料的翻譯本、以大字印刷、盲人用點字、電子或錄影帶的版本，請致電：0161 234 4579或通過電郵：planning@manchester.gov.uk 聯絡我們。

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What's the Plan

MANCHESTER CITY COUNCIL

APPENDIX 3



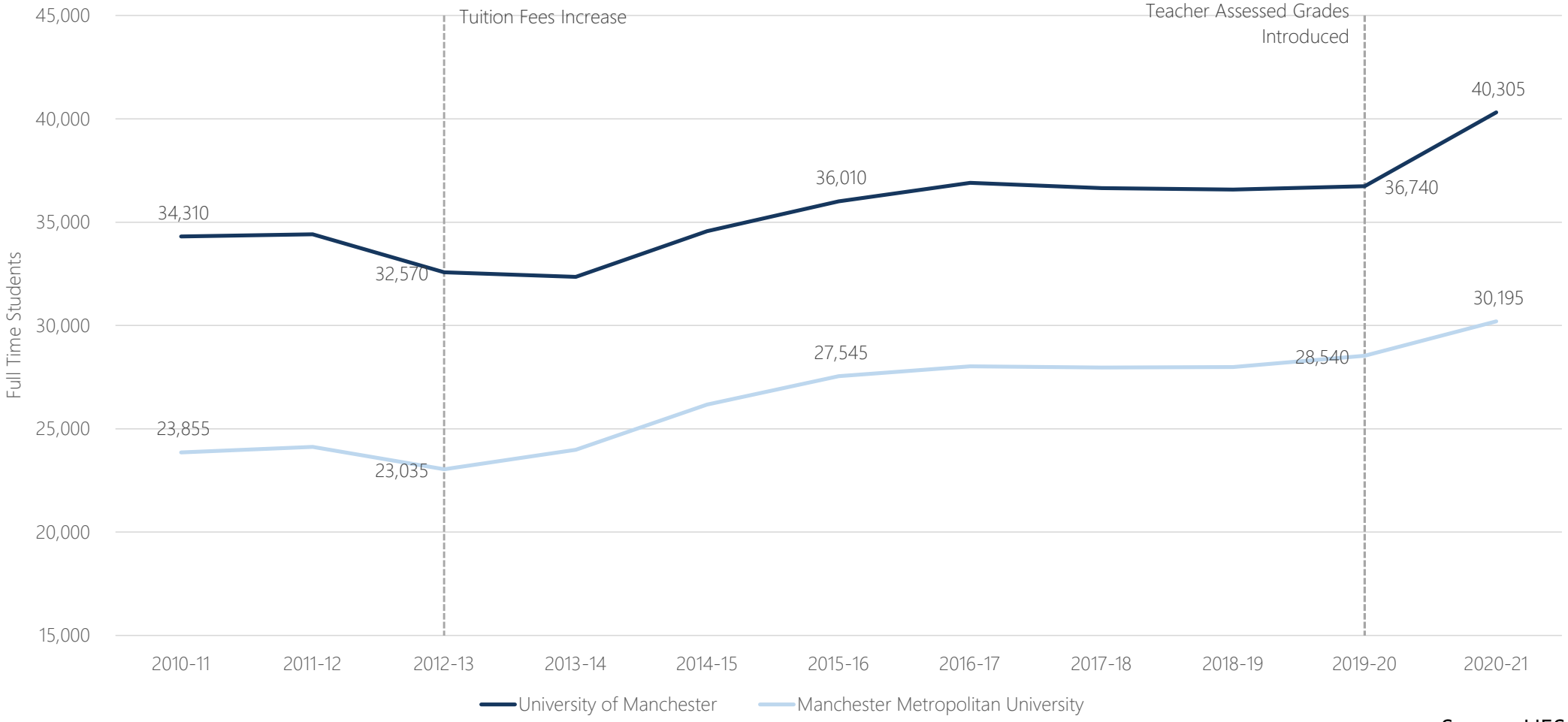
Fallowfield District Centre Boundary – Source MCC Local Development Framework Area Map

USDAW Site

Evidence of Student Need – Appendices 4 - 17

Appendix 4 – Full Time Students at UoM & MMU (2010/11 – 2020/21)

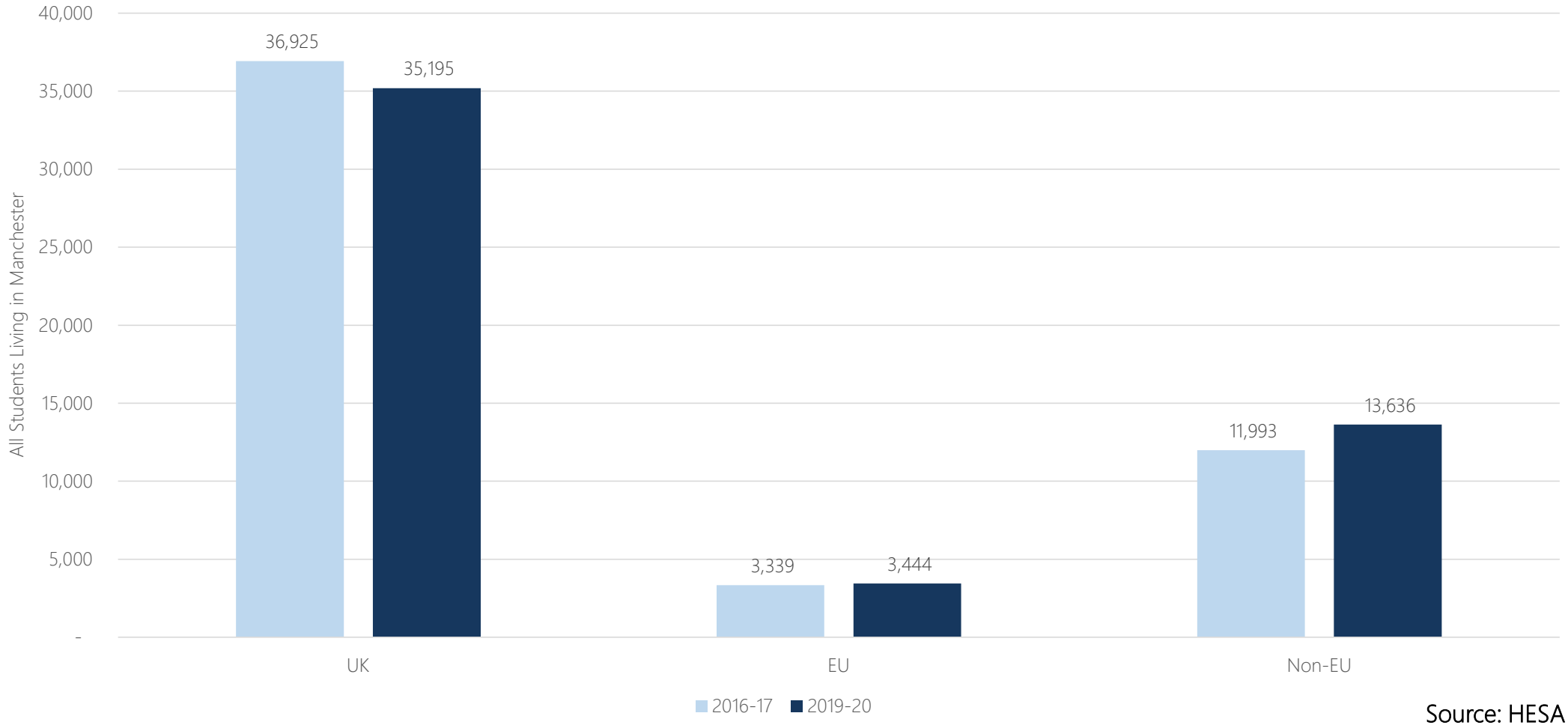
Number of full time students recovered following a significant drop off in response to tuition fees increase in 2012-13 before growing in 2020-21 as the unintended consequence of teacher assessed grades



Source: HESA

Appendix 5 – Domestic students decreasing (5% between 2015-16 & 2019-20) & international students increasing (14% between 2015-16 & 2019-20)

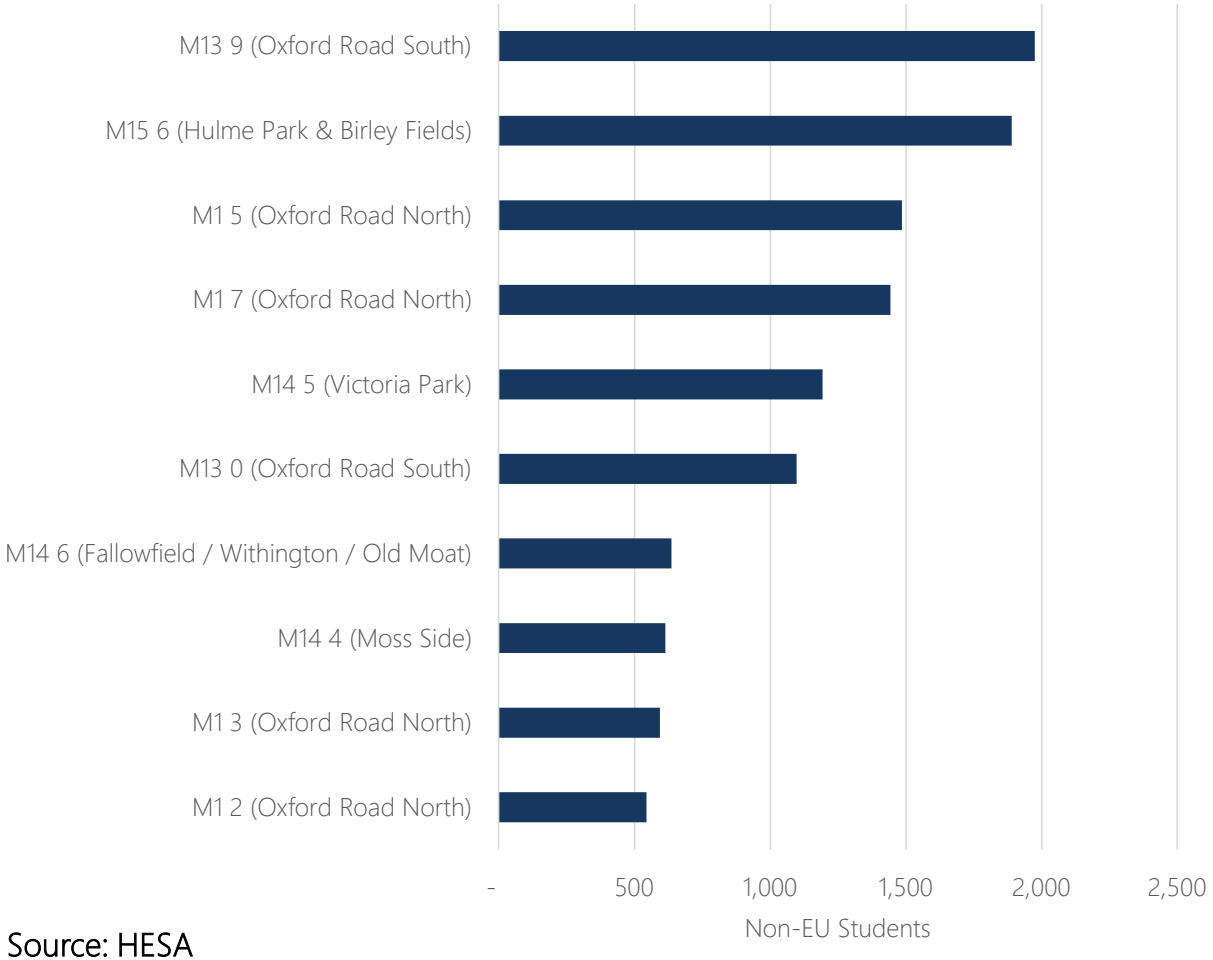
International students making up a greater proportion of the total student population living in Manchester



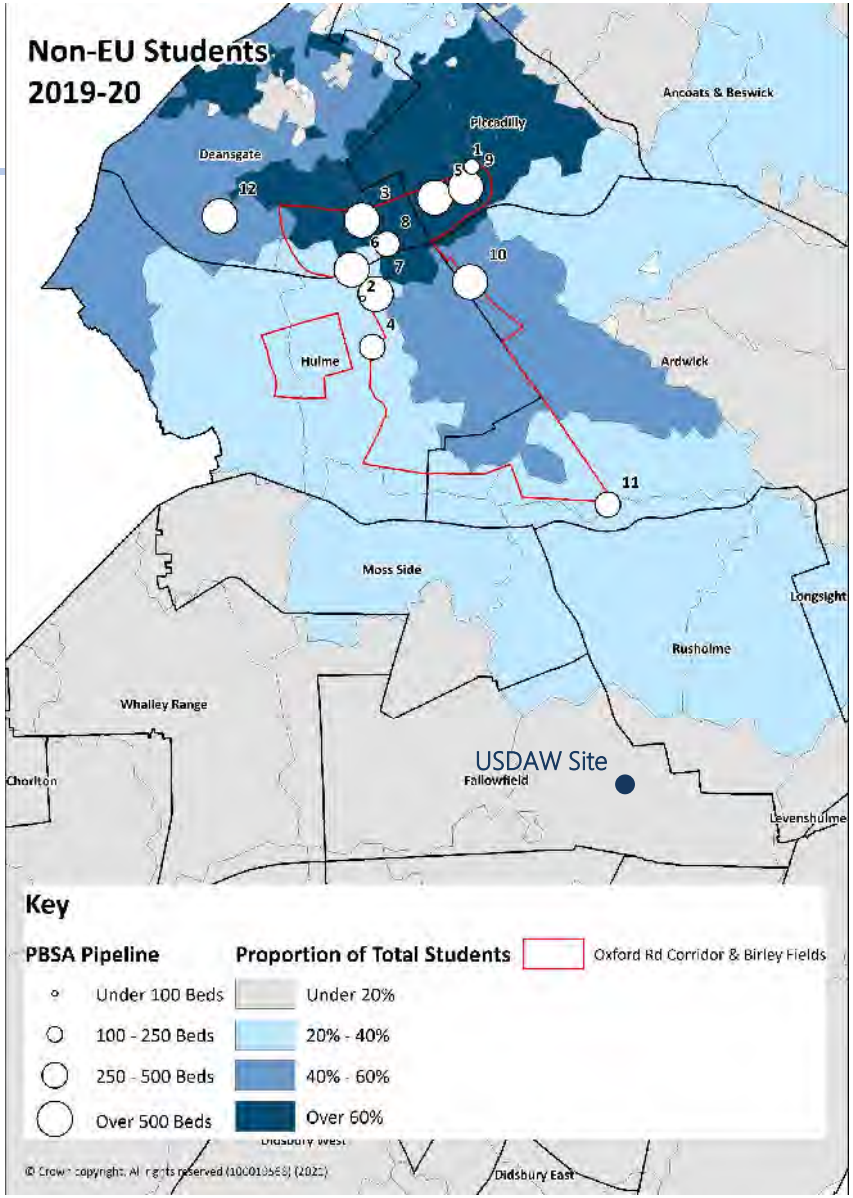
Source: HESA

Appendix 6 – Non-EU Students split by postcode sector

International students overwhelmingly choosing to live in the city centre & around the Oxford Road corridor – not in South Manchester

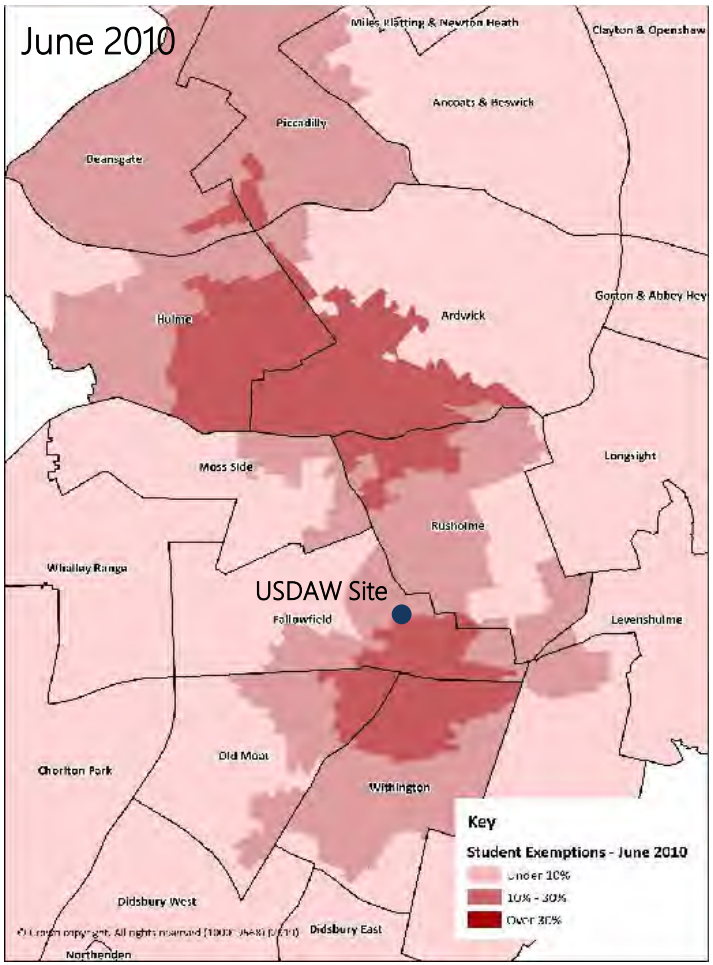


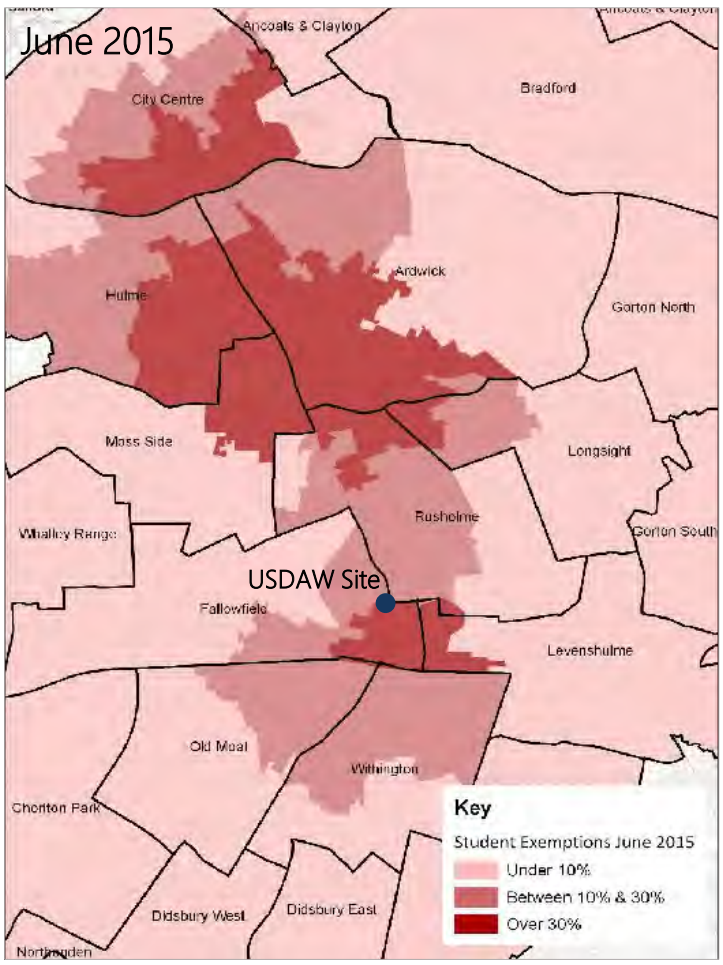
Source: HESA

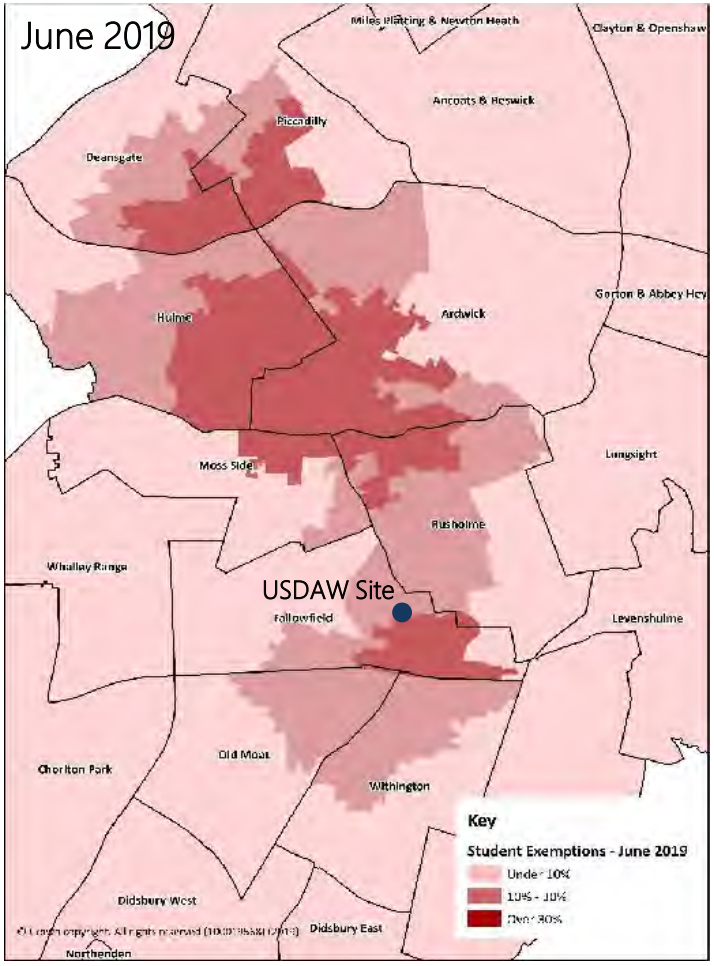


Appendix 7 – Council Tax exempt student households decreasing in South Manchester by a third (2010 – 2019)

Number of student households in South Manchester reducing as student demand becomes increasingly focussed in & around the Oxford Road Corridor and Hulme – linked to increasing numbers of international students and changing lifestyle expectations



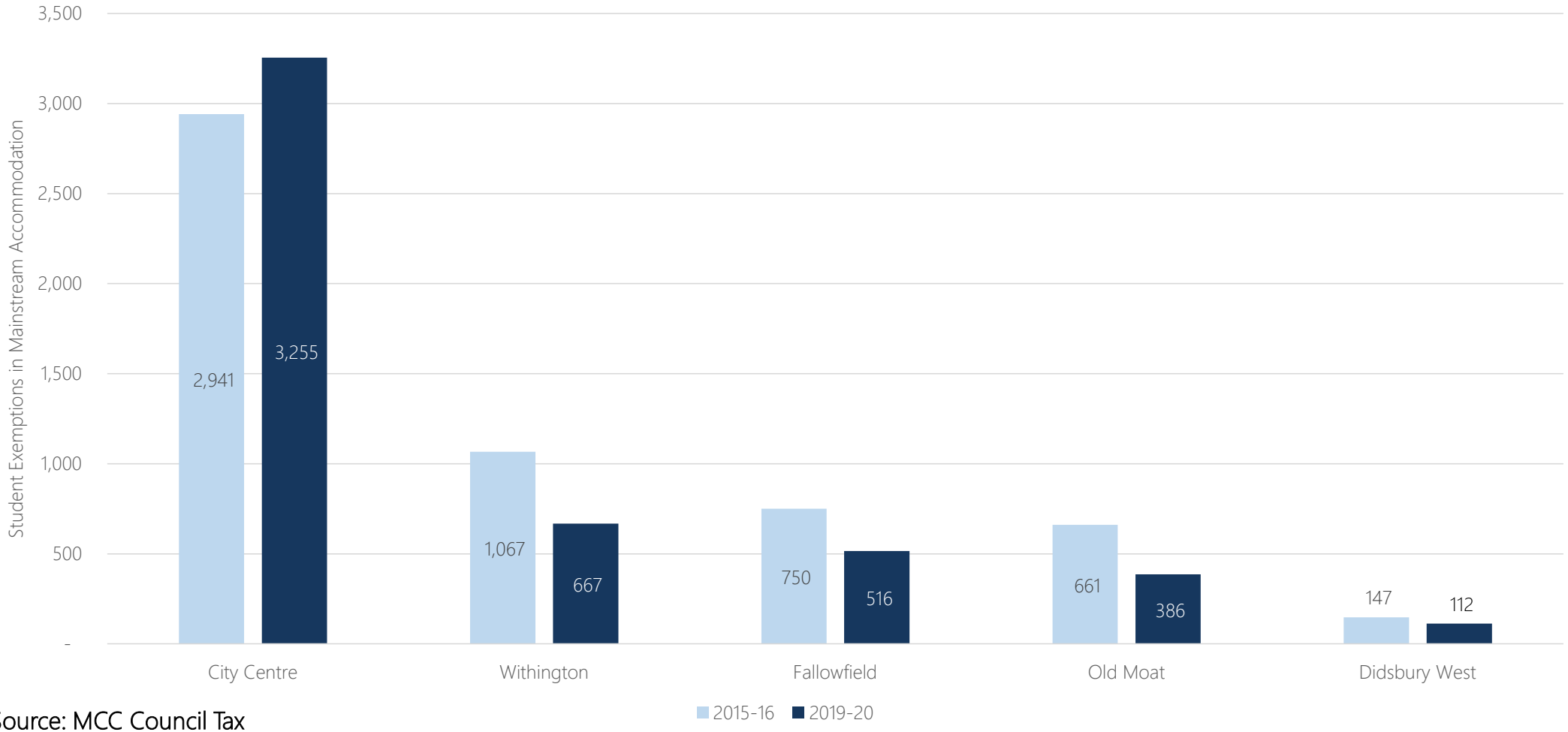




Source: HESA

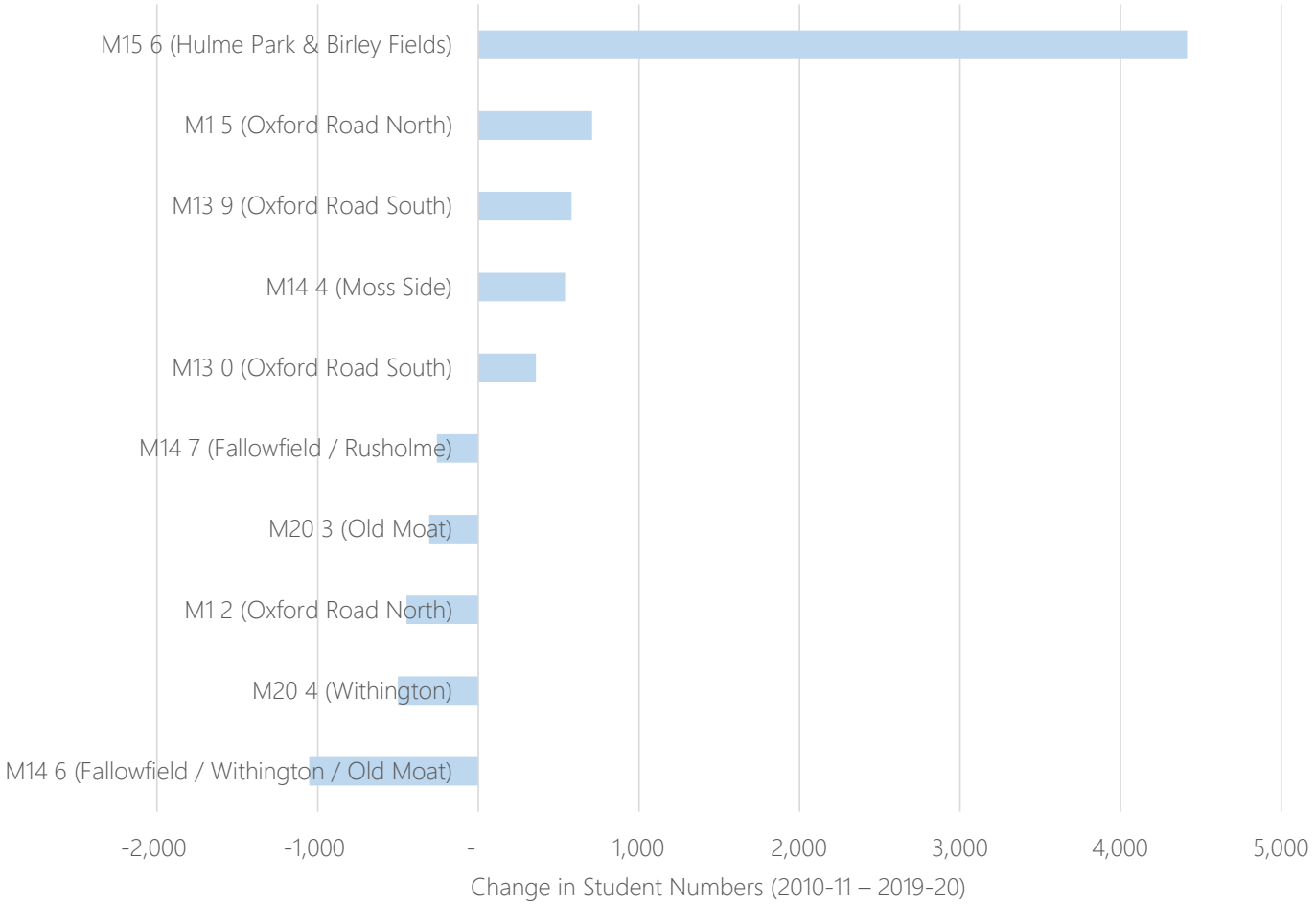
Appendix 8 – Reduction in Council Tax exempt student households of 400 in Withington & 234 in Fallowfield (the ward in which the proposed scheme is located) between 2015-16 & 2019-20

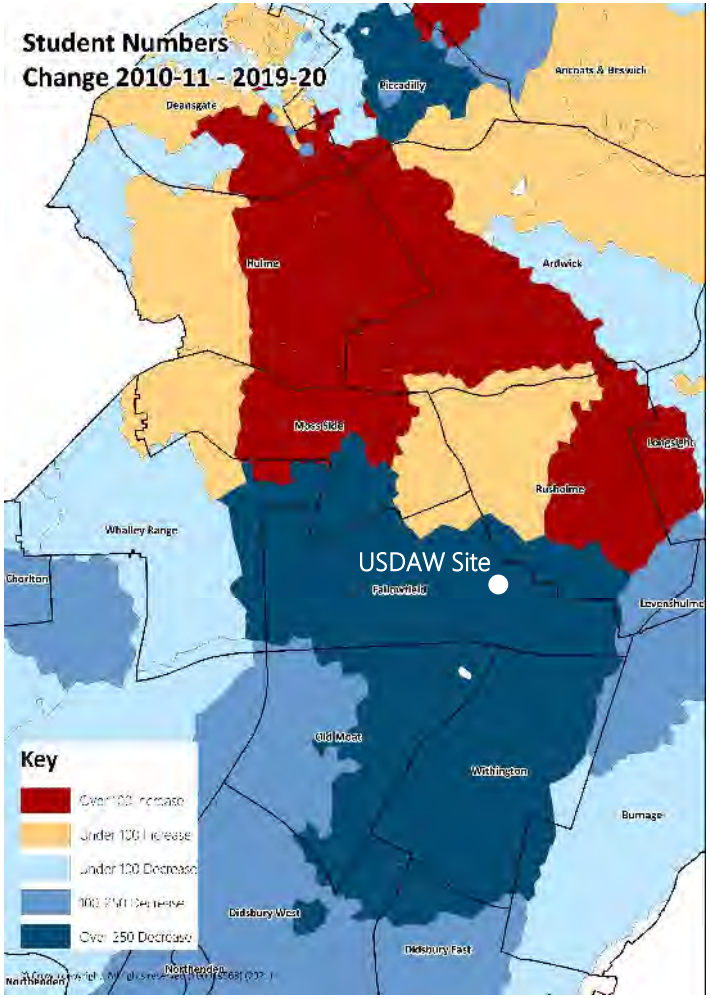
Student households increasing in the city centre by over 300 during the same period- inline with MCC's objectives



Source: MCC Council Tax

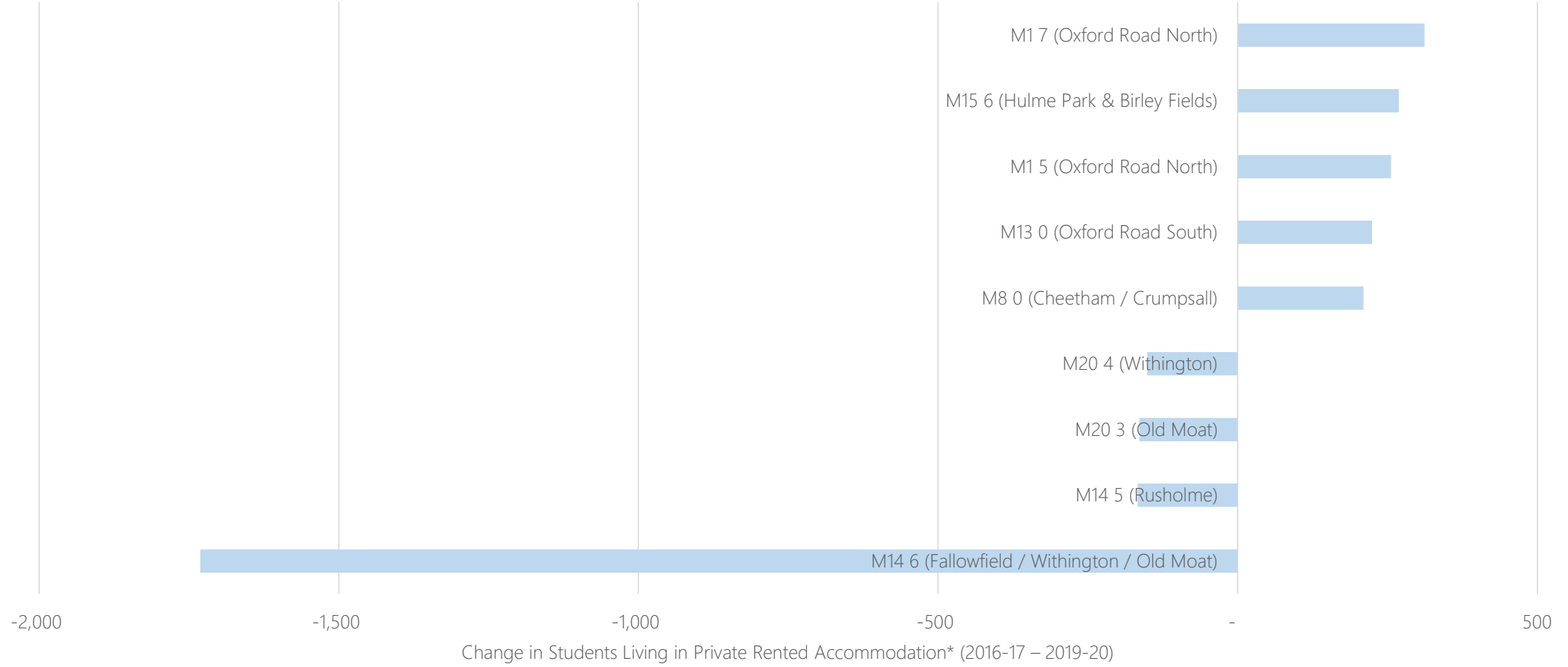
Appendix 9 – Largest reductions in student population in M14 6 (the location of the proposed scheme) between 2010 & 2019





Source: HESA

Appendix 10 – Largest reductions in students in private rented accommodation in M14 6 (the location of the proposed scheme) between 2016/17 & 2019/20



* All postcode sectors where student numbers have fallen by over 20 or increased by over 200 (information on type of accommodation only available from 2016-17 onwards)

Source: HESA

Appendix 11 – Pipeline matched to demand (only one substantial new PBSA development has been completed in Fallowfield since 2010)

That was UoM's Unsworth Park (1,122 beds) at Owens Park – this is reprovision for Halls of Residence which have been closed on the same site

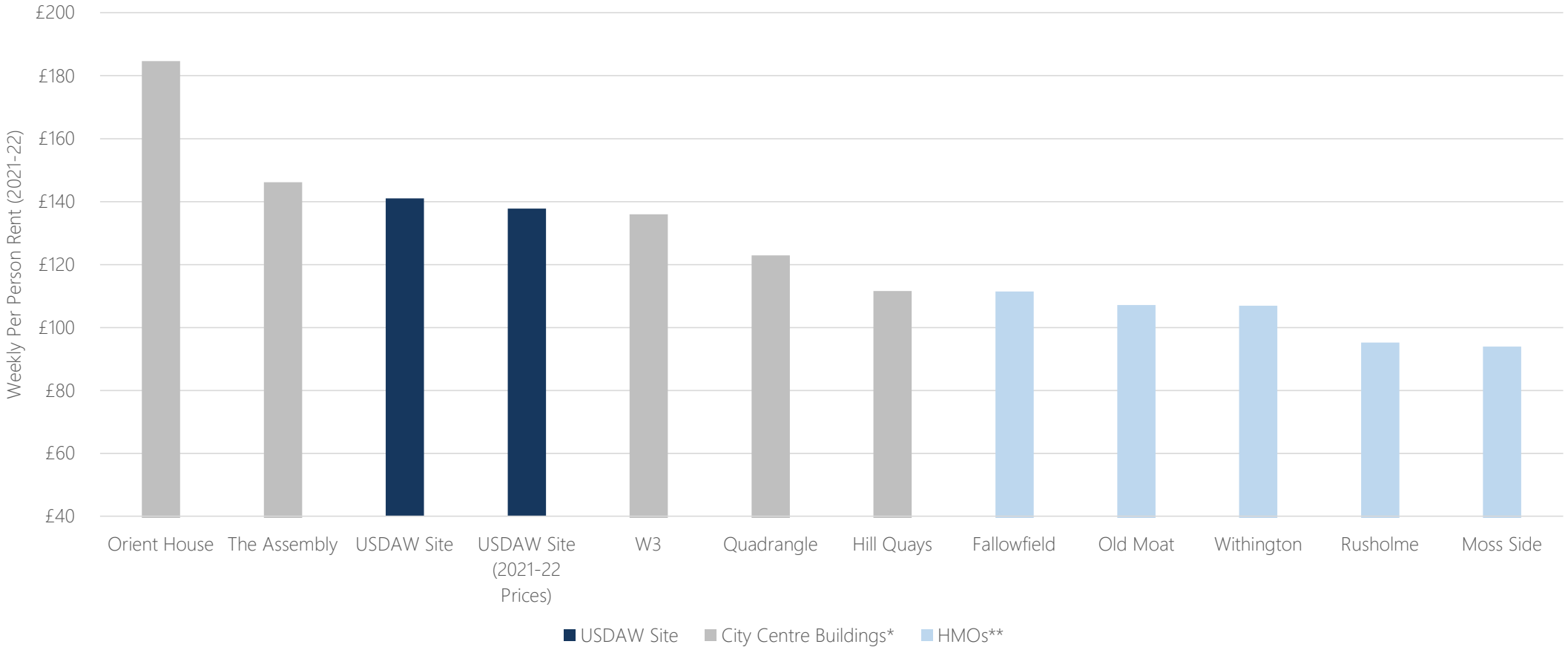
PBSA Scheme	Location	Completion Date	Beds
The Grafton	City Centre	2010/11	145
Cavendish Place	Hulme	2011/12	119
Liberty Heights	City Centre	2012/13	520
Piccadilly Point	City Centre	2012/13	58
Ropemaker Court	Moss Side	2012/13	416
Ducie Court	Moss Side	2013/14	614
Birley Fields*	Hulme	2014/15	967
Vita First Street	City Centre	2014/15	279
Vita Circle Square Phase 1a	City Centre	2017/18	748
The Chapel	City Centre	2017/18	102
Vita Circle Square Phase 1c	City Centre	2019/20	384
Owens Park - Unsworth Park*	Fallowfield	2019/20	1,122
UNITE Tower	City Centre	2020/21	603
River Street Tower	City Centre	2020/21	807
Archway Halls	Hulme	2021/22	491
		Total	7,375

* Reprovision

Source: MCC Residential Tracker

Appendix 12 – USDAW Site rents are priced well above the HMO market in South Manchester

Proposed rents are more closely aligned to premium mainstream city centre apartment blocks – price sensitive students unlikely to move out of the HMO market for a more expensive product (especially not in the city centre)

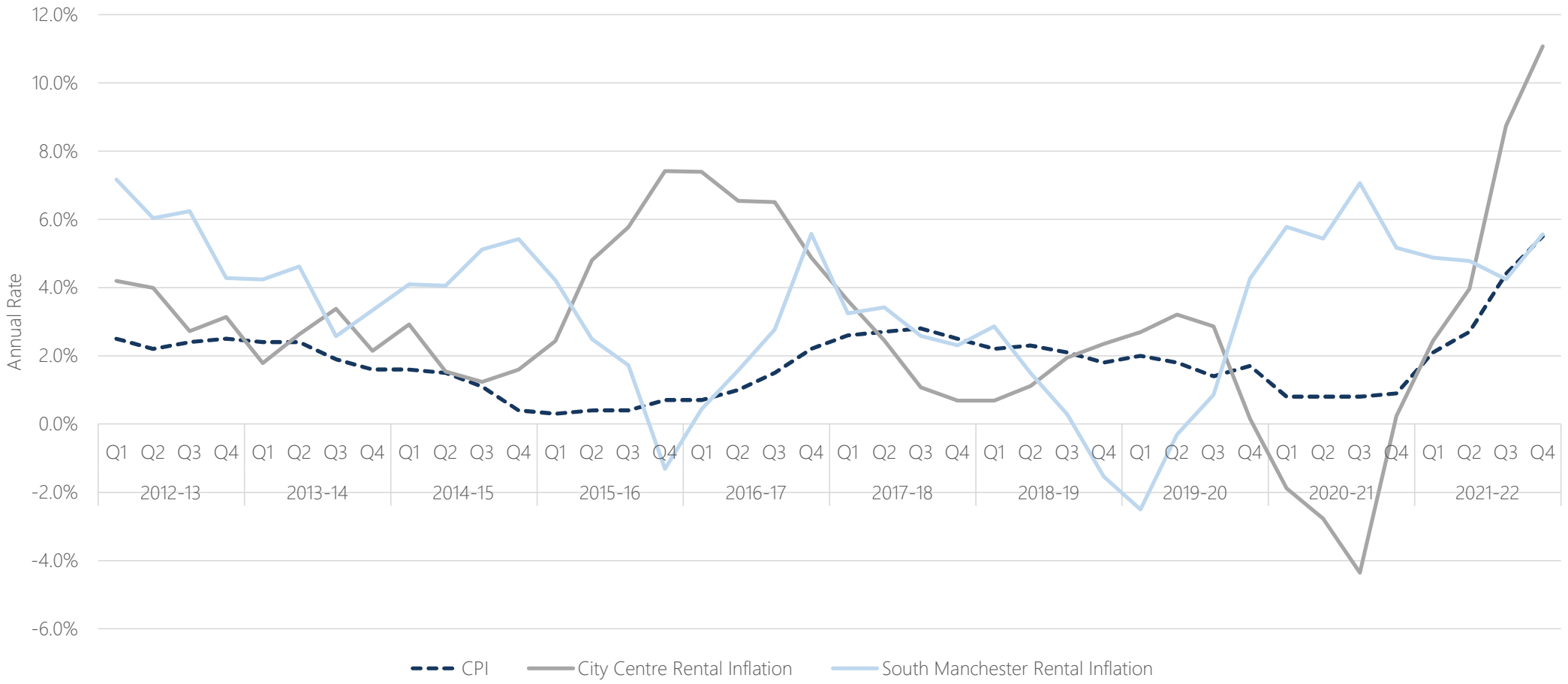


* Top 5 city centre buildings with most mainstream student exemptions (2019/20)
** Top 5 wards with the most mainstream student exemptions

Source: USDAW Site rents provided by the appellant / Rightmove data

Appendix 13 – Annual rental inflation in the city centre & South Manchester not aligned to CPI

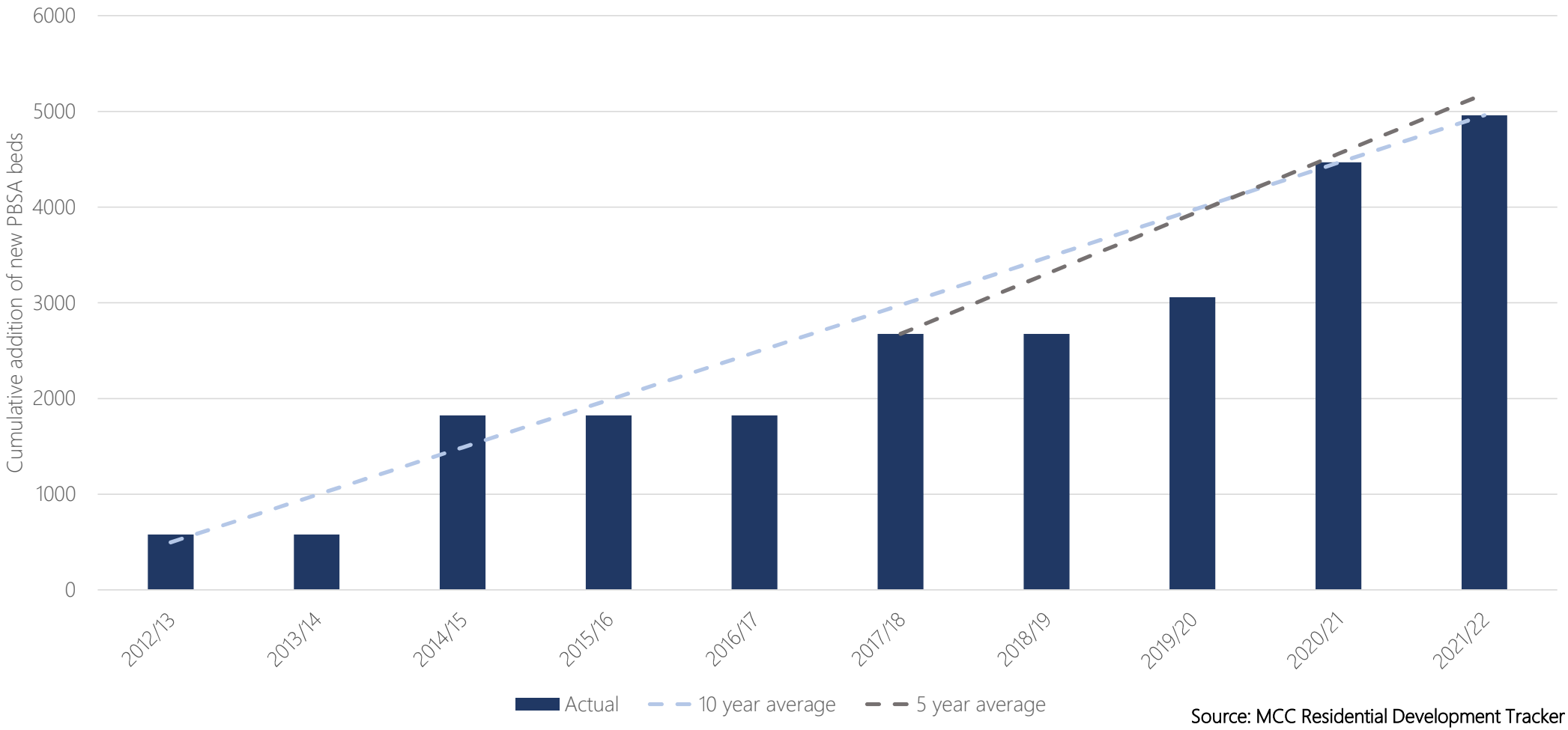
Appellant's rental growth assumptions (methodology based on CPI) out of sync with rental growth in the city



Source: ONS / Rightmove data

Appendix 14 - Delivery of new PBSA beds in the city centre and Hulme 2012/13 to 2021/22

4,959 beds delivered over the last 10 years – equating to 496 p.a. (with the rate of delivery rising to 627 p.a. over the last 5 years)

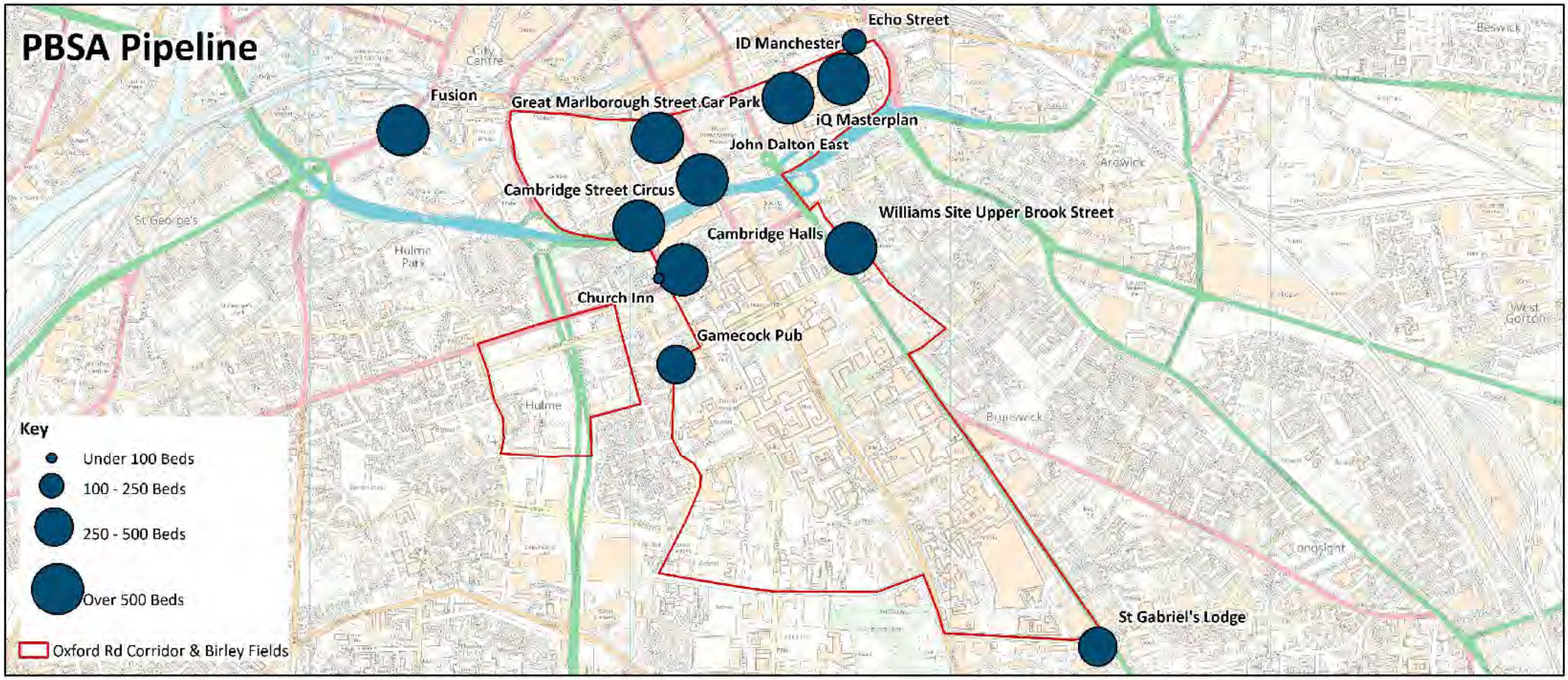


Source: MCC Residential Development Tracker

Appendix 15 – Sites identified by MCC for the development of PBSA equating to a potential c.497 beds per annum over the next 15 years

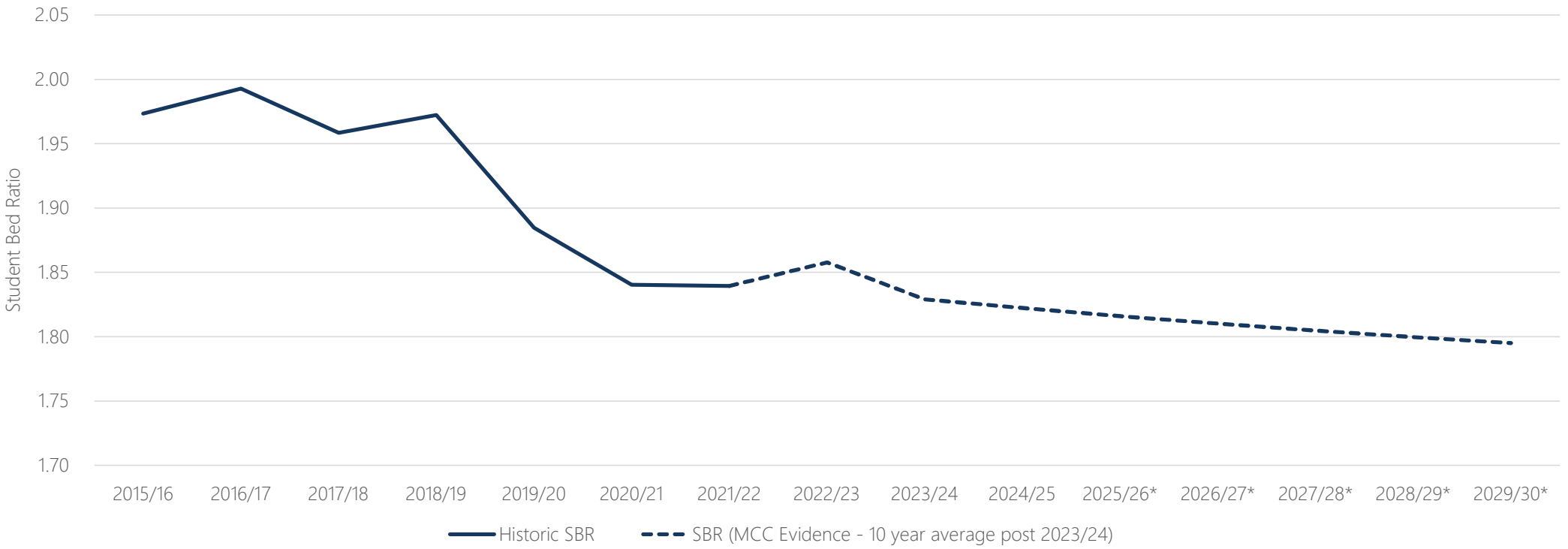
PBSA Scheme	Location*	Operator	Status	Beds
Church Inn	Oxford Road South	Alumno	On-site	62
Echo Street	Oxford Road North	IQ	On-site / Stalled	242
Great Marlborough Street Car Park	Oxford Road North	GMS (Parking)	Planning Approved	853
Fusion	Owen Street & First Street	Fusion Students	Planning Approved	532
Gamecock Pub	Hulme Park & Birley Fields	Curlew	Planning Submitted	260
St Gabriel's Lodge	Oxford Road South	McLaren Property	Public Consultation	318
John Dalton East	Oxford Road North	MMU	Proposed mixed use redevelopment of existing faculty building	500
Cambridge Street Circus	Oxford Road North	Urban Splash	Proposed (on MCC Land)	740
Cambridge Halls	Oxford Road South	MMU	Proposed redevelopment of existing Halls of Residence	830
ID Manchester	Oxford Road North	TBC	Part of an approved Regeneration Framework (on land in University ownership)	1,000
Williams Site Upper Brook Street	Oxford Road South	Logik	Site assembly underway. Part of an approved Regeneration Framework (on land in University ownership)	1,000
iQ Masterplan	Oxford Road North	iQ	Part of a Regeneration Framework agreed in principle	1,123
			Total	7,460

Appendix 16 – Map of sites identified by MCC for the development of PBSA



Appendix 17 – Future demand met by expected pipeline

Assuming a 1.2% growth in the student demand pool (the appellant's projection) - delivery of PBSA beds at a level commensurate with historic supply is sufficient to meet and exceed demand leading to a reduced SBR from 1.84 in 2020-21 to 1.79 in 2029-30



* Post 2019/20 demand pool assumed 1.2% p.a. increase

	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26*	2026/27*	2027/28*	2028/29*	2029/30*
Demand Pool (assumed to grow by 1.2% p.a. post 2019/20)	52,302	52,938	53,581	54,231	54,890	55,549	56,215	56,890	57,573	58,263	58,963	59,670	60,386	61,111	61,844
Number of beds (MCC Evidence - 10 year average post 2023/24)	26,504	26,565	27,360	27,498	29,125	30,185	30,563	30,625	31,478	31,974	32,470	32,966	33,462	33,958	34,454
SBR (MCC Evidence - 10 year average post 2023/24)	1.97	1.99	1.96	1.97	1.88	1.84	1.84	1.86	1.83	1.82	1.82	1.81	1.80	1.80	1.79

Market Context

Manchester has a population of c. 550,000, one of the fastest growing economies in the UK and a world-renowned Higher Education Sector.

Businesses and talent are attracted to the City because of its accessibility and connectivity; the quality of education available at its Universities; its talent pool, its cultural diversity; its iconic sporting attractions and the high quality of life which it offers.

Talent, both that local to Manchester and that attracted to the City from elsewhere, has a requirement for high quality residential accommodation in neighbourhoods of choice.

In order to meet the needs of an increasingly diverse population there is a need for a range of types of residential accommodation and for that accommodation to be available at a variety of price points and tenures.

The provision of affordable housing is acknowledged to be of particular importance (a minimum target of 6,400 homes in the period to March 2025 has been established) as is the requirement for a refreshed pipeline of PBSA if the City is to continue to attract and retain the best student-talent from around the world.

Manchester's visitor economy also continues to thrive. It is the third most visited City in the UK by international visitors (after London and Edinburgh) and the most visited local authority area in terms of domestic staying visits. The growing popularity of Manchester is driving demand for hotel accommodation, particularly in the city centre.

This section of the document provides details of the market context which underpins the Development Framework proposals.



Image source: Getty

Affordable Housing

In March 2016, MCC endorsed 'The Manchester Residential Growth Strategy' ('MRG Strategy'). This document establishes a clear vision for ensuring that the housing demands of the growing and changing City are met. At the heart of the MRG Strategy is a recognition of the interrelationship between an economically prosperous City and the delivery of a correct mix of housing types and tenures for the people who live and work in Manchester.

The MRG Strategy established a target that at least 25,000 new homes be delivered over the period (2015 – 2025); 20% of which (5,000 homes) are to be "affordable homes" (offered in a variety of tenures including social rent, affordable and shared ownership) in various formats - such as houses and apartments - and sizes.

MCC's Housing Affordability Policy Framework (HAPF) defines affordable housing in the City as:

"Decent and secure housing that meets the needs of Manchester residents that are below the average household income for Manchester".

In December 2018, MCC's Executive Committee subsequently endorsed a revised target of 32,000 new homes to be delivered in the period 2015-25 again with 20% to be affordable (6,400). The delivery of affordable housing in the City is considered to be critical.

In the period since 2015 8,867 homes[48] have been delivered and it is forecast that by March 2021, c. 20,000 new homes will have been delivered; a significant proportion of which will be located within the city centre.

With respect to "affordable housing"[49]:

- 1,044 homes were completed between April 2015 and March 2019
- 1,061 homes are under construction and will be delivered by Registered Providers (RPs) or developers in conjunction with RPs between April 2019 and March 2021
- 969 homes with land and funding secured are in the pipeline to be delivered by March 2021

Overall, a total 3,074 affordable dwellings are forecast to be delivered by March 2021, 48% of the revised MRG Strategy target of 6,400.

3,400 affordable homes

are required to be delivered in the period 2021-2025 (as a minimum).

A further 3,400 affordable homes are required to be delivered in the period 2021-2025 (as a minimum).

The number of 'live applicants' on the MCC housing register has increased by 14% to c. 15,000 since 2015. Almost 5,000 of these applicants are classed as being in housing need. With the turnover of social homes at its lowest in recent years (2,500 tenancies let in 2018/19) prospective tenants are waiting longer to be rehoused; some of which will not be offered social housing for a number of years.

In order to facilitate delivery of affordable homes MCC has established a partnership with 23 RPs which together comprise the Manchester Housing Providers Partnership (MHPP). MCC is also working with other RPs to ensure the delivery of a significant proportion of the remaining affordable homes.

The availability of land for the provision of affordable homes is a critical consideration. In order to ensure an adequate supply of land for the delivery of affordable housing, MCC is committed to releasing appropriate sites in their ownership. The sites are capable of delivering a minimum of 1,700 affordable homes by 2025.

In addition, RPs are acquiring land in private ownership. The opportunity for such acquisition is, however, very challenging due to competition from those in the private sector seeking to deliver open market housing and expectations of enhanced land values from site owners.

Where sites are developed for open market housing, MCC requires a proportion of units to be provided as affordable housing (20%) through Policy H8 of the Core Strategy.

In summary, there is a clear and pressing need for the provision of affordable housing within Manchester.

1,044 affordable homes

were completed between April 2015 and March 2019.

1,061 affordable homes

are under construction and will be delivered by Registered Providers (RPs) or developers in conjunction with RPs between April 2019 and March 2021.

969 affordable homes

with land and funding secured are in the pipeline to be delivered by March 2021.

How the Development Framework Responds:

The Development Framework will facilitate:

- **Provision of around 300 affordable homes (10% of remaining strategic requirement); in close proximity to the key institutions located within the Oxford Road Corridor;**
- **A range of accommodation which may include houses and apartments of various sizes (1-3 bed) and tenures (shared ownership, social rented and affordable rented); responsive to the particular requirements of the local area;**
- **The re-use of previously developed land for residential properties in a highly sustainable location which is located close to clusters of employment opportunities within Corridor Manchester (such as the Manchester Royal Infirmary) and well connected by public transport to the city centre;**
- **Further diversification of the housing stock in the Central Manchester Regeneration Area; a key priority of the adopted Core Strategy.**

Purpose Built Student Accommodation

Nationally, the Higher Education Sector is now larger than ever with 1.84 million full-time students at UK Universities in 2018/19[50].

On average, student numbers are growing by 2% per annum (5% per annum for international students) and those students are increasingly seeking out the institutions which offer the highest quality of education, employment prospects and quality of overall experience, of which the residential accommodation offer is a critically important component[51].

The gravitation of students to institutions of quality and with strong employability records is now entrenched and emerging evidence for 2020 shows continued application growth to the best Universities. The ability of those institutions to increase income and invest is likely to accelerate these trends over coming years.

Manchester is widely recognised as being in the top tier of international cities for higher education, with a rich provision of research excellence and innovation that is helping to drive the economy and generate jobs and growth. The University of Manchester is a member of the prestigious Russell Group of education institutions and is ranked 6th in the United Kingdom and 33rd in world.
The University has 40,250 students studying at undergraduate or postgraduate level[52], 29% of which are overseas students. In 2019, the total research income of the University was £391million[53]. Over 12,800 members of staff are employed by the University.

Key to Manchester's ambition of developing a world class education hub is the City's ability to attract students in a highly competitive global environment.

Manchester has one of the largest student populations in Europe, with over 74,000 students enrolled at one of the City's three HEI's in 2017-18. In UK terms, Manchester's total student population is the largest concentration outside London[54].

The resident student population makes a significant contribution to the City's identity, culture, vibrancy and economy. The quality of Manchester's graduates is a critical component in the City's ability to attract high quality businesses from around the world who in turn generate high-value jobs for its residents.

An increasing proportion of Manchester's student population is from overseas. In 2017-18 over 16,000 students originated from EU and non-EU countries (China, Malaysia, India and Saudi Arabia in particular). These figures represent a 24.7% increase in the period since 2012/13. The total international student population in Manchester is currently estimated to be c. 17,000[55].

Manchester has also experienced significant growth in the number of post-graduate students; increasing by 23% in the period 2012/13 – 2017/18 at the UoM which is reflective of the institute's increased focus upon research. Overall, post-graduate students now account for 26% (7,675) of the total student population at UoM. The number of post-graduates also increased at MMU in the same period (+39%)[56] to 3,230.

Supply

The increased number of students in Manchester (particularly from overseas and post-graduates) together with rising expectations regarding quality of provision and value for money is driving demand for the provision of purpose-built student accommodation (PBSA) in the city centre and other locations which offer convenient access to the University campuses.

PBSA offers an all inclusive lifestyle for students with buildings managed and maintained 24/7 and a choice of accommodation available (including studios and shared flats). PBSA also often offers communal study areas, amenity spaces for socialising and a programme of activities to support the health and wellbeing of residents. PBSA can also help to reduce the number of students choosing to live in traditional residential housing in the suburbs.

Over 80% of students consider the location of their accommodation to be a key factor in their happiness at University[57].

Overall, there are approximately 6,000 students living in the city centre (in postcodes M1-M4), of which two thirds are from non-European countries. In comparison, c.1,800 PBSA bed spaces have been delivered in the city centre since 2010/11[58]. This means that, for many students who have a preference to live centrally, the mainstream residential market is the principal option.

The occupation of mainstream residential properties in the city centre by students gives rise to a number of strategic issues such as:

- An increased level of competition for city centre stock which is inflating rents with the consequence that some working households are unable to access the city centre housing market (particularly younger adults and those earning the average salary for a full time worker in the North West).
- The City Council experiencing reduced levels of Council Tax income as students in mainstream properties are generally exempt from paying Council Tax[59].

As Manchester's international reputation continues to grow it is likely that the proportion of international students will continue to rise, as will demand for high quality centrally located accommodation.

Manchester is structurally undersupplied with PBSA[60] at the present time. There is currently demand for 49,785 PBSA bed spaces in Manchester and a supply of 27,086. Whilst there are a small number of schemes within the development pipeline (either under construction or with planning permission) it is estimated that an additional 2,484 bed spaces need to be delivered in the period to 2023 if the number of students living in mainstream residential accommodation are to be reduced by 1,500 in the same period and growth in student numbers more generally is to be met.

An increased level of PBSA provision would help to release mainstream accommodation to working households and could help stabilise rental growth.

It could also help address issues of quality, affordability and value for money within the PBSA market itself, as described overleaf.

2,484 bed spaces needed

An additional 2,484 bed spaces need to be delivered in the period to 2023 if the number of students living in residential accommodation are to be reduced by 1500 over the same period

74,000+ students

Manchester has one of the largest student populations in Europe, with over 74,000 students enrolled at one of the City's three HEIs in 2017-18

Quality

Within the PBSA market, Manchester has a higher proportion of lower quality rooms than the national average (36% v 31%) and a lower proportion of higher quality rooms (20% v 27%)[61].

This is reflective of the fact approximately 42% of private sector beds are over 15 years old and 75% of University stock is over 20 years old[62].

Of the 19 University owned schemes only two have been redeveloped or refurbished in the last three years. Similarly, only ten of the 55 privately operated PBSA schemes have been constructed or refurbished in the last ten years[63]. Demand for this accommodation remains high however, given the lack of alternative provision within the private sector.

Manchester also has a higher than national average level of standard accommodation (i.e. non ensuite bathrooms) and a lower proportion of en-suite accommodation (53% v 58%). The proportion of studio apartments in the City is also less than the national average (9% v 13%)[64].

Whilst Manchester continues to be highly attractive to prospective students because of the quality of education offered by the Universities, its cultural attractions and future employment prospects, the qualitative deficiencies in the City's student accommodation offer will potentially act as disincentive to students in the medium–long term unless addressed through a refreshed pipeline of development.

Over 57% of students research their accommodation choices prior to selecting their final university and the quality of student accommodation is increasingly being recognised as being critically important to student wellbeing and mental health with students placing an increased emphasis on the quality and usability of social and amenity spaces, organized events and pastoral care.

Summary

In summary the number of students in Manchester is growing and will continue to do so in the short-medium term. Growth is particularly apparent amongst post-graduates and international students who display a clear preference for PBSA accommodation in locations close to the city centre and University campuses.

Accommodation in peripheral locations is becoming increasingly unpopular (particularly where such accommodation is dated and poorly related to services and amenities).

A significant number of students are continuing to occupy mainstream residential housing both in suburban and city centre locations due to the unavailability of suitable product (either in terms of quality, location or price point). This is giving rise to increased competition with working households and rental inflation. Such pressure is likely to continue unless the supply of PBSA is increased.



49,785 PBSA demand

There is currently demand for 49,785 PBSA bedspaces in Manchester and a supply of 27,086



42%

of private sector beds are over 15 years old and 75% of University stock is over 20 years old



Over 57%

of students research their accommodation choices prior to selecting their final university and the quality of student accommodation is increasingly being recognised as being critically important to students



How the Development Framework Responds:

The Development Framework will facilitate:

- **The relocation of over 890 PBSA bed spaces from iQ's accommodation within Victoria Park to the city centre;**
- **Redevelopment of Weston Hall, an existing PBSA site within the city centre / Oxford Road Corridor; a preferred location for students, particularly those from overseas;**
- **The delivery of around 1,134 additional PBSA bed spaces within Manchester at a variety of price points; addressing issues associated with structural undersupply / affordability of accommodation in the City;**
- **A significant uplift in the quality of accommodation offered at the Weston Hall / Pendulum Hotel site compared to that currently offered at that site and in Victoria Park;**
- **A stronger contribution to the ability of the City's Higher Education Institutions to attract the very best student talent from around the world;**
- **The delivery of energy efficient, net zero carbon accommodation in sustainable locations within the city centre close to University campuses, social/ cultural amenities and public transport facilities.**



Development Frameworks for:

Victoria Park, Charles Street and Granby Row

Student Accommodation

DRAFT FOR CONSULTATION: JUNE 2020

Foreword

A unique opportunity to bring about generational change to three substantial sites within the City, providing much needed affordable and key worker housing along with revitalising key central destinations within the city centre.

Manchester is consistently recognised as one of the world's leading cities to live, play and work in. Businesses, visitors and talent are attracted to the City because of its accessibility and connectivity; the quality of education available at its universities; its talent pool; its cultural diversity; its iconic sporting attractions and the high quality of life which it offers. It is therefore no surprise that the City has a rapidly expanding population and is one of the fastest growing economies in the UK.

With continuing population and economic growth, significant investment in the City's development is crucial to support Manchester's success over the next decade. I am proud of iQ's active role in the City's economy to date and excited to share the details of our proposal for long-term investment in the City's development and regeneration.

iQ has been a part of Manchester's thriving economy since 2016. We currently own and operate over 3,600 Purpose Built Student accommodation (PBSA) beds across 11 sites. Our Echo Street development, which is currently under construction, will be the first purpose-built co-living scheme outside of London. Opening in c.2023, it will offer Manchester residents much-needed accessible and diverse accommodation in the heart of the City.

Following strategic engagement with Manchester City Council (MCC) since early 2019, it gives me great pleasure to introduce this Development Framework: a comprehensive and cohesive strategy for long-term investment in Manchester. We believe that this framework is a unique opportunity to significantly enhance three diverse sites across the City, creating large-scale regeneration and the provision of city centre accommodation. As we continue to invest, we believe we have a responsibility to deliver spaces that reflect the needs of Manchester's changing population, uphold and enhance the City's stunning architecture and heritage, and provide new affordable housing and other housing options in areas of highest demand.

This Framework is designed to respond to key areas of development need, namely the pressing demand for more affordable housing, a diverse range of central residential accommodation at a variety of price points, quality central PBSA and central hotels. The framework sets out how we can deliver housing that is well-connected, quality-designed, energy-efficient, sustainable and affordable to Manchester's residents, supporting the strategic aims of MCC.

Our ground-breaking approach will see our sites in Victoria Park released for the development of affordable housing in partnership with a registered provider, delivering around 300 affordable new homes close to the city centre to meet the needs of local families and professionals. This will help deliver 10% of the City's affordable housing target for 2025. The site is well-positioned close to major employers such as the Royal Infirmary Hospital and the University of Manchester, fulfilling the need for key worker housing.

Our sites in the city centre will be redeveloped for a mix of commercial and residential uses appropriate to the location. These sites provide an opportunity to regenerate characterful areas of the city centre into landmark architecture and quality public spaces. Co-living, hotel and other commercial uses will enable these under-invested areas to be reinvented for the benefit of communities and future generations. Our investment will be about more than creating new buildings; we are committed to delivering vibrant neighbourhoods – with beautiful green spaces, sustainable travel and social places for the community.

Community and sustainability sit at the heart of this Development Framework. Our vision will make a significant contribution to Manchester becoming a zero-carbon City by 2038 and will create new, distinctive places which encourage social interaction and resident wellbeing.

Collectively, the delivery of the three schemes within the Framework will ensure the supply of diverse and quality housing and social spaces to support the needs of Manchester's growing population, which will be critical to the City's growth and success – now and in the years to come.

I invite you to review the proposals presented within this Development Framework and to engage with us during the upcoming period of stakeholder and community consultation and engagement.

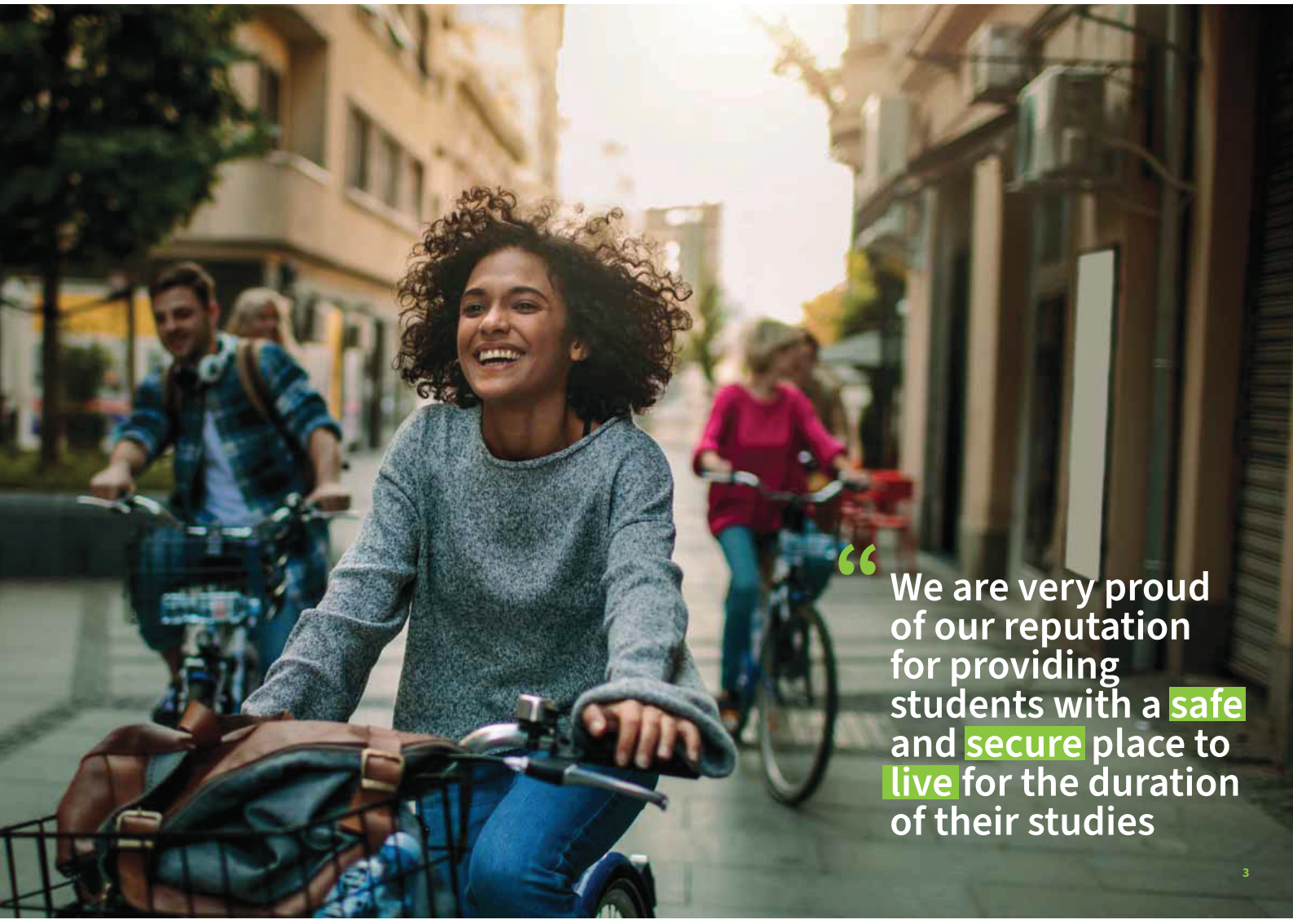


Rob Roger

CEO iQ Student Accommodation



Image source: Getty


“We are very proud of our reputation for providing students with a safe and secure place to live for the duration of their studies

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Student Accommodation

simpsonhaugh

Turner & Townsend

savills



01 - Introduction

This Development Framework has been prepared by iQ Student Accommodation. It presents an overarching vision and suite of strategic development principles for the comprehensive redevelopment of land within its ownership, strategically located within the City Centre, Corridor Manchester and Victoria Park.

Where appropriate the Framework also considers the potential of land outside iQ's ownership where it forms part of the same 'city block' and therefore allows a comprehensive, long term strategy for the regeneration of a particular area to be defined.

The proposals and guiding principles presented within the Development Framework have been informed by consideration of the key strategic issues presently being faced by Manchester and those likely to be faced by the City over the next 10-15 years which are summarised below and expanded upon in Appendix 2 and 3.

Manchester is a global city. With a population of c 550,000 it has one of the fastest growing economies in the UK and a world-renowned Higher Education Sector. With continuing population and economic growth, significant and sustained investment in the city's development is crucial to support its long term success.

A Sustainable and Carbon Neutral City

- There is a pressing need for the City of Manchester to reduce its carbon footprint and address the damaging effects of climate change. All new development must play its part in Manchester becoming a carbon neutral city by 2038, at the latest.

Affordable Housing:

- The provision of affordable housing is also of critical importance. Over 3,000 affordable homes are required by 2025. This an urgent situation with over 5,000 Manchester residents currently classed as being in need of affordable housing.



3,400 affordable homes

are required to be delivered
in the period 2021-2025 (as a minimum)

Holistic regeneration and development:

- There is significant development activity in central Manchester, however some areas of the city centre are overlooked and need investment to connect them with existing regeneration areas and create cohesive communities and public spaces.

Purpose Built Student Accommodation

- A refreshed pipeline of Purpose Built Student Accommodation (PBSA) is required within the city centre and other locations close to the academic campuses, if Manchester is to continue to attract, retain and cater for significant numbers of students from across the UK and internationally.
- The city has the second highest student population in the country and suffers from an undersupply of PBSA. There is presently demand for 49,785 beds against an existing supply of just 27,086 beds. This means that a high proportion of students are living in housing built for families and competing for accommodation with working households.



49,785 PBSA Demand

There is currently demand for 49,785 PBSA
bedspaces in Manchester and a supply of 27,086

City Centre Accommodation

- Ensuring a supply of residential accommodation of various types in the city centre is vital to Manchester's ability to attract and retain talent in the long-term. Over 60,000 people presently live centrally with this figure projected to increase to 100,000 by 2025 as the city's economy continues to thrive.
- Whilst there remains a need and demand for traditional apartments to rent and to buy there is also a requirement for a more flexible form of accommodation to complement the existing offer. Co-Living offers an 'all inclusive' lifestyle and appeals to a broad demographic, including those who would otherwise be unable to afford to live in the city centre and those who seek a more communal way of living with all its associated wellbeing benefits.



60,000 people

A city centre population of approximately 60,000
which is predicted to increase to 100,00 by 2025

Tourism and Leisure

- Manchester's visitor economy continues to thrive. It is the third most visited city in the UK by international visitors and its growing popularity is driving demand for hotel accommodation, particularly in the city centre. A range of operators wish to open a hotel in the city centre.



3rd most visited

In 2018 Manchester welcomed 1.6 million
international visitors, 108 million day visitors
and 11.5 million staying visitors

How the Development Framework Responds

In response to the strategic context presented above, the Development Framework has been created with the following strategic objectives:

- Net Zero carbon developments;
- An increased supply of mixed tenure affordable housing;
- The reuse of previously developed land (PDL) in priority locations;
- New areas of public realm connecting communities and neighbourhoods;
- Increased PBSA capacity in the city centre, close to University campuses;
- Diverse and flexible residential accommodation in the city centre;
- Enhanced facilities for tourism and leisure;
- Design of the highest quality;
- Opportunities for sustainable travel; and
- A long-term commitment to support Manchester's economy.

The Development Framework is a comprehensive and interconnected strategy for long term investment in Manchester by iQ, which identifies three diverse sites within its Manchester estate (see Appendix 2) which are presently under-utilised but which have the potential for large-scale regeneration therefore increasing their contribution to the environmental, social and economic success of the city.

These site are strategically located within the City Centre, Corridor Manchester and in close proximity to key employers such as the Manchester Royal Infirmary (MRI) – priority locations for new development.

When combined with land in other ownerships and the regeneration schemes currently being delivered (such as Circle Square), the impact of redevelopment could be truly transformational.

Three Development Framework Areas have been identified:

- **Victoria Park** (comprising the Manchester Gardens and Daisy Bank Hall sites);
- **Charles Street** (comprising the Weston Hall and Pendulum Hotel sites within the city centre) but also including adjoining land within the ownership of the University of Manchester and Accor Investments to ensure a comprehensive approach to urban design and regeneration; and
- **Granby Row** (comprising the Bainbridge House and Lambert/ Fairfield House sites).

The Development Framework sets out a series of guiding principles and parameters for each Framework Area which facilitates:

- The release of the **Victoria Park sites** for much-needed affordable housing in important keyworker locations, providing c.300 mixed tenure homes for local people, and the relocation of PBSA accommodation to more appropriate sites in the City Centre.
- The redevelopment of land within the **Charles Street Framework Area** for a combination of new student accommodation, residential accommodation and commercial uses, which could include bars, restaurants and retail outlets, alongside generous news areas of public realm.
- The redevelopment of **Granby Row Framework Area**, to create a new landmark building and enhance the appearance of Lambert / Fairfield House. The development would accommodate a hotel and co-living accommodation and facilitate new commercial uses within the ground floor of Lambert and Fairfield House.

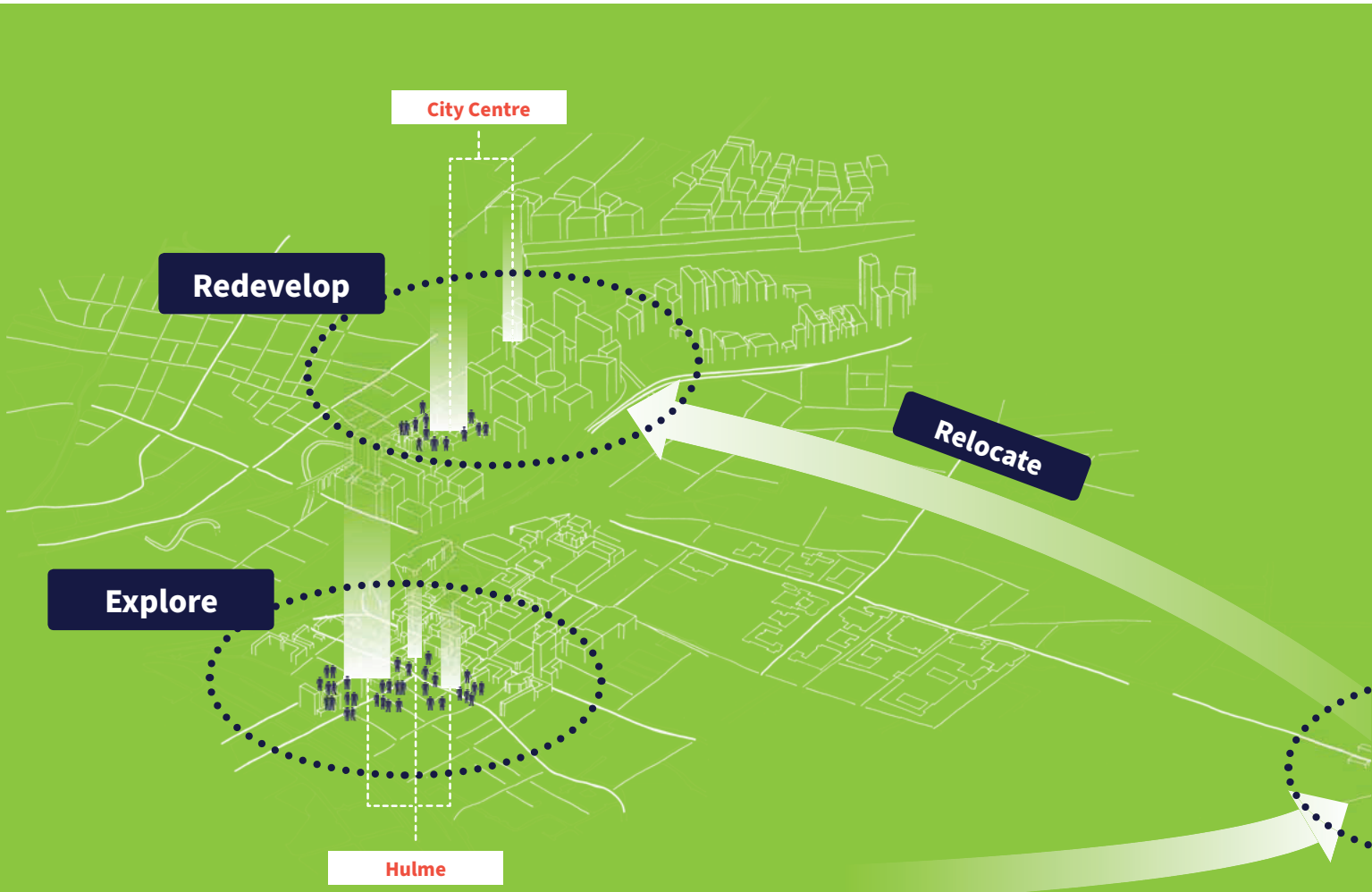
A Holistic Approach

The scale of regeneration opportunity presented within this Development Framework has been conceived as a cohesive whole with the redevelopment of land within the Charles Street and Granby Row Framework Areas facilitating the release of land within the Victoria Park Framework Area for a significant quantum of mixed tenure affordable housing.

Section 5 of the Framework provides further details of the inter-relationship between the sites and the mechanisms through which delivery of affordable housing in the Victoria Park Framework Area will be secured relative to the timing of development in the Charles Street and Granby Row Framework Areas.

In addition to land within the three Framework Areas, iQ additionally own 732 PBSA bed spaces across three sites in Hulme which are subject to a partnership agreement with Manchester Metropolitan University (MMU).

Whilst these sites do not form part of the current Development Framework, iQ retains a wish to explore their condition, position within the student accommodation market and redevelopment potential in greater detail in the longer term.


City Centre
Redevelop
Relocate
Explore
Hulme

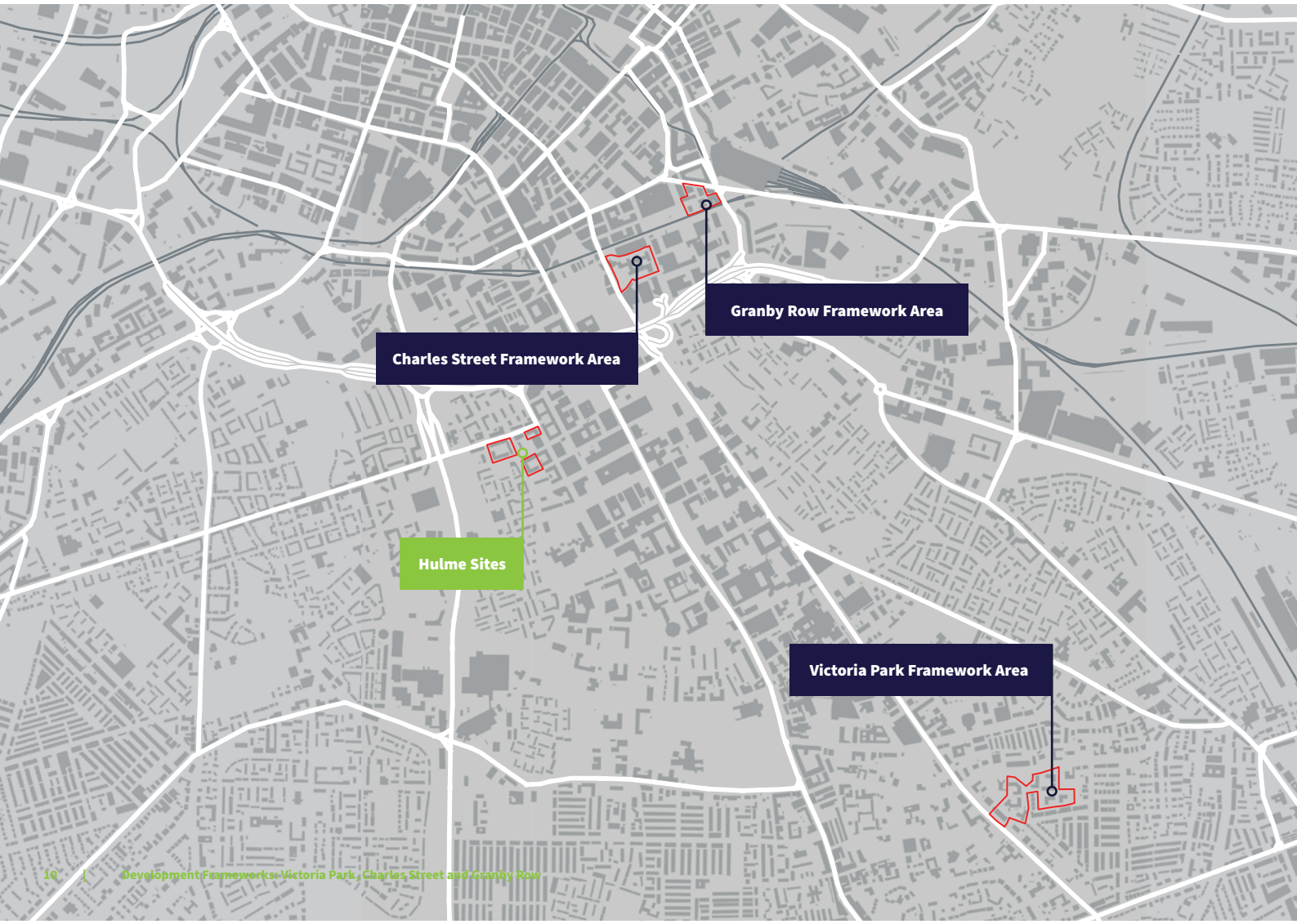
What

- Release iQ Victoria Park sites for **much-needed affordable housing** in important keyworker locations
- **Relocate** iQ Victoria Park PBSA accommodation to the **City Centre**
- **Redevelop & optimise** Weston Hall & Pendulum hotel site for PBSA and commercial uses
- **Redevelop** Bainbridge House for **Co-Living / Hotel**
- **Enhance appearance** of Lambert / Fairfield House
- **Explore potential** of Hulme sites in the longer term



Why

- Meet need for **affordable/key worker** housing
- Meet need for **modern PBSA** in Corridor Manchester
- Diversify city centre housing stock through provision of Co-Living to help **retain talent**
- city centre sites **regenerated** and **optimised**
- **Net zero carbon** development delivered
- **Ease of access** to public transport and cycle routes


Granby Row Framework Area
Charles Street Framework Area
Hulme Sites
Victoria Park Framework Area

Next Steps

iQ recognises the importance of consultation, and the views of the local communities and other stakeholders will be sought on this draft document. Once the initial period of consultation activity is completed the draft Framework will be submitted to MCC for consideration by the Executive Committee.

The Executive Committee will be asked to support a further period of formal consultation on the document.

When consultation is complete iQ will review the draft Development Framework in light of feedback received and put forward a final version for endorsement by MCC.

If the Development Framework is endorsed by MCC it will become a material consideration in the determination of future planning applications on the identified sites.

> **“The scale of regeneration opportunity presented within this Development Framework has been conceived as a cohesive whole to the benefit of multiple areas of Manchester City Centre.**



Development Framework Structure

The Development Framework is structured as follows:

- Section 2 – Vision
- Section 3 – Development Framework Principles
- Section 4 - Estate and Neighbourhood Management
- Section 5 – Delivery
- Section 6 – Outcomes and Benefits
- Section 7 – Next Steps
- Appendices



A Vision
for long term investment and sustainable development

Victoria Park Framework Area

- A unique opportunity to redevelop an existing student accommodation site within an established residential area
- Providing over 300 affordable / key worker homes, close to the city centre and key public transport links
- Addressing an urgent need and meeting 10% of the City's requirement in the period to 2025 in a location next to major employers
- Sensitively reinstating a residential community in the heart of the Victoria Park Conversation Area
- Delivering different types and tenure of residential accommodation to meet the diverse needs of a growing population
- Replacing incongruous buildings with quality architectural design to create an attractive, inclusive and sustainable community

Charles Street Framework Area

- An opportunity to create a new destination within a forgotten area of the city centre, regenerating a neglected space
- Providing a range of commercial and social spaces such as bars, restaurants and retail facilities, encouraging visitors to spend time and socialize
- Meeting increased demand for central accommodation for students and homes for working households
- Offering generous areas of new public realm and green space
- Ensuring connectivity and integration with neighbouring regeneration areas
- Providing a safe and secure pedestrian route from Oxford Road to Piccadilly

Granby Row Framework Area

- An opportunity to transform a central location into a vibrant and diverse neighbourhood, a gateway into the City for those arriving into Manchester Piccadilly Railway Station
- Incorporating a mix of uses including commercial, retail/leisure and high quality residential accommodation
- Providing a landmark eastern gateway into iD Manchester, linking Piccadilly and Mayfield in the east to Charles Street and Circle Square in the west
- Diversifying the supply of residential accommodation in the city centre - complementing Manchester's first Co-Living development opposite at Echo Street
- Enhancing the qualities and character of the Whitworth Street Conservation Area with quality architecture and complementing existing regeneration

> "A unique opportunity to unlock three diverse sites across the City creating large-scale opportunities for **regeneration and community creation**

Each of the developments will be designed and delivered to the highest environmental standards and seek to achieve '**net zero**' carbon by 2038.

Meeting a range of **Manchester City Council's Strategic Objectives**



Environmental Sustainability: energy efficient buildings and sustainable locations

Provision of Affordable / Key-worker Housing

Provision of a broad range of high quality student accommodation, with security, increasing environmental efficiencies

Diversification of housing product in the city centre

Supporting the growth of the leisure, tourism and business sectors



Place-making: street activation, increasing dwell time and general footfall

High density development in appropriate locations

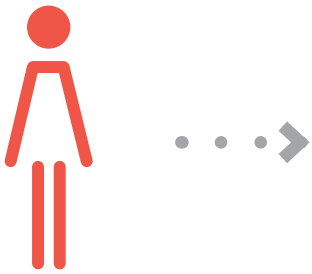
Physical regeneration and reinvention of built environment and public realm

Re-use of previously developed land

High density communal living promoting friendships and positive mental health

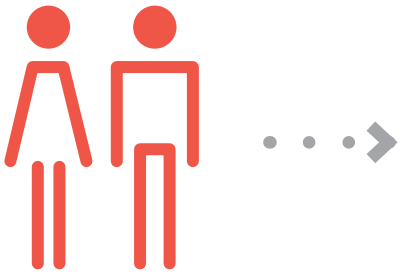
The Development Framework is delivering a range of accommodation to meet housing needs at different stages of life.

iQ Providing
PBSA



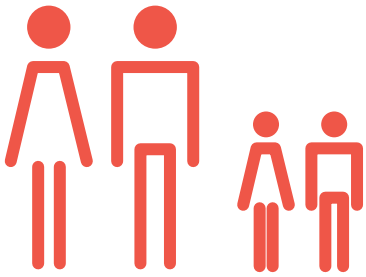
Undergraduates
(Charles Street and Granby Row Framework Areas)

iQ Delivering
Co-Living

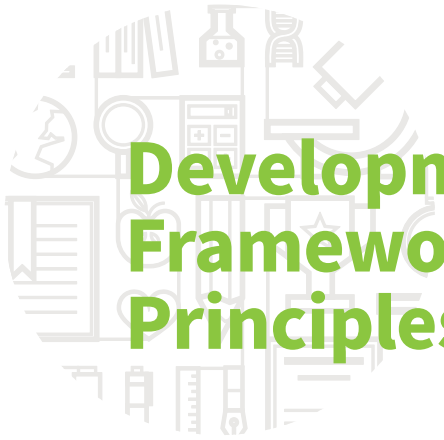


Professionals
(Granby Row Framework Area)

iQ Facilitating
Affordable Family/ Keyworker Homes



Multi-Families
(Victoria Park Framework Area)



Development Framework Principles

This section of the Development Framework presents the strategic development principles which will guide the preparation of future planning applications and, over time, the delivery of development within the different Framework Areas.

The principles are based upon the Planning and Regeneration Policy context presented in Section 4 and a detailed analysis of the individual sites: their constraints, opportunities and context.

Environmental Sustainability sits at the very heart of iQ's aspirations for redevelopment of each site. iQ is committed to the delivery of "net zero carbon" developments and seeking to ensure that each site delivers a net gain to biodiversity.

iQ are committed to playing their part in ensuring that Manchester becomes a carbon neutral City by 2038.

The section is arranged as follows:

Part 3a – Principles for Sustainable and Carbon Neutral Development

Part 3b – Victoria Park Framework Area

Part 3c – Charles Street Framework Area

Party 3d – Granby Row Framework Area

Sections 3b-3d begins by presenting an understanding of 'Place' before presenting the key development principles.

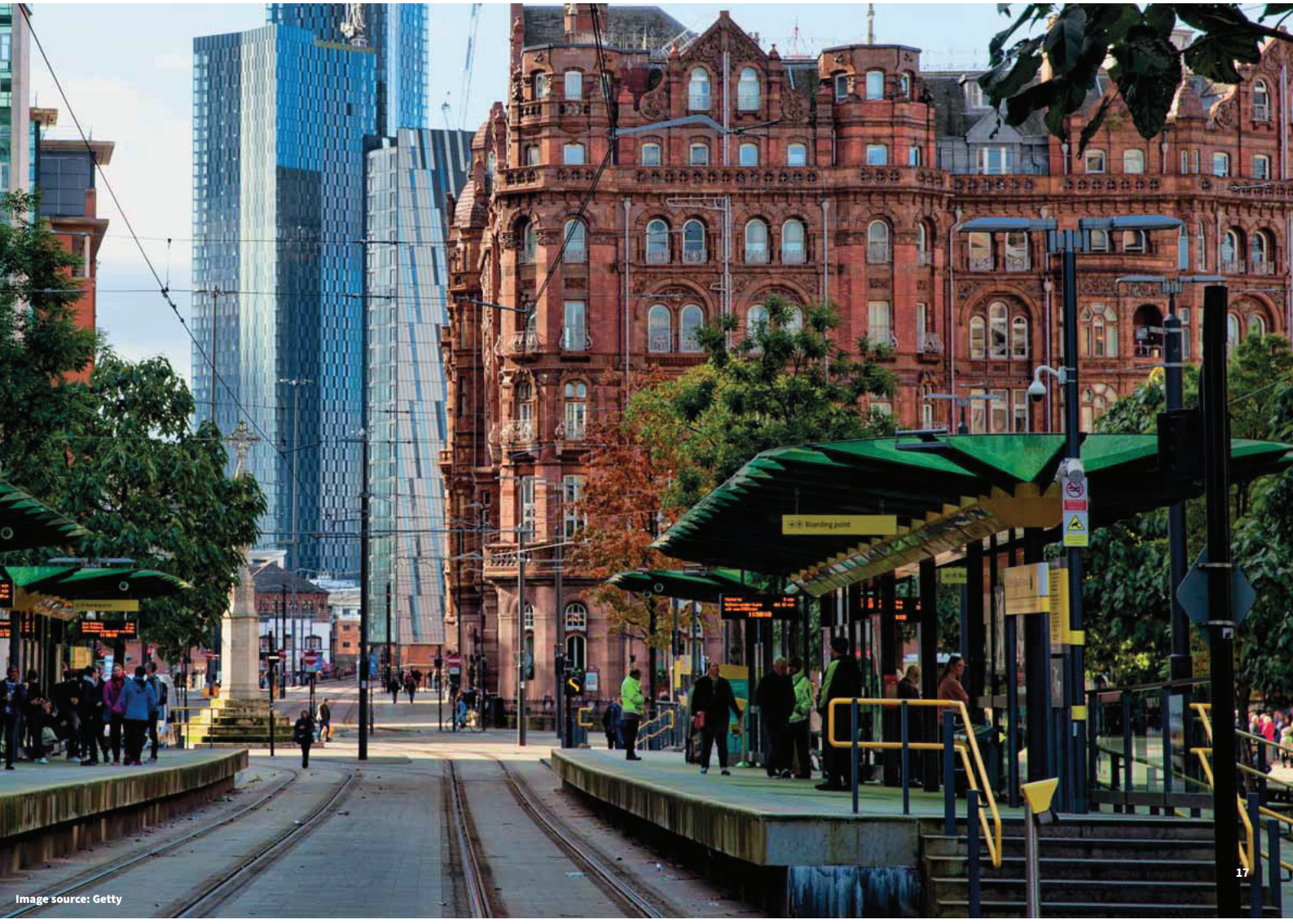
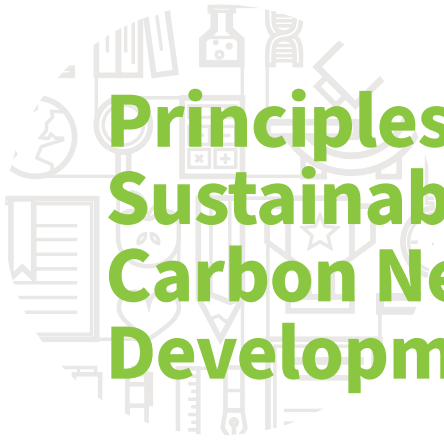


Image source: Getty



Principles for Sustainable & Carbon Neutral Development

The existing buildings within the Victoria Park, Charles Street and Granby Row Framework Areas were originally constructed in the 1970s-1990s and do not benefit from the high standards of insulation, energy efficiency and general sustainability which we have come to expect of buildings constructed in recent years.

There is an opportunity to replace these buildings with new developments which could make a meaningful contribution to Manchester becoming a carbon neutral City by 2038.

A fundamental principle of this Development Framework is, therefore, to secure the highest standards of environmental, social and economic sustainability in the future redevelopment of the identified sites. This includes significantly reducing energy demand and carbon emissions at source during construction and operation through appropriate design and specification, protecting and enhancing site biodiversity, minimising water consumption, promoting sustainable transport, ensuring high quality and healthy indoor and outdoor spaces, and contributing to Manchester's net zero carbon ambitions through the procurement of off-site renewable energy and high quality carbon offsets to address residual carbon emissions.

It promotes these standards by applying the RIBA Sustainable Outcomes Guide (2019)[1]. This guide provides a concise and measurable set of sustainable outcomes and metrics across these key sustainability issues.

This outcomes-based approach seeks to resolve common gaps between design intent and in-use performance to deliver real and lasting sustainability performance by reinforcing the feedback loop between project briefings and outcomes.

Sustainable buildings delivered in the 2030s may differ significantly to those delivered today due to new or matured technologies (e.g. battery storage) or the availability of new standards or industry approaches to emerging issues such as embodied carbon and climate resilience.

This imperative to systematically improve upon current performance is recognised by the RIBA Guide which sets stepped targets to be achieved in new development by 2020, 2025 and 2030 to support the UK's zero carbon targets.

Appendix 4 describes the key sustainability outcomes which will form minimum standards to be achieved through redevelopment of the identified sites, and with the highest standards proposed by RIBA for 2030 pursued from the outset where feasible.

Where updated standards and targets are proposed through revisions to the RIBA Sustainable Outcomes Guide or relevant local or national standards (such as the Building Regulations Part L 2020 update and Future Homes Standard 2025) these will be reviewed and incorporated as appropriate as further details become available. However the RIBA sustainable outcome principles and targets are high-level and forward-looking and likely to align with or even go beyond such future standards, thereby promoting future proofing for the Development Framework.

For each outcome described, the RIBA Guide outlines the key performance metric and a set of design principles to be followed by future design teams working on individual projects. This approach allows creative flexibility in applying sustainable assessment methods and modelling tools to deliver the outcomes and targets.

The sustainable outcomes are closely interrelated and should be pursued together. For example, net zero operational carbon and net zero embodied carbon are twin targets under the concept of whole life net carbon as defined by the UK Green Building Council Net Zero Carbon Buildings Framework (2019)[2].



Image source: Getty

> “There is an opportunity to deliver **net zero carbon** development and a net gain to biodiversity, with each Framework Area contributing to Manchester becoming a **carbon neutral city** by 2038.

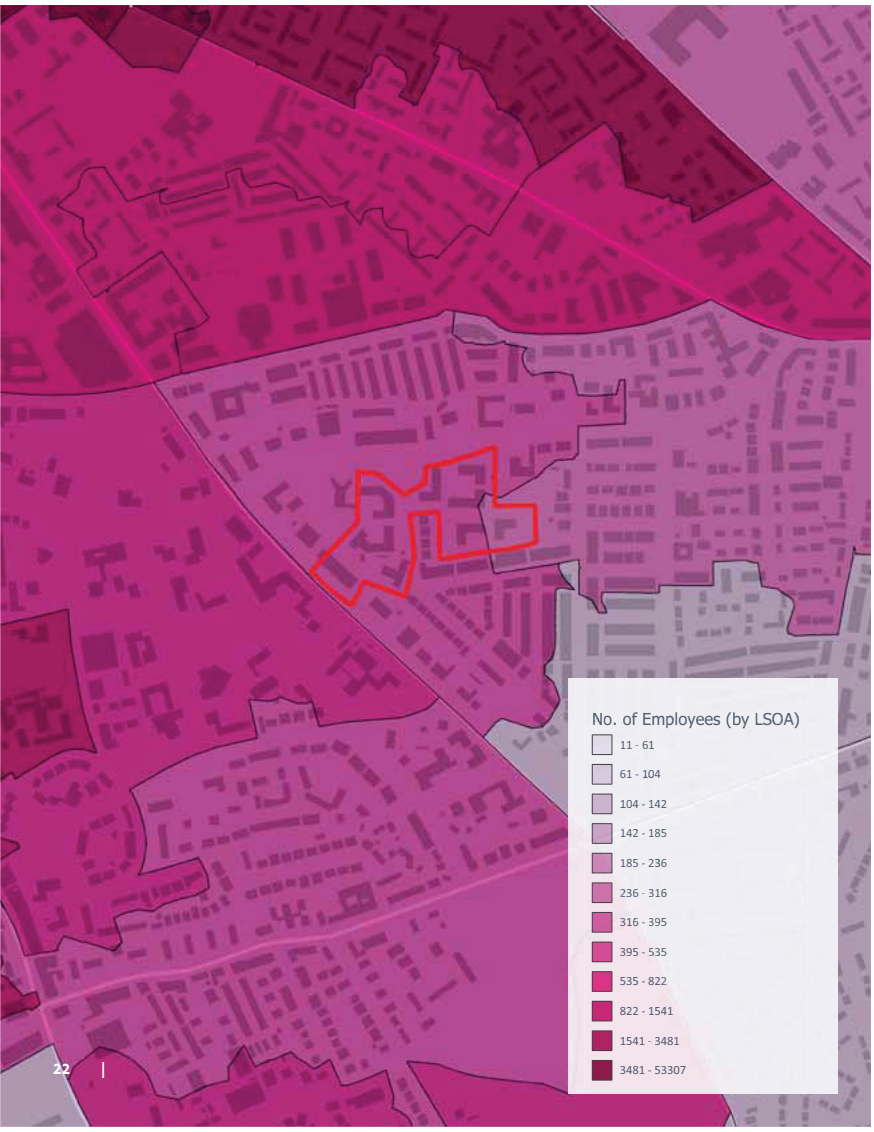


Victoria Park Framework Area

Vision

- *A unique opportunity to redevelop an existing student accommodation site within an established residential area*
- *Providing over 300 affordable / key worker homes, close to the city centre and key public transport links*
- *Addressing an urgent need and providing 10% of the City's affordable housing requirement in the period to 2025 in a location next to major employers*
- *Sensitively reinstating a residential community in the heart of the Victoria Park Conversation Area*
- *Delivering different types and tenure of residential accommodation to meet the diverse needs of a growing population*
- *Replacing incongruous buildings with quality architectural design to create an attractive, inclusive and sustainable community*


City Centre
Ardwick
Chorlton-on-Medlock
Oxford Road Corridor
Manchester Royal Infirmary
The Whitworth Gallery
Victoria Park
Rusholme



An Understanding of Place

Strategic Location

The Victoria Park Framework Area comprises the Manchester Gardens and Daisy Bank Hall student accommodation sites. The sites are situated within the Victoria Park Conservation Area, c. 0.2km to the south of the City Centre and Corridor Manchester boundaries.

The Manchester Royal Infirmary (MRI) is located 0.7km to the north, beyond which are the University of Manchester (UoM) and University of Manchester (MMU) campuses.(c. 1.2km north). These institutions provide employment for over c. 17,000 people.

A range of other employment opportunities are available within Corridor Manchester at locations such as City Labs, Manchester Science Park and the National Graphene Institute. Further opportunities will arise in the future as key sites such as the Elizabeth Gaskell Campus and Upper Brook Street sites are developed for uses associated with the commercialisation of research in the health / science / technology / engineering sectors.

There are also a range of services and facilities located nearby, within walking distance. These include the Surrey Lodge Group GP Practice (and Wise Pharmacy), a Post Office (c 0.5km) on Hathersage Road and a range of convenience and food stores within 0.6km including Londis, Aldi, Nisa (c. 0.6km). Birch Dental Practice is also located nearby (c. 0.6km) whilst Longsight Library and Learning Centre is located around 1km to the east.

St Josephs Primary School and the Manchester Academy High School are located within 1km of the site, to the east and west respectively.

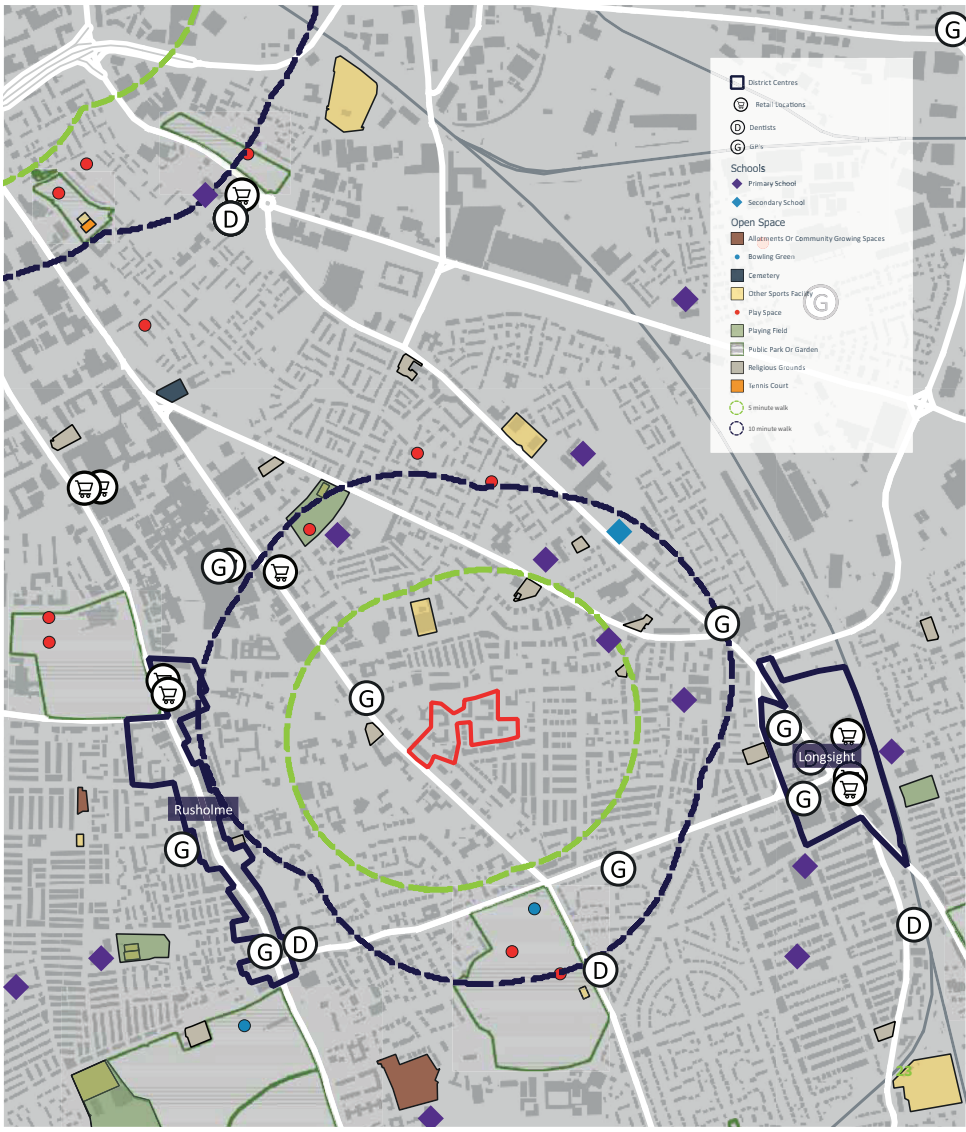
The site is also within walking distance of a number of parks, this includes Whitworth Park c. 0.5km to the west, Birchfields Park c. 0.6km to the south and Platt Fields Park c. 0.7km to the south west.

Sites (Employment Hotspots 3-4)

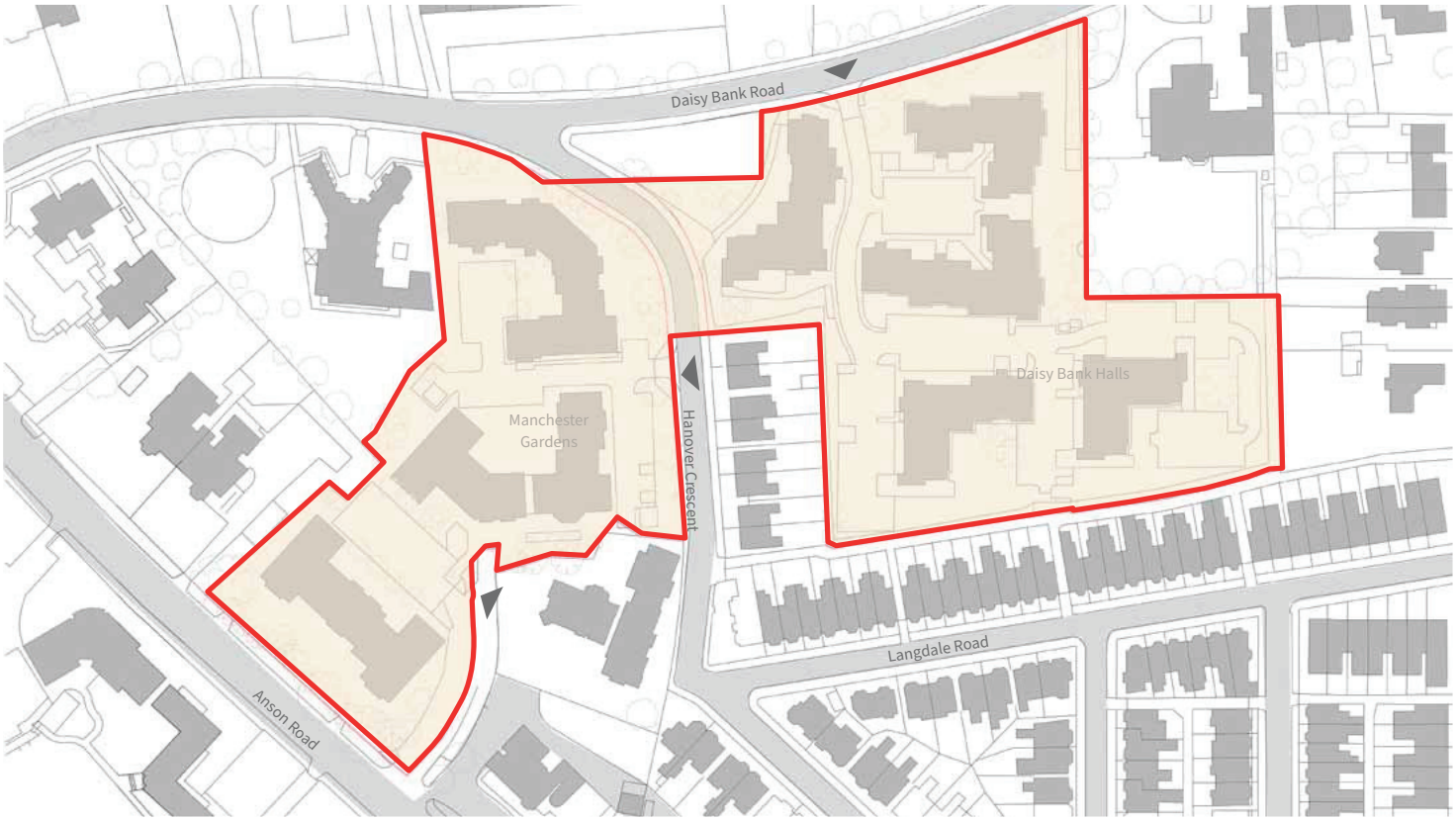
3 Manchester Gardens

4 Daisy Bank

“The Victoria Park Framework Area is strategically located close to areas of employment, various local amenities and is connected to the city centre by public transport.



03B - Development Principles: Victoria Park Framework Area



Victoria Park Framework Area Framework Area Site Entrances

Site Ownership

The sites are owned under freehold by iQ. Manchester Gardens (430 beds) is operated on a direct let basis following the end of a long term nomination agreement with University of Manchester in September 2019. The nominations agreement was not renewed by the institution.

Daisy Bank Hall is currently the subject of a nomination agreement with Manchester Metropolitan University (MMU) until September 2020.

Existing Use

The Manchester Gardens and Daisy Bank Hall sites contain a number of low-rise (c.4 storey) first generation PBSA buildings providing 430 and 461 bedspaces respectively. The sites are separated by Hanover Crescent.

The buildings are surrounded by internal access roads, areas of surface car parking and areas of incidental landscape planting.

Mature trees are located along the Anson Road, Daisy Bank Road and Hanover Crescent boundaries of the Manchester Gardens site. The northern boundary is also comprised of mature trees.

Mature trees are similarly present on the Daisy Bank Road frontage of Daisy Bank Hall and along its eastern boundary to Summerville.

A limited number of trees are located within the centre of each site. The majority of trees are considered to be in an acceptable or good condition at the time of surveying[3].

The sites are not publically accessible having been secured with perimeter fencing and access controlled gates.



Daisy Bank



Manchester Gardens

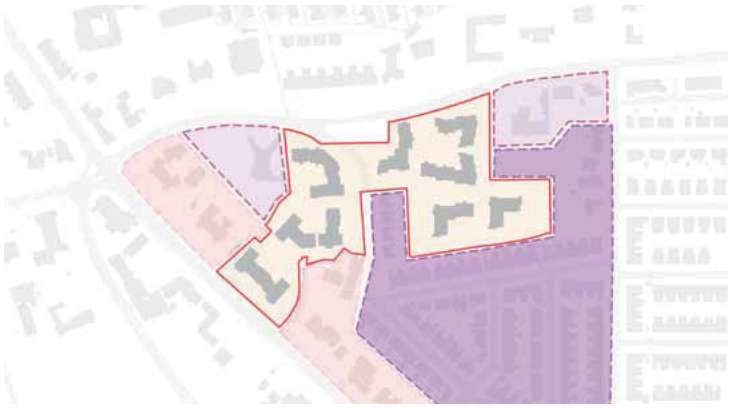


Existing Trees



Overlooking Set-backs

03B - Development Principles: Victoria Park Framework Area



Character areas

- Anson Road - urban setting
- Daisy Bank Road - grand villa setting
- Terraced Housing - traditional residential setting

> “The existing buildings detract from the character of the Victoria Park Conservation Area.

Surroundings:

The Framework Area is located within the Victoria Park Conservation Area.

The Former First Church of Christ, Scientist (Edgar Wood Centre) (Grade I listed) is situated immediately to the north of Manchester Gardens.

Further analysis of the character of the Victoria Park Conservation Area and the significance of the nearby listed buildings can be found in Appendix 5.

Located to the south, is an apartment building, a public house (the Rampant Lion) and a restaurant (Sama). Also located nearby is a nursing home and GP surgery. Dalton Ellis Halls of Residence is located on the opposite site of Anson Road.

Two-storey residential properties are situated on the opposite side of Hanover Crescent with rear gardens forming the northern boundary (in part) of the Daisy Bank Hall site. Residential properties of a similar scale (on Langdale Road) form the western boundary. Summerville (an apartment building is located to the south).

The surrounding area of the site, beyond the immediate boundaries, is predominately residential.



Image source: Turley

Manchester Gardens

Heritage Assets

Victoria Park Conservation Area

Victoria Park Conservation Area was designated in March 1972.

Listed Buildings

The following listed buildings are located within the Conservation Area and close to the Daisy Bank and Manchester Gardens sites.

1 Addison Terrace (grade II)

2 Arched gateway to First Church of Christ Scientist (grade II)

3 Buckingham Crescent (grade II)

4 Church of St Chrysostom (grade II)

5 Dalton Hall with attached forecourt walls (grade II)

6 Eaglesfield (grade II)

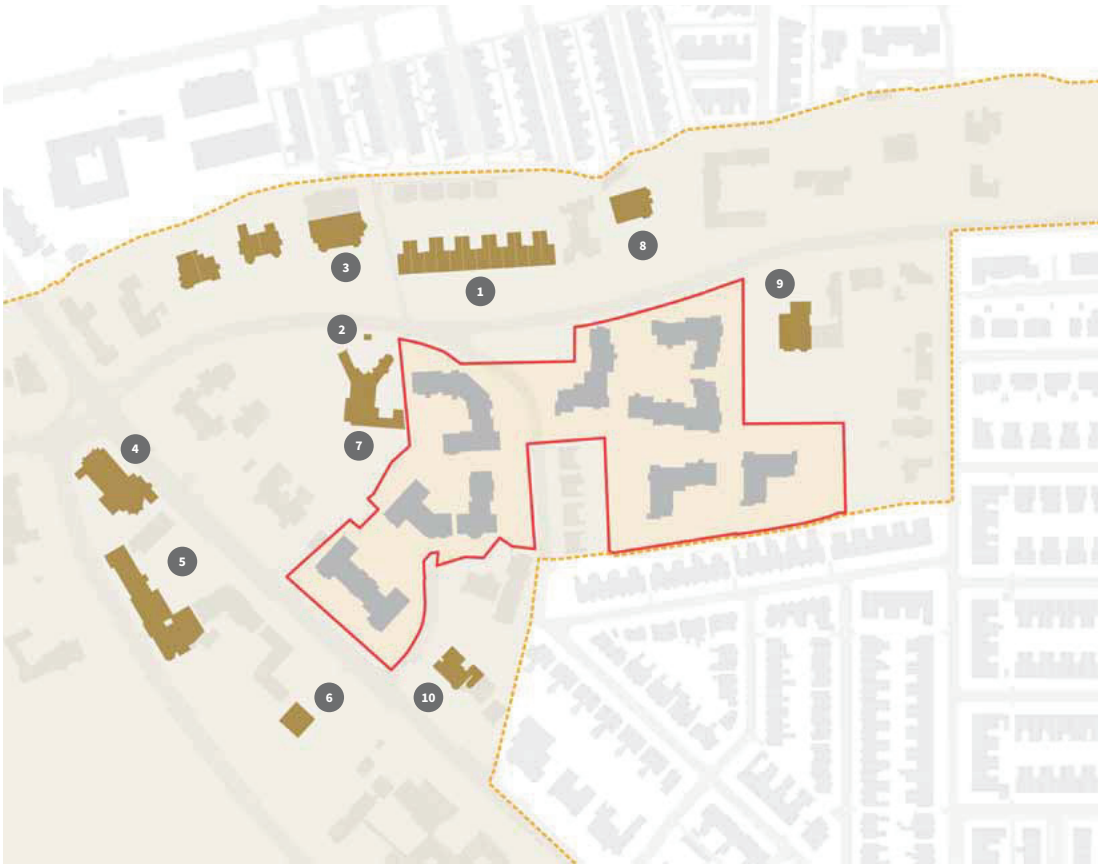
7 First Church of Christ Scientist (grade I)

8 Newbury (grade II)

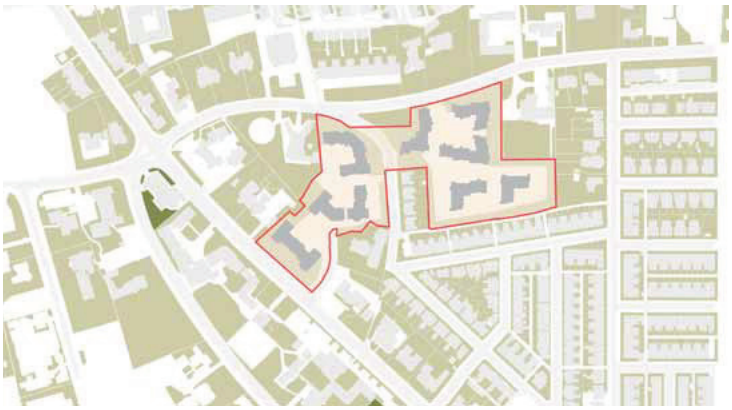
9 Summerville (grade II)

10 The Rampant Lion Public House (grade II)

The Heritage Asset Plan to the right shows the boundary of the Conservation Area and listed buildings near the Daisy Bank and Manchester Gardens sites.



Victoria Park Conservation Area & Heritage Assets



Green Spaces



Contextual Uses

Houses
Apartments
Student Accommodation
Public Building/ Religious
Hotel
School/ Nursery
Commercial
Retirement/ Nursing

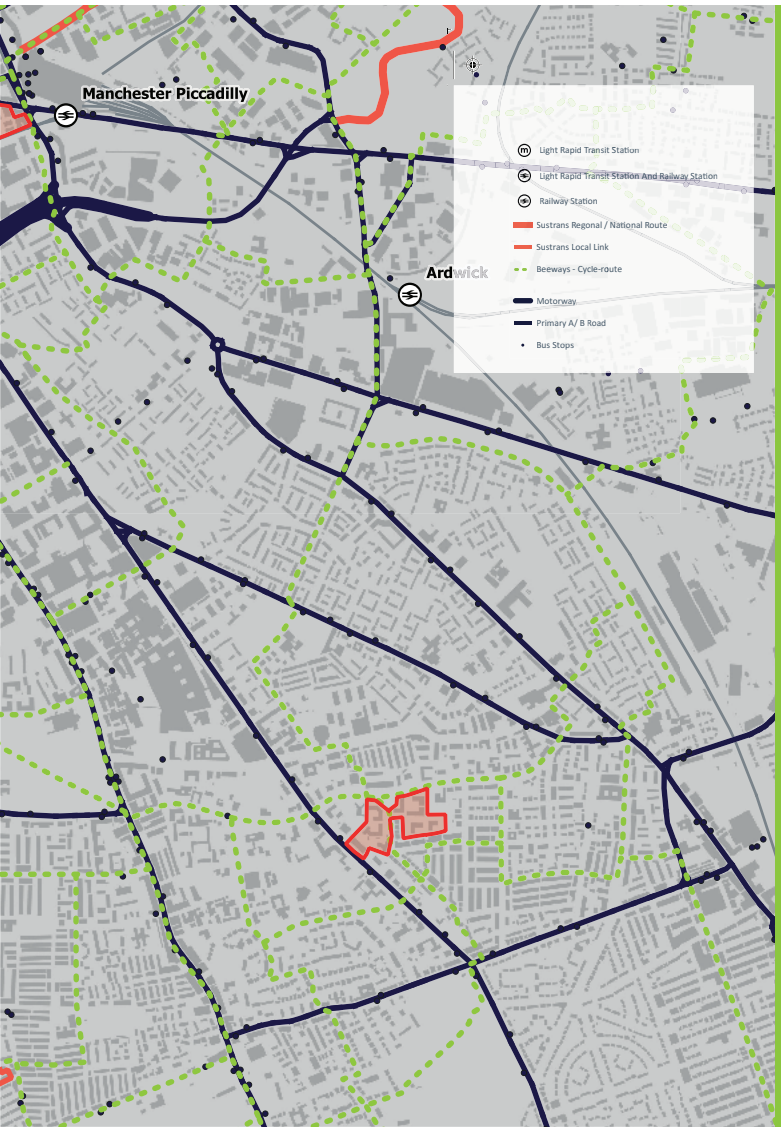


Front Doors

> “The Former First Church of Christ, Scientist (Grade I listed) is situated immediately to the west of Manchester Gardens.



Precedent: Leaf Street by Mecanoo



Environmental Designations and Green Infrastructure

The sites are located within Flood Zone 1 (the lowest probability of flooding from rivers or sea).

No European Protected Sites, Sites of Special Scientific Interest, Local Nature Reserves of Local Wildlife Sites are located within 1km of the sites. The habitats on site are considered to be typical of urban areas and are widespread and common throughout the UK and Manchester.

Existing features are considered to provide negligible or low potential for roosting bats.

Transport and Accessibility:

The sites benefit from excellent levels of accessibility.

They are located adjacent to Anson Road (A34) which provides a direct connection into to the City Centre to the north and to the suburbs further south and beyond.

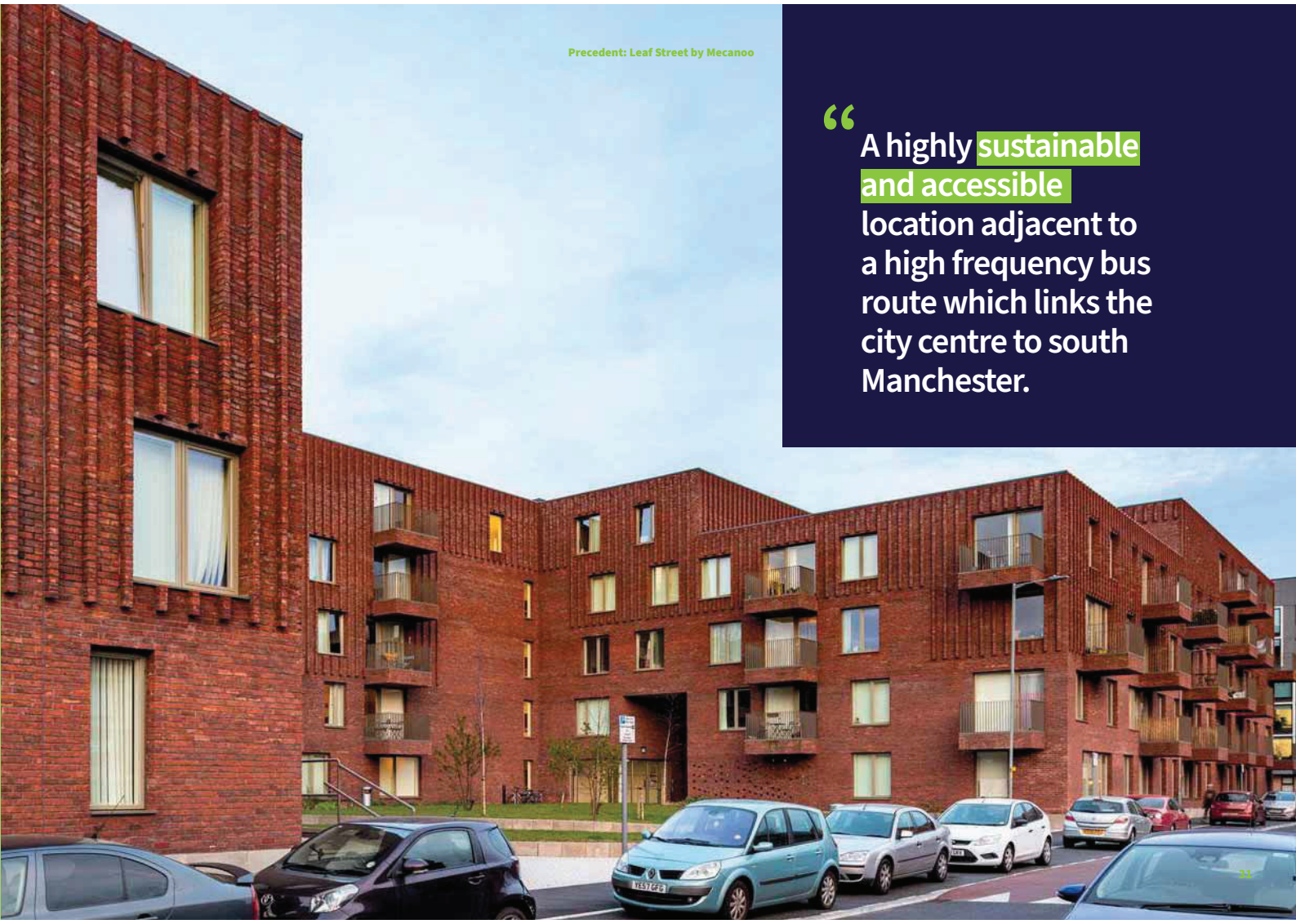
Anson Road, is served by bus route 50 which provides regular services between East Didsbury/Parrs Wood to the south (4 to 9 services per hour) and the city centre to the north (11 to 15 services per hour). The nearest bus stop is located 50 metres to the south of the site. The nearest south bound bus stop is located immediately adjacent to the site.

Oxford Road is located c.600 metres to the west where regular services are available between Piccadilly Gardens in the city centre to southern suburbs such as Didsbury and Withington.

Ardwick Train Station is situated c. 2.1 km to the north east of the site. Levenshulme Train Station is situated c. 2.5 km to the south east of the site. Manchester Piccadilly Train Station is situated c. 3 km to the north. Oxford Road Station (3 km to the north) can be accessed directly via the bus services operating on the A34.

Redevelopment of the sites at a lower density than existing presents an opportunity to reduce the level of traffic and increase green infrastructure.

> “Redevelopment of the sites at a lower density than existing presents an opportunity to reduce the level of traffic and increase the level of green infrastructure.



Precedent: Leaf Street by Mecanoo

> “A highly sustainable and accessible location adjacent to a high frequency bus route which links the city centre to south Manchester.

Victoria Park Framework Area: Development Principles

Presented below are a series of development principles and parameters. These will ensure that future development within the Framework Area will deliver new buildings of the highest quality of architectural design and a place which is attractive, inclusive and sustainable; a place which enhances the character and appearance of the Victoria Park Conservation Area.

The principles and parameters will be of assistance to design teams in preparing future planning applications and Manchester City Council in their consideration / determination of those applications.

Use and Quantum of Development

The Manchester Gardens and Daisy Bank Road sites presently accommodate blocks of purpose built student accommodation of between 3 and 4 storeys, with large floor-plates and limited architectural quality. Large areas of surface car parking are interspersed with areas of incidental landscape planting.

There is an opportunity to replace this accommodation with a lower density of residential development which displays a greater level of sensitivity to the character and appearance of the Victoria Park Conservation Area, the amenities of neighbouring residential properties and which helps to better connect the existing community.

The aspiration is to partner with a Registered Provider to deliver in the region of 300 affordable homes of mixed tenure.

The tenure mix will be determined at the time of a future planning application but a blend of shared ownership, affordable rent and social rented properties is envisaged, with all properties to be retained as mixed tenure affordable / key worker housing in perpetuity.

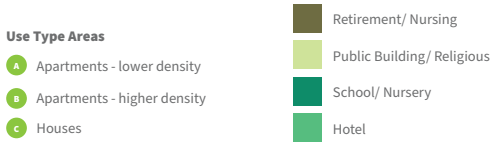
Redevelopment should aim to deliver a variety of types of accommodation including apartments and townhouses of between one and three bedrooms.

Analysis of site conditions and the character and appearance of the Victoria Park Conservation suggests that higher density development should be located within the Manchester Gardens site, towards Anson Road and along Daisy Bank Road in the form of apartments. Lower density development could be sited adjacent to the existing terraced housing on Langdale Road and Hanover Crescent in order to provide an appropriate neighbour for existing residential properties.

All accommodation should comply with the requirements of the Manchester Residential Space Standards.

Such provision of mixed tenure affordable / key worker housing would make a significant contribution to meeting the identified requirements for affordable housing provision in the City and in a location which is strategically significant: being within walking distance of the Manchester Royal Infirmary and University campuses where substantial numbers of key workers are employed.

> “Addressing an urgent need and providing 10% of the City’s affordable housing requirement by 2025 in a location next to major employers.




A
A
B
C

03B - Development Principles: Victoria Park Framework Area

Height

The Framework Area presents primary frontages to Anson Road, Daisy Bank Road and Hanover Crescent. It is enclosed by areas of differing character, architectural style and building scale.

The height of individual buildings within the Framework Area should be sensitive to the specific character of neighbouring buildings.

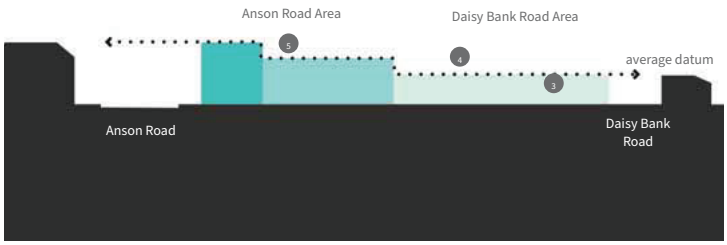
Buildings should be predominately three storeys in height (maximum) within the eastern section of Manchester Gardens and north-eastern section of Daisy Bank Road in order to preserve the setting and significance of the Former First Church of Christ Scientist. Particular consideration should be given to the position, height, scale and mass of new buildings close to these buildings and others including Sommerville, and the Rampant Lion Public House.

Buildings within the western section of the Daisy Bank Hall site (in the area bounded by Hanover Crescent, Langdale Road and Scarsdale Road) should similarly be limited to three storeys in height (or 2 + roof-space accommodation) in order to protect the amenities of existing residential properties.



Height Zones and Peak Points

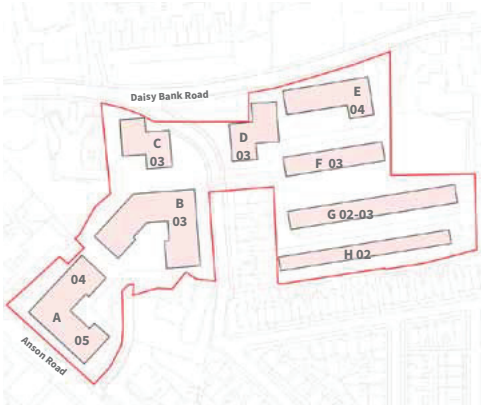
6 Storeys +
5 Storeys
4 Storeys
3 Storeys (or 2 + pitch)
Peak Points
Suggested Storey Heights



Flowing transition between maximum and minimum heights.



Protect and frame the view setting of The Former First Church of Christ Scientist



Height parameter plan

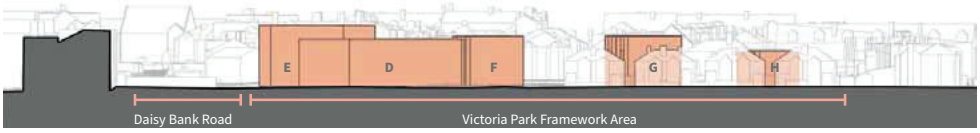
There are opportunities for buildings of greater height adjacent to Summerville House and Newbury, subject to consideration of context.

Along the frontage of Anson Road there is also an opportunity for increased height where the existing context is of larger properties (both in terms of footprint and height).

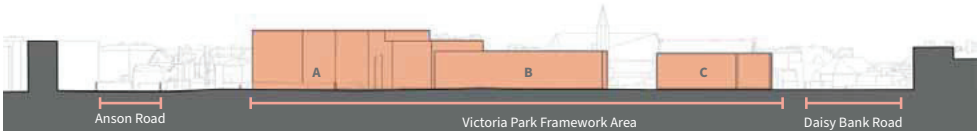
The buildings adjacent to Anson Road have the capaCity to be taller than those adjacent to Daisy Bank Road. The transition across the Framework Area should be gradual and stepped.

Residential storey heights should seek to maximise natural day lighting. A minimum floor to ceiling height at 2.5m is strongly encouraged in all habitable rooms.

> **“The height of individual buildings within the Framework Area should be sensitive to neighbouring buildings.**

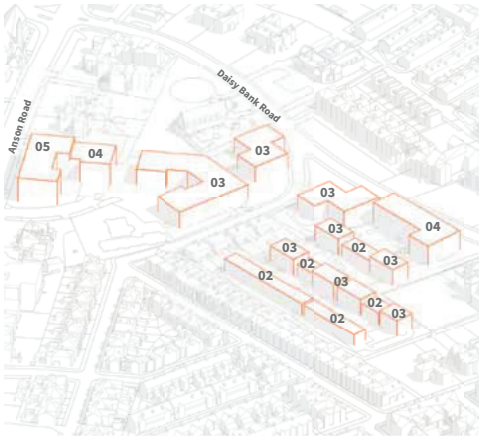


Section A - East Facing



Section B - West Facing

Maximum Heights



Maximum massing parameters

03B - Development Principles: Victoria Park Framework Area

Language and Quality

The existing student accommodation buildings within the site make little contribution to the character or appearance of the Victoria Park Conservation Area and there is an opportunity to repair the townscape qualities of this area through a sensitive approach to the scale of development, architectural detailing and choice of materials.

The aspiration is for new buildings within the Framework Area to conserve and, where possible, enhance the character and appearance of the Conservation Area through regard to the following development principles:

A. Roof heights should generally be of domestic scale of 2-3 storeys and not exceed a maximum of 4-5 storeys in occasional feature buildings.

B. The existing townscape contains landmark and distinctive buildings often to corner plots. An opportunity exists to replicate this approach with buildings of increased height or mass or a distinctive architectural approach to prominent or corner positions.

C. To the north new buildings could respond to the 'villa' character of the northern part of the Conservation Area. To Anson Road there is an opportunity for the development of larger scale buildings and to the south a denser arrangement of development could respond to the existing terraces and semi-detached housing.

D. The surrounding context does not dictate a particular architectural style and there is an opportunity for distinctiveness and creativity in new house types, respecting that there is a quality and robustness to the existing buildings.

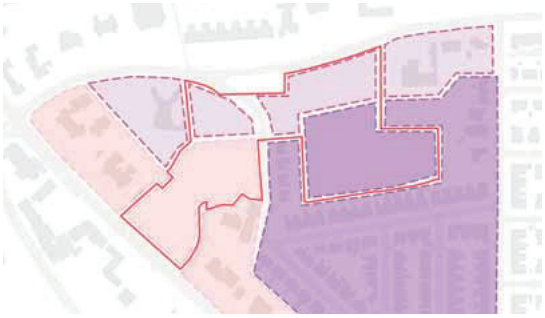
E. A mix of quality traditional red brick and other materials including render could be applied to new buildings, with accents and details to reflect the richness and distinctiveness of the existing townscape within the Conservation Area and of those properties located outside to the south and east.

F. Rooflines may be articulated to soften the upper edges of the mass of individual buildings and relate to the pitched roof vernacular.

G. Recesses and reveals could be incorporated to reduce the massing of individual buildings.

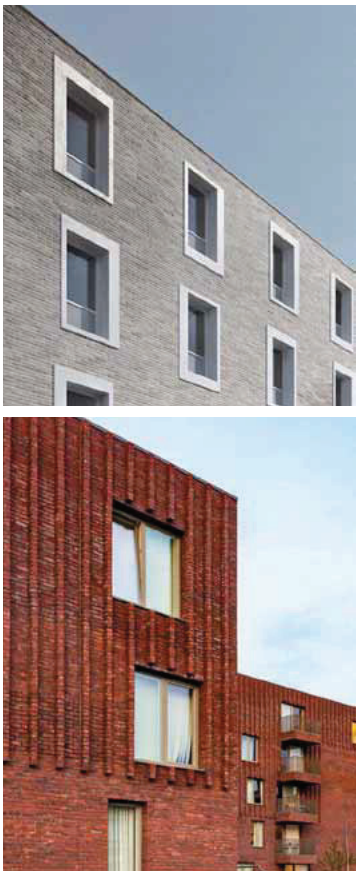
H. Decorated and celebrated openings (entrances and window details) could be incorporated into the proposals.

I. Future development should seek to reflect and respect the verdant and spacious qualities of the Conservation Area and incorporate open spaces and green areas between buildings.



01. Character areas

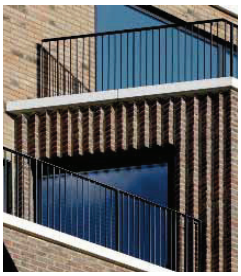
- Anson Road - urban setting
- Daisy Bank Road - grand villa setting
- Terraced Housing - traditional residential setting

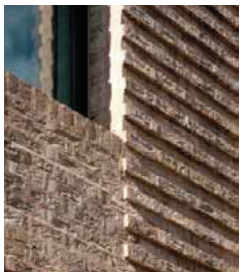


02. Character area materiality

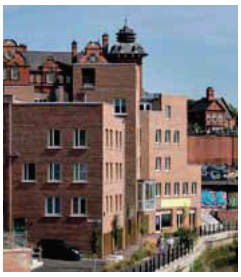








03. Detailed articulation





04. Break up large massing





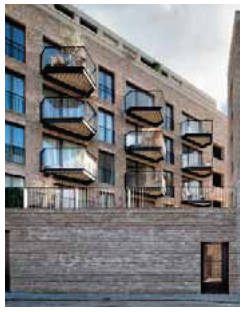
05. An articulated roofline





06. Varying height articulating the street corners

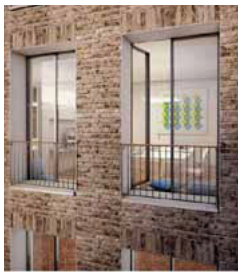






07. Overhangs and projections



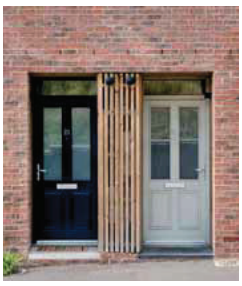


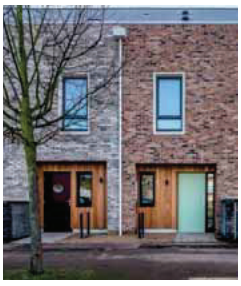
08. Recesses and reveals





09. Large openings

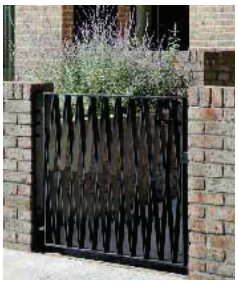




12. Front doors









10. Visually permeable boundaries







14. Gardens and communal street space



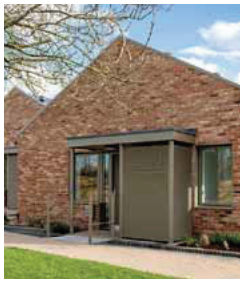


11. Bin Store



13. Parking and shared surface finishes





15. Cycle Storage



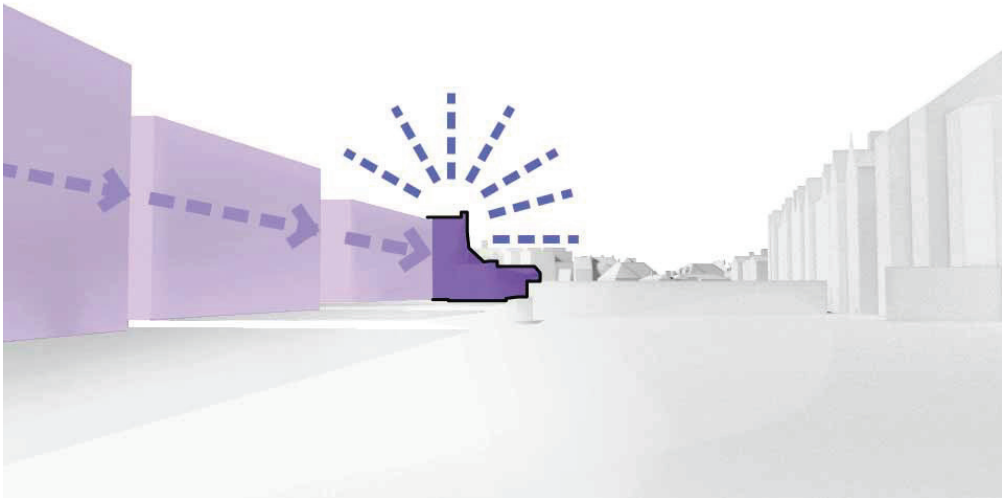
Precedent: Leaf Street by Mecanoo

Building Edges, Active Frontages and Pedestrian Permeability

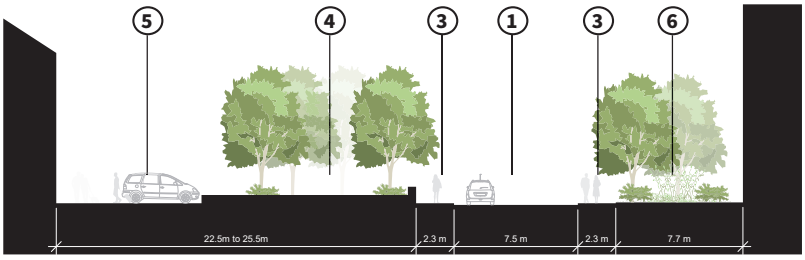
The existing blocks of student accommodation are set back from road frontages and behind belts of mature tree planting. They provide limited activation of the street with building entrances largely located within the centre of each site and hidden from view.

The perimeter fencing and security controlled access points further emphasise the inward looking and impermeable nature of the development. The existing buildings make a very limited contribution to townscape quality.

> “There is an opportunity to repair the urban grain and townscape qualities in this area.



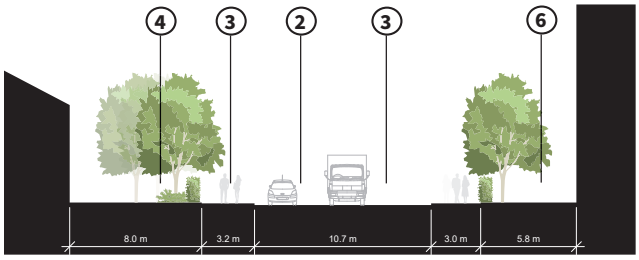
Enhance the view along Daisy Bank Road, terminating with The Former First Church of Christ Scientist and reflecting Addison Terrace.



Daisy Bank Road

- 4.0 m min. distance of facing elevations from street
- Green, visually permeable boundary

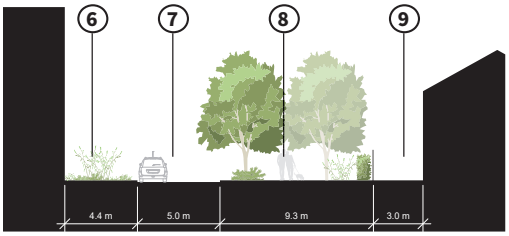
a. 22.5 to 25.8m
b. 2.3m
c. 7.8m
d. 2.3m
e. 4 to 7.7m



Anson Road

- 4.0 m min. distance of facing elevations from street
- mid-height solid boundary

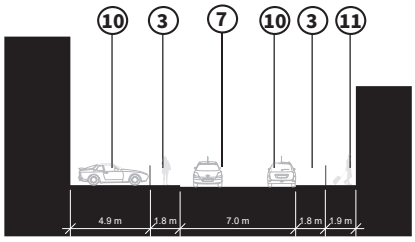
a. 8m
b. 3.2m
c. 10.7m
d. 3.0m
e. 6.8m



Internal Roads

- 4.0 m min. distance of facing elevations from street
- Green, visually permeable boundary

a. 4.4m
b. 3.0m
c. 9.3m
d. 3.0m



Residential

- 4.0 m min. distance of facing elevations from street
- mid-height solid boundary

a. 4.8m
b. 1.8m
c. 7.0m
d. 1.8m
e. 1.9m

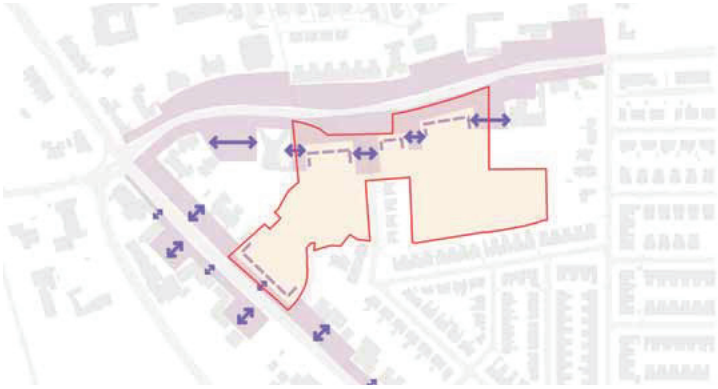
01. Daisy Bank Road
02. Anson Road
03. Pavement
04. Existing Private Green Space
05. Existing Private Parking
06. New Green Buffer
07. New Access Road
08. New Pedestrian Priority Green Space
09. Existing Private Garden
10. New Parking
11. New Private Garden

03B - Development Principles: Victoria Park Framework Area

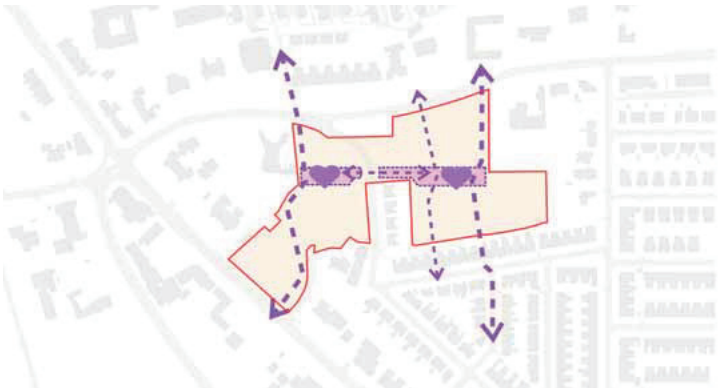
There is an opportunity to repair the urban grain and townscape qualities in this area and development should seek to be in accordance with the following guiding principles:

- New buildings should present primary frontages to Daisy Bank Road, Anson Road and Hanover Crescent where possible, with legible entrances visible from the street.
- Buildings should be set back from the Daisy Bank Road frontage by between 4 and 10 metres and follow a stepped alignment where possible in order that views of the Former First Church of Christ Scientist from the south are retained and enhanced. The spacing and rhythm of buildings to Daisy Bank Road should seek to reflect the existing street pattern.
- Buildings should be set back from the Anson Road frontage by c.4 metres in order to respect the rhythm of the street and provide an appropriate level of enclosure and activation where possible.
- In order to safeguard the amenities and privacy of existing residential properties on Hanover Crescent whilst providing an appropriate level of enclosure to the street, buildings within Manchester Gardens should be set back from the street by c.8 metres.
- A minimum separation distance of c.18 metres to the rear elevation of properties on Hanover Crescent and Langdale Road should be provided. Reduced distances may be considered appropriate where the internal layout of houses minimises the potential for over-looking and facilitates an enhanced urban design.
- An appropriate separation distance (c.11 metres) to the Former First Church of Christ Scientist should be maintained so that its prominence within the neighbourhood is respected.
- Throughout the site the opportunity to 'pair' front doors to encourage chance meetings between neighbours should be explored. Front doors could be created as a space for welcoming guests; material choice could differ from the main facade to announce the entrance.
- Plot boundaries should be visually permeable where possible to encourage interaction between neighbours. Material and detail quality should reflect those set by the choice for the main facades.
- Wherever possible, buildings should be arranged to facilitate pedestrian movement and permeability through the sites on an east-west axis and between Daisy Bank Road, Anson Road and Langdale Road, taking advantage of existing ginnels and other public rights of way to connect communities.

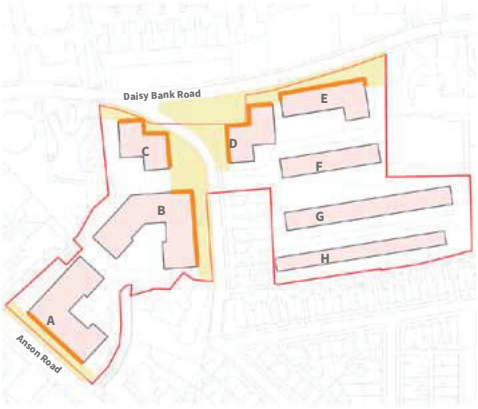
> **A mixed tenure development comprising homes and apartments of different sizes meeting the needs of local families.**



Consider the set-back and rhythm of the negative space between buildings

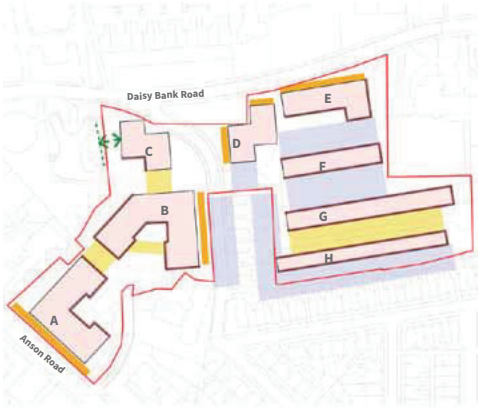


Create a connected neighbourhood



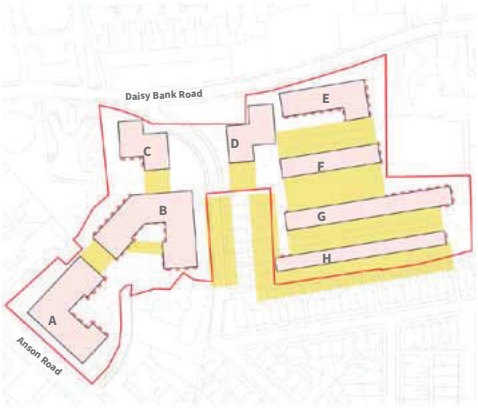
Primary Road Frontages (Anson Road, Daisy Bank Road and Hanover Crescent)
Buildings should be set back from the primary roads to remain consistent with the character of the area.

- Massing Build Boundary
- Setback Zone from the street edge



Separation Distance
Appropriate separation distances between individual buildings should be provided. Overlooking separation distances should be maximised where possible, but can be reduced where stepped alignment of facing windows can be demonstrated.

- 18.0 m min. distance from existing homes
- 14.0 m min. distance from new homes where windows are offset
- 1.5m max. increase build zone
- 4.0 m min. distance of facing elevations from street
- min. 11.0m distance from the Former First Church of Christ Scientist



Increasing Build Zone
Building perimeter has potential to increase where the contextual setting is not as sensitive to the building edges. Overlooking separation distances need to be maintained.

- Extension of build perimeter
- Minimum overlooking zones

03B - Development Principles: Victoria Park Framework Area

Public Realm and Green Infrastructure

The Framework Area contains a significant number of individual trees and groups of trees which are primarily located around the boundary of the area. These trees are generally mature, in good condition and make a significant contribution to the verdant character of the Victoria Park Conservation Area.

The central parts of the Framework Area are however, dominated by buildings, areas of surface car parking and areas of incidental planting landscape planting.








Adobe Great Kneighton by Proctor & Matthews Architects

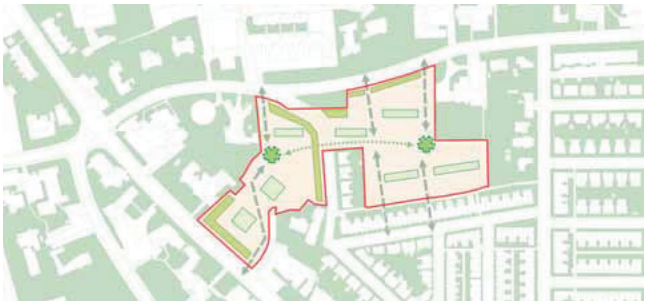
- Paths for a permeable neighbourhood
- Play Park
- Corner Green
- Courtyard Greenscape
- Neighbourhood Green

> “There is an opportunity for the level of green infrastructure and quality of public realm to be enhanced.

There is an opportunity for the level of green infrastructure and quality of public realm to be enhanced. This could be achieved through:

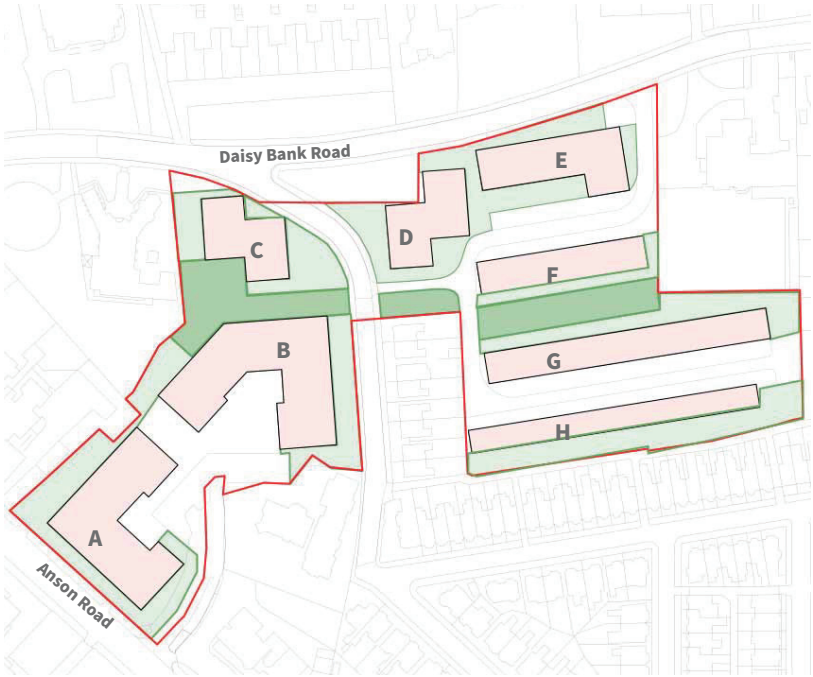
- The retention of existing trees situated around the edge of the Framework Area (subject to the creation of vehicular access points) and, where possible, trees within the centre of the Framework Area;
- The replacement of any trees removed on a 2 for 1 basis;
- The provision of public, semi-public and private green spaces to encourage social cohesion and the wellbeing of future residents;
- The provision of private gardens to the rear of houses, connecting to communal green spaces where possible to facilitate community interaction;
- The creation of pedestrian linkages through the Framework Area on a north-south axis to better connect communities on Daisy Bank Road to those on Anson Road and Langdale Road;
- The introduction of traffic calming measures to Hanover Crescent to facilitate the linking of sites to facilitate greater community cohesion.

Development should seek to deliver a net-gain for biodiversity.



Create a community asset that connects both sides of the Framework Area and links with existing neighbourhood

- Public Green Frontage (Existing trees to be retained where possible)
- Semi-Private Green Space
- Key Green Community Assets
- Pedestrian Links



Green Public Realm
Green Public Realm should be created between the buildings and through the Framework Area; providing places for residents, visitors and those passing through to sit, dwell and relax.

- Primary Green Open Space
- Secondary Green Open Space

03B - Development Principles: Victoria Park Framework Area

Vehicular Access and Movement

Vehicular access to the Framework Area is presently available from Daisy Bank Road and Anson Road.

In order ensure appropriate levels of accessibility and permeability, redevelopment should seek to ensure alignment within the following principles:

- The existing vehicular access from Anson Road may be retained;
- The existing vehicular access from Daisy Bank Road may be closed and relocated further west;
- A new vehicular access to the Daisy Bank Road site from Hanover Crescent could be provided;
- Internal roads should be designed to reflect their purpose as an access to homes and should be designed to discourage through traffic. Shared surfaces should be created wherever possible;
- Traffic calming measures could be introduced within Hanover Crescent to facilitate the linkage of the sites to facilitate community cohesion interaction.

> “Green spaces, new areas of public realm and new footpaths to connect the neighbourhood.



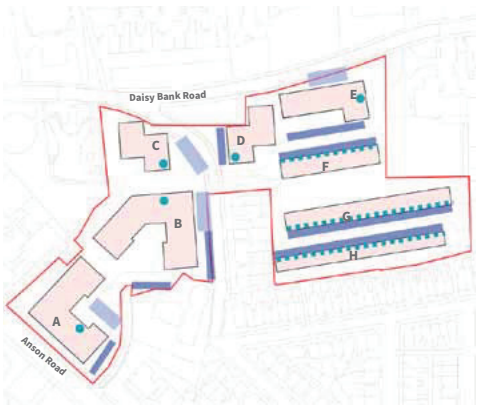
Establish a street hierarchy to protect pedestrian priority

Primary Routes
Secondary Routes
Tertiary Routes
Traffic Calming Measures
Internal Roads
Key Pedestrian Route
Vehicular Access Points



Pedestrian Movement and Connectivity
A generous amount of open space should be left to create a key connection from west to east within the Framework Area and should unite the two halves of the development. Buildings should be arranged so as to facilitate the creation of new pedestrian links from north to south to connect residents more directly with local amenities.

Key Connection
New Pedestrian Routes
New Routes
Existing Routes



Services Access, Refuse & Parking parameter plan

Pull-in zones for emergency vehicles/ delivery/ drop-off
Resident's Parking
Integrated Refuse Store (per dwelling)

Car and Cycle Parking

The Framework Area enjoys a highly sustainable and accessible location being situated adjacent to a high frequency bus route which links the city centre to south Manchester. The site is also located within walking distance of a range of local facilities and employment opportunities.

In view of this sustainable location and to encourage accessible travel, the provision of car parking spaces should be limited with greater emphasis given to the provision of secure facilities for the storage of bicycles :

- A maximum of one car parking space per three dwellings could be provided;
- Car parking spaces should ideally be provided immediately outside individual houses or within communal parking areas. Where parking is required to be accommodated within the street, a shared surface could be used where possible to enhance the quality of the space;
- Electric vehicle charging points should be provided to all car parking spaces;
- Space for the secure storage of bicycles should be provided within the curtilage of individual houses to the rear of the property, where possible. Storage should be considered as part of the design and integrated with the dwelling;
- Facilities for the secure storage of cycles for each apartment should be provided and should seek to achieve a ratio of 1:1 provision.

Waste Storage

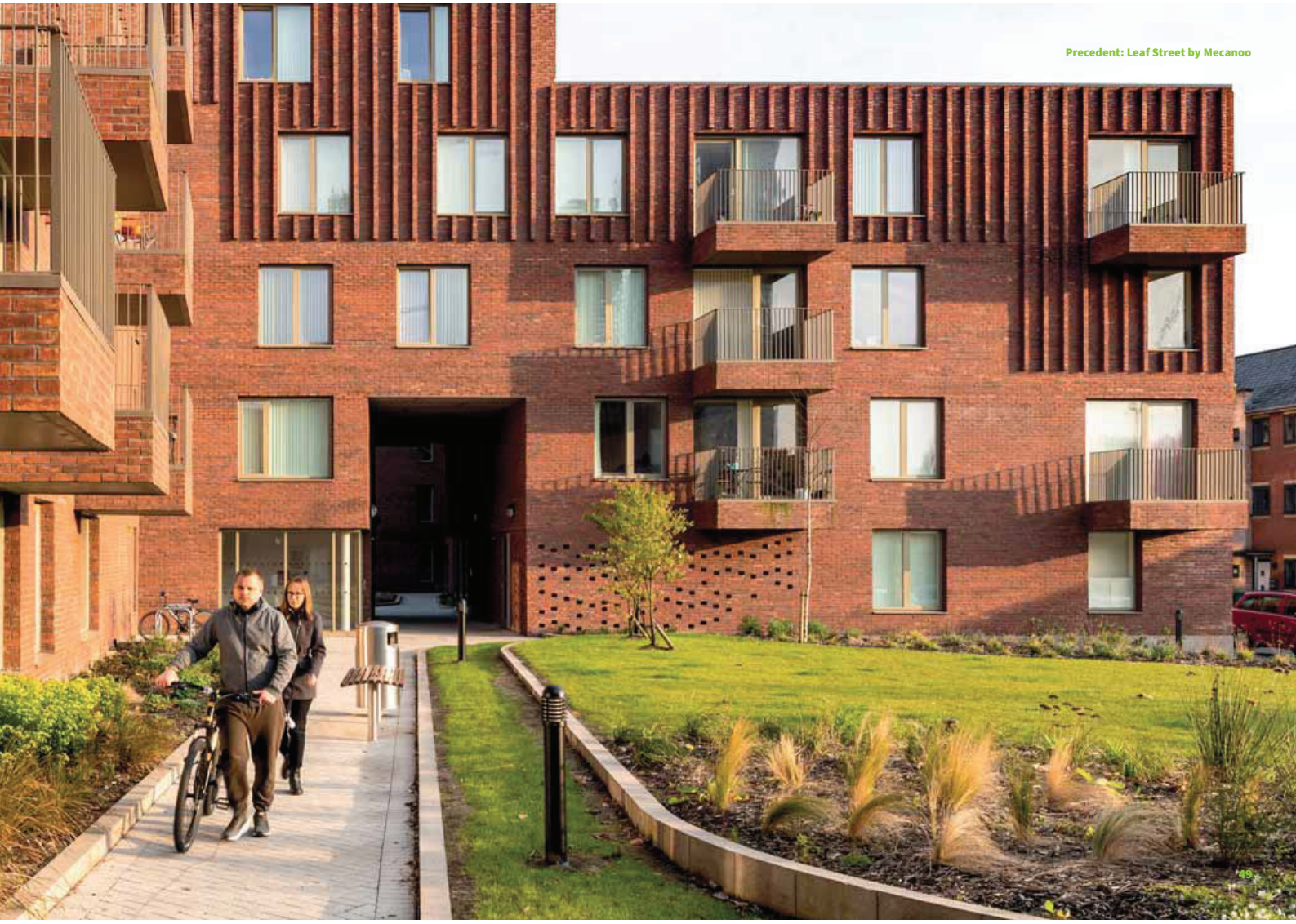
Space for the storage of refuse should be provided to the rear of individual properties, where possible.

Where refuge cannot be stored to the rear, facilities could be integrated into the design of individual houses and apartment buildings.

Levels of provision should accord with the requirements of Manchester City Council Waste Storage and Collection Guidance for New Developments.

> An opportunity to deliver mixed tenure affordable / key worker housing for local families and to enhance the character and appearance of the Victoria Park Conservation Area.





Precedent: Leaf Street by Mecanoo

Manchester City Council
Report for Resolution

Report to: Executive – 9 September 2020

Subject: Charles Street & Granby Row Development Framework

Report of: Strategic Director (Growth & Development)

Summary

This report presents a draft development framework for three sites largely within a single ownership: Victoria Park and Charles Street in the wider Oxford Road Corridor area; and Granby Row within the Piccadilly regeneration area of the city centre.

The report requests that the Executive approve the framework in principle, subject to public consultation. The draft framework sets out the vision and guiding development principles for the comprehensive redevelopment of the three areas.

Recommendations

The Executive is recommended to:

- Note the site context and opportunities presented by the draft framework for three key strategic sites within the city;
- Approve the draft Charles Street & Granby Row Development Framework as a basis for consultation with local stakeholders;
- Request the Strategic Director – Growth & Development undertakes a public consultation on the framework with local stakeholders; and
- Request that a further report be brought back to the Executive, following the public consultation, responding to the comments received.

Wards Affected

Piccadilly & Rusholme

Environmental Impact Assessment - the impact of the decisions proposed in this report on achieving the zero-carbon target for the city
Each development plot brought forward within the Victoria Park, Charles Street and Granby Row framework area will need to be carefully considered in order to ensure that they support the City in meeting its zero-carbon target. The redevelopment of underutilised and inefficient buildings which have a negative contribution on the carbon footprint of the city centre will provide the opportunity to deliver development which meets the highest standards of energy efficiency.

Development should aspire to deliver exemplar, industry-leading accreditations, such as BREEAM – Outstanding, and have a net zero-carbon impact.

The sites are all in highly accessible locations within the city centre and the wider Oxford Road Corridor, and will benefit from excellent and sustainable transport infrastructure. Local and national rail and Metrolink services are available at Manchester Piccadilly, a 5-minute walk from both the Charles Street & Granby Row sites. The Victoria Park site will benefit from the significant transport infrastructure investment made in recent years within the Oxford Road Corridor. This has included the successful Cross City Bus Priority scheme, implementation of segregated cycle lanes and creating and enhancing pedestrian routes to the city centre and key transport hubs. These initiatives have improved cross-city connections and reduced journey times for active travel and those using public transport. This site is also within walking distance of the Manchester Royal Infirmary and University campuses.

The proposed introduction of new public realm will allow for the activation of the spaces and enhance the green infrastructure amenity within the framework areas.

Manchester Strategy outcomes	**Summary of the contribution to the strategy**
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	The draft development framework presents a coordinated and holistic vision for the redevelopment and regeneration of three distinct areas of the city centre and Oxford Road Corridor. Development will provide a range of job opportunities during construction and in the future operation and management of the student accommodation, residential development and commercial spaces created. Students make a significant economic contribution to Manchester whilst they live and study in the city. Development within the Oxford Road Corridor area, in close proximity to the primary University campuses, which creates a high quality residential offer for students is critical for Manchester's Universities' ability to attract and retain students in a global market. It is envisaged that the provision of high quality PBSA and residential accommodation at various price points, tenures and sizes will support this. Well-connected, purpose-built student accommodation in appropriate locations will also free-up residential properties in other parts of the city, further away from the Universities,

	increasing the supply of good quality homes for sale and rent to Manchester residents.
A highly skilled city: world class and home grown talent sustaining the city's economic success	Development at the Victoria Park, Charles Street and Granby Row sites provides the opportunity to reinvigorate areas of the city which are currently underutilised. The sites are positioned in prominent gateway locations to the Oxford Road Corridor and Manchester Piccadilly Station. The Oxford Road Corridor, a world-class innovation district with a workforce of almost 80,000 people, is also home to one of the largest clinical academic campuses in Europe, and generates around 20% of the city's GVA. The development framework also sets out the opportunity to create affordable / key worker housing in close proximity to major employers, such as the Manchester Royal Infirmary, which will support the attraction and retention of the talent necessary for a growing global city.
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	The proposals set out within the development framework have been developed to align and support the range of regeneration activity in the wider local area. Development adjacent to the two city centre sites is either planned or underway at Piccadilly, Mayfield, North Campus, Kampus, Circle Square and First Street. All of these schemes will complement and benefit from the proposed development at Charles Street & Granby Row. Within the wider Oxford Road Corridor, the provision of new, affordable housing will provide Manchester residents with access to high quality housing in a location which benefits from excellent accessibility by public transport and is located within walking distance of major employers. The proposals will contribute to demand for a range of new residential accommodation which will support the growing city centre population which is expected to increase from current levels of circa 65,000 to 100,000 residents by 2026.
A liveable and low carbon city: a destination of choice to live, visit, work	Development at the sites has the potential to transform a southern entrance point to the city centre. Major regeneration schemes at

	Piccadilly, Mayfield and Circle Square will all see a significant increase in the number of people living, working and spending time in this part of the city centre. Given its location, the framework for Victoria Park, Charles Street and Granby Row can support and benefit from the pipeline of adjacent development. The proposals recognise the importance of creating cohesive, high quality public realm and excellent pedestrian connectivity. This will not only be a catalyst for creating a sense of place at each site, but also ensure strong connections to neighbouring parts of the city.
A connected city: world class infrastructure and connectivity to drive growth	This prioritisation of improved connectivity to surrounding areas will support the major regeneration activity underway at Mayfield, Circle Square and along the Oxford Road Corridor. Development can provide enhanced access to residents and visitors from these emergent developments and deliver critical links to the employment, educational, retail and leisure and cultural opportunities that exist within the city centre. The framework sites are well located; the Charles Street and Granby Row sites are centrally positioned between two major rail hubs, Manchester Oxford Road and Manchester Piccadilly, whilst Victoria Park benefits from excellent bus connectivity and a range of recent active travel infrastructure investment. All of the sites which form the framework area are ideally positioned to drive growth sustainably.

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy;
- Risk Management;
- Legal Considerations.

Financial Consequences – Revenue

Development proposed within the framework would create additional residential and commercial accommodation which in turn would generate additional Council Tax and Business Rates Payments.

The costs of undertaking a consultation exercise on the draft development framework will be funded from within existing approved revenue budgets.

Financial Consequences – Capital

None

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the officers above.

- Former BBC Site Strategic Regeneration Framework – July 2013
- North Campus Strategic Regeneration Framework – May 2017
- Mayfield SRF – May 2019
- Oxford Road Corridor Strategic Spatial Framework – March 2018
- Oxford Road Corridor Strategic Regeneration Framework Guidance – October 2018
- Report to the Executive – Draft Oxford Road Corridor Strategic Spatial Framework Guidance – September 2019

1.0 Introduction

1.1 The Victoria Park, Charles Street & Granby Row Development Framework area covers three sites within the city centre and wider Oxford Road Corridor area. Two of the sites (Charles Street & Granby Row) are located at the south-easterly gateway to the core of the city centre. The third site is located within the wider Oxford Road Corridor at Victoria Park.

1.2 IQ is one of the largest providers of purpose-built student accommodation (PBSA) in the UK with a portfolio of over 28,000 operational bed spaces across 68 sites in 28 locations. It is also the second largest provider of PBSA in Manchester, owning and operating circa 3,600 bed spaces across 11 sites. The three sites which form the Charles Street & Granby Row Development Framework are largely within the ownership of iQ Student Accommodation (IQ) who propose a significant level of investment over the next 10-15 years.

1.3 Each site is underutilised, with a mix of uses, including; car parking, hotel, student accommodation and commercial spaces including office, retail and leisure. These sites have the potential to make a significant contribution to the realisation of a number of the City Council's strategic objectives, by:

- Delivering net-zero carbon development, which supports Manchester's aspirations to be a carbon neutral city by 2038;
- Delivering a significant amount of new affordable housing;
- Contributing to the ongoing transformation and regeneration of the city centre linking existing and emerging regeneration areas such as Circle Square to Mayfield;
- Creating vibrant new places
- Delivering high quality PBSA, close to the academic campus thereby supporting the attraction of talent within the Oxford Road Corridor;
- Supporting the growth of the tourism economy through the qualitative and quantitative enhancement of the existing hotel offer;
- The creation of employment opportunities, including for local people, both during the construction phase and during operation once completed.

1.4 The framework sets out an overarching vision to create new places and bring underutilised space back into use. Development would seek to provide:

- Purpose-built student accommodation in a central and well connected location for the Oxford Road Corridor campuses of the University of Manchester (UoM) and Manchester Metropolitan University (MMU) to meet increased demand;
- An enhanced hotel offer, close to Piccadilly Station;
- Co-Living accommodation that can diversify the choice of residential accommodation in the city centre and complement / support the concentration of business and commercial activity that shall emerge at Mayfield and at ID Manchester;

- A range of commercial and social spaces such as bars, restaurants and retail facilities, encouraging visitors to spend time and socialise within the area;
- Affordable housing which will support the growing demand for homes within close proximity to the range of employment opportunities on offer within the city centre;
- New connections and generous public realm to create a sense of place and ensure the areas' integration with the wider city centre and its neighbourhoods.

2.0 Development Context

2.1 There are a number of key schemes that are currently in development which are located close to the Charles Street & Granby Row Development Framework. The development of the draft proposals for the area have been influenced by these regeneration schemes. Proposals for all sites present a key opportunity to respond to, and complement, development being delivered within these adjacent areas and provide critical linkages from Piccadilly through the Oxford Road Corridor to First Street and Great Jackson Street.

2.2 **Circle Square -** The Circle Square masterplan includes 2.3m sq. ft. of floor space comprising of 1m sq. ft. of commercial space. The scheme also incorporates 680 new apartments and 1100 VITA Student serviced apartments alongside retail, leisure and hotel amenities in addition to significant public realm investment. Development of the site started in 2016, with VITA already delivered and fully let; a second, significant phase of development will be completed later this year. When complete it is envisaged that the site will support 9,000 new jobs.

2.3 **North Campus –** North Campus / ID Manchester is a £1.5billion regeneration scheme to create a world-class innovation district at the former University of Manchester campus. A SRF for the area was approved in May 2017 which details the ambition to transform the 26-acre site into a leading European innovation district. The site has the potential to deliver 3.5 m sq. ft. of mixed use space, incorporating 3 acres of public realm. This will include 2.6 m sq. ft. of offices and the potential to create 6,000 jobs.

2.4 **Piccadilly –** The vision for Piccadilly is to deliver a major new district for Manchester with a world-class transport hub at its heart. The arrival of HS2 and NPR into Manchester will provide a once-in-a-century opportunity to transform and regenerate the eastern side of the city centre. The SRF for Manchester Piccadilly sets out a commercially led, mixed use regeneration scheme with the potential to support up to 40,000 new jobs, 13,000 new homes and circa 9 m sq. ft. of new commercial development.

2.5 **Mayfield –** The 20-acre Mayfield site represents the opportunity to create a distinctive and unique city centre district. The area forms part of the wider Piccadilly Strategic Regeneration Framework area however, benefits from its own SRF. This framework outlines the scope to deliver a commercially led

mixed use neighbourhood supported by a significant residential community alongside unique retail and leisure amenities and a new city park. When complete the site will deliver 1.6 m sq. ft. of office space, 1,400 new homes, a 350-bedroom hotel, a range of unique retail and leisure amenities and support 10,000 new jobs. A range of temporary uses have already been successfully held including Escape to Freight Island, Dirt Factory, and a range of major events including Pride and Manchester International Festival. The first phase of development, including the new Mayfield Park, is due to start on site later in 2020.

2.6 **Oxford Road Corridor -** The Oxford Road Corridor is a key zone of academic excellence, innovation and entrepreneurship within Greater Manchester, with more employment creation potential than anywhere else in the city region. The area is already home to almost 80,000 jobs, over half of which are within knowledge-intensive sectors, including the health, education and professional, scientific and technical sectors. Employment within the Oxford Road Corridor has increased by 11 % over the last four years and the area accounts for 20% of Manchester's GVA, totalling over £3.6 billion. Future growth forecasts for the area estimate the creation of an additional £2 billion of GVA and a significant growth in employment, taking the total number of FTE jobs to over 104,000 by 2025.

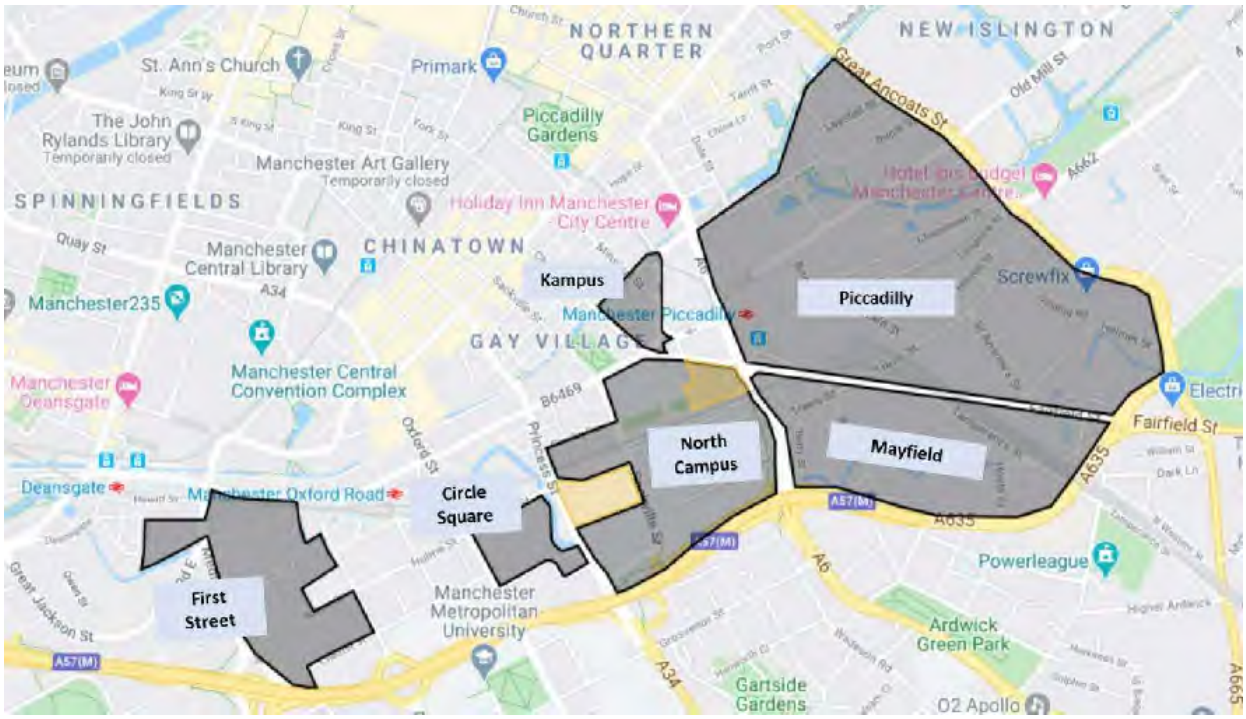


Fig 1.1 – Adjacent development areas

3.0 Charles Street Area

3.1 The Charles Street framework area is bound by Charles Street, Princess Street and Sackville Street.

3.2 The site is located within the Oxford Road Corridor, strategically positioned to the immediate west of ID Manchester and, to the east, is separated from Circle Square by Princess Street.

3.3 Charles Street represents an opportunity to create a new destination within a currently underutilised part of the city centre, making it an attractive place to live, visit and spend time. Existing buildings on the site include Weston Hall (PBSA), the Pendulum Hotel and the IBIS hotel. The buildings are dated, make little contribution to the quality of the physical environment and, in the case of Weston Hall / Pendulum Hotel, and act as a barrier to pedestrian movement from east-west between Oxford Road and Piccadilly. The site also includes a surface car park with a frontage to Princess Street which is within the ownership of UoM.

3.4 The draft framework outlines the scope to provide a combination of new PBSA, residential accommodation and a range of commercial and social spaces such as bars, restaurants and retail facilities at ground floor level alongside generous new areas of public realm. Density could be significantly increased at the site and taller buildings could be appropriate.

3.5 Public realm and green space is proposed adjacent to Princess Street, Charles Street and Weston Hall that would complement the existing public space and improve pedestrian connectivity through the site. Delivering new public realm which prioritises the pedestrian environment will require exploration of the potential to prevent through-traffic within Charles Street.

3.6 The draft framework seeks to prioritise enhanced connectivity and improve the integration of Charles Street and Granby Row with other parts of the city centre. Neighbouring development at Great Jackson Street, First Street, Circle Square and Mayfield are already creating significant increases in the number of people living, working or visiting this part of the city centre. Providing safe and secure connections between each of these areas, in addition to key transport hubs, is of fundamental importance to the function of the city centre.



Fig 1.2 – Charles Street Site

4.0 Granby Row Area

4.1 The Granby Row framework area is in the Whitworth Street Conservation Area, where the boundary of the Oxford Road Corridor meets the Piccadilly and Mayfield SRF areas, and within the 'Southern Arc' of higher density development extending from the Great Jackson Street area in the west to Mayfield in the east.

4.2 The framework area is bounded by Fairfield Street and London Road, and occupies a prominent location, adjacent to Piccadilly Station and Mayfield. The site holds the potential to provide a landmark eastern gateway into ID Manchester, the Charles Street framework area, Circle Square and First Street.

4.3 Granby Row contains 5 buildings; IQ are the freehold owners of the Echo Street, Lambert House, Fairfield House and Warehouse One buildings in addition to holding a 150-year lease for Bainbridge House. The functions of these buildings are as follows:

- **Echo Street –** A Co-Living / PBSA development which is presently under construction.
- **Bainbridge House -** A largely vacant office building
- **Lambert / Fairfield House –** Purpose Built Student Accommodation
- **Warehouse 1 –** Student Accommodation

4.4 The framework proposes a landmark building at Bainbridge House directly opposite Piccadilly Railway Station. The draft framework sets out guiding

principles for the delivery of a 55 storey building housing a hotel and co-living accommodation.

4.5 The framework sets out principles that would activate Granby Row through the introduction of ground floor commercial uses at Lambert House and Fairfield House, together with enhancements to the surrounding public realm.

4.6 The site is close to the University campuses and the principal retail and leisure areas of the city centre, and has historically provided student accommodation. Further purpose-built student accommodation has recently been delivered at Circle Square, and on New Wakefield Street.



Fig 1.3 – Granby Row Site

5.0 Victoria Park Area

5.1 Victoria Park is located immediately south of the Oxford Road Corridor, with Anson Road to the west and Daisy Bank Road to the east.

5.2 The area is highly accessible by public transport and close to key employers, such as Manchester University NHS Foundation Trust (MFT) and UoM and other locations identified for future employment-led development within the health and life sciences sectors, such as Manchester Science Park (MSP). The surrounding area is predominantly residential in nature.

5.3 The area comprises the Manchester Gardens and Daisy Bank Hall student accommodation sites, situated within the Victoria Park Conservation Area. The buildings are of poor architectural quality and detract from the historic character and appearance of the conservation area. As gated developments they also preclude access by the wider community and prevent pedestrian movement east to west. There is, therefore, a significant opportunity to repair the townscape qualities of this part of the Victoria Park Conservation Area, and to enhance its character and appearance.

5.4 The draft development framework proposes the release of land within Victoria Park to a Registered Provider (RP) for the provision of affordable / key worker housing. The site could accommodate up to 300 homes of a variety of styles and sizes (including houses and apartments) of mixed tenure (e.g. shared ownership, affordable rent and social rent) along with associated areas of public open space and facilities for car and cycle parking. The site has the potential to provide 10% of the city's remaining affordable housing target to 2025, and accommodation could be targeted at key workers.

5.5 A detailed analysis of the special qualities of the Victoria Park Conservation Area has been undertaken and is presented in Appendix 5 of the draft framework. This analysis has informed the creation of development principles which could help to guide the future development of the site. For example, the height of buildings is to be restricted to three storeys where adjoining existing housing on Langdale Road. There may, however, be opportunities for buildings of greater height on Anson Road.

5.6 The development principles proposed a sensitive approach to architectural details and the use of materials, e.g. the need for use of traditional building materials, such as red brick, with detailing to reflect the distinctiveness of the existing townscape within the Conservation Area. The framework sets out the opportunity to incorporate new areas of open and green spaces between buildings and new footpaths to connect the area; as well as the creation of legible entrances and active frontages. Limited levels of parking are proposed, in favour of public and active transport, with parking to be provided outside individual houses or within communal parking areas, while the provision of secure cycle storage is encouraged for all properties.

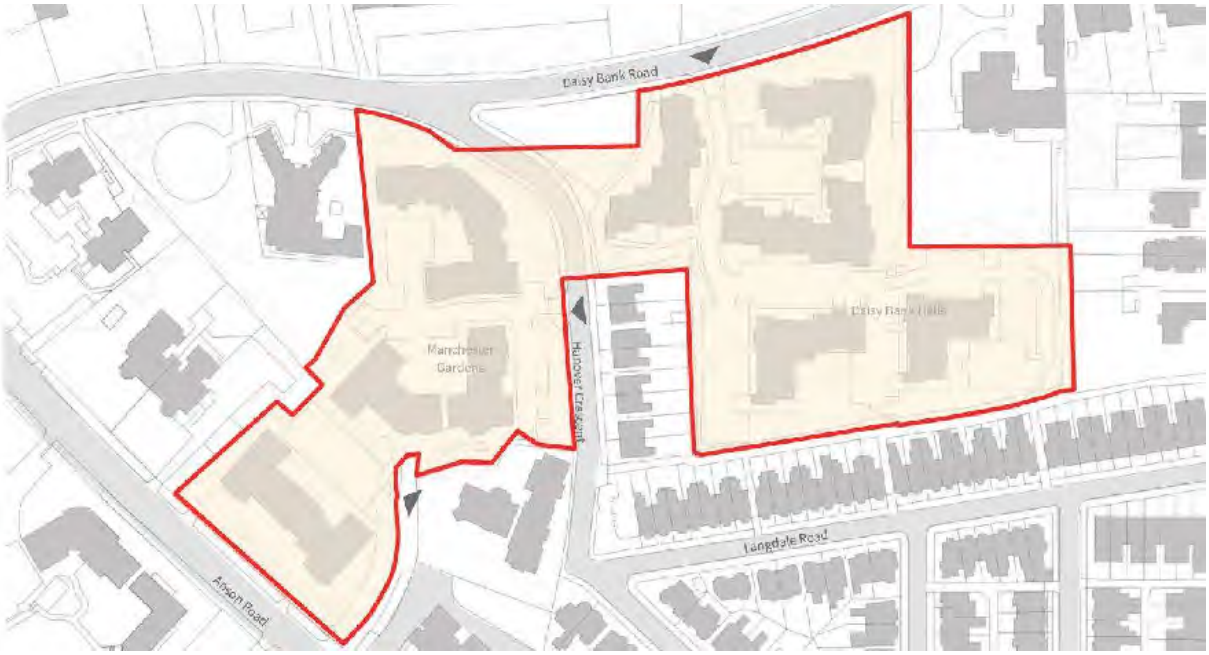


Fig 1.4 – Victoria Park Site

6.0 Pre-Draft Development Framework Consultation

6.1 IQ Manchester have carried out some initial, informal consultation during the process of developing the draft framework in order to understand the views of local members, residents and organisations. In addition to meetings with local Members (Piccadilly, Rusholme and Ardwick wards), and the universities, a number of local stakeholders were contacted (tenants, statutory consultees such as Historic England, Network Rail etc) as well as a total of 4,000 homes and businesses in and near to the development areas to invite feedback and a total of 34 responses were received during this period of consultation. The key issues raised are set out below, and have been taken into account within the final draft document. An accompanying Consultation Report has also been prepared which summarises the following feedback:

- Housing need and tenure – the level of affordable housing, student accommodation and co-living accommodation;
- Scale of development - in particular, appropriateness of scale height, density and distance between buildings;
- Planning and consultation – including how the framework links to the North Campus framework and the need for more local engagement;
- Environment and sustainability – the provision, and amount, of green space, sunlight and daylight, and more information on zero-carbon development and social cohesion;
- Detailed local issues – including the impact on local areas (both during and after construction) and amenity provision;
- Heritage – the impact on key buildings and their surroundings;
- Highways and parking – including parking arrangements, traffic calming, pedestrian routes, cycle provision and the impact on bus routes.

6.2 Subject to Executive approval, a formal consultation exercise on the draft development framework will be undertaken by the Council, in line with the usual process for regeneration and development frameworks.

7.0 Environmental and Sustainability Design Principles

7.1 Sustainable development holds a vital role in all regeneration initiatives across the city. The city's approach to climate change has significantly intensified in recent years and it is envisaged that all development proposals will play a fundamental role in tackling climate change and supporting the city's carbon-neutral strategy.

7.2 To effectively support the Council in achieving its 2038 zero-carbon target, the development of regeneration proposals within the Charles Street & Granby Row Development Framework will need to consider:

- Innovative development design which achieves the highest standards of sustainability;
- How construction can be undertaken sustainably to minimise impacts on the environment;
- An approach to connectivity which prioritises sustainable transport. This should seek to prioritise active travel through the provision of functional and attractive pedestrian routes and cycling infrastructure. Additionally, development should maximise the excellent nearby public transport connections;
- The draft proposals for the Charles Street site details opportunities to introduce new, generous areas of public realm and green space. This will deliver better activation of the spaces within the framework area and enhance the green infrastructure amenity which will have a positive impact on the surrounding built environment.

8.0 Conclusion

8.1 The Charles Street & Granby Row Development Framework covers important but underutilised parts of the city, with the potential to significantly contribute towards Manchester's regeneration and growth ambitions. Development of these sites can:

- Support the continued growth of Manchester's diverse population through the provision of high quality residential accommodation;
- Introduce new public realm, green space and amenity provision into the area and make it an appealing place to visit and spend time;
- Deliver connections which link together the mix of established city centre neighbourhoods and transformational regeneration underway in this part of the city; and

- Provide a significant quantum of affordable / key worker housing. In particular, the proposals have the potential to accommodate up to 300 affordable homes of varied of types at Victoria Park.

8.2 The draft framework sets out the opportunity to provide a mix of high quality accommodation including a significant quantum of student accommodation, and new homes for Manchester's working households, all located to benefit from the wide range of employment opportunities, cultural and leisure amenities and education facilities within the city centre. The sites are particularly well positioned with regards to the city's higher education institutions and the MFT site, with the potential to provide accommodation to support employees and students of these important institutions.

8.3 As part of project delivery, IQ will work to safeguard and sustain existing employment. Significant new jobs will be created through construction and operation. Section 6 of the draft framework details circa 275 FTE jobs during construction and c270 jobs when operational in leisure, retail and building management roles. In the Granby Row area, Bainbridge House currently accommodates 4 business occupiers, with leases due to expire in August 2021. The standard of the office accommodation in Bainbridge House increasingly doesn't meet modern business requirements; there is sufficient alternative (and higher quality) supply within the city to accommodate relocations. IQ will work positively and constructively with all occupiers that remain to support them in ensuring business continuity.

8.4 IQ are engaging with the operators of the Nursery located in Weston Halls (part of the Charles Street area) and will work proactively to find alternative premises to facilitate relocation, when phasing necessitates this. The Nursery has previously been located on the Echo Street site, and IQ successfully worked with the operators to relocate to Weston Halls, maintaining employment and the effectiveness of the operation. The Pendulum Hotel (also part of the Charles Street area) is presently operated by IQ: The development framework proposes replacement (higher quality) hotel accommodation on Bainbridge House, which will offer opportunities for staff relocation. Where displacement may occur, IQ will work with existing staff to identify other recruitment opportunities within the wider, extensive IQ estate within Manchester.

8.5 The development framework presents initial details of the planned phasing of development which will ensure the re-provision of employment opportunities within the proposed PBSA at Granby Row from that presently available at Manchester Gardens / Daisy Bank Hall

8.6 Recommendations can be found at the front of this report.

9.0 Key Policies and Considerations

(a) Equal Opportunities

9.1 The proposals will create enhanced connections to the surrounding city centre communities, providing excellent access for local residents to the amenities and opportunities within the area. Additionally, as planning applications are developed within the framework area, there will be an expectation for developers to demonstrate a continued commitment to ensure that design standards throughout comply with accessibility standards.

(b) Risk Management

9.2 The Draft development framework will be the subject of a community consultation exercise with the local community and key statutory and non-statutory stakeholders. This exercise will seek to identify and mitigate key issues and risks relating to the future development of the site.

(c) Legal Considerations

9.3 Subject to Executive approval to go out to consultation a further report will be brought to the Executive after the public consultation exercise which will set out the comments received and any changes proposed to the framework. If the update to the framework is subsequently approved by the Executive, it will become a material consideration in the determination of planning applications by the Council as the Local Planning Authority.

Historic England

Domestic 3: Suburban and Country Houses

Listing Selection Guide



Summary

Historic England's twenty listing selection guides help to define which historic buildings are likely to meet the relevant tests for national designation and be included on the National Heritage List for England. Listing has been in place since 1947 and operates under the Planning (Listed Buildings and Conservation Areas) Act 1990. If a building is felt to meet the necessary standards, it is added to the List. This decision is taken by the Government's Department for Digital, Culture, Media and Sport (DCMS). These selection guides were originally produced by English Heritage in 2011: slightly revised versions are now being published by its successor body, Historic England.

The DCMS' *Principles of Selection for Listing Buildings* set out the over-arching criteria of special architectural or historic interest required for listing and the guides provide more detail of relevant considerations for determining such interest for particular building types. See https://www.gov.uk/government/publications/principles-of-selection-for-listing-buildings.

Each guide falls into two halves. The first defines the types of structures included in it, before going on to give a brisk overview of their characteristics and how these developed through time, with notice of the main architects and representative examples of buildings. The second half of the guide sets out the particular tests in terms of its architectural or historic interest a building has to meet if it is to be listed. A select bibliography gives suggestions for further reading.

This guide, one of four on different types of Domestic Buildings, covers suburban and country houses. The other three Domestic Buildings selection guides cover Vernacular houses, Town houses, and Modern houses and housing.

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HistoricEngland.org.uk/listing/

Front cover
Gunton Park, Norfolk. The original house by Matthew Brettingham, begun 1742, had additions including the colonnade by the Wyatts in 1780-5. Gutted by fire in 1882, it was rebuilt by Kit Martin within the shell in 1982-5. Listed Grade II*.

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Introduction

Be they suburban or rural, country houses, villas, and semi-detached houses share certain characteristics. Principally they are defined by the space around them. They take advantage of more generous ground plots and are laid out with more freedom than their urban equivalent. Being set in substantial gardens or forming part of a larger estate, they have a different relationship with nature and can be part of distinct individual landscapes. Additionally, being located sometimes some distance away from normal places of work, for their owners they can possess a repose and a detachment that makes for special architectural interest, and has led to some of the finest houses in England.

The country house in particular has a special place in English architectural history, and constitutes one of the most internationally respected areas of English architecture. Many survive, often retaining evidence of their evolution from the medieval and early modern periods. A great country house, such as Blenheim Palace, Oxfordshire (designed by John Vanbrugh and Nicholas Hawksmoor, 1706-29; listed Grade I; Fig 2), is so highly regarded as to have been inscribed as a World Heritage Site by UNESCO. That said, the evolution of the country house is so complex, and has been so comprehensively written about by others, that no concerted attempt is made here to offer a systematic overview.

Country houses ranged widely in scale and extent, from the grandest of set pieces to more modest manor and dower houses. They also combine numerous functions, from being conscious displays of status and power such as Wollaton Hall, Nottingham (designed by Robert Smythson, 1580-88; listed Grade I), to more administrative ones such as being the centres of estate management, to those of retirement and straightforward residence such as Adcote, Shropshire, designed by Richard Norman Shaw – a modestly sized but sophisticated country house of 1876-81 (listed Grade I).

The term ‘country house’ now carries a distinct meaning: that of a large residence of some status, set within extensive grounds. Further down the scale there are other kinds of house (or rural retreat) for the wealthy, or later for the professional classes, and these are often similar to vernacular and garden buildings; an example is the larger farm house such as Mace’s in Wick Rissington, Gloucestershire, of the mid-seventeenth century (listed Grade II). A distinct category among rural houses of some scale is the vicarage, which shared many characteristics with the smaller country house.

Rather than repeat existing literature on these country houses, this guide concentrates on smaller, often suburban, detached and semi-detached private houses or villas which are very frequent candidates for listing and on which more guidance and explanation is perhaps required. It considers the period when the characteristics of the modern suburb as we know it today emerged, where the residents are largely dependent upon the town for work, shopping and socialising and the character is predominantly residential.



Figure 1
This pair of neo-classical stuccoed villas of the mid-nineteenth century in Bedford demonstrates the introduction of the semi-detached house as an essential component of suburbia. Listed Grade II.

Chronologically this guide stops in the early twentieth century when domestic architecture was in transition and the State was beginning to intervene in residential development. The establishment of the Garden City Movement, the need for greater economy following the First World War, and housing and town planning legislation, ushered in a new era of housing reform. The results of these important developments are discussed in a separate selection guide: The Modern House and Housing. However, as suburban expansion and rural suburbanisation continued apace in the Edwardian and interwar years some overlap is unavoidable. We should remember that a considerable proportion of the country's building stock still dates from these great surges of later Victorian, Edwardian and interwar suburban development that are among England's most influential contributions to architecture worldwide.

Whereas major country houses are distinctive as the country residences of wealthy people, and centres of local or even national power, smaller country houses shade imperceptibly into other kinds of rural and suburban housing with inevitable overlaps with the other Domestic selection guides. Older rural houses are partly covered in that for Vernacular Houses; there is some overlap of suburban houses with that for Town Houses; and suburban working-class housing, principally the appearance



Figure 2
Blenheim Palace, Woodstock, Oxfordshire designed by Sir John Vanbrugh and Nicholas Hawksmoor, and built between 1706-29 represents the English country house at its most significant. Listed Grade I it is also a UNESCO World Heritage Site.

of council housing and the impact of the Garden City Movement, is considered in the Selection Guide for The Modern House and Housing. Housing for workers on country estates is covered in the Agricultural Buildings selection guide, while garden and landscape structures are covered by the selection guide for Garden and Park Structures.

1 Historical Summary

1.1 The country house

Listing, and the related provision of grant aid for listed buildings from 1954 onwards, were at least in part intended to save the English country house which had been under considerable threat during the first 50 years of the twentieth century. It is therefore no surprise to find that sixteenth-, seventeenth- and eighteenth-century country houses were included in the lists from an early period, and that Victorian and later houses were sometimes included too. Lutyens' late classical house, Gledstone Hall in North Yorkshire (1925-7), was listed (at Grade II*) within 30 years of being built, whilst the same architect's Middleton Park, Oxfordshire (generally regarded as the last great country house to be built in England) was completed in 1938 and listed at Grade I in 1951. Both are powerful reminders that listing does not privilege only the progressive styles of the twentieth century at the expense of tradition if the building possesses the special architectural or historic interest necessary for listing.

The country house (or Great House) emerged during the later medieval period from castle and palace building and it is sometimes difficult to distinguish whether castles were actually defensive, rather than domestic, in character. Stokesay Castle, Shropshire, (listed Grade I), for example, might be seen as little more than a modestly defended late thirteenth-century hall with a single strong defensive tower, whilst both the keep of Bolsover Castle, Derbyshire (1612-21; listed Grade I), and Burton Hall, Cheshire (listed Grade II*) of the early seventeenth century were self-consciously invoking the medieval castle. Halls had formed the centre of domestic sites for centuries before they became ubiquitous in houses above cottage scale during the fourteenth and fifteenth centuries. The greater English late medieval house (typically with a hall, apartments, a chapel and service quarters, coupled with ranges of lodgings not unlike an Oxbridge college) began to be influenced by the revival of antique learning centred in Italy at the beginning of the fifteenth century, although unlike Central Europe, full-blown Italian Renaissance buildings were rare if not entirely unknown. By 1600, however, such Renaissance traits as axial symmetry and classical detail were becoming fashionable. It was only in the 1620s and 1630s that Italian, French and Dutch variations on the antique proportions proclaimed by the Roman architect/scholar Vitruvius became widely acceptable, and his principles of 'firmness, commodity and delight' were passed into English through a loose translation by Sir Henry Wotton. Inigo Jones offered a purer reading of classicism from true Italian sources in these years, but his work was politically associated with court circles. Many architectural types, including the plain terraced house (see the Town House selection guide) and the plain but pedimented country house such as Tintinhull, Somerset (listed Grade I), were developed at this time and continued in widespread use for two centuries and more. The compact house plan, with double- and triple-pile variants, was to prove popular until picturesque variety broke up massing in the later eighteenth century.

England only accepted the baroque style for houses such as Blenheim (Oxfordshire), Castle Howard (North Yorkshire), and Seaton Delaval (Northumberland) with difficulty, and was relieved to finally fully adopt the Italian classicism of Andrea Palladio. Classicism became the Georgian style in English and the beau ideal of the English country seat. That has pertained to such an extent that Gothic Revival country houses, of which harbingers can be seen in the later eighteenth century and which had a brief and powerful



Figure 3
Osborne House, Isle of Wight, designed by Prince Albert in association with the master-builder Thomas Cubitt, 1846-51, employed an Italianate style which exerted a considerable influence over suburban middle-class housing of the following decades. Listed Grade I.

flowering during the mid-nineteenth century, were often Georgianised in the twentieth century. That said, the Victorian great house was as likely, however, to have been in Tudor, Elizabethan or Jacobean styles (or a mixture of all three), more loosely massed and sometimes to be realised on a huge scale as at Harlaxton Manor, Lincolnshire, of 1832-44 (listed Grade I). During the Victorian period, planning became ever more complex and subsidiary buildings grew in complexity and size. Clients were often keen to incorporate the latest technological developments in their new houses such as Sir William Armstrong's incorporation of hydro-electric power generated within the grounds of his own house, Cragside, Northumberland (Richard Norman Shaw, 1870-85; listed Grade I) – one of the earliest applications of such technology in the world (and see too Fig 4). A last bloom of the Great House came in the 1890s and 1900s, often made possible through new commercial fortunes, when the Gothic Revival gave way to carefully considered historical sources from seventeenth-century neo-vernacular traditions (the Arts and Crafts Movement) and to a further classical revival.

An agricultural depression, which lasted from the 1870s until the Second World War, and death duties (introduced in 1894), played a major part in breaking up landed estates. Life-styles were changing too, and many families found the maintenance of a great house – or houses – impossible. Complete interiors were sold abroad, as at Sutton Scarsdale, Derbyshire (1724-28; listed Grade I), reduced to a gaunt ruin when in 1920 its interiors were sold to the United States. For the first time for many years, country house design was no longer at the vanguard of architectural attention, although houses in traditional styles and often of considerable interest continued to

be built, principally to neo-Georgian or mock-Tudor designs (Fig 13); many were illustrated in the pages of *Country Life* magazine (begun in 1897). Demolition of older larger houses reached a peak in the 1950s, before taxation changes and attitudes to wealth revived the country house, often re-used as residences (although perhaps converted into apartments), a change not foreseen in the earlier post-war period.

Architectural distinction; artistic and decorative achievement; ingenuity of planning and technology; historical and social interest; construction techniques; inter-relationship with fine landscapes: these are but some of the grounds for assigning special interest to country houses. Each century witnessed distinct developments in the evolution of the country house, and the story has not stopped yet.

1.2 The villa

The idea of a rural retreat represented by the country house was maintained and perpetuated on a smaller scale by the villa or detached house, even when it was built in a suburban location. Although by the late nineteenth century the term villa had become somewhat devalued and was now applied to many a middle-class terraced house, it has a long and resonant life, back at least to Pliny the Younger writing in the first century AD. The Romans built vast numbers of such villas across their empire, known either as *villa rustica* or *villa suburbana*. When interest revived in the architecture of antiquity during the fifteenth century in Italy, it was natural that it should focus on the villa as a kind of country house. It later became of particular interest for English architects, influenced as they were by the writings of two Italian architects who illustrated designs for villas, Serlio and Palladio. As wealth increased, so too did the market for houses in the country, not as the centres of great estates, but for relaxation as epitomised by Mereworth Castle, Kent, designed by Colen Campbell (roofed 1723; listed Grade I) and a loose copy of Palladio's Villa Capra.

The first true English villas in the Italian sense were built in the Thames valley around Richmond-on-Thames, Surrey, during the first years of the eighteenth century; an example is Sudbrook Park by James Gibbs of 1726 (listed Grade I). As time went on the country house as rural retreat moved out from the London fringes to be found within reach of larger towns and cities all over England. Improvements in road transport and the railways greatly facilitated this development, as did a growing appetite for retirement and privacy. By the later nineteenth century, such houses had changed in style from the neo-Palladian and later neoclassical styles of the eighteenth century, through the many variations ('Swiss, Grecian, Palladian, Old English, Castellated, Cottage, Modern Italian, Norman, Henry VII-VIII, Elizabethan, Half-Timber and Tuscan', as listed in P F Robinson's Designs for Ornamental Villas of 1827), to the vernacular revival of the Arts and Crafts Movement in the years around 1900. However, the purpose of such houses as rural retreats remained constant.

1.3 The Georgian villa

While the suburban villa has roots in the seventeenth century, including Inigo Jones's Queen's House at Greenwich of 1616-19 (completed 1630-35, listed Grade I) and William Talman's designs for a Trianon at Thames Ditton, Surrey, of about 1699, it became increasingly popular under the influence of Palladio, whose *Quattro Libri* was published in translation by Giacomo Leoni in 1716. Equally important was Colen Campbell's *Vitruvius Britannicus* of 1715–25, which illustrated many and various country houses while specifically attacking continental Baroque and encouraging the architecture of Palladio and Inigo Jones. Campbell, indeed, was one of the main movers in villa design with a series of relatively small country houses, all variations of Palladian, or more rarely Serlian, prototypes. Renewed interest in classical precedents led to the study of Roman houses (Robert Castell's *The Villas of the Ancients Illustrated* was published in 1728). Palladian (more strictly neo-Palladian) villas were

compact in form and relatively modest in size, set within private grounds, and often containing very fine interiors. Such houses were built in increasing numbers from the 1740s. Robert Taylor's Barlaston Hall in Staffordshire of 1756-58, or his Asgill House by the river at Richmond-upon-Thames of 1761-4 (both listed Grade I), are neither very large but are carefully proportioned on all sides, and beautifully represent a later generation of neo-Palladian villa, which became the ideal for compact suburban detached villas and proliferated in the late eighteenth and early nineteenth centuries. Distinctive features like canted bays or broad eaves, and ingeniously planned interiors laid out around a top-lit central staircase were to recur frequently thereafter. Eighteenth-century suburban houses were normally built of brick or local stone with tiled roof coverings, but Roman cement was patented in 1796 and increasingly stuccoes and hydraulic limes were applied as a facing, often over poor quality brick or rubble stone and lined to make it resemble fine ashlar as seen in buildings such as the Old Vicarage, West Dean, Sussex of 1833 (listed Grade II). As the housing market expanded from the late eighteenth century onwards so the appetite for substitute materials and mass-produced building components (such as artificial (Coade) stone and iron balconies) increased. In the same period the use of Welsh slate for roof coverings became almost universal, partly because it was well-suited to the wide shallow-pitched roofs that were then fashionable, but principally because canal transport greatly reduced its cost. However, the argument (common ever since) that such materials and practices have produced buildings of lesser significance than those which are unique and bespoke needs to be guarded against in any assessment.



Figure 4
Mentmore House, Buckinghamshire, a conscious attempt on the part of Sir Joseph Paxton to copy the Elizabethan architecture of Wollaton Hall in Nottinghamshire for the Rothschild family in the mid-nineteenth century. Built 1852-4 it was one of the earliest houses to have a hot water and central heating system. Listed Grade I.

Towards the end of the eighteenth century there was an explosion in the number of architectural pattern books exhibiting designs for villas and cottages. Typical of the type were John Plaw's *Rural Architecture* of 1784, Charles Middleton's *Country Villas* of 1795 and Robert Lugar's *Architectural Sketches in the Grecian, Gothic and Fancy Styles* of 1805. At least 60 such books were published between 1780 and 1840. The designs they contained became steadily more eclectic from the 1820s, and eroded the virtual monopoly of neoclassicism. For example, and as noted above, P F Robinson's *Designs for Ornamental Villas* of 1827 contained designs for villas in the Norman, Gothic, Tudor and Swiss Chalet style, as well as more conventional types. This publishing phenomenon was an indicator of the growth of the architectural profession for whom the writing of these books was a kind of advertising, and of the increasing size and wealth of the middle class which was the intended audience, (and who were the prospective clients). Such houses were being built in ever-growing numbers. Under the influence of Humphry Repton, detached houses enjoyed an ever closer relationship with the garden: French windows permitted easy passage inside and out, and flowerbeds, trellises and conservatories came right up to the house as seen in the early nineteenth-century at Denham Mount, Buckinghamshire, completed in 1823 from designs by Robert Lugar (listed Grade II). House and garden were increasingly inseparable.

1.4 Early nineteenth-century picturesque villas

The Regency villa emerged from two directions. Country houses grew smaller and less complex as they became more a retreat from urban rural life than the centre of a working agricultural estate; likewise business and professional families in the cities eschewed the cramped and unhealthy conditions of a terraced house for a detached house in its own grounds, set (thanks to transport improvements) within easy reach of town.

The smaller detached house is a peculiarly English model and was expressed in a variety of styles. Although the Georgian love of classical styles – Greek and Roman – survived well into the Victorian period (and were the ones best understood by builders), the first half of the nineteenth century saw Italianate or picturesque Gothic villas, while the vernacular cottage style become increasingly popular. This was encouraged by Nash's rural group of cottages at Blaise Hamlet on the outskirts of Bristol (1810-12), variously listed Grade I, and Park Village West, detached houses in Italianate and Gothic styles disposed at varying angles along a horseshoe-shaped road built in the 1820s near Regent's Park in London (variously listed Grades I and II); the road, houses, gardens, trees and low gardens walls and railings combined to make an informal, rural ensemble on the edge of town, pastoral and romantic in its inspiration, picturesque in effect.

Other examples of picturesque groups of villas built from the 1830s in a range of styles survive in many expanding towns and cities such as Liverpool (Everton Ridge, Allerton, Wavertree and Fairfield). Similarly, Bath returned to the forefront of architectural fashion as Henry Goodridge designed various Italianate houses around the fringes of the city in the 1820s and 1830s. Amon Henry Wilds designed in an Italianate style in Brighton, with the semi-detached villas of Montpelier Villas and the quasi-detached houses of Park Crescent (both 1840s and listed Grade II), whilst Cheltenham has further examples from the 1830s and 1840s such as Fauconberg Villas of circa 1847 by Samuel Onley (listed Grade II) and the Pittville estate. Tunbridge Wells also enjoys estates of villas, moving from the picturesque Regency classicism of Decimus Burton's 1820s Calverley Park (mostly listed Grade II*), through later Italianate styles to the Gothic of the 1870s. Seaside and spa towns were ideal locations for such houses, which then were emulated across the country – as at Baston Lodge, Hastings, of 1850 (listed Grade II), a version by Burton of his Calverley Villas for a friend – albeit in brick.

The principles of picturesque design and layout were taken up by architects and builders directly from published collections such as J B Papworth's *Rural Residences* (1818), Charles Parker's *Villa*

Rustica (1832) and J C Loudon's *Encyclopaedia of Cottage, Farm and Villa Architecture and Furniture* (1833). Loudon's publication included numerous designs for cottages and small houses and provided a pattern book for suburban and country builders for many years. T F Hunt published *Exemplars of Tudor Architecture Adapted to Modern Habitations* in 1830; Richard Brown's *Domestic Architecture*, published in 1842, featured designs for houses in a range of particularly exotic styles such as Burmese, Egyptian, Venetian, Moorish Spanish and 'Plantagenet Castle, Edward III style'. Not surprisingly, these styles proved too costly for the average speculative builder, and the more common Italianate and neo-Gothic villas are the main legacy from the first half of the nineteenth century. These houses range from the innovative and opulent, to the derivative and modest, but all possess merit as reminders of a fascinating chapter in the story of architectural taste.

The move away from classical prototypes freed up planning. So-called cottage designs stressed an informality of lay-out which led to asymmetrical designs, derived from an 'inside-out' approach that placed internal room use over formal symmetry to determine the look of the elevations. Later, in the middle decades of the nineteenth century, architects like A W N Pugin and Philip Webb became identified with this modern approach to house design, but its origins lay in the picturesque movement. A clear hierarchy took shape within the house, with the principal reception rooms and formal circulation spaces being accorded greater attention to architectural effect than is generally found in more private upper floors and service areas. This period also saw the rise of the holiday house: the picturesquely sited place of retirement and pleasure, embodied most impressively by Endsleigh Cottage, Devon (listed Grade I), built in 1810 for the 6th Duke of Bedford as a fishing retreat to the designs of Sir Jeffry Wyattville. The seaside, or marine, villa emerged as a distinct sort of house at this time too: at resorts like Sidmouth, Devon, outward prospects were important elements of their appeal, connecting the house with its surrounds and rewarding the observer with views of land, sea and sky.

The substantial villas and detached houses of the Victorian period were the homes of self-made men of considerable wealth – though derided by the landed as the 'nouveaux riches' – and range from Italianate villas such as Oakbrook, in Fulwood, Sheffield (Fig 5), of 1855 for the wealthy steel magnate Mark Firth to Spring Hill, a modest Gothic Revival detached house on Cumberland Road, Leeds, of 1846 for the share-broker W H Smith. Both are listed Grade II. The internal layouts of such buildings varied considerably. The most prominent spaces tend to be the principal reception rooms, often designed with inter-connection in mind to create larger spaces for entertaining, and the stair halls. Larger houses increasingly reflected the different spheres of class and gender, and a greater emphasis on leisure, with separate parlours, morning rooms for women and smoking and/or billiard rooms for men. Conservatories provided links between house and garden. The rigorously segregated servants' quarters included increasingly specialised pantries, larders, and special kitchens. Purpose-built bathrooms were still unusual, although sanitary technology developed rapidly at this time, with sinks, baths and even showers installed in the corners of bedrooms and dressing rooms.

1.5 Victorian villas and detached houses

As something of the country house ideal became attainable for the aspiring middle classes, the villa set the pattern for the suburban house – detached or semi-detached – of the Victorian, Edwardian and interwar periods. New architectural styles continued to be used by architects to keep one step ahead of the general builder and the pattern-book, but the prevailing orthodoxy from the mid-nineteenth century onwards became an eclectic historicism where house styles ranged from the sophisticated re-interpretations of previous established styles to a desperate search for the novel and the bizarre in the name of fashion. All give an insight into the bitterness of what critics have termed the 'battle of the styles' as fought in the trenches of domestic architecture.



Figure 5
Grand mansions, such as Oakbrook House, Sheffield, designed for the steel magnate Mark Firth about 1855, ably demonstrates the wealth of the Victorian nouveaux riche. Listed Grade II.

1.6 Materials

Stucco fell out of favour in the mid-nineteenth century to be replaced by more 'honest' facing materials, albeit ones increasingly manufactured on an industrial scale and distributed nationally by rail. Good quality rubbed and moulded bricks were used in higher status houses, with bricks laid to form chevron, diaper and polychromatic patterns. Different coloured and sometimes sized bricks were commonly used in string courses and window arches, and walling in bricks of uneven size and profile could be enhanced by using specific pointing techniques such as 'tuck' and 'penny struck' pointing. Decorative wrought and cast iron adorned the exterior on verandas, gates, and railings. From the mid-nineteenth century, industrial techniques enabled decoration to be realised more cheaply (much to John Ruskin's distaste). Plaster or composite stone and cement were employed in sills, lintels, window arches and porches: Gothic variants could be enriched with runs of nail-head, dogtooth, ballflower or fleuron moulding, and column capitals featured flora and foliage, animals or human faces. Roofs were still generally of Welsh slate, but from the 1870s clay tiles began to be produced competitively, including terracotta ridge tiles with wrought iron and cast iron for ornamental finials and cresting. Barge boards framing gable ends were cut and carved in timber in a variety of patterns. Stone, brick or timber bay windows were adapted to fit the smallest of front parlours, sometimes with cast iron colonnettes framing plate glass sash windows. Wooden 'horns' at the sides of the principal horizontal bar of the sash came into widespread use from about 1840 to support larger and heavier pieces of glass and can be a useful dateable feature. Such varied materials are among the delights of much of

the housing of this date and the intact survival of such details might be sufficient to influence the listability of a house where a good level of architectural quality is also present.

1.7 Houses for the clergy

In the later eighteenth century many existing parsonages (the very name conjuring up Parson Woodforde's *Diary* and the excesses and failings of the Georgian church) were old, incommodious, and sometimes strongly vernacular in character. Especially where livings were wealthy, these were sometimes replaced in the Regency period by detached houses of polite character. Far more rectories and vicarages were rebuilt in the 1840s and later under the influence of the reforming Oxford Movement, which placed great emphasis on the dignity of worship and of the clergy. These, typically with gothic detailing inside and out, were designed not only to provide living accommodation of a suitable standard for someone who, with the squire, provided parishioners with a moral and theological figurehead, but also a place of work. Examples include those by William Butterfield at Coalpit Heath, Gloucestershire (listed Grade II*) and Baldersby St. James, North Yorkshire (listed Grade II*). Most, like their predecessors, stood close to the church, but in some wealthy livings the opportunity was taken to build on a new and more private site. In such cases the incumbent's new house was typically a generous detached house set in pleasure grounds and serviced by a coach house, stables, and sometimes a walled garden, producing a country estate in miniature. Wherever their location, such houses were normally orientated so that visitors approaching up the drive were met by an imposing façade. Those who were allowed entry on business would probably gain access only to a study immediately beyond the front door. Otherwise the planning and decoration of these houses resembled those of the laity. Roman Catholic presbyteries tend to be different in character, especially internally, as they were designed to accommodate several priests and a housekeeper, while nonconformist manses were generally architecturally modest.

The grouping of these houses for the clergy with a listed church or chapel (and in some cases a meeting hall or school in addition) can be an important factor in considering their designation.

1.8 Suburban houses

A suburb (from the Latin, for 'below the town') is an area of built development adjacent to a town. Many medieval towns developed suburbs, usually around the main access points (or gates where they were walled), comprising a mix of commercial, industrial and domestic premises, and in early modern times they started to acquire the identity that defines them to this day: that of being near to the amenities and activities of the town, yet of being set in calmer, greener settings where the qualities of the countryside had not altogether vanished.

The question of definitions is a complex one. A suburban house can be a large isolated building on the edge of a town, or part of a residential development. Although there are a few houses that may be defined as suburban dating from the late seventeenth and eighteenth centuries, built along principal roads or in satellite villages, suburban development as we know it today did not begin until the early years of the nineteenth century, and was greatly accelerated by the growth of the railway and tram network. The Garden City Association, later the Town and Country Planning Association, was founded in 1899 and brought together leading theorists and planners of the time, leading not only to the first garden city at Letchworth (Hertfordshire) but to garden suburbs inspired by the layouts of its residential areas. Thus 'suburban' means both individual houses some distance from towns, and areas of what have often been considered, rather derogatively, to be unrelieved stretches of mass housing.

The early nineteenth-century suburban villa, especially in its later semi-detached form, had a huge impact on the subsequent shape of English housing. The suburb, with its smaller individual houses, took the place of the blocks

of flats of continental cities (and Scotland) and thus created the lower-density appearance of so much of England's townscape. The smaller English house of the late nineteenth and early twentieth centuries was highly regarded by foreign observers such as Herman Muthesius whose 1904-5 publication Das Englische Haus remains one of the best introductions to the importance of English domestic architecture of this period. Notably it placed as much emphasis on architectural design as it does on planning, new technology and setting.

Suburban building – in the sense of the term as defined above – was initially a London phenomenon, satisfying the requirement of courtiers and wealthy merchants to have a residence convenient for the Court or for the conduct of business but removed from the stresses of the city. Since Roman times, a value has been placed on the positive virtues of retreat, on the attractions of rural life, and on the restorative properties of fresh air, space, views and calm. During the eighteenth century, extensive migration from rural to urban areas took place: London always exerted a singular pull, and relied on huge internal migration to replace losses from its grim mortality rates. Other towns, across the country, became heavily overcrowded and unhealthy by the second quarter of the nineteenth century, thanks to the demographic impact of enclosure, rural upheaval and industrialisation. Increasing pressure on urban centres made the desirability of new residential quarters ever greater, something that became possible as new roads and railways opened up the nearby countryside. Consequently as poor people migrated inwards, so the more affluent moved from the centres of towns to their margins.

Early suburban developments were small-scale and piecemeal and usually lay outside the jurisdiction of urban Building Acts. Their survival rate is patchy. From the beginning of the nineteenth century, suburban houses for the middle classes were built in increasing numbers, the majority designed by speculative builders rather than by architects. Landowners began to realise the increased value of land for building development, especially in picturesque and tranquil areas, and comprehensive housing speculation grew dramatically. Spurred on by an expanding railway network, the process was by the 1860s being described in the building press as a 'building mania'. In areas of lower value, the worker could at last live beyond walking distance of the place of work, and another variant of suburban development emerged. Public transport gradually opened up the suburbs to all but the poorest workers. In London, four million people were housed in the inner and outer suburbs between 1841 and 1901. Other industrial towns expanded similarly: as Liverpool grew to become the nation's second largest port, so its population tripled during the nineteenth century; Manchester showed a similar rate of growth. Annual house-building numbers peaked in 1876, 1898 and 1903.

1.9 The seventeenth-century suburb

The English Civil Wars demonstrated the continuing relevance of fortified towns, but generally this century witnessed a loosening of the circumscribed urban form and the rapid expansion of settlements outside older walls. Exceptions can be found in many places, but little that can properly be described as consciously suburban development was built before the Restoration in 1660. London is a special case because of its size, prominence and crowded nature: from the early modern period onwards, many substantial dwellings were erected in a ring beyond the outskirts of the capital by courtiers and prosperous merchants who were able to afford residences removed from the town: the great house of Osterley (London Borough of Hounslow; listed Grade I) began as a retreat in sylvan Middlesex for the noted financier Sir Thomas Gresham in the mid 1570s. Certain satellite villages acquired a reputation – often because of natural amenities, such as setting, air, natural springs, as well as transport links – as places of retirement quite early on, such as Hampstead and Hackney in north London. Urban forms were transplanted and adapted: for instance, the three pairs of large semi-detached

houses, 1-6 The Grove (Listed Grade II*), built about 1688 as a speculation by a City merchant, William Blake, in Highgate, which was another of the more prosperous satellite villages. Such houses were substantial and set back from the street behind gardens, but clearly followed urban forms in their planning and general arrangement.

1.10 The eighteenth-century suburb

As London's commercial wealth increased, and as the ideal of retreat became ever more desirable, more suburban seats were built in the countryside round the capital. Some were conspicuous displays of wealth, hardly distinguishable from country houses in form and character, such as the vast and imposing Wanstead House (London Borough of Redbridge; begun 1715, now demolished). In London's satellite villages (and to a lesser extent elsewhere) there was a steady increase in the number of houses following urban forms, most commonly the semi-uniform terrace – Maids of Honour Row on Richmond Green (London Borough of Richmond upon Thames), of about 1720 (listed Grade I), and Church Row in Hampstead (London Borough of Camden) built between 1710 and 1730 (variously listed at Grades II and II*) are prime examples. Similar houses were built along the major roads leading to the capital and can sometimes be traced through relic survivals of garden structures as well as through maps and boundaries.

The development of London through the eighteenth century is a special case: very few places were able to attract this kind of development, but early commentators like Celia Fiennes and Daniel Defoe make it clear that other expanding towns across the country were being graced with houses of substance around the peripheries, as prosperity and mercantile expectations grew: Bristol, Bath and Epsom, for instance, have or had numbers of sizeable houses which are entirely characteristic of this kind of development.

At the end of the eighteenth century, the building of the new turnpike roads set off a fresh bout of linear suburban development. In London this can best be seen in Kennington, Lambeth and Southwark along the new main roads leading south from the Thames, where numbers of large semi-detached houses and terraces built in yellow London stock brick still survive. Road improvements elsewhere in the country produced similar developments, often on the edge of quite minor towns. Many of the new urban-style houses were substantial and intended for prosperous occupants who could afford to keep a horse and carriage, often in a detached coach house or stable building. Developments on a more modest scale sometimes survive. These smaller houses often exhibit a mixture of urban and rural vernacular forms in their plans and fittings: they have often passed unnoticed and are now quite rare, so should therefore be carefully considered for designation (even if incomplete) in case they retain interesting evidence of early use (such as the presence of workshops or multiple occupancy) in their fabric.

1.11 The rise of the semi-detached house

At Gloucester Gate, part of John Nash's early nineteenth-century developments at Regent's Park, what appeared to be a whole villa from the outside was vertically subdivided to form the quintessential English suburban domestic home, the semi-detached house. This had evolved as a suburban building type during the eighteenth century. Not as cheap to build as terraced houses, the semi was still an economical form of house, with a party wall, stacks and pitched roof shared by two dwellings. Versatile and adaptable, especially when built close together to line a street, with small front gardens and side passage access to the rear garden, the 'semi' had attained considerable architectural presence in developments such as the Paragon, Blackheath (London Borough of Lewisham, 1794-1807 by Michael Searles; listed Grade I), where a curved row of semis was linked by low colonnades to produce an effect of considerable grandeur. The type was enthusiastically taken up from the 1830s by the growing numbers of speculating developers building new suburbs around London and other cities. Interesting early examples can

also be found in fashionable places such as Cheltenham, Brighton and Bristol (and see Fig 1).

1.12 The mid nineteenth-century detached and semi-detached house (1850-70)

From the 1850s onwards, good quality substantial detached villas designed by established local architects proliferated on villa estates located on the edge of flourishing cities; stylistically they became increasingly eclectic. They also evolved downwards from being bespoke one-off commissions into the mainstream of speculative residential building. The higher status suburban house built by speculators after 1850 often emulated the Italianate Renaissance style popularised by architects such as Sir Charles Barr, and exemplified by Queen Victoria's rural palace at Osborne on the Isle of Wight (Fig 3; listed Grade I), realised for her in 1845-51 by Prince Albert and the builder-designer Thomas Cubitt, master of the grand London suburb. Suburban villas of this ambitious variety typically featured an irregular composition with towers, segmental pediments above windows, cast iron balconies, rusticated stucco at ground floor level, deep eaves, a shallow pitched roof and stringcourses to delineate floor levels; interiors could be opulent, if standardised, with rich plasterwork, chimneypieces and internal decoration which took advantage of new forms of machine production. More modest suburban houses often exhibited at least some of these motifs.

Equally adaptable was the Gothic Revival style, the details of which could provide a degree of ostentation and variety that many builders and their clients deemed missing from earlier, plainer, Georgian houses. Detached and semi-detached villas in the Gothic style appeared in many builders' pattern books and were characterised by a broken frontage to emphasise individuality and internal lay-out, gable ends (sometimes with decorative bargeboards); small-paned leaded windows with square hood-moulds; arched door openings; decorative chimneystacks; overhanging eaves and, after around 1860, greater use of polychromatic brickwork which replaced stucco as the preferred facing material. Alongside this essentially decorative adaptation of medieval and Tudor styles was a more full-blooded revival of interest in earlier approaches to house building. Under the influence of architects such as A W N Pugin and William Butterfield, Gothic detail came to be more boldly handled, exploiting the picturesque quality deriving from asymmetrical plan and massing, and made features of the innate qualities of materials, while making references to the domestic architecture of the past. The Gothic Revival may not have had a lasting influence stylistically on house design but, in the houses of A W N Pugin (particularly the Grange at Ramsgate, Kent, of 1843-4, built for his own occupation and listed Grade I), William White, G F Bodley and others, not only was a satisfyingly authentic kind of domestic architecture devised but also a rather freer kind of internal planning.

Housing for the professional classes, such as the large number of vicarages built in the first half of the nineteenth century or the housing for university lecturers and their families (in itself a new innovation) on the St John's College's North Oxford estate from the 1860s provide good exemplars: romantically medieval without and extravagantly decorated within. The house the architect William Burges designed for himself on Melbury Road (London Borough of Kensington and Chelsea, 1875-81; listed Grade I) provides another, exceptional, example. Such houses were to influence later nineteenth-century house design both in Britain and elsewhere in the world.

1.13 Suburban housing 1870-1900

Most speculative builders of the 1870s and 1880s copied the designs and advice available in publications such as E L Tarbuck's *The Builder's Practical Director* (1855), Robert Kerr's *The Gentleman's House* (1864), and E L Blackburne's *Suburban and Rural Architecture* (1869), the aim of which was 'to obtain as much picturesqueness of outline and play of light and shade as is possible in houses of so small a class'. The Venetian forms of the Gothic espoused by

Ruskin became ever more popular as applied as decoration to housing, and the two-storey bay window, deployed since eighteenth-century Palladianism, became a norm in suburban house design. Popular, too, but surviving less frequently, was what might be called the picturesque Swiss style, with lavish balconies, verandahs and timber-work, often highly ornamental. Some very large houses were built in these styles but they suffered badly when tastes turned against Victorian eclecticism and are now rare survivals.

Many of the smaller speculative-built semi-detached houses adhered to pattern-book models, with a narrow entrance hall, plain staircase, a front parlour with a bay window, and a dining room at the back overlooking the garden, kitchen and scullery. As the building industry became more highly organised in the last quarter of the nineteenth centuryto meet massive demand, so the plan of the suburban house became more uniform and generally unexceptional. Much such housing survives, and the identification of the necessary levels of special interest for designation on a national level is sometimes a quest in vain. Areas of such housing, however, can retain clear character and appeal which may warrant their inclusion within a conservation area and identification for local listing.

1.14 Queen Anne and the Domestic Revival

Architecture, particularly in decorative terms, was also influenced by the Aesthetic Movement of the 1870s and 1880s, an artistic reaction against what was seen as the misdirected opulence and extravagance of the High Victorian period, particularly in revolutionising middle-class taste. Taken up by a slightly later generation of architects such as George Devey, W E Nesfield and Richard Norman Shaw in the 1860s and 1870s, houses of the 'Domestic Revival' moved away from historicist and ecclesiastical styles towards



Figure 6
Developing the informality of the Picturesque Movement the 'Queen Anne' Revival, seen here in Richard Norman Shaw's Lowther Lodge, in London's South Kensington (1874-5), delighted in its mastery of ornamental rubbed, gauged, and moulded brickwork to create a new wilfully asymmetrical style of suburban architecture. Listed Grade II*.

accessible cosiness and homeliness, with leaded windows, small tile-hung or timbered gables placed at different heights and depths, and tall chimneystacks based on examples of vernacular buildings such as farmhouses being studied at first hand from the 1860s – often by young architects taking advantage of the invention of the bicycle to explore the variety of England's own rural traditions. The vernacular touches of the Domestic Revival had its urban equivalent in the 'Queen Anne' style, first seen prominently in Lowther Lodge on Kensington Gore, (London Borough of Westminster) of 1874-5 by Richard Norman Shaw (Fig 6; listed Grade II*). It was a style which, whilst remaining true to the spirit of the Gothic Revival, also looked back to the domestic classicism of the late seventeenth century. Drawing inspiration from a wide range of sources was a prominent aspect of High Victorian culture and design, and has clear parallels in the work of contemporary painters. Good examples of the Domestic Revival style are to be found in the houses at Bedford Park in west London (1876-81), a fore-runner of the garden suburb set out in wide tree-lined streets. Domestic Revival and Queen Anne were both influential styles on developing middle-class suburban estates of the 1880s, 1890s, and beyond, publicised through books such as J J Stevenson's House Architecture (1880) and T G Jackson's Modern Gothic Architecture (1883). The designs of Richard Norman Shaw for Jonathan Carr's new estate at Bedford Park (London Boroughs of Ealing and Hounslow) include smaller semi-detached houses in the Queen Anne style in a form which became increasingly popular as suburban expansion continued into the twentieth century (Fig 7). Shaw provided the developer with three different designs from 1878-80; all shared the characteristic of a shallow plan to encourage maximum daylight, rather than the deep plan of the typical Victorian terraced house. Most are listed Grade II.

1.15 The Arts and Crafts Movement

Just as the architecture of the Domestic Revival and the Queen Anne Revival built on the achievements of the Gothic Revival, as well as reacting to its perceived deficiencies, so the next generation of architects, those of the Arts and Crafts Movement, built on the Domestic Revival, directly in the cases of W R Lethaby, E S Prior, Mervyn McCartney, Gerald Horsley and Ernest Newton, who were all in Shaw's office, and Guy Dawber, Robert Weir Schultz, Ernest Mitchell and, briefly, Edwin Lutyens, who were, amongst others, in that of Ernest George. All admitted as an early source Philip Webb's rather more rough-hewn and abstract architecture and the plainer and simpler forms of Arts and Crafts house design. One of the few English architectures to have become famous across the world, such houses were often given deliberately mannered, not to say gawky twists, to show honesty in design. The Red House,



Figure 7
One of several semi-detached houses built in Croydon in about 1881 by the builder W H Lascelles employing a newly patented system of dyed concrete panels to simulate seventeenth-century pargetting beloved of the 'Queen Anne' Revival. Listed Grade II.



Figure 8
Perhaps more than any other architect Charles Voysey's Edwardian houses, such as 'Holly Mount', Penn, Buckinghamshire of 1907, provided a model for the houses of inter-war suburbia. Listed Grade II*.

Bexleyheath, Kent, designed by Philip Webb for William Morris in 1859-60 (listed Grade I) remains the touchstone for its development combining informal picturesque planning with honest use of materials – brick is left bare and exposed, timber undecorated, and elements of vernacular classicism, such as sash-windows and modest pilasters, artfully introduced.

The Arts and Crafts Movement, especially in the detached houses of Charles Voysey (Fig 8), and M H Baillie Scott, introduced a romantic English vernacular vision of domestic architecture, characterised by large roofs, sweeping eaves, elongated chimney stacks, roughly rendered walls, and simple country detailing. This was transferred to the semi-detached house which propelled this romantic vision into the interwar period to be copied by builders up and down the land in a mass-produced, pared-down form. Legion as the resulting buildings are, it is nonetheless important to identify the best examples, which demonstrate inventiveness of design and planning, degree of survival of interiors and inclusion of decorative details (Figs 9-10).

1.16 The twentieth-century detached and semi-detached house

The innovation and opulence in house design which characterised the best houses of the early years of the twentieth century soon gave way to austerity in the years immediately following the First World War, and a phase of gradual assimilation of these approaches in the years thereafter. What was referred to as 'the servant problem', as young women in particular sought employment in the expanding world of shop and office work, led to changes in the planning of houses of large and medium size, and the introduction of labour-saving devices. The construction of country houses reduced significantly, as did the size, scale, and grandeur of those that were built. However, this is not to say that the interwar country house lacks interest





Figure 9 (top)
Up and down the country the Domestic Revival influenced homes of character based on the work of architects such as Shaw, Nesfield, George Devey, Newton, and Prior. But only rarely do they achieve the quality displayed here at Downleaze, Bristol, by Henry Dare Bryan, about 1892. Listed Grade II.

Figure 10 (above)
Lodge to Malvern House, Mapperley Road, Nottingham, 1875-6 by the American-born architect Henry Sulley (1845-1940), which forms a group with the main house – a villa with a tower – to form an engaging ensemble that also includes stables. Listed Grade II.

– far from it. Under the auspices of *Country Life* magazine and the 'Ideal Home' exhibitions, held annually from 1908, a plethora of publications with titles such as *Houses for Moderate Means* and *The Smaller Country House* gave advice on how to cope with the reduced circumstances faced by many, in much the same way that the pattern-book had dictated taste in the eighteenth and nineteenth centuries. The Ideal Home magazine was first published in 1920.

Sir Edwin Lutyens remained active in designing houses both great and small and modified his pre-war preference for a romantic Arts and Crafts vision to a more elegant revival of Georgian classicism, inspired by England's greatest architects such as Sir Christopher Wren. Suburban architecture also fell under the spell of the neo-Georgian style (Figs 11-12), emanating from, amongst other sources, the Liverpool School of Architecture under its dynamic head, the architect Charles Reilly, who embraced the wider range of classical motifs offered by the French Beaux-Arts traditions, especially as adapted by the commercial architects of North America. An expanding middle class, the increasing availability of mortgages, and the political promotion of home-ownership for those not looking to council housing all



Figure 11
Emerging out of the return to classicism in the 'Queen Anne' Revival of the 1870s, the neo-Georgian Revival achieved increasing dominance in the twentieth century. Illustrated here is one of a series of holiday homes in St. Winifred's Road, Bournemouth, designed for Scottish gentry between 1907-14. Listed Grade II.

made for the rise of the owner-occupier and the house-building industry, promoting houses in traditional and moderne styles appealing to all sections of the market. Research continues to develop on appreciating this aspect of the history of twentieth-century housing, but a good introduction to the competing categories of suburban housing remains Osbert Lancaster's satirical book *Pillar to Post* (1938) with its whimsical codification of interwar styles such as 'Stockbroker Tudor', 'Wimbledon Transitional' and 'Bypass Variegated'. Amidst this expanding historicism, however, two styles dominated: neo-Georgian and neo-Tudor.



Figure 12
A well-proportioned and reticent neo-Georgian house of 1915, 'Ridgehanger', Ealing, designed by the then Principal of the Architectural Association, Robert Atkinson. Listed Grade II.

1.17 Neo-Georgian

Following the triumph of John Brydon's vestry hall for Chelsea in 1885-7 (Royal Borough of Kensington and Chelsea, listed Grade II*), classicism was often deployed for more monumental building types, such as municipal buildings. An interest in the architecture of Wren and the Baroque and later on in the eighteenth century also affected suburban and country house design by 1900. The Domestic Revival redolent of the Arts and Crafts Movement, and the emerging neo-Georgian style became interchangeable as modes of house design in the hands of architects such as Ernest Newton and Walter Cave. Neo-Georgian showed itself in a preference not only for classical motifs but in a more horizontal arrangement than its ancestor, often with wide sweeping roofs, prominent stacks and blocked quoins. Brick was very popular as a material.

This architecture dominated the early twentieth century: modular in format, simple in construction and in its choice of stripped-down motifs from the later varieties of neo-Regency, spare in treatment, and therefore suitable on a large scale for monumental buildings, and on a smaller scale for detached houses in the suburbs such as Ridgehanger, Ealing, by Robert Atkinson of 1915 (listed Grade II, Fig 12) or even social housing such as that built in 1913-14 in Courtenay Square, Lambeth, by Adshead and Ramsey for the Duchy of Cornwall (Grade II). Its friendly formality lent it to formal planning. Neo-Georgian is sometimes regarded as less progressive than the Domestic Revival with its Arts and Crafts Movement credentials, but this can be a misleading view as a house such as Eyewell House, Queen Camel (Somerset; listed Grade II) by Sir Guy Dawber of 1924-5 demonstrates; as a major trend in domestic architecture of the period after 1890, first Domestic Revival houses with neo-Georgian interior touches and then houses in a full-blown neo-Georgian style should be considered very carefully for listing.

1.18 Neo-Tudor

If neo-Georgian came to be used in more formal circumstances, the neo-Tudor had a greater influence on speculative building. Individual houses across England with gables, bay windows and so-called half-timbering are extremely common derivatives of the earlier movements. These appeared first as larger suburban houses and then increasingly during the interwar years as smaller houses such as Sparsholt Manor, Hampshire, by Triggs and Unsworth (1922-3), or St Martha's Priory, Guildford, of 1932 by A C Burlingham (both listed Grade II) and semi-detached houses and flats such as those designed by Ernest Trobridge in and around Kingsbury, (London Borough of Brent; variously listed Grade II). While relatively uniform, the best examples, such as those designed by Blunden Shadbolt, Sydney Castle and Ernest Trobridge, have considerable verve and are already represented in the lists by examples such as Sheengate, Richmond (London Borough of Richmond) of 1924-5 by Castle. Many of the speculative-built suburban developments of the 1920s and 1930s adopted the planning and architecture of the Garden City Movement and its offshoot, the garden suburb, but sometimes skimped on the quality of materials, spacious garden plots and tree-lined streets: these are unlikely to warrant listing. However, more characterful or out-of-the-ordinary developments may be worthy of recognition as conservation areas: examples include Homestead Park, Dollis Hill (London Borough of Brent) designed in 1926 by William E Sanders, and the Severne Estate, Hall Green, Birmingham, built in 1933 by H Dare and Sons.



Figure 13
Churchill Court, Sevenoaks, Kent, was built in 1900 but only twenty years later was completely remodelled into this neo-Tudor house by Imrie and Angell. The servants' staircase is all that remains internally of the original house. Listed Grade II.

2 Specific Considerations

2.1 Date

- Pre-1700 Recognisable survivors, even when substantially altered, whether individual houses or a group, are likely to be listable.

- 1700 to about 1850 Houses surviving without substantial alteration will probably warrant listing, although some discretion may be necessary for later, more standard designs. The most complete and elaborate houses may be listable in a high grade if they can demonstrate intrinsic merit such as good-quality composition, detailing and a distinctive plan form.

- about 1850 to 1939 Because of the increase in the number of houses and estates built and which survive, a greater degree of selection will apply, with the threshold for listing becoming higher as they approach the present day.

As well as the date-specific considerations above the following over-arching considerations also need to be considered:

2.2 Selectivity

Country houses, villas, and suburban houses survive in such large numbers that they will need to be carefully assessed for listing against the normal selection criteria: age and rarity, degree of survival, quality of design, materials, craftsmanship, and historic associations. In terms of large-scale country houses, the majority have already been listed, though areas covered by earlier and less complete lists of the 1970s may contain post-1850 country houses that are unlisted and which may deserveconsideration. Such areas may also contain houses which are under-graded, and/or with outbuildings insufficiently identified in list descriptions; many houses were listed without the benefit of internal inspection which may reveal further claims to special interest. Sheer expense never vouchsafed architectural interest or design quality, but such houses could be innovative in terms of style, planning, technology or have other historic interest. As set out in government guidance, there is a rising threshold for listing: the more modern the building, the stronger the claims to special interest must be.

2.3 Aesthetic judgment

Most houses which pre-date 1850 that are unaltered and of interest will be listable. Because much housing from the middle years of the nineteenth century became more standardised and because there is so much of it, critical faculties can sometimes be numbed: but this is just where greater judgment is required. It is thus important to give the assessment of individual buildings particular care and attention. Quality of elevational design, interest of planning, quality and survival of decorative elements, innovation rather than imitation: these considerations will be important. Some excellent designs, especially in the decades to either side of 1900, are subtle and undemonstrative and easily overlooked; equally, some types of design sought mannered

or otherwise distinctive design solutions; what might initially appear as infelicities should not automatically be dismissed as poor design: efforts should be made to understand the client's and designer's intentions. Expense is no indication of architectural quality. Similarly the notion that in the modern period only Modernist progressive styles were favoured should be tempered by the range and quality of traditional and historicist styles. While celebrated architects were sometimes involved, elsewhere it is the work of local architects, and their interpretation of nationally important styles and modes of building, that is often of great interest. Degree of survival will not in itself be sufficient. However, the intact survival of noteworthy decorative features, both inside and out, can sometimes justify listing or sway the balance in otherwise marginal examples.

2.4 Technology

Particularly important in the case of houses belonging to industrialists and improvers, Victorian and Edwardian houses often adopted the latest technology. Electric generators appeared in the latter years of the nineteenth century; cars replaced carriages or were at least used alongside them; telephones were installed; and laundries, kitchens, bathrooms and other rooms were modernised. Intact and early examples of interesting technological improvements may add to a building's special interest.

2.5 Alteration

Many houses undergo change, and this need not rule out listability: indeed, it can sometimes add to the special interest. Cases will need to be assessed on an individual, case by case, basis. The most important determinant is whether changes have been positive and contributory, or negative and harmful. Alteration to secondary areas can more easily be overlooked than the loss of major features.

2.6 Subsidiary features

Urban houses of the more polite or high-status type, especially but not exclusively terraced houses, were often enclosed at the front by railings on a low wall enclosing a basement well or 'area', whilst in some parts of the country there was a strong tradition of building to the back of the pavement. Features that can contribute to special interest include original walls; stone steps; storage vaults beneath the pavement; and ironwork including railings, gates, overthrows, lamp holders and boot scrapers.

2.7 Boundary walls

The definition of property boundaries by walls, hedges, railings (for which see Street Furniture) and fences is associated with structures of most kinds. Walls should be treated as a subsidiary listed feature only where they share the same postal address as the principal listed building; if they do not (for example, where a property has been subdivided) they should be listed separately. In planning law, where walls are attached to, or fall within the curtilage of a listed building, they have statutory protection regardless of their merit. The decision as to whether a building or structure is within the curtilage of a listed building rests with the local authority.

To be listed in their own right, or as a subsidiary feature, they should have intrinsic claims to special interest. The more recent the wall, the higher the expectation will be that the wall in question will possess design or construction interest; this particularly applies from 1850 onwards. Quality of brickwork, degree of survival, the inclusion of notable features (such as gates and gate piers of note, or adjoining mounting blocks) will all be relevant considerations. So will rarity: for instance, a curving crinkle-crankle wall. The use of local materials can sometimes give a wall special interest, or add to it. A wall may be deemed to have group value by virtue of its close association with a listed building or a scheduled monument.

2.8 Integrated assessments

Particularly at larger country house it is essential to assess house, stables, garden and other ancillary buildings together to ensure that a full appraisal is made of the ensemble and provide clarity as to where special interest resides. Some plainer outbuildings and structures may have an important relationship with the principal house and should be identified as possessing group value. Designed landscapes may warrant designation in their own right, and more outlying garden buildings may also be listable (see the selection guide Garden and Park Structures).

2.9 Regional variation

The design stamp of a local builder or architect, and of peculiarly local vernacular forms or materials, should be represented on the List. Local distinctiveness can contribute a great deal to the character and interest of a house.

2.10 Planned settlements and estates

Like town housing, suburban (and occasionally rural) developments can possess special interest because of their planning: their layout, their relationship with open spaces and roads, the overall architectural character and its relationship to the site they occupy. Some of the most interesting examples of suburban housing may be found in planned or partly planned developments of which the spa towns of Cheltenham and Leamington, and model villages such as Blaise Hamlet on the edge of Bristol and Milton Abbas in Dorset, are justly celebrated. However, less obviously planned developments can be found in such places as Bickley and Chislehurst in Kent, at Four Oaks in Sutton Coldfield in the West Midlands, at Edgbaston in Birmingham, and later model developments such as Bedford Park, Letchworth (Hertfordshire), and New Earswick outside York.. While many houses within these developments will be of special interest in their own right, it is important to assess them in context: listing should be inclusive where the quality of the whole is high and forms of area designation (above all conservation areas) may also be appropriate. Similarly, houses on country estates often possess particular interest as a result of landlords seeking to improve the accommodation of tenantry, as encountered at Southill (Bedfordshire) on the former Whitbread estate.

2.11 Under-representation on the list

Many lists of the 1970s and 1980s are likely to omit suburban houses, particularly those post-dating 1870, and some which have special interest will still await discovery, even from earlier periods. Greater appreciation of the quality of twentieth-century suburban housing, for example, warrants a fresh assessment of such buildings.

2.12 Development pressures

Larger suburban houses in particular have recently been subject to enormous pressures including both conversion (into flats or offices), and that of new development in the gardens or grounds, sometimes calling for the demolition of the original house in pursuit of higher density development. The latter is particularly significant because, where they remain substantially intact, suburban houses not only show great architectural ingenuity and invention in style, materials, and plan form, they were often carefully designed in relation to their garden, street layout and neighbouring plots. Setting may be an important factor in assessing their special interest. There is undeniable pressure on the larger detached house, set in its own grounds: while designation must always be dispassionate, even in the face of proposed demolition, identifying those examples which possess special interest is all the more important. Area assessment can assist in identifying significant buildings, and local designation may be a valid response where national designation is not warranted.

2.13 Grading

Listing in the higher grades may be appropriate when architectural interest of a particularly high order is present. Early and influential examples of developments in domestic architecture may qualify, as may component parts of particularly significant ensembles and exceptionally intact examples of clear note. Outstanding decorative elements may sometimes warrant consideration for a higher grade too: the survival of interesting interiors or early wall paintings, for instance, may be relevant in this regard. Historic associations (see below) may occasionally have an impact too.

2.14 Historic associations

Well-documented historic associations of national importance may increase the case for listing but normally a building should be of some architectural merit in itself or it should be preserved in a form that directly illustrates and confirms its historic associations. In designating the residences of famous persons, a view needs to be reached which balances their historical significance with the interest of the house: degree of survival, and the legibility of the connection between occupant and house, will mainly determine List-worthiness and grading. Sometimes architectural modesty can reveal considerable historical interest (for instance, as in the case of the Chartist settlements of the 1840s). Cases must be judged on individual merits.

2.15 Extent of listing

Amendment to the Planning (Listed Buildings and Conservation Areas) Act 1990 provides two potential ways to be more precise about what is listed.

The empowerments, found in section 1 (5A) (a) and (b) of the 1990 Act, allow the List entry to say definitively whether attached or curtilage structures are protected; and/or to exclude from the listing specified objects fixed to the building, features or parts of the structure. These changes do not apply retrospectively, but New listings and substantial amendments from 2013 will provide this clarification when appropriate.

Clarification on the extent of listing for older lists may be obtained through the Local Planning Authority or through the Historic England's Enhanced Advisory Service, see www.HistoricEngland.org.uk/EAS.

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Historic England

The Setting of Heritage Assets

Historic Environment Good Practice Advice in Planning Note 3 (Second Edition)



Summary

This document sets out guidance, against the background of the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guide (PPG), on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.

It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting. The suggested staged approach to taking decisions on setting can also be used to assess the contribution of views to the significance of heritage assets. The guidance has been written for local planning authorities and those proposing change to heritage assets.

It replaces The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 – 1st edition, 2015 and Seeing the History in the View: A Method for assessing Heritage Significance within Views (English Heritage, 2011).

It is one of three related Good Practice Advice (GPA) Notes, along with *GPA1 The Historic Environment in Local Plans* and *GPA2 Managing Significance in Decision-Taking in the Historic Environment*.

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Front cover: York Water Gate, Victoria Embankment Gardens, City Of Westminster, Greater London.
Built for the Duke of Buckingham in 1626 to provide access to the Thames. View from south east.

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Introduction

1 The purpose of this Historic England Good Practice Advice note is to provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance in the national Planning Practice Guide (PPG). It should be read in conjunction with Good Practice Advice notes 1 (The Historic Environment in Local Plans) and 2 (Managing Significance in Decision-Taking in the Historic Environment). This good practice advice acknowledges the primacy of the NPPF and PPG, supporting the implementation of national policy, but does not constitute a statement of Government policy itself, nor does it seek to prescribe a single methodology or particular data sources. Alternative approaches may be equally acceptable, provided they are demonstrably compliant with legislation, national policies and objectives. This guidance, *Good Practice Advice 3 – The Setting of Heritage Assets* (2nd edition, 2017) supersedes *Good Practice Advice 3 – The Setting of Heritage Assets* (1st edition, 2015) and *Seeing the History in the View: A Method for assessing Heritage Significance within Views* (English Heritage, 2011).

2 The advice in this document, in accordance with the NPPF, emphasises that the information required in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve or invest need to be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets. At the same time those taking decisions need enough information to understand the issues.

3 This note gives assistance concerning the assessment of the setting of heritage assets, given:

- the statutory obligation on decision-makers to have special regard to the desirability of preserving listed buildings and their settings, and
- the policy objectives in the NPPF and the PPG establishing the twin roles of setting (see boxes below): it can contribute to the significance of a heritage asset, and it can allow that significance to be appreciated. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the heritage asset's conservation, including sustaining significance (NPPF, paragraph 132).

4 This note therefore starts by giving general advice on understanding setting and how it may contribute to the significance of heritage assets, before adding advice on how views play a part in setting; it ends by suggesting a staged approach to taking decisions on the level of the contribution which setting and related views make to the significance of heritage assets (Part 2, paragraphs 17–42).

5 Consideration of the contribution of setting to the significance of heritage assets, and how it can enable that significance to be appreciated, will almost always include the consideration of views. The staged approach to taking decisions on setting given here can also be used to assess the contribution of a view, or views, to the significance of heritage assets and the ability to appreciate that significance.

6 Views, however, can of course be valued for reasons other than their contribution to heritage significance. They may, for example, be related to the appreciation of the wider landscape, where there may be little or no association with heritage assets. Landscape character and visual amenity are also related planning considerations. The assessment and management of views in

the planning process may therefore be partly or wholly separate from any consideration of the significance of heritage assets. This advice therefore directs readers elsewhere for approaches to landscape and visual impact assessment and amenity valuation (paragraphs 15 and 16).

Part 1: Settings and Views

NPPF Glossary: Setting of a heritage asset

The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral (NPPF, Annex 2: Glossary).

PPG: What is the setting of a heritage asset and how should it be taken into account?

The "setting of a heritage asset" is defined in the Glossary of the National Planning Policy Framework.

A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its on-going conservation (PPG, paragraph: 013, reference ID: 18a-013-20140306).

Difference between setting and curtilage, character, context and landscape

7 Setting is separate from the concepts of curtilage, character and context:

- Curtilage is a legal term describing an area around a building and, for listed structures, the extent of curtilage is defined by consideration of ownership, both past and present, functional association and layout. The setting of a heritage asset will include, but generally be more extensive than, its curtilage (if it has one) (see Identification and Designation of Heritage Assets: Listed Buildings in the Historic England *Heritage Protection Guide*).

- The historic character of a place is the group of qualities derived from its past uses that make it distinctive. This may include: its associations with people, now and through time; its visual aspects; and the features, materials, and spaces associated with its history, including its original configuration and subsequent losses and changes. Character is a broad concept, often used in relation to entire historic areas and landscapes, to which heritage assets and their settings may contribute.

- The context of a heritage asset is a non-statutory term used to describe any relationship between it and other heritage assets, which is relevant to its significance, including cultural, intellectual, spatial or functional. Contextual relationships apply irrespective of distance, sometimes extending well beyond what might be considered an asset's setting, and can include the relationship of one heritage asset to another of the same period or function, or with the same designer or architect. A range of additional meanings is available for the term 'context', for example in relation to archaeological context and to the context of new developments, as well as customary usages. Setting may include associative relationships that are sometimes referred to as 'contextual'.

- To avoid uncertainty in discussion of setting, a landscape is 'an area, as perceived by people, the character of which is the result of the action and interaction of natural and/or human factors' (Glossary, *Guidelines for Landscape and Visual Impact Assessment*, 3rd edition, published by the Landscape Institute and the Institute of Environmental Management and Assessment, p 157, based on the definition in the European Landscape Convention, European Treaty Series – No. 176, Florence, 20.x.2000, p 2).

The extent of setting

8 The NPPF makes it clear that the extent of the setting of a heritage asset 'is not fixed and may change as the asset and its surroundings evolve' (NPPF, Annex 2: Glossary). All of the following matters may affect considerations of the extent of setting:

- While setting can be mapped in the context of an individual application or proposal, it cannot be definitively and permanently described for all time as a spatially bounded area or as lying within a set distance of a heritage asset. This is because the surroundings of a heritage asset will change over time, and because new information on heritage assets may alter what might previously have been understood to comprise their setting and the values placed on that setting and therefore the significance of the heritage asset.

- Extensive heritage assets, such as historic parks and gardens, landscapes and townscapes, can include many heritage assets, historic associations between them and their nested and overlapping settings, as well as having a setting of their own. A conservation area is likely to include the settings of listed buildings and have its own setting, as will the hamlet, village or urban area in which it is situated (explicitly recognised in green belt designations).

The Courts have held that it is legitimate in appropriate circumstances to include within a conservation area the setting of buildings that form the heart of that area (R v Canterbury City Council ex parte David Halford, February 1992; CO/2794/1991). And NPPF paragraph 80, for example, makes it clear that historic towns are regarded as having a setting.

- Consideration of setting in urban areas, given the potential numbers and proximity of heritage assets, often overlaps with considerations both of townscape/urban design and of the character and appearance of conservation areas. Conflict between impacts on setting and other aspects of a proposal can be avoided or mitigated by working collaboratively and openly with interested parties at an early stage.

Setting and the significance of heritage assets

9 Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated (see below Designed settings). Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance. The following paragraphs examine some more general considerations relating to setting and significance.

The setting of World Heritage Sites may be protected as 'buffer zones' – see PPG, paragraph: 033 Reference ID: 2a-033-20140306.

- Change over time
  Settings of heritage assets change over time. Understanding this history of change will help to determine how further development within the asset's setting is likely to affect the contribution made by setting to the significance of the heritage asset. Settings of heritage assets which closely resemble the setting at the time the asset was constructed or formed are likely to contribute particularly strongly to significance but settings which have changed may also themselves enhance significance, for instance where townscape character has been shaped by cycles of change over the long term. Settings may also have suffered negative impact from inappropriate past developments and may be enhanced by the removal of the inappropriate structure(s).

- Cumulative change
  Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, to accord with NPPF policies consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset. Negative change could include severing the last link between an asset and its original setting; positive change could include the restoration of a building's original designed landscape or the removal of structures impairing key views of it (see also paragraph 40 for screening of intrusive developments).

- Access and setting
  Because the contribution of setting to significance does not depend on public rights or ability to access it, significance is not dependent on numbers of people visiting it; this would downplay such qualitative issues as the importance of quiet and tranquillity as an attribute of setting, constraints on access such as remoteness or challenging terrain, and the importance of the setting to a local community who may be few in number. The potential for

appreciation of the asset's significance may increase once it is interpreted or mediated in some way, or if access to currently inaccessible land becomes possible.

- **Buried assets and setting**

  Heritage assets that comprise only buried remains may not be readily appreciated by a casual observer. They nonetheless retain a presence in the landscape and, like other heritage assets, may have a setting. These points apply equally, in some rare cases, to designated heritage assets such as scheduled monuments or Protected Wreck Sites that are periodically, partly or wholly submerged, eg in the intertidal zone on the foreshore.

  - The location and setting of historic battles, otherwise with no visible traces, may include important strategic views, routes by which opposing forces approached each other and a topography and landscape features that played a part in the outcome.

  - Buried archaeological remains may also be appreciated in historic street or boundary patterns, in relation to their surrounding topography or other heritage assets or through the long-term continuity in the use of the land that surrounds them. While the form of survival of an asset may influence the degree to which its setting contributes to significance and the weight placed on it, it does not necessarily follow that the contribution is nullified if the asset is obscured or not readily visible.

- **Designed settings**

  Many heritage assets have settings that have been designed to enhance their presence and visual interest or to create experiences of drama or surprise. In these special circumstances, these designed settings may be regarded as heritage assets in their own right, for instance the designed landscape around a country house. Furthermore they may, themselves, have a wider setting: a park may form the immediate surroundings of a great house, while having its own setting that includes lines-of-sight to more distant heritage assets or natural features beyond the park boundary. Given that the designated area is often restricted to the 'core' elements, such as a formal park, it is important that the extended and remote elements of the design are included in the evaluation of the setting of a designed landscape. Reference is sometimes made to the 'immediate', 'wider' and 'extended' setting of heritage assets, but the terms should not be regarded as having any particular formal meaning. While many day-to-day cases will be concerned with development in the vicinity of an asset, development further afield may also affect significance, particularly where it is large-scale, prominent or intrusive. The setting of a historic park or garden, for instance, may include land beyond its boundary which adds to its significance but which need not be confined to land visible from the site, nor necessarily the same as the site's visual boundary. It can include:

  - land which is not part of the park or garden but which is associated with it by being adjacent and visible from it

  - land which is not part of the site but which is adjacent and associated with it because it makes an important contribution to the historic character of the site in some other way than by being visible from it, and

  - land which is a detached part of the site and makes an important contribution to its historic character either by being visible from it or in some other way, perhaps by historical association

- **Setting and urban design**

  As mentioned above (paragraph 8, The extent of setting), the numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban

design considerations. These include the degree of conscious design or fortuitous beauty and the consequent visual harmony or congruity of development, and often relates to townscape attributes such as enclosure, definition of streets and spaces and spatial qualities as well as lighting, trees, and verges, or the treatments of boundaries or street surfaces.

See *Managing Significance in Decision–Taking in the Historic Environment: Historic Environment Good Practice Advice in Planning 2* (2015) and *Conservation Area Designation, Appraisal and Management: Historic England Advice Note 1* (2016).

- Setting and economic viability

Sustainable development under the NPPF can have important positive impacts on heritage assets and their settings, for example by bringing an abandoned building back into use or giving a heritage asset further life. However, the economic viability of a heritage asset can be reduced if the contribution made by its setting is diminished by badly designed or insensitively located development. For instance, a new road scheme affecting the setting of a heritage asset, while in some cases increasing the public's ability or inclination to visit and/or use it, thereby boosting its economic viability and enhancing the options for the marketing or adaptive re-use of a building, may in other cases have the opposite effect.

Views and setting

10 The contribution of setting to the significance of a heritage asset is often expressed by reference to views, a purely visual impression of an asset or place which can be static or dynamic, long, short or of lateral spread, and include a variety of views of, from, across, or including that asset.

11 Views which contribute more to understanding the significance of a heritage asset include:

- those where the composition within the view was a fundamental aspect of the design or function of the heritage asset
- those where town- or village-scape reveals views with unplanned or unintended beauty
- those with historical associations, including viewing points and the topography of battlefields
- those with cultural associations, including landscapes known historically for their picturesque and landscape beauty, those which became subjects for paintings of the English landscape tradition, and those views which have otherwise become historically cherished and protected
- those where relationships between the asset and other heritage assets or natural features or phenomena such as solar or lunar events are particularly relevant

12 Assets, whether contemporaneous or otherwise, which were intended to be seen from one another for aesthetic, functional, ceremonial or religious reasons include:

- military and defensive sites
- telegraphs or beacons
- prehistoric funerary and ceremonial sites
- historic parks and gardens with deliberate links to other designed landscapes and remote 'eye-catching' features or 'borrowed' landmarks beyond the park boundary

13 Views may be identified and protected by local planning policies and guidance for the part they play in shaping our appreciation and understanding of England's historic environment, whether in rural or urban areas and whether designed to be seen as a unity or

as the cumulative result of a long process of development. This does not mean that additional views or other elements or attributes of setting do not merit consideration. Such views include:

- views identified as part of the plan-making process, such as those identified in the *London View Management Framework* (LVMF, Mayor of London 2010) and *Oxford City Council's View Cones* (2005) and *Assessment of the Oxford View Cones* (2015 Report)
- views identified in character area appraisals or in management plans, for example of World Heritage Sites
- important designed views from, to and within historic parks and gardens that have been identified as part of the evidence base for development plans, and
- views that are identified by local planning authorities when assessing development proposals

Where complex issues involving views come into play in the assessment of such views – whether for the purposes of providing a baseline for plan-making or for development management – a formal views analysis may be merited.

Landscape Assessment and Amenity

14 Analysis of setting is different from landscape assessment. While landscapes include everything within them, the entirety of very extensive settings may not contribute equally to the significance of a heritage asset, if at all. Careful analysis is therefore required to assess whether one heritage asset at a considerable distance from another, though intervisible with it – a church spire, for instance – is a major component of the setting, rather than just an incidental element within the wider landscape.

15 Assessment and management of both setting and views are related to consideration of the wider landscape, which is outside the scope of this advice note. Additional advice on views is available in *Guidelines for Landscape and Visual Impact Assessment*, 3rd edition, published by the Landscape Institute and the Institute of Environmental Management and Assessment (in partnership with Historic England).

> Being tall structures, church towers and spires are often widely visible across land- and townscapes but, where development does not impact on the significance of heritage assets visible in a wider setting or where not allowing significance to be appreciated, they are unlikely to be affected by small-scale development, unless that development competes with them, as tower blocks and wind turbines may. Even then, such an impact is more likely to be on the landscape values of the tower or spire rather than the heritage values, unless the development impacts on its significance, for instance by impacting on a designed or associative view.

16 Similarly, setting is different from general amenity. Views out from heritage assets that neither contribute to significance nor allow appreciation of significance are a matter of amenity rather than of setting.

Part 2: Setting and Views – A Staged Approach to Proportionate Decision-Taking

17 All heritage assets have significance, some of which have particular significance and are designated. The contribution made by their setting to their significance also varies. Although many settings may be enhanced by development, not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset or the ability to appreciate it. This capacity may vary between designated assets of the same grade or of the same type or according to the nature of the change. It can also depend on the location of the asset: an elevated or overlooked location; a riverbank, coastal or island location; or a location within an extensive tract of flat land may increase the sensitivity of the setting (ie the capacity of

the setting to accommodate change without harm to the heritage asset's significance) or of views of the asset. This requires the implications of development affecting the setting of heritage assets to be considered on a case-by-case basis.

18 Conserving or enhancing heritage assets by taking their settings into account need not prevent change; indeed change may be positive, for instance where the setting has been compromised by poor development. Many places coincide with the setting of a heritage asset and are subject to some degree of change over time. NPPF policies, together with the guidance on their implementation in the Planning Policy Guidance (PPG), provide the framework for the consideration of change affecting the setting of undesignated and designated heritage assets as part of the decision-taking process (NPPF, paragraphs 131-135 and 137).

19 Amongst the Government's planning policies for the historic environment is that conservation decisions are based on a proportionate assessment of the particular significance of any heritage asset that may be affected by a proposal, including by development affecting the setting of a heritage asset. Historic England recommends the following broad approach to assessment, undertaken as a series of steps that apply proportionately to the complexity of the case, from straightforward to complex:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on that significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Each of these steps is considered in more detail below.

For further information on Strategic Environmental Assessment and Environmental Impact Assessment, see *Sustainability Appraisal and Strategic Environmental Assessment: Historic England Advice Note 8* (2016).

Development proposals involving the setting of single and less significant assets and straightforward effects on setting may best be handled through a simple check-list approach and can usefully take the form of a short narrative statement for each assessment stage, supported by adequate plans and drawings, etc.

Cases involving more significant assets, multiple assets, or changes considered likely to have a major effect on significance will require a more detailed approach to analysis, often taking place within the framework of Environmental Impact Assessment procedures. Each of the stages may involve detailed assessment techniques and complex forms of analysis such as viewshed analyses, sensitivity matrices and scoring systems. Whilst these may assist analysis to some degree, as setting and views are matters of qualitative and expert judgement, they cannot provide a systematic answer. Historic England recommends that, when submitted as part of a Design and Access Statement, Environmental Statement or evidence to a public Inquiry, technical analyses of this type should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them.

Step 1: Identify which heritage assets and their settings are affected

20 The setting of a heritage asset is 'the surroundings in which a heritage asset is experienced' (NPPF, Annex 2: Glossary). Where that experience is capable of being affected by a proposed development (in any way) then the proposed development can be said to affect the setting of that asset. The starting point of the analysis is to identify those heritage assets likely to be affected by the development proposal.

21 It is important that, at the pre-application or scoping stage, the local authority, having due regard to the need for proportionality:

- indicates whether it considers a proposed development has the potential to affect the setting of (a) particular heritage asset(s), or
- specifies an 'area of search' around the proposed development within which it is reasonable to consider setting effects, or
- advises the applicant to consider approaches such as a 'Zone of Visual Influence' or 'Zone of Theoretical Visibility' in relation to the proposed development in order to better identify heritage assets and settings that may be affected

A 'Zone of Visual Influence' defines the areas from which a development may potentially be totally or partially visible by reference to surrounding topography. However, such analysis does not take into account any landscape artefacts such as trees, woodland, or buildings, and for this reason a 'Zone of Theoretical Visibility' which includes these factors is to be preferred.

22 For developments that are not likely to be prominent or intrusive, the assessment of effects on setting may often be limited to the immediate surroundings, while taking account of the possibility that setting may change as a result of the removal of impermanent landscape or townscape features, such as hoardings or planting.

23 The area of assessment for a large or prominent development, such as a tall building in an urban environment or a wind turbine in the countryside or offshore, can often extend for a distance of several kilometres. In these circumstances, while a proposed development may affect the setting of numerous heritage assets, it may not impact on them all equally, as some will be more sensitive to change affecting their setting than others. Local planning authorities are encouraged to work with applicants in order to minimise the need for detailed analysis of very large numbers of heritage assets. They may give advice at the pre-application stage (or the scoping stage of an Environmental Statement) on those heritage assets, or categories of heritage asset, that they consider most sensitive as well as on the level of analysis they consider proportionate for different assets or types of asset.

24 Where spatially extensive assessments relating to large numbers of heritage assets are required, Historic England recommends that local planning authorities give consideration to the practicalities and reasonableness of requiring assessors to access privately owned land. In these circumstances, they should also address the extent to which assessors can reasonably be expected to gather and represent community interests and opinions on changes affecting settings.

25 Where the development proposal affects views which may be particularly helpful in allowing the significance of an asset to be appreciated and which are therefore part of the setting, it is often necessary to identify viewing points for assessment. An explanation why a particular viewing point has been selected will be needed. Sometimes a heritage asset is best appreciated while moving (for example, in a designed landscape, where its three-dimensional

formal qualities are an essential part of its significance). These, such as the changing views of the Tyne bridges viewed from the banks of the River Tyne or of the Tower of London from the south bank of the River Thames in London, are often termed 'kinetic' views.

Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

26 The second stage of any analysis is to assess whether the setting of an affected heritage asset makes a contribution to its significance and the extent and/or nature of that contribution; both setting, and views which form part of the way a setting is experienced, may be assessed additionally for the degree to which they allow significance to be appreciated. We recommend that this assessment should first address the key attributes of the heritage asset itself and then consider:

- the physical surroundings of the asset, including its relationship with other heritage assets
- the asset's intangible associations with its surroundings, and patterns of use
- the contribution made by noises, smells, etc to significance, and
- the way views allow the significance of the asset to be appreciated

27 The box below provides a (non-exhaustive) checklist of the potential attributes of a setting that it may be appropriate to consider in order to define its contribution to the asset's heritage values and significance. Only a limited selection of the attributes listed will be of particular relevance to an asset. A sound assessment process will identify these at an early stage, focus on them, and be as clear as possible what emphasis attaches to them. In doing so, it will generally be useful to consider, insofar as is possible, the way these attributes have contributed to the significance of the asset in the past (particularly when it was first built, constructed or laid out), the implications of change over time, and their contribution in the present.

A handy way of visualising the contribution of setting to the significance of heritage assets may be diagrammatically to map past and present relationships between a heritage asset and its surroundings, weighting the mapped connections to demonstrate the relative contribution of the relationship to the significance of the asset or the ability to appreciate the significance. By setting out the relationships and considering the level of their contribution to significance, it is possible to gauge impact more transparently and more consistently.

Change can also have the effect of strengthening relationships, for example by removing visual impediments such that significance is better revealed; mapping thereby provides one mechanism for identifying opportunities for enhancement.

28 The local authority Historic Environment Record is an important source of information to support this assessment and, in most cases, will be able to provide information on the wider landscape context of the heritage asset as well as on the asset itself. Landscape Character Assessments, Historic Landscape Character Assessments, Conservation Area Appraisals, the Register of Parks and Gardens and the Parks & Gardens UK database are also important sources in this regard.

29 This assessment of the contribution to significance made by setting will provide the baseline for establishing the effects of a proposed development on significance, as set out in 'Step 3' below. It will, therefore, be focused on the need to support decision-taking in respect of the proposed development. A similar approach to

assessment may also inform the production of a strategic, management or conservation plan in advance of any specific development proposal, although the assessment of significance required for studies of this type will address the setting of the heritage asset 'in the round', rather than focusing on a particular development site.

30 An assessment of the contribution to significance of a view does not depend alone on the significance of the heritage assets in the view but on the way the view allows that significance to be appreciated. The view may be part of a landscape, townscape or other design intended to allow a particular attribute of the asset to be enjoyed, such as its reflection in a body of water. Heritage assets (sometimes of different periods) may have been deliberately linked by the creation of views which were designed to have a particular effect, adding meanings through visual cross-references. Composite or fortuitous views which are the cumulative result of a long history of development, particularly in towns and cities, may become cherished and may be celebrated in artistic representations. The ability to experience

Assessment Step 2 Checklist

The starting point for this stage of the assessment is to consider the significance of the heritage asset itself and then establish the contribution made by its setting. The following is a (non-exhaustive) check-list of potential attributes of a setting that may help to elucidate its contribution to significance. It may be the case that only a limited selection of the attributes listed is likely to be particularly important in terms of any single asset.

The asset's physical surroundings

- Topography
- Aspect
- Other heritage assets (including buildings, structures, landscapes, areas or archaeological remains)
- Definition, scale and 'grain' of surrounding streetscape, landscape and spaces
- Formal design eg hierarchy, layout
- Orientation and aspect
- Historic materials and surfaces
- Green space, trees and vegetation
- Openness, enclosure and boundaries
- Functional relationships and communications
- History and degree of change over time

Experience of the asset

- Surrounding landscape or townscape character
- Views from, towards, through, across and including the asset
- Intentional intervisibility with other historic and natural features
- Visual dominance, prominence or role as focal point
- Noise, vibration and other nuisances
- Tranquillity, remoteness, 'wildness'
- Busyness, bustle, movement and activity
- Scents and smells
- Diurnal changes
- Sense of enclosure, seclusion, intimacy or privacy
- Land use
- Accessibility, permeability and patterns of movement
- Degree of interpretation or promotion to the public
- Rarity of comparable survivals of setting
- Cultural associations
- Celebrated artistic representations
- Traditions

these same views today can illuminate the design principles and taste of our predecessors.

31 The impact of seasonal and day/night changes on a view or views needs to be considered, including other changes that may mean that a view at a particular point in time may not be representative of the experience over longer periods. Does summer foliage hide an asset that is visible in winter? Does artificial external lighting at night emphasise some aspects of an asset and leave others in the dark.

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it

32 The third stage of any analysis is to identify the effects a development may have on setting(s) and to evaluate the resultant degree of harm or benefit to the significance of the heritage asset(s). In some circumstances, this evaluation may need to extend to cumulative and complex impacts which may have as great an effect on heritage assets as large-scale development and which may not solely be visual.

33 The wide range of circumstances in which setting may be affected and the range of heritage assets that may be involved precludes a single approach for assessing effects. Different approaches will be required for different circumstances. In general, however, the assessment should address the attributes of the proposed development in terms of its:

- location and siting
- form and appearance
- wider effects
- permanence

34 The box (see below) provides a more detailed list of attributes of the development proposal that it may be appropriate to consider during the assessment process. This list is not intended to be exhaustive and not all attributes will apply to a particular development proposal. Depending on the level of detail considered proportionate to the purpose of the assessment, it would normally be appropriate to make a selection from the list, identifying those particular attributes of the development requiring further consideration and considering what emphasis attaches to each. The key attributes chosen for consideration can be used as a simple check-list, supported by a short explanation, as part of a Design and Access Statement, or may provide the basis for a more complex assessment process that might sometimes draw on quantitative approaches to assist analysis.

35 In particular, it would be helpful for local planning authorities to consider at an early stage whether development affecting the setting of a heritage asset can be broadly categorised as having the potential to enhance or harm the significance of the asset through the principle of development alone; through the scale, prominence, proximity or placement of development; or through its detailed design. Determining whether the assessment will focus on spatial, landscape and views analysis, on the application of urban design considerations, or on a combination of these approaches will clarify for the applicant the breadth and balance of professional expertise required for its successful delivery.

36 Cumulative assessment is required under the EU Directive on EIA. Its purpose is to identify impacts that are the result of introducing the development into the view in combination with other existing and proposed developments. The combined impact may not simply be the sum of the impacts of individual developments; it may be more, or less.

Assessment Step 3 Checklist

The following is a (non-exhaustive) check-list of the potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset. It may be that only a limited selection of these is likely to be particularly important in terms of any particular development.

Location and siting of development

- Proximity to asset
- Position in relation to relevant topography and watercourses
- Position in relation to key views to, from and across
- Orientation
- Degree to which location will physically or visually isolate asset

Form and appearance of development

- Prominence, dominance, or conspicuousness
- Competition with or distraction from the asset
- Dimensions, scale and massing
- Proportions
- Visual permeability (extent to which it can be seen through), reflectivity
- Materials (texture, colour, reflectiveness, etc)
- Architectural and landscape style and/or design
- Introduction of movement or activity
- Diurnal or seasonal change

Wider effects of the development

- Change to built surroundings and spaces
- Change to skyline, silhouette
- Noise, odour, vibration, dust, etc
- Lighting effects and 'light spill'
- Change to general character (eg urbanising or industrialising)
- Changes to public access, use or amenity
- Changes to land use, land cover, tree cover
- Changes to communications/accessibility/ permeability, including traffic, road junctions and car-parking, etc
- Changes to ownership arrangements (fragmentation/permitted development/etc)
- Economic viability

Permanence of the development

- Anticipated lifetime/temporariness
- Recurrence
- Reversibility

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

37 Maximum advantage can be secured if any effects on the significance of a heritage asset arising from development likely to affect its setting are considered from the project's inception. Early assessment of setting may provide a basis for agreeing the scope and form of development, reducing the potential for disagreement and challenge later in the process.

38 Enhancement (see NPPF, paragraph 137) may be achieved by actions including:

- removing or re-modelling an intrusive building or feature
- replacement of a detrimental feature by a new and more harmonious one
- restoring or revealing a lost historic feature or view
- introducing a wholly new feature that adds to the public appreciation of the asset
- introducing new views (including glimpses or better framed views) that add to the public experience of the asset, or
- improving public access to, or interpretation of, the asset including its setting

39 Options for reducing the harm arising from development may include the repositioning of a development or its elements, changes to its design, the creation of effective long-term visual or acoustic screening, or management measures secured by planning conditions or legal agreements. For some developments affecting setting, the design of a development may not be capable of sufficient adjustment to avoid or significantly reduce the harm, for example where impacts are caused by fundamental issues such as the proximity, location, scale, prominence or noisiness of a development. In other cases, good design may reduce or remove the harm, or provide enhancement. Here the design quality may be an important consideration in determining the balance of harm and benefit.

40 Where attributes of a development affecting setting may cause some harm to significance and cannot be adjusted, screening may have a part to play in reducing harm. As screening can only mitigate negative impacts, rather than removing impacts or providing enhancement, it ought never to be regarded as a substitute for well-designed developments within the setting of heritage assets. Screening may have as intrusive an effect on the setting as the development it seeks to mitigate, so where it is necessary, it too merits careful design. This should take account of local landscape character and seasonal and diurnal effects, such as changes to foliage and lighting. The permanence or longevity of screening in relation to the effect on the setting also requires consideration. Ephemeral features, such as hoardings, may be removed or changed during the duration of the development, as may woodland or hedgerows, unless they enjoy statutory protection. Management measures secured by legal agreements may be helpful in securing the long-term effect of screening.

Step 5: Make and document the decision and monitor outcomes

41 It is good practice to document each stage of the decision-making process in a non-technical and proportionate way, accessible to non-specialists. This should set out clearly how the setting of each heritage asset affected contributes to its significance or to the appreciation of its significance, as well as what the anticipated effect of the development will be, including of any mitigation proposals. Despite the wide range of possible variables, normally this analysis should focus on a limited number of key attributes of the asset, its setting and the proposed development, in order to avoid undue complexity. Such assessment work is a potentially valuable resource and should be logged in the local Historic Environment Record.

42 The true effect of a development on setting may be difficult to establish from plans, drawings and visualisations. It may be helpful to review the success of a scheme and to identify any 'lessons learned' once a development affecting setting has been implemented that was intended to enhance, or was considered unlikely to detract from, the significance of a heritage asset. This will be particularly useful where similar developments are anticipated in the future.

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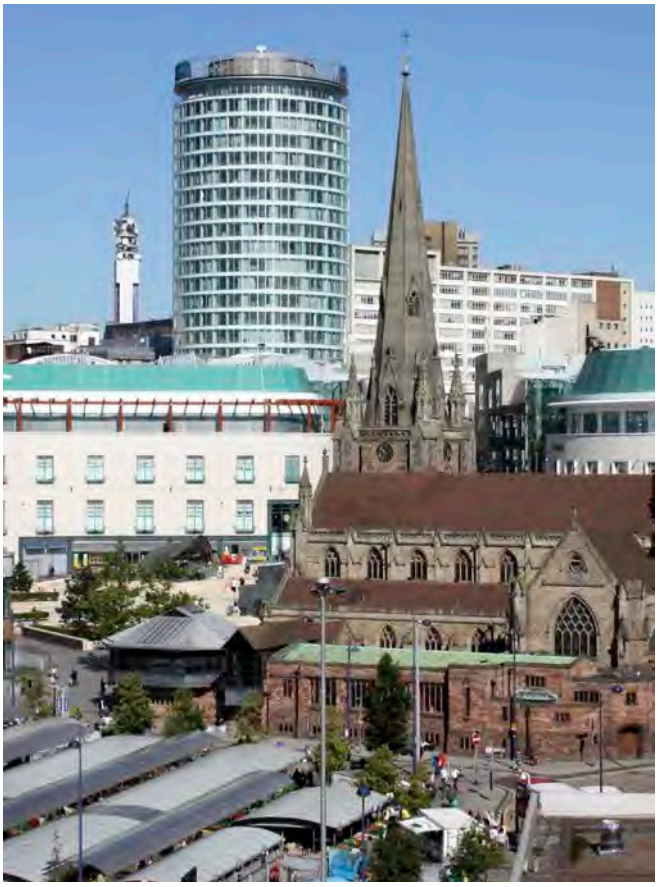
Historic England

Tall Buildings

Historic England Advice Note 4







Summary

This revised Historic England Advice Note (HEAN 4) provides advice on planning for tall buildings within the historic environment.

Its purpose is to support local planning authorities (LPAs), developers, communities and other stakeholders in dealing with tall buildings proposals within the legislative and planning framework relevant to the historic environment. It focuses on:

- Plan-making and the importance of a plan-led approach to tall building development;
- The information needed to support plan-making, and to assess and determine individual development proposals at application stage; and
- How to identify appropriate locations for tall buildings and define design parameters in relation to the historic environment.

Case studies from across England are included to provide insights and experience.

This edition updates Historic England's advice in light of changes to national planning policy and guidance, and recent experience of planning for tall buildings in the historic environment. It also reflects research from 'Assessing the Impact of Tall Buildings on the Historic Environment' report (Node, 2021). This Historic England Advice note supersedes 'Historic England Advice Note 4: Tall Buildings, first edition (2015)'.

This document has been prepared by Sarah K Lewis, informed and supported by a range of colleagues within Historic England.
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Front cover
Left: Beetham Tower and Castlefield Congregational Chapel, Manchester.
Top right: Nottingham city centre viewed from the north east.
Bottom right: St. Martin's and The Rotunda, Birmingham.
All images © Historic England

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1 Introduction

1.1 This Historic England Advice Note provides advice on planning for tall buildings within the historic environment. Alternative approaches may be equally acceptable, provided they are demonstrably compliant with legislation and national policy objectives.



Figure 1: View of Greenwich and Canary Wharf, London.
© Historic England.

1.2 This advice note is intended to support the implementation of relevant legislation, national planning policy and guidance. It aims to:

- Set out a proportionate approach to planning for tall buildings, with practical advice;
- Assist local planning authorities (LPAs), developers, planning consultants and other interested parties; and
- Support the application of Historic England's 'Good Practice Advice Note 3: The Setting of Heritage Assets' on setting and views[1].

It should be read in conjunction with the relevant Historic England Good Practice Advice in Planning and Historic England Advice Notes.

1 Historic England's Good Practice Advice Note 3: The Setting of Heritage Assets (GPA3) provides further details on understanding setting (including views) and how it contributes to the significance of heritage assets; and managing change within the setting of heritage assets.

Principles

1.3 When planning for tall buildings it is important to avoid or minimise impacts upon the significance of heritage assets. There are some principles to consider that will help do this:

- A plan-led approach to tall buildings to determine their location;
- An evidence base which explores alternative options for the location and heights of tall buildings[2];
- Decision making informed by understanding of place, character and historic significance;
- Tall buildings proposals which take account of local context and historic character; and
- Early and effective engagement at plan-making and decision-taking stages including the use of design review panels.

2 See NPPF paragraph 35.

2 Policy and guidance background

2.1 Primary legislation, the 'National Planning Policy Framework' (NPPF), and the government's 'Planning Practice Guidance' (PPG) set the backdrop against which new development is managed in relation to the historic environment. In addition, tall buildings are specifically addressed in the government's 'National Design Guide'(NDG)[3], and 'National Model Design Code' (NMDC)[4] including 'Guidance Notes for Design Codes'[5]. This legislative and policy framework is implemented through the plan-making and the development management processes.

Plan-making

2.2 Development plans and planning decisions need to promote sustainable development. The NPPF (paragraph 8) defines the protection and enhancement of the historic environment as a key aspect of sustainable development's environmental objectives. Therefore, tall building proposals that take account of the historic environment and are designed to avoid or effectively mitigate harm to it, would constitute sustainable development in heritage terms. The NPPF goes on to emphasise the importance of a plan-led approach (paragraph 15) which can be used to direct the location and development parameters of tall building development and help deliver sustainable development.

3 The National Design Guide illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice. See: https://www.gov.uk/government/publications/national-design-guide.

4 The National Model Design Code provides detailed guidance on the production of design codes, guides and policies to promote successful design. See: https://www.gov.uk/government/publications/national-model-design-code.

5 Guidance Notes for Design Codes sets out possible contents for a design code, modelled on the ten characteristics of well-designed places set out in the National Design Guide. See: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/957207/Guidance_notes_for_Design_Codes.pdf.

2.3 Tall building development by its nature can have transformational impacts upon a place. This can be achieved without harm to heritage primarily by focusing on sustainable locations and avoiding or effectively mitigating impact on the significance of heritage assets. The NPPF sets a clear direction on these matters:

- 'Significant adverse impacts' on sustainable development should be avoided and alternative options pursued (NPPF, paragraph 32);
- Heritage assets are 'an irreplaceable resource' (NPPF, paragraph 189);
- 'Great weight' should be given to the conservation of heritage assets, with assets of higher importance given greater weight (NPPF, paragraph 199); and
- When considering the impact of a proposal any conflict between a heritage asset's conservation and any aspect of the proposal should be avoided or minimised (NPPF paragraph 195).

2.4 The development of tall buildings can have positive impacts upon an area, particularly if they are part of a wider regeneration scheme. Equally, there will be sites where the impacts upon the historic environment cannot be overcome or minimised. Such sites may be inherently unsuitable for tall buildings due to the harm they would cause to the significance of heritage assets.

2.5 Setting clear development parameters can mitigate risk of harm to the historic environment as follows:

- **Location:** The NMDC states design codes should make provision for taller buildings by either indicating zones where tall buildings can be considered, or circumstances where exceptions to the height coding may be considered (see Built Form 52 ix and 'Guidance Notes for Design Codes' paragraph 116). 'Guidance Notes for Design Codes' advises that development plan policies on tall buildings take account of 'Tall Building Principles' including heritage assets, local historic character and conservation areas (paragraph 117). In addition, detailed assessment is needed when allocating sites in plans and deciding individual planning applications.
- **Heights:** 'Guidance Notes for Design Codes' sets out guidance to assist in the definition of tall buildings. It refers to characterisation studies and design strategies dealing with urban form, historic character, and local context to inform height parameters (paragraph 117). It is important to clarify that these are parameters that development should be designed within, and not a starting point for buildings heights to exceed. Where variations in height are needed within those parameters, for townscape and topography purposes and to add variety to skylines, policies should specify this.

Development management

2.6 Planning applications need to be supported by enough information so that the impacts of the development upon the historic environment can be properly understood (NPPF paragraphs 43 and 194) and dealt with speedily. Relevant supporting information describes the significance of heritage assets, the impact of proposals on significance, and intended sustainable development outcomes. Applicants can seek pre-application advice to help them understand and agree the sorts of supporting information that might be needed in advance of submitting their application.

2.7 Good design can ensure that tall buildings respond positively to the character of the surrounding area and the historic environment and can be used creatively to achieve sustainable outcomes. The NPPF gives 'significant weight' to design for proposals which promote high levels of sustainability or raise the standard of design more generally in an area 'so long as they fit with the overall form and layout of their surroundings' (NPPF, paragraph 134).

2.8 The importance of good design is reinforced through the NDG which promotes the creation of high-quality buildings and places. It sets out ten characteristics of good design including understanding and responding to context (paragraph 43), and valuing heritage, local history and culture (paragraph 46). It also provides guidance on tall buildings, emphasising the importance of design (paragraph 70), location, siting, context, local character and views (paragraph 71).

3 Tall buildings and their impacts

3.1 In the right locations tall buildings can support major change or regeneration while positively influencing place-shaping and conserving the historic environment. Special qualities such as design or use of new technologies have been recognised, with several tall buildings (including post-war examples such as the BT Communications Tower and Lloyd's building in London, and the Alpha Tower in Birmingham) now listed. In the right place well-designed tall buildings can make a positive contribution.

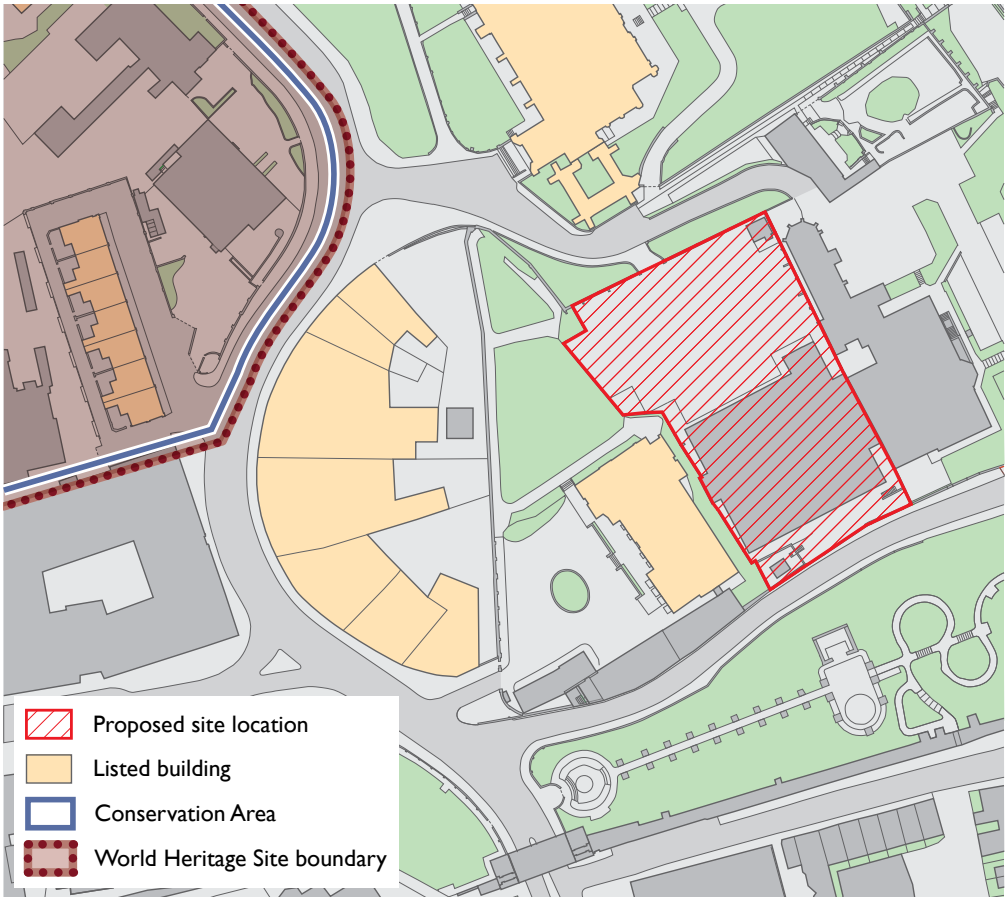


Figure 2: Map showing a potential tall building site in relation to surrounding heritage assets.
© Historic England.

3.2 If a tall building is not in the right place, by virtue of its size and widespread visibility, it can seriously harm the qualities that people value about a place. There will be locations where the existing qualities of place are so distinctive and the level of significance of heritage assets so great that tall buildings will be too harmful, regardless of the perceived quality of the proposal's design and architecture.

Case Study 1: 'York Central Historic Core Conservation Area Appraisal' (2014)

In the city of York, most buildings in the historic core are no more than four storeys high. The historic skyline is dominated by structures representing the Church and the State, in the form of the towers and spires of the parish churches and Minster, and the outline of the Castle. The city's views in and out are fundamental to its special character.

There are several isolated 20th century office and hotel buildings, of more than five storeys high, which impact the conservation area as they are out of scale with their surroundings. However, the demolition of the sugar beet factory removed the principal challenger to the Minster's pre-eminent position, safeguarding it as the 'defining and ancient image of the city' (page 100).



Figure 3: The York skyline seen from Clifford's Tower. © Historic England.

In response to new tall buildings, guidance on new development and design in section 5.8 of the 'Conservation Area Appraisal' states 'there should be a presumption against buildings of more than 4 storeys high in the Conservation Area' (page 481), whilst identifying specific exceptions. The appraisal includes guidance relating to building heights and design, taking account of key views, skyline and local character. Policy D1 in the 'Publication Draft Local Plan 2018' reinforces this guidance, directing development to take account of York's special qualities and not challenge the visual dominance of the Minster or city centre roofscape.

3.3 The following factors need to be considered to determine the impacts a tall building could have upon the historic environment:

- **Quality of places:** the distinctive qualities and values of a place including historic character and context;
- **Heritage:** understanding the significance of the historic environment and the potential impact on this significance;
- **Visual:** the impact on the streetscape, town or cityscape and wider urban and rural landscapes, and views. This includes the setting of heritage assets;
- **Functional:** the design, embodied carbon and carbon cost, construction and operation;
- **Environmental:** the influence on local micro-climates such as creation of wind tunnels, canyon effect, over-shadowing, glare, and air quality and effect on heritage assets in terms of the impact these micro-climatic changes could have upon their fabric, and how they are experienced; and
- **Cumulative:** the combined impacts on heritage assets from existing, consented and proposed tall buildings.

Defining tall buildings

3.4 Tall buildings vary significantly in their impact depending on their height, mass and location. What might be considered a tall building will vary according to the nature of the local area. A five-storey building in a mainly two-storey neighbourhood could be considered tall, whereas in the centre of a large city it may not. By their nature tall buildings can have wide-ranging impacts on the historic environment.



Figure 4: Example of an isolated tall building surrounded by low-rise buildings.
© Historic England.

3.5 Definitions of tall buildings can vary, but in general they should be informed by local character. Other methods of definition may be appropriate depending on local circumstances. For instance, the 'Guidance Notes for Design Codes' defines a tall building as a structure that exceeds the general height guidance for a particular area type (paragraph 117). Whereas the 'London Plan' (2021)[6] – which is a good example of a plan that sets out a clear strategy for the development of tall buildings – requires local authorities to define what is tall, based on evidence of the local context, and, for those situations where such a definition is absent, there is a minimum height threshold for the policy to be applied (Policy D9[7]).

6 The statutory spatial development strategy for the Greater London area.

7 The London Plan minimum definition of a tall building came from a Written Ministerial Direction dated 10 December 2020.

Case Study 2: 'London Plan 2021'

Policy D9 of the London Plan defines tall buildings as follows:

'Based on local context, Development Plans should define what is considered a tall building for specific localities, the height of which will vary between and within different parts of London but should not be less than 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey.'

Policy D9 provides a clear direction that tall buildings are located in areas that individual boroughs determine may be appropriate for tall buildings, subject to meeting the other requirements of the Plan.

The policy has a locational and criteria-based approach. The locational policy (Part B) is supported by procedural points on how tall building locations are to be identified. The procedural guidance sets out steps to sieve sites suitable for tall buildings, determine the heights of tall buildings in those locations and specify the locations and heights on maps in development plans.

Criteria-based aspects of the policy (Part C) provide a steer to LPA development management teams when determining tall building applications, guiding development proposals to address and respond to impacts relating to visual, functional, environmental and cumulative impacts.

Using locational and criteria-based policies helps direct tall buildings to locations defined as suitable in the development plan, with a consistent set of criteria-based tests for tall building proposals which engage with heritage considerations.

3.6 The London Plan's approach is a helpful example of a character and context-based definition that can also be applied by LPAs outside London. Defining tall buildings in this way aligns with Historic England's 'Good Practice Advice in Planning Note 3: The Setting of Heritage Assets' which advises that 'An assessment of local character, which contributes to local context, helps to identify potential impacts in respect of proposed height, mass and location of tall buildings' (paragraph 7).

4 Tall buildings and the development plan

4.1 A plan-led approach for tall buildings within the historic environment includes preparation of a proportionate evidence base, consultation, design, location, and policy development. The following checklist summarises the main considerations for tall building policies, taking account of the historic environment.

Checklist 1: Development plan tall building policy checklist

1. Development plans should include:

    a. A specific tall buildings policy accompanied by site-specific policies to support areas / sites identified as appropriate for tall buildings; or, where tall buildings proposals are the exception

    b. A more general place-shaping policy, which includes building height, density and local context.

3. The tall building policy should:

    a. Be underpinned by proportionate evidence to direct tall buildings to suitable locations where they make a positive contribution to the urban or rural landscape and ensure potential harm to the significance of heritage assets is avoided or minimised (see Appendix 1).

    b. Be informed by a heritage impact assessment, views analysis, and existing conservation area appraisals.

    c. Identify the potential impact of a tall building's height, mass and location through assessment of local context, historic character, the significance of heritage assets, and protected views which contribute to setting.

    d. Ensure the protection of heritage assets, and conservation of the overall historic character that makes a place distinctive and special, avoiding or minimising harm to their significance.

e. Form part of the development plan's positive strategy for the:

   - Conservation and enjoyment of the historic environment (NPPF, paragraph 190).
   - Areas prevailing character and setting (NPPF, paragraph 124).
   - Contribution to views and skyline (NDG, paragraph 70);

f. Form part of a coherent plan-led place-shaping strategy, contributing towards well-designed places sympathetic to local character and history, including the surrounding built environment and landscape setting (NPPF, paragraph 130).

g. Be informed by early and ongoing engagement with stakeholders and communities.

h. Specify tall building height parameters.

i. Make it clear that the existence of a tall building coming to the end of its lifespan does not automatically justify it being replaced by another tall building

j. Address the following:

   - Location and siting;
   - Relationship to context;
   - Impact on local character, views and sight lines;
   - Composition – how tall buildings meet the ground and sky;
   - Environmental impacts, such as sunlight, daylight, overshadowing and wind; and
   - The appropriateness, or otherwise, of clustering tall buildings and how design quality and pressure for expansion in these areas are dealt with.

3. In relation to proposed tall buildings affecting a listed building or conservation area, the LPA needs to comply with Section 66 (1) and Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Tall building-specific consultation issues

4.2 The proposed location of tall buildings may raise planning and conservation issues beyond the boundaries of an individual authority. As a minimum consultation should be carried out with neighbouring authorities in line with the NPPF (paragraph 35). There is also the opportunity to prepare joint evidence bases and jointly commission tall buildings evidence, working towards a collaborative policy position.

A proportionate evidence base

4.3 Assessment of the historic environment is an important part of the evidence base needed to underpin development plan policies. The more heritage sensitivities there are, the more detailed the evidence will need to be in order to produce robust policies and to provide clear expectations. In some cases, evidence can be produced for groups of sites in the same area and with similar issues to reduce the number of specific documents needed. Early engagement with statutory consultees can help determine the sorts of evidence that will be needed. Appendix 1 lists the evidence that may needed to inform development plan policies.

Design framework

4.4 Tall building policies can be informed by a design framework (including policies, Supplementary Planning Documents, and codes) which responds to evidence gathered for the development plan. Design frameworks should consider:

- Those elements that create local character[8];
- Important features such as views, skylines, streetscape, building scale and materials, landmark buildings, and heritage assets;
- Opportunities where prominent or tall buildings may be appropriate and enhance overall townscape legibility; and
- Sites where the removal of harmful tall buildings could enhance the historic environment (see Case Study 1).

8 Historic England's Characterisation Thesauri including the recently published London Characterisation Thesaurus provides useful guidance on characterisation of the urban historic environment.

4.5 Using an understanding of the historic environment to inform the approach to tall building design can be achieved by:

1. **The response to local context**: understanding local context (including its evolution) is critical to achieving good design. This includes considering how the tall building relates to neighbouring buildings. It is important that the massing and scale of the building is appropriate in relation to its surroundings and responds to context to avoid or minimise harm to the significance of heritage assets. It is helpful to consider the relationship between the top, middle, and bottom sections of a tall building with their surroundings and the potential impact on streetscape, town/cityscape and skyline. Where tall buildings are proposed in regeneration areas, there may be opportunities to improve local character through design.

2. **The impact on the local environment:** people's experience of local character and the historic environment can be affected by factors such as wind and other microclimatic changes, overshadowing, and light pollution from the development of a tall building. In some cases, this has the potential to impact the physical fabric of heritage assets. It is important to test impacts on the local environment at design stage and present these through the application process to reduce the incidence of interventions being required to mitigate impacts post construction (which may in turn harm character and quality of a site, street or area).

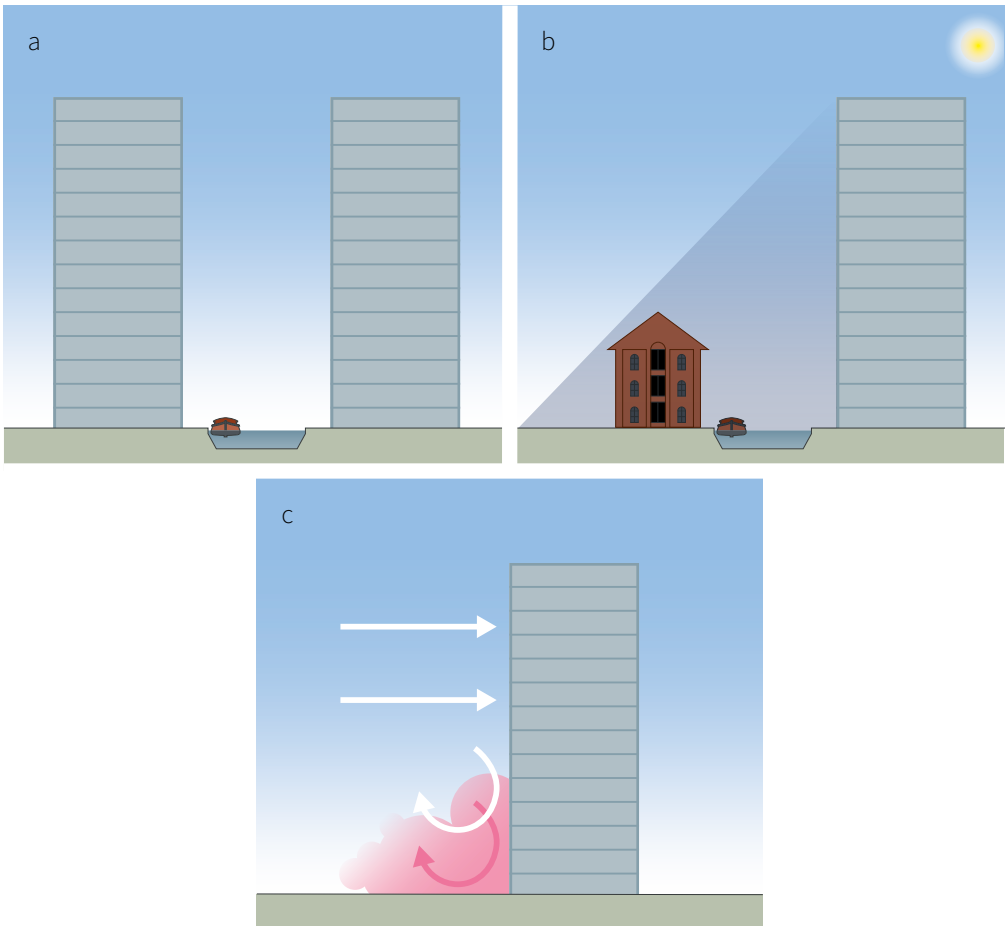


Figure 5: Tall building micro-climate diagram
a: Example of tall buildings creating a canyoning effect.
b: Example of overshadowing.
c: Example of wind tunnelling effect at ground level from a tall building.
© Historic England.

3. **Architectural quality:** consideration can be given to whether a distinctive landmark design or a restrained architectural response is more appropriate in terms of the likely impact on the historic environment. High-quality architecture involves designing a tall building 'in the round' so it is coherent from all directions taking account of a building's scale, form, massing, proportions, silhouette, façade materials and detailed surface design. It is important to note that not all tall buildings can be landmarks, and not all landmarks need to be tall buildings.

4. **Functional design:** façade treatment and finishes, external lighting, placement of plant, servicing and use of advertising screens are all important considerations in locations where locally distinct features are vulnerable to change in local context and character. The functional design of new buildings needs to consider and respond carefully to the historic environment. Historic environments often demonstrate strong street-based urban design qualities. Tall buildings often need to balance a range of needs, including greater servicing demands for ground floors. However, the design of tall buildings should reflect or reference local street-based qualities, such as active frontages and human scaled design at street level.

5. **Sustainable design and construction:** opportunities to enhance the appearance of an area and reduce harm to the historic environment through the re-development or retrofit of a tall building can be explored. Considerations may include different massing options; improvements to the base of the building and public realm; using durable high-quality materials; and whole life carbon costs.

6. **A well-designed inclusive environment:** the way tall buildings are experienced at ground level is an important consideration as tall buildings can have a significant impact on the historic streetscape and public realm. In some cases, redevelopments may create opportunities to enhance elements of the significance of heritage assets by opening lost views or revealing historic street patterns.

Three-dimensional modelling

4.6 Designing and planning for tall buildings can be enhanced by, and in some cases may require, the use of three-dimensional digital modelling. Such models support the development of options analysis evidence for tall building policies as they allow:

- Spatial assessment incorporating heritage designations;
- The ability to test multiple scenarios and urban design approaches;
- Analysis of views; and
- Consideration of other environmental factors such as wind, daylight/sunlight and pollution.

4.7 Three-dimensional digital models are helpful sources of evidence to support site allocation policies, and they can be used to support digital plan-making. They can also be an effective visual way to communicate proposals to all audiences, especially communities, making plan-making more inclusive.

Understanding impacts on views

4.8 There is a distinction between setting and views[9]:

- **Setting** is more comprehensive and can include contextual elements which deal with the relationship of an asset to its surroundings both in the present and in the past. This includes the way a heritage asset or place is experienced and perceived today.
- **Views** are a more defined element of setting, and not every heritage asset will have significant views associated with it. Nonetheless, views can make a vital contribution to the setting of heritage assets and constitute part of an asset's significance, for example Liverpool's Cathedrals, Oxford's 'dreaming spires' or London's protected views of St Paul's Cathedral, the Palace of Westminster and the Tower of London.

  Townscape and landscape can be enlivened by views which are integral to how the historic environment is experienced and draws visitors, so it is important to understand the significance they have.

9 See Historic England's Good Practice in Planning Advice Note 3: The Setting of Heritage Assets.



Figure 6: Examples of how tall buildings affect views, heritage assets and setting.
a: Example of a tall building visually competing with heritage assets and impacting the skyline.
b: Example of a tall building visually obstructing and visually competing with heritage assets.
© Historic England.

Case Study 3: 'Oxford High Buildings Technical Advice Note' (2018) and 'Assessment of the Oxford View Cones Study' (2015)

The Oxford High Buildings Technical Advice Note 'seeks to identify and protect what is important and provide opportunity for positive change and growth'. The Note helpfully defines a series of visual tests for tall buildings which may affect key views, areas, and/or heritage assets. These tests are:

- Visual obstruction;
- Visual competition/complement;
- Skyline; and
- Change of character.

Further analysis of assessments can help to establish the threshold at which a new building would begin to impact upon specific sensitive receptors.

The 'Oxford High Buildings Technical Advice Note' is informed by the 'Assessment of Oxford View Cones Study (2015)' and sets out the importance of key heritage views within the city to facilitate their preservation. The assessment method combines the five-step process for understanding setting and heritage significance set out in GPA3, and the practices of the Landscape Institute's 'Landscape and Visual Impact Assessment'.

Case Study 4: 'London View Management Framework' (LVMF)

The LVMF defines a three-step assessment process for managing strategically important views. It sets out information requirements and detailed technical guidance regarding visualisation tools.

The LVMF identifies and protects key views that include some of the capital's most significant historic landmarks. In so doing the LVMF considers some matters relevant to the historic environment and helps with some issues of setting. While it provides a useful starting point, matters relating to setting and significance of the historic environment still need to be addressed within heritage impact assessments.

4.9 Proactive policies that seek to manage views help demonstrate a positive strategy for the conservation and enhancement of the historic environment, especially in relation to tall buildings. Evidence from local views studies can be used to determine the suitability of sites and the appropriate scale or form for tall buildings. The evidence can also be used to identify opportunities where views can be enhanced informing urban design led approaches to managing townscape form.

Selecting tall building locations

4.10 A sifting process informed by mapping analysis and evidence set out in Appendix 1 can be used to identify areas and sites for tall buildings. This approach takes account of factors such as character, townscape and landscape value and significance of heritage assets. The process can be used to identify locations where risk of impact on the historic environment from tall buildings proposals is either avoided or minimised. Sifting out sites to avoid planning for harm to heritage, based on a justified and sustainable approach, can help reduce risks to a plan's soundness and deliver good place-shaping.

Development plan policies

4.11 Policies that propose tall building development in specific locations should demonstrate that potential impacts on the historic environment have been considered. This should be justified through an appropriate strategy, taking into account reasonable alternatives (NPPF, paragraph 35). The London Plan (2021) includes a good example of a tall building policy that provides a clear direction for locating tall buildings (see Case Study 2 of this advice note).

4.12 It is also important for tall building policies to emphasise the importance of avoiding and mitigating heritage impacts and to include specific criteria to do this.

Case Study 5: 'The Cambridge Local Plan' (2018)

Policy 60b is a good example of a policy that includes a clear criterion that requires applicants to consider the impact on the historic environment stating that, '…applicants should demonstrate and quantify the potential harm of proposals to the significance of heritage assets or other sensitive receptors, assessed on a site-by-site basis…'

The policy refers to key locally specific issues, such as requiring proposals to ensure that the character and appearance of Cambridge, as a city of spires and towers, remains dominant from identified viewpoints across the urban and rural landscape. The policy also specifies the sorts of assessments needed upon application.

Considering alternatives

4.13 Tall buildings are often a policy response to the need to deliver high density development. However, it is possible to deliver high density development using low to mid-rise building typologies as an alternative to tall buildings. Exploring how densities can be intensified through 'gentle densification' can help deliver multiple spatial planning objectives i.e. the delivery of housing and good place-shaping while still conserving the historic environment. Historic England's research on 'Increasing Residential Density in Historic Environments' explores the factors that can contribute to delivering developments which successfully increase residential density in historic environments.

Re-development opportunities

4.14 When planning for regeneration or exploring redevelopment opportunities, the presence of an existing tall building that has been proven to have harmful impacts will not necessarily justify its replacement with a new tall building of the same or greater scale. Evidence may show that an area can be improved, or a heritage asset enhanced, by the replacement of a tall building with a lower building or a different solution altogether which re-integrates development into the historic street pattern and responds to the significance of nearby heritage assets. Alternatively, refurbishment of an existing tall building may be more appropriate than demolition and new build depending on local context and impact on the historic environment.

Tall building clusters

4.15 Strategically planning for tall buildings in clusters can bring townscape benefits while avoiding or reducing the potential impacts upon the historic environment. When considering the formation of tall building clusters, it is important to take account of:

- Maximum building heights and horizontal extent;
- Variations of building heights e.g. to allow the stepping down of heights towards the edges of the cluster, or to create layering of buildings that can add townscape interest;
- Cumulative impacts;
- Profile, silhouette and edges;
- Impact on and response to the historic environment; and
- How the townscape benefits of the cluster can be maintained.

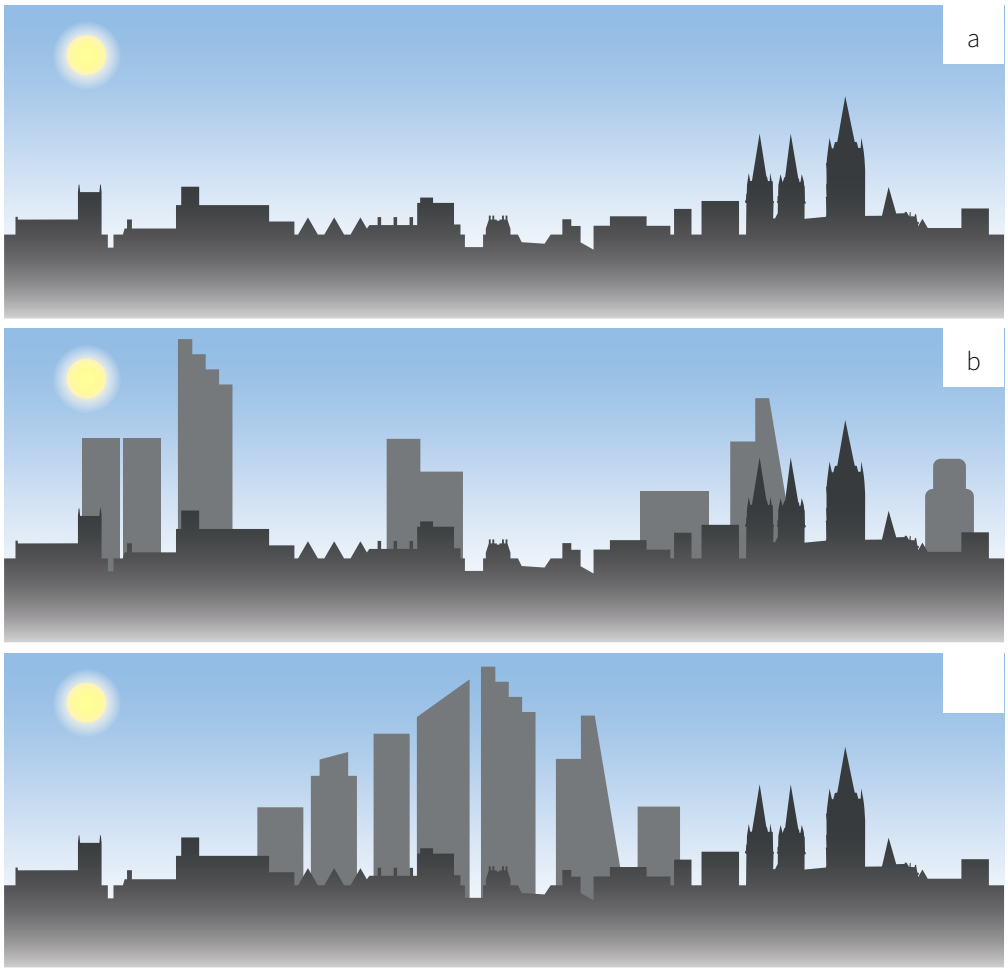


Figure 7: Impact of tall buildings on a townscape / cityscape.
a: a town / city skyline.
b: dispersed tall buildings.
c: a tall buildings cluster.
© Historic England.

4.16 Establishing a consolidated form of tall buildings as a cluster can bring some benefits if it is well-defined, well-designed, integrated, and managed. Without careful consideration and long-term management there is a risk that the cluster could sprawl. If appropriately managed as an integrated whole, clusters can deliver high densities while minimising cumulative impacts that may be harmful to the historic environment. Policy and design guidance can be used to enable the curation of the cluster.

Case Study 6: 'Reading Local Plan (2019)'

Reading was experiencing development pressures with tall buildings being developed in multiple locations rather than in a single concentrated tall building zone. A dispersed distribution of tall buildings can result in an increased perception of mass and can have greater implications for heritage assets and setting.

Local Plan policy CR10 defines tall buildings and identifies several zones or clusters alongside locations where a maximum capacity for scale has already been reached and there is no longer scope for tall buildings. This provides a proactive, policy basis for the future

planning of tall buildings so that existing harm is not compounded and reduces adverse cumulative effects. This helps to optimise rather than dilute the townscape benefits of planned tall buildings.

The policy sets out detailed principles in relation to the clusters including identification of a primary cluster, space between buildings, design quality and stepping down in height from the centre of the cluster towards the edges. This helps ensure that future tall building development is delivered in a strategic way to provide townscape benefits and reduce potential illegibility that could be caused by an unchecked dispersal of tall buildings across the city.

5 Developing proposals for tall buildings

5.1 It is crucial to have a good understanding of the significance of any heritage assets that may be affected by a proposal, as well as the character of the place, at the earliest possible stage. This understanding should inform the design process so that tall building development can respond effectively to the historic environment and overcome potential issues that might arise further along the application process.

5.2 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise, and so the development plan should be the starting point for applicants developing tall building proposals.

Pre-application stage

5.3 Early pre-application engagement with local authorities, communities, and statutory consultees is strongly encouraged (NPPF, paragraph 39). This will help identify issues early in the process so that resolution can be sought prior to application to aid speedy and efficient decision-making. Pre-application advice can help applicants:

- Understand the policy position of the LPA including which areas are suitable for tall buildings and where there are historic environment considerations.
- Agree what illustrative material and digital models are available and likely to be needed, so that the impact of a tall building on the historic environment can be fully assessed by the LPA.
- Verify the zone of visual influence of a proposal, utilising digital tools, to agree the extent and type of impact assessment required (see Historic England's Good Practice Advice Note 3: The Setting of Heritage Assets, paragraph 21).
- Understand the local character of areas that may be affected by the proposal.
- Determine which heritage assets are likely to be impacted by development proposals.

- Gain an early understanding of the significance of these heritage assets, including the contribution made by their setting. This will mean the impact of the proposal on significance, and the ability to appreciate that significance, can be adequately assessed.

- Agree an approach for design review – a design review panel is one established tool to assess design proposals at the pre-application and application stages.

- Identify what supporting information may be required, for example, heritage impact assessment for World Heritage Sites[10] (see checklist 2).

- Explore ways to positively respond to the historic environment.

Design stage

5.4 Chapters 12 and 16 of the NPPF emphasises the importance of good design which contributes positively to local character and distinctiveness. A high-quality development will have a positive relationship with topography, unique character of place, heritage assets and their settings, height and scale of development (immediate, intermediate, and town- or city-wide), urban grain and streetscape, skyline and existing prominent or tall buildings of importance or merit, green and blue spaces, and important views.

Visualisations

5.5 Using visualisations can help communicate the proposed appearance of new developments. Done well they can give a clear understanding of how a tall building sits within its context. Visualisations are essential for assessing the impacts of proposals in visual, heritage and townscape terms.

5.6 Visualisations are also effective ways to show and assess the cumulative impact of a development alongside other existing and proposed tall buildings. Such visualisations are useful to indicate the scale of impact on and change to the historic environment.

5.7 When preparing visualisations, a key point to consider is how best to reflect the human visual experience, especially that from street level. The 'Guidelines for Landscape and Visual Impact Assessment' (GLVIA3) recommend achieving this by setting a height for eye-level of 1.5m, although up to 1.7m would be acceptable. Representing the human visual experience also informs the choice of camera equipment alongside the perspective chosen[11]. It is good practice for visualisations

10 Planning Practice Guidance 053 ID: 18a-035-20190723

11 https://www.landscapeinstitute.org/technical-resource/landscape-visual-impact-assessment/

to be prepared showing different seasons, night and day, and different weather conditions, including illustrating the maximum effects or ‘worse case’ scenario.





Figure 8: Birmingham.
a: Visual representation of Colmore Row at night. © Sterling Property Ltd.
b: Photograph of Colmore Row in daylight. © Historic England.

5.8 There are various types of illustrative material which could be submitted alongside proposals:

- **Technical drawings:** these form an essential part of the planning application. Architectural drawings with heights expressed in metres (not just storey heights), above ground level and Above Ordnance Datum (AOD), assist decision makers by clearly describing heights. It is good practice for full elevations/sections to be supplemented by details in section and elevation at an appropriate scale.

- **Accurate visual representations and three-dimensional models:** photography (taking account of good practice visual representation techniques in the Landscape Institute's 'Technical Guidance Note'[12]) helps describe a proposal's impact by illustrating the context. Where available and appropriate, images produced using computer models are helpful supplementary information to technical drawings, providing an opportunity to illustrate what the development would look like. Proposals can be viewed dynamically within the programme environment and alternative options can be tested. It is important to differentiate between representations created for technical assessment and those produced for marketing purposes.

  Digital models which include historic environment data can assist with the testing of alternative configurations, layout, scale and massing to inform plan-making and planning applications. Use of such technologies should be proportionate to the scale of the proposal and the significance of heritage assets.

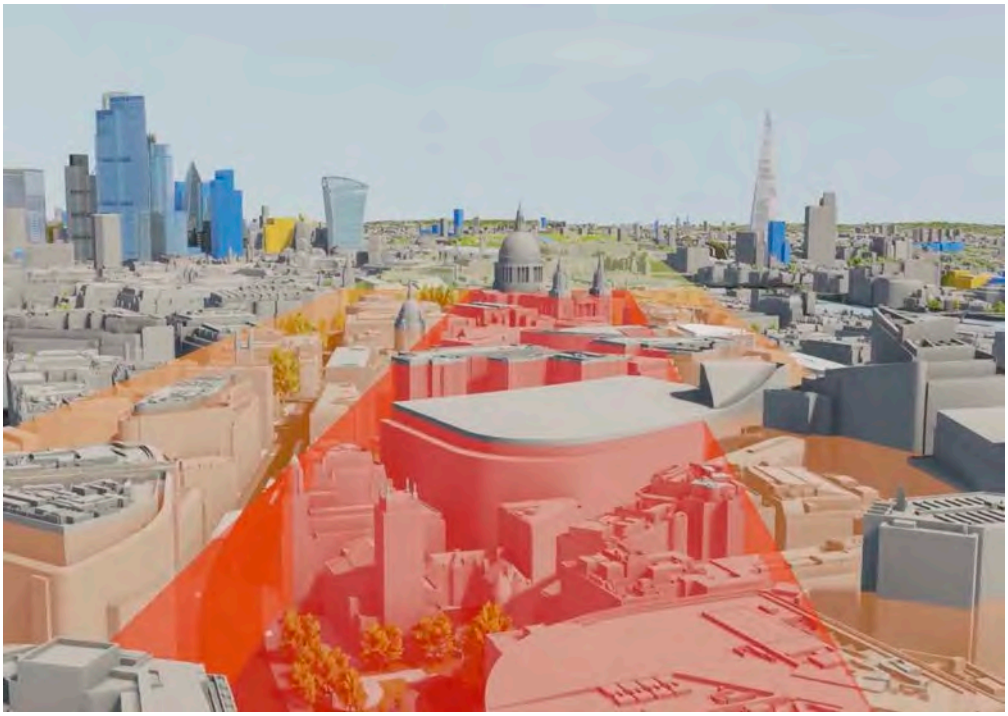


Figure 9: Example of a 3D city model of London showing protected vistas of the London Views Management Framework, and designated heritage assets.
© Vucity.

12 See Landscape Institute TGN 06/19.

- **Zones of Visual Influence (ZVI), also known as Zones of Theoretical Visibility (ZTV)[13]:** these are a useful model to show the visual 'line of sight' or catchment area from which a development can potentially be seen. At pre-application stage ZVI/ZTV are a useful initial tool for understanding the potential impact of a tall building. As they use terrain models, important elements like trees or existing buildings may be excluded. but they remain a useful aid.

  A heritage site assessment can usefully support the selection of viewpoints and guide the extent of the initial catchment area for ZVI/ ZTV modelling, so that areas for environmental impact testing are not drawn with too small a radius around the immediate site. This approach is particularly helpful for places where tall buildings might affect suburban conservation areas whose significance and character lies in their isolation from the city centre.

Case Study 7: 'Hadrian's Tower, Newcastle'

Hadrian's Tower is a 26-storey residential building completed in December 2020. The site is located within the Central Conservation Area of Newcastle and is within the setting of listed buildings, scheduled monuments and locally listed buildings.

The planning application for Hadrian's Tower was supported by a broad range of visualisations which assisted in determining the application, including:

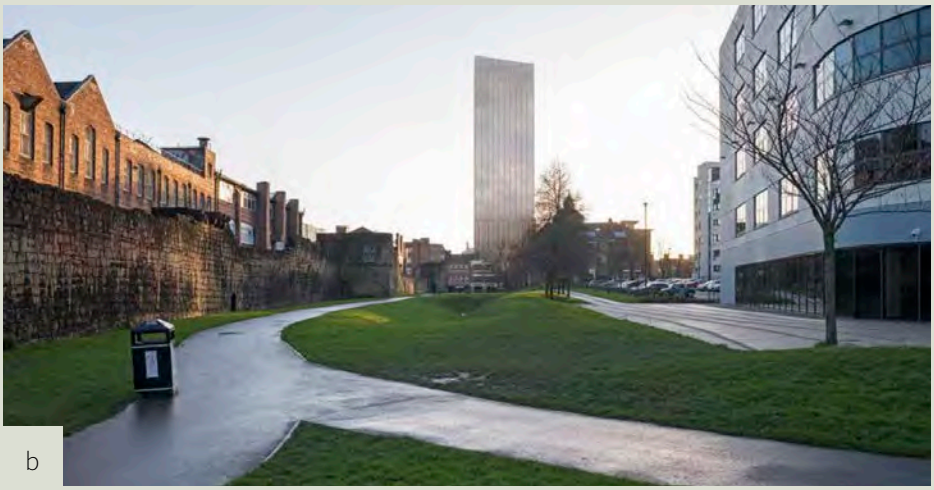
- Identification of a zone of theoretical visibility and zone of visual influence;
- Important aspects of the development's potential effects conveyed through variant options such as views at night and seasonal views; and
- Depiction of cumulative effects using blocks to communicate the volume of combined proposals and associated change to the character of the area.

However, in some images the tower was depicted using increased transparency, reducing its visual prominence within the view. This highlights the potential for variation between visualisations and completed schemes.

13 Zone of Theoretical Visibility (ZTV)/ Zone of Visual Influence (ZVI) assessments are computer generated models using specialist software to identify the visibility of a development and can provide a 'heat map' of visibility around the site. ZTV / ZVI assessments are a part of the Landscape and Visual Impact Assessment output and provide a method for determining viewpoint locations. Along with site visits, they allow viewpoints to be selected based on actual and not assumed visibility.



a



b

Figure 10: Hadrian's Tower, Newcastle.
a: Visualisation showing the proposed tall building during spring / summer.
b: Photograph showing the tall building (as built) during the winter.
© The High Street Group / Faulkner Brown Architects

Identifying viewpoints

5.9 The number of views selected for analysis should be based on the specifics of the development proposed and potential impacts that may occur relative to the significance of heritage assets that may be affected. Viewpoint analysis can make use of the following:

- **Fixed views:** views from a defined, single point are a helpful starting point when considering the impacts upon designed views or views identified in development plans and conservation area appraisals. Designed views can include those intended to be seen from within buildings as well as through designed gardens and landscapes.

- **Kinetic views:** also known as dynamic views, kinetic views allow a more experiential representation of the potential impacts by indicating how moving through a place can change the visibility of a tall building. Kinetic views can allow an appreciation of hidden and revealed views which often add interest to character of an area and can improve the appreciation of the historic environment. These can better reflect the experience of heritage assets and their settings.

Mitigation

5.10 Developing tall buildings in the right locations and at the right heights can have a positive influence on place-shaping with minimal or no impact on the historic environment. However, it is acknowledged that there may be some circumstances where potential impacts on the historic environment will occur; these can be reduced through mitigation measures.

5.11 Mitigation measures can involve:

- Locating taller elements of a development on less sensitive parts of a site, by carefully considering layout;
- Creating a human scale experience by setting tall buildings back from the street and/or ensuring that the base of the tall building enhances or better reveals heritage assets, historic street patterns and spaces;
- Designing the tall building to be sympathetic within the local context using materials, massing, and discrete or subtle architectural and functional features;
- Minimising the bulk of tall buildings, especially at their tops, to help reduce the overall perception of mass; and
- Designing the tall building to take account of the profile and silhouette of a cluster, and prominence of the cluster within the historic town or cityscape.



Figure 11: An example of a tall building set back from the street. View from Angel Row looking towards Beast Market Hill, Nottingham.

Planning applications and supporting information

5.12 When submitting a planning application for a tall building, proportionate supporting information is required to describe the impacts on the historic environment.

5.13 Having precise and accurate supporting information is critical for decision-making for LPAs and improves the efficiency of the process. Checklist 2 below, sets out the supporting information needed for tall buildings applications which have a potential impact on the historic environment.

5.14 Preparing separate Heritage Impact Assessments (which include heritage-related visuals) and Townscape Visual Impact Assessments can help ensure that heritage significance is effectively described. Having separate assessments can ensure that impacts are understood and assessed in relation to harm to the significance of the historic environment, and effects on townscape character. Historic England's Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment and 3:The Setting of Heritage Assets provides useful guidance on understanding the significance of heritage assets.

5.15 Where an Environmental Impact Assessment (EIA) is required, it is good practice to consider alternatives through the iterative design process. The Town and Country Planning (Environmental Impact Assessment) Regulations 2017[14] set out a clear direction in cases where alternative options for a development proposal have been considered. The legislation requires 'the applicant to include in their Environmental Statement a description of the reasonable alternatives studied (for example in terms of development design, technology, location, size and scale) and an indication of the main reasons for selecting the chosen option, including a comparison of the environmental effects[15].'

14 Paragraph 2, Schedule 4 of the 'Town and Country Planning (Environmental Impact Assessment) Regulations 2017'.

15 PPG paragraph 041 ID:4-041-20170728

Checklist 2: Tall Building Application – Supporting Information

Supporting Information	Purpose	Timing
Statement of Heritage Significance	Description/Information	Prepared early in the design process to allow a good understanding of the heritage significance of individual assets, and the wider character of the area. A Statement of Significance is often a necessary component of more explorative impact assessments.
Heritage Statement	Understanding impact	The purpose of these is to explain proposals, tie them back to significance, and justify the scheme put forward in order to aid decision making.
Heritage Impact Assessment Separate ICOMOS Heritage Impact Assessments or World Heritage Sites (WHS)	Understanding impact	These are carried out most often at the earliest possible stage and are used to inform the design process rather than justifying it post-design. The Operational Guidelines for the Implementation of the World Heritage Convention (2019) stress the importance of Heritage Impact Assessment, noting at paragraph 118 that these should 'be a pre-requisite for development projects and activities that are planned for implementation within or around a World Heritage property.' For World Heritage Sites these are necessary at the beginning of the design process to avoid negative impacts on Outstanding Universal Value.
Character/Landscape Assessment Townscape and Visual Impact Assessment (including zones of visual influence / zones of theoretical visibility).	Assessment and justification	Depending of the specific characteristics of a site, these may be need at plan-making stage in order to support site allocations. Generally, they are prepared during the early stages of the design process to inform the tall building's relationship with its context. They are also refined as the design process progresses so they can be used at application stage to illustrate the potential impacts and appearance of a development.
Planning and Tall Building Statement	Assessment and justification	Prepared and submitted alongside the application.
Design and Access Statement	Justification	Prepared and submitted alongside the application.
Environmental Impact Assessment/Statement (subject to LPA confirmation).	Understanding impact	To commence at the start of the application process and be submitted alongside the application.
Accurate technical drawings	Description/information and assessment	These must be submitted upon application and are ultimately what is quoted on any decision notice. Drawings are likely to be subject to continued review until a final scheme is approved or refused.

5.16 The following case study provides an example of the types of supporting information prepared alongside a tall building application, to understand the impact of proposals on the historic environment and refine proposals in response to local context.

Case Study 8: St Michaels, Manchester

St Michael's is a major city centre regeneration scheme in Manchester located close to the city's Grade I listed Town Hall. A planning application was registered in January 2017 proposing the clearance of the site and the development of two tall buildings.

a



b



Figure 12: Proposals for St. Michaels viewed from Albert Square Manchester.
a: Initial proposal.
b: Revised proposal.
© Hodder + Partners

The scheme is located within the Deansgate/Peter Street Conservation Area, with several Grade II listed buildings in the immediate setting of the site and Grade I and Grade II* listed buildings located in the wider context. Within the site boundary the unlisted former Bootle Street police station and the Sir Ralph Abercromby pub were considered to have heritage merit. Concerns were raised about the original scheme design, including that the two tall buildings would harm the significance of highly graded listed buildings such as the Town Hall and Library.

Following concerns from the public and consultees, the scheme was fully re-designed to consider its townscape, visual and heritage impact. Revised proposals were approved in 2018.

The revised application was submitted with:

- A Design and Access Statement;
- Planning and Tall Buildings Statement informed by advice from Historic England's Advice Note 4 Tall Buildings;
- Environment Statement (which included a townscape visual impact assessment);
- A Heritage Statement informed by advice from Historic England's Good Practice in Planning 3 'The Setting of Heritage Assets'; and critically
- Kinetic verified views from different directions walking towards the Town Hall and Library in order to fully understand the impact of the proposed development on the setting of these highly significant civic buildings.

The revised design retained important unlisted heritage assets, proposed only a single tower which was pushed further away from the Town hall and Library and rotated 90 degrees in order to reduce its visual impact in key views. The detailed supporting information was comprehensive and critical in understanding the impact of the scheme on the historic environment. In particular, the visualisations and kinetic verified montage methodology showing the changing experience of the scheme, at human scale informed the changes to the tall building element of the proposal.

6 Assessing proposals

6.1 Historic England's Good Practice Advice in Planning Note 2 provides advice on 'Managing Significance in Decision Taking' which is of relevance to LPAs when deciding applications. Many of the heritage implications that arise with proposals for tall buildings are the same as for other applications. However, tall buildings proposals frequently raise the following issues:

- Location and height parameters;
- Context and local character;
- High quality design;
- Significance and risk of harm to the significance of the heritage asset; and
- Cumulative impacts.

6.2 Local validation checklists can support consistency in the level of supporting information required.

6.3 When assessing planning applications, it is important that any public benefits cited are carefully appraised. PPG paragraph 20[16] defines public benefits. Key considerations for LPAs are the ability to secure public benefits from tall building development in the first place, their longevity and the ability to preserve stated benefits in the future through the planning process.

6.4 A comprehensive review of the extent and nature of any public benefits, the means of their delivery, and their justification will be carried out by decision makers in light of potential harm and long-term impacts on the significance of heritage assets and the integrity of historic townscapes. The conservation of the historic environment is itself a public benefit and secures its existence for future generations.

16 https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment
Paragraph: 020 Reference ID: 18a-020-20190723

Assessing cumulative impact

6.5 It is important for LPAs to consider cumulative impacts of tall building proposals with other existing tall buildings, to fully understand the impacts they might have so that:

- Where harm already exists, it is not compounded;
- The positive relationships that exist between existing tall buildings and the wider area are not compromised by new tall buildings; and
- Legibility does not become confused and tall landmarks do not begin to compete.

Policy gaps

6.6 In the absence of tall buildings policies and site allocations, tall building proposals should be assessed against the NPPF (including the historic environment policies in chapter 16) and have regard to the statutory duties in the Planning (Listed Buildings and Conservation Areas) Act 1990. Development plan sustainable development policies and place-shaping policies relating to building height, massing and scale can also be used to inform decision-making.

7 Appendix 1

Development plan heritage and tall buildings evidence

Evidence	Use	Information sources
Site Specific/Area Based Heritage Assessments (Can be completed for individual sites or groups of sites or areas).	■ To support the inclusion of tall buildings allocations and policies in relation to the historic environment. ■ To evidence and justify the exclusion tall buildings from these locations. ■ To inform detailed development guidance and justify heritage and design policies in development plans and SPDs.	Historic England Good Practice Advice in Planning 2: Manging Significance in Decision Taking in the Historic Environment Historic England Good Practice Advice Note 3: The Setting of Heritage Assets Historic England Advice Note 3: The Historic Environment and Site Allocations in Local Plans
Statement of Heritage Significance (Can be completed for multiple heritage assets).	■ To form part of an assessment rather than being a standalone document. ■ Informed by mapping to identify the location and significance of heritage assets above and below ground. ■ To inform the identification and mapping of protected views.	Historic England Advice Note 12: Statements of Heritage Significance Historic England Good Practice Advice Note 3: The Setting of Heritage Assets
Conservation Area Appraisals	■ To understand significance, special local character and context. ■ To inform tall building height, mass, and design. ■ To inform analysis of protected views.	Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management
World Heritage Site – Heritage Impact Assessments	■ To evidence and justify exclusion of World Heritage Sites from tall building development. ■ To inform site specific policies and area designations in plan-making and tall building policy development. ■ To inform the identification and mapping of protected views. ■ To consider impacts on Outstanding Universal Value.	International Council on Monuments and Sites: Guidance on Heritage Impact Assessments 2011 Historic England Good Practice Advice Note 3: The Setting of Heritage Assets
Sustainability Appraisal/ Integrated Assessment	■ Evaluation and discounting of options for the location of tall buildings.	Historic England Advice Note 8: Sustainability Assessment and Strategic Environment Assessment

Evidence	Use	Information sources
Tall Buildings Study/ Urban Design and Townscape Analysis	■ To identify high landscape or townscape value. ■ To inform tall building policies and guidance including building height, mass and design. ■ To identify protected views.	National Design Guide (2021) National Model Design Code (2021)
Landscape and Townscape Visual Impact Assessment/ Views Assessment/ Inter-visibility Study	■ To test protected views and options for the location of tall buildings. ■ To inform tall building policies and guidance including building height, mass and design.	Guidelines for Landscape and Visual Impact Assessment (2013, Landscape Institute) Historic England Good Practice Advice Note 3: The Setting of Heritage Assets
Characterisation Studies	■ To understand local character. ■ To set the existing contextual height and inform the local definition of a tall building. ■ To identify areas of potential impact to significance from tall building proposals. ■ To inform guidance or design coding on building heights across a development plan area.	National Design Guide National Model Design Code (and Guidance Note) Historic England's Characterisation Thesaurus
Masterplans	■ To understand local character and context. ■ To assist with options analysis. ■ To inform design and tall buildings policies.	National Design Guide National Model Design Code (and Guidance Note)
3D Modelling (LPAs may have access to city-wide 3D models).	■ To support understanding of potential impacts from tall building proposals. ■ To assist with the options analysis for the location, building mass and height of tall buildings. ■ To inform the risk of harm to the historic environment from the location, height and mass of tall buildings. ■ To inform protected views analysis.	Visualisation of Development Guidance (2019, Landscape Institute)
Early engagement and consultation reports.	■ To ensure local community, including Neighbourhood Plan groups, input into plan-led tall building policies and development.	NPPF PPG
Duty to Co-operate reports.	■ To assist with cross boundary engagement on tall buildings proposals and the historic environment in neighbouring local authority areas.	NPPF PPG

Contact Historic England

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APPENDIX 23 – Correspondence with Appellants Agent during consideration of application

Cadent and National Grid Plant Enquiry Response - Your Ref: 129020/FO/2020

Robert Griffin <robert.griffin@manchester.gov.uk>
Tue 19/01/2021 09:39
To: Jenny Fryer <jenny.fryer@turley.co.uk>

1 attachments (985 KB)
NATIONAL_GRID_NW_GW1B_3NWP_027536_1_13640.pdf;

Dear Jenny
FYI
Please find attached the response of Cadent Gas to the above planning application .

Kind regards

Rob Griffin
Principal Planner
Development Management South
Planning, Licensing and Building Control
Growth and Development Directorate
Manchester City Council
PO Box 532
Manchester
M60 2LA

T: 0161 234 4527

e: robert.griffin@manchester.gov.uk

From: .box.PPRSTeam <PPRSTeam@cadentgas.com>
Sent: 14 January 2021 09:03
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Subject: FW: [EXT] Cadent and National Grid Plant Enquiry Response - Your Ref: 129020/FO/2020(sp) Our Ref: NW_GW1B_3NWP_027536

DO NOT REPLY TO THIS MAILBOX AS IT IS NOT MONITORED

Re: 129020/FO/2020 - USDAW

Robert Griffin <robert.griffin@manchester.gov.uk>
Wed 27/01/2021 09:57
To: Jenny Fryer <jenny.fryer@turley.co.uk>

Hi Jenny,
Thanks for your email.

I would usually provide a summary of neighbour responses, copies to view aren't available until 5 days before a committee or if delegated post a decision. I currently have 21 objections from residents and anticipate further responses over the next week or so. The main issues arising relate to impacts on the park, unsustainable impacts on the local community, car parking, over development and that the proposals are too tall for the area.

I have a number of consultee responses and again will look to provide a summary of these shortly.

Kind regards

Rob Griffin
Principal Planner
Development Management South
Planning, Licensing and Building Control
Growth and Development Directorate
Manchester City Council
PO Box 532
Manchester
M60 2LA

T: 0161 234 4527

e: robert.griffin@manchester.gov.uk

From: Jenny Fryer <jenny.fryer@turley.co.uk>
Sent: 26 January 2021 19:03
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Subject: 129020/FO/2020 - USDAW

Hi Rob

I know prior to Covid MCC weren't sharing resident consultation responses online or by email and you had to go to your offices to view any comments; is this still the case?

Have you received any further statutory consultee responses?

Thanks

Kind regards
Jenny

Re: 129020/FO/2020 - USDAW

Robert Griffin <robert.griffin@manchester.gov.uk>
Tue 23/02/2021 13:46

To: Jenny Fryer <jenny.fryer@turley.co.uk>
Bcc: Des Jones <des.jones@manchester.gov.uk>

Hi Jenny
Apologies, I am still awaiting a couple of responses and when these are with me I will let you know. In the meantime here is a short summary note of the statutory consultee responses and the level of objections received and short scope of the responses to the proposals.

Regards

Rob Griffin
Principal Planner
Development Management South
Planning, Licensing and Building Control
Growth and Development Directorate
Manchester City Council
PO Box 532
Manchester
M60 2LA

T: 0161 234 4527

e: robert.griffin@manchester.gov.uk

From: Jenny Fryer <jenny.fryer@turley.co.uk>
Sent: 23 February 2021 12:30
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Subject: RE: 129020/FO/2020 - USDAW

Dear Rob

We have a team call tomorrow morning so it would be really useful if we could update the client on consultation response, I know that's going to be his first questions. Have you been able to get them in an order to send across?

Many thanks

Kind regards
Jenny

Jenny Fryer
Senior Planner

Turley

COPY OF CONSULTEE RESPONSE NOTE SENT AND REFERENCED IN EMAIL SEE BELOW

Greater Manchester Ecology Unit –

Bats

Buildings and trees on site were surveyed by an experience consultancy, for bat roosting potential and one emergence survey, late in the survey season carried out on one building. No evidence of bats was found with all buildings proposed for demolition assessed as having negligible bat roosting potential, with the building for retention assessed as moderate risk, downgraded to low risk following the emergence survey owing to a high level of external lighting. In addition, as this building with low to moderate potential is to be retained, reasonable avoidance measures can be applied. GMEU recommend a condition along the following lines is applied to any permission.

Works associated with the building to be retained including demolition of extensions shall be carried out in accordance with the details contained in the Ecological Appraisal, Bowland Ecology reference BOW17/1126 Section 5.7 as already submitted with the planning application and agreed in principle with the LPA prior to determination. If works associated with this building are not commenced prior to 1st May 2022 an additional emergence survey will be carried out.

In addition, three trees proposed for removal were assessed as having low bat roosting potential and requiring further survey. Labelled as BT4 a semi-mature yew, BT5 a holly nd BT7 a semi-mature yew, in the ecological report. Given they are low risk further and based on the photographs GMEU are content for further assessment to occur via condition along the following lines.

The removal of tree called BT4, BT5 and BT7 may have the potential to cause harm to bats as identified in the Bowland Ecology reference BOW17/1126 sections 5.8 and appendix E and shall not in any circumstances occur unless further information on the risk potential to bats has been provided to and agreed in writing by the local planning authority

Nesting Birds

Trees and shrubs will be lost as a result of the development, potential bird nesting habitat. All British birds' nests and eggs (with certain limited exceptions) are protected by Section 1 of the Wildlife & Countryside Act 1981, as amended. GMEU recommend a condition along the following lines be applied to any permission.

No works to trees or shrubs shall occur between the 1st March and 31st August in any year unless a detailed bird nest survey by a suitably experienced ecologist has been carried out immediately prior to clearance and written confirmation provided that no active bird nests are present which has been agreed in writing by the LPA.

Mammals

Habitats on site were assessed as providing potential nesting habitat for hedgehog and grey squirrel dreys were recorded in some of the trees on the site.

Hedgehog are a UK Biodiversity priority species and therefore a material consideration. GMEU recommend a condition along the following lines is applied to any permission.

Prior to any earthworks a resonable avoidance measures method statement for hedgehogs shall be supplied to and agreed in writing by the LPA

Grey squirrels are included within schedule 9 part 1 of the Wildlife & Countryside Act 1981 (as amended) ie they are regarded as a pest species. However, it is still illegal to cause them unnecessary suffering. Ie any control has to be humane. Felling a tree with an occupied drey would be an offence under the Wild Mammal (Protection) Act 1996. GMEU recommend an informative along the following lines is applied to any permission.

The applicant is reminded that, under the Wild Mammal (Protection) Act 1996 it is an offence to inflict unnecessary suffering to wild mammals. Planning consent does not provide a defence against prosecution under this act.

Invasive Species

Rhododendron was recorded on the site. Rhododendron ponticum is included within schedule 9 part 2 of the Wildlife & Countryside Act 1981, as amended. It is an offence to introduce or cause to grow wild any plant listed under this schedule.

It is quite probable that the Rhododendron on site are ornamental varieties not included under schedule 9 part 2. They are also unlike japanese knotweed unlikely to propagate from plant fragments or to have a seed bank within the soil like himalayan balsam, plus it is not illegal to grow rhododendron on a site such as this. GMEU are therefore satisfied that the risks of an offence are very low and can be covered by an informative along the following lines.

It is an offence under the Wildlife & Countryside Act 1981, as amended to introduce, plant or cause to grow wild any plant listed in Schedule 9 part 2 of the Act. Species such as Rhododendron ponticum (purple flowered species) are included within this schedule. If any Rhododendron or soil contaminated with Rhododendron is to be taken off site a suitably experienced consultant should be employed to advise on how to avoid an offence.

Contributing to and Enhancing the Natural Environment

Section 170 of the NPPF 2019 states that the planning policies and decisions should contribute to and enhance the natural and local environment. The main ecological impacts are loss of trees, loss of associated bird nesting habitat and loss of associated bat foraging habitat. (The site had high levels of common pipistrelle activity associated with the trees). Replacement tree planting should therefore be provided to mitigate for tree loss and in the long term restore bat foraging and bird nesting habitat.

Significant levels of new tree planting are proposed along the boundaries, as well as other planting that will be an improvement ecologically even if ornamental on the existing habitats on site. The proposals are likely to be adequate to mitigate and enhance the site in the long term and includes some native species such as beech and field maple. GMEU would however recommend that the ecological value is improved further by substituting non-native birches with silver birch (B. pendula).

In terms of the short-term mitigation whilst the trees mature, GMEU recommend provision of bird boxes on mature retained trees for typical urban/suburban species and to enhance the site for foraging bat by ensuring that any new external lighting has less unnecessary impacts than the

existing external lighting on the retained trees and retained building. The details can be conditioned via a landscape condition and a separate external lighting strategy condition along the following lines.

Prior to development an external lighting strategy shall be submitted to and approved in writing by the LPA. The strategy shall:

· *Identify areas/features on site that are potentially sensitive to lighting for bats;*

· *show how and where lighting will be installed and through appropriate lighting contour plans demonstrated clearly that any impacts on bats is negligible/less than that previously present on site;*

· *Specify frequency and duration of use.*

MCC Highway Services –

A high level of on-street parking has been observed on Langley Road during University term time, associated with the terraced properties. The route is subject to a 20mph speed limit, there are junction protection restrictions at Langley Road's junction with Wilmslow Road.

Access
Vehicular access to the Application Site is currently afforded via Langley Road. A new emergency access vehicular access point is also proposed to be provided to Langley Road.

The existing service vehicle access off Langley Road that services the office building would be closed and reinstated to footway. The dropped kerb adjacent to bus stop that previously allowed egress from the site should also be reinstated. Any changes to the adopted highway including reinstatements and new dropped crossings should be taken forward via a suitable highway agreement (S278). Dropped kerbs and tactile paving should be provided across the vehicle access points.

Any proposed gates should open inwards and not impact adopted footway. Barrier controls should be located a minimum 5m from the edge of the carriageway so waiting vehicles do not impede through traffic.

At the point of vehicle egress, any boundary treatment should be visually permeable from 600mm upwards.

Highway Safety
The accident information provided covered the most recent five-year period available from the database (01/11/2014 - 31/10/2019).

There have been a notable number of accidents involving cyclists in the area. There are 12 recorded incidents at the junction of Moseley Road and Wilmslow Road.

The proposed development will be adding additional cycle trips to the local network. It is recommended that the applicant review the layout of this junction in light of this high accident rate and fund measures to improve safety at the junction for all users and particularly cyclists. This should be conditioned.
Trip generation
The existing site operates as an office with circa 180 staff and 53 on-site parking spaces.

The TRICS database has been used to predict that the existing office use has the potential to generate circa 55 two-way vehicle movements during the AM peak hour and 44 twoway during the PM peak hour.

The information provided has been reviewed by TfGM and they have not raised ant concerns regarding predicted trips.

Car Parking

Eight car parking spaces are proposed on-site
- 3 accessible spaces for students and staff
- 4 standard bays with electric vehicle charging points
- 1 standard bay.

The standard bays should be minimum 2.4m wide x 4.8m length and the accessible bays should be 3.6m wide x 6.0m length - bays should be separated by a 6m aisle width.

CAR CLUB BAY
As there is no on-site car parking facility for student residents it is recommended that a car club bay is located nearby to the development and this is funded by the Developer. This will discourage car ownership and also assist residents who may require occasional use of a vehicle.

Student Parking Management Strategy
It is noted that a strategy is proposed so Students would not be permitted to bring their own cars to the site (or to the University) as a condition of their tenancy, this is welcomed. This strategy should be conditioned.

Move-in/out Procedure
It is noted that all on-site car parking would be made available for students moving into/out of the site at the start/end of term time and demand for on-site parking during move-in / move-out events would be managed by the site operator. It is recommended that a Condition is attached to any subsequent Planning permission requesting that an Operational Management Plan is submitted to and agreed in writing with the Local Planning Authority, prior to first occupation of the development.

Pedestrians
It is proposed that the existing site access from Wilmslow Road would be used by pedestrians. An additional new pedestrian access point is proposed at the south-eastern corner of the Site off Langley Road, close to its junction with Wilmslow Road. It is recommended that all pedestrian routes are minimum 2m wide.

To assist pedestrians and enhance road safety it is queried if any consideration has been given to the provision of signalised pedestrian facilities across Wilmslow Road in the vicinity of the site. A facility could be incorporated into the bus gate signals.

Public Realm/Materials
Commuted sums are required for any non-standard materials, street trees etc used on the adopted highway. To be agreed with MCC Highways S278 team as required.
Cycle Storage
Cycle stores for circa 172 cycles are proposed within the basement with access from the

main pedestrian access off Wilmslow Road. A further 42 spaces are proposed close to the Wilmslow Road access. This represents a 50% allocation. The applicant should monitor usage of the cycle storage and provide additional as required - this should be included in the conditioned Travel Plan.

It is also recommended that the Developer promotes additional schemes to encourage sustainable travel such as bicycle hire etc.

TAXI PICK-UP and DROP-OFF
No detail has been provided regarding this activity, details of a suitable location and how this will be managed should be included in the site management plan.

Waste/Servicing
It is proposed that servicing would be undertaken on-street on Langley Street and also within the car parking area.

Swept path assessments of refuse collection / delivery vehicle manoeuvres are provided which are acceptable in principle, to ensure servicing is appropriately managed it is recommended that a servicing management plan is conditioned.

Travel Plan
A draft Interim Travel Plan has been prepared to accompany the planning application. This is acceptable in principle, and it is recommended that a Condition is attached to any subsequent Planning permission requesting that a Travel Plan is submitted to and agreed in writing with the Local Planning Authority, prior to first occupation of the development.

CMP
A construction management methodology plan has been submitted with the application. This will require on-going discussion and agreement with the MCC Network Resilience team. It is recommended that a CMP is suitably conditioned.

The applicant is also advised that any requirements for licensing, hoarding / scaffolding and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004).

Dilapidation surveys are also requested and the applicant should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.
Suggested Conditions
- Cycle parking
- Student Management Stratgey including Move in/out procedure
- Servicing Management Plan
- Off Site Highways highway safety at Mosely Road junction, reinstatements, etc.
- CMP
- Travel Plan
- Car Club Bay
- ELV

<u>MCC as LLFA</u>

Recommend the following conditions:

Condition 1: No development shall take place until surface water drainage works have been implemented in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards and details that have been submitted to and approved in writing by the Local Planning Authority.

· Evidence that the EA have been consulted on the drainage strategy as the proposed development lies within a SPZ3.

· Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area. 50% betterment should be calculated using discharge rates of the surveyed existing drainage system, not the modified rational method.

· Consideration of green SuDS components, e.g. rain gardens, which could be achieved by SuDS-enabling some of the vegetation already included in the landscape proposal.

· Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment;

· Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building. This should demonstrate how any flooded volume from system surcharge would be safely managed on site.

· Hydraulic calculation of the proposed drainage system (with updated 50% betterment calculation);

· Where surface water is connected to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.

· Construction details of flow control and SuDS elements.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

If there is no clear adoption policy in place to take over the proposed drainage system after construction, the LLFA suggest the following construction and maintenance condition to be considered by the LPA:

Condition 2: No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

· Verification report providing photographic evidence of construction as per design drawings;

· As built construction drawings if different from design construction drawings;

· Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime. This should include required maintenance tasks for all drainage components, including a schedule to prevent blockage of the detention basin inlet/outlet.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development

GMP - Recommend that a condition to reflect the physical security specifications set out in section four of the Crime Impact Statement should be added, if the application is to be approved.

United Utilities – Recommend conditions to cover drainage.

EA - Environment Agency Commentary

Due to current internal resource constraints, our Groundwater and Contaminated Land Team has not been able undertaken a review of the risk posed by the proposed development to controlled waters. We would therefore advise that you refer to our published Guiding Principles for Land Contamination which outlines the approach we would wish to see adopted to managing risks to the water environment from this site and consult with your Environmental Health / Environmental Protection Department for further detailed advice.

Where planning controls are considered necessary we would recommend that you seek to integrate any requirements for human health protection with those for protection of the water environment. This approach is supported by Paragraph 170 (e and f) of the National Planning Policy Framework (NPPF).

Further to the above, please see outlined below several informatives which should be considered and used to inform/advise development going forward.

Local Planning Authority (LPA) Informative - Contaminated Land Investigation / Remediation

The NPPF takes a precautionary approach to land contamination. Before the principle of development can be determined, land contamination should be investigated to see whether it could preclude certain development due to environmental risk or cost of remediation.

Where contamination is known or suspected, a desk study, site investigation, remediation and other works may be required to enable safe development. The minimum requirements for submission with a planning application are a preliminary risk assessment, such as a site walkover or desk top study.

Site investigation and remediation strategy reports may be required for submission with a planning application for sensitive land use types or where significant contamination, or uncertainty, is found. When dealing with land affected by contamination, developers should follow refer initially to the following guidance: https://www.gov.uk/contaminated-land

Neighbour notification responses

I am also in receipt of 234 objections to the proposals and objections from a number of local Civic Societies, residents and other interest groups, and from ward Councillors.

Many of the comments raise concerns with the scale and height of the proposals; visual impacts on park and surrounding area; overshadowing of the park and specific elements/ gardens within it; the inappropriateness of the design; loss of light and overbearing impacts on existing residential properties; lack of car parking to serve the proposed level of development, impact on the retained Oakley House building by virtue of the scale and massing of the proposed buildings. Given the volume of responses this is only a cursory summary of the issues raised at this time.

In addition to these matters arising from the physical aspects of the proposals a majority of comments indicate that further student accommodation in Fallowfield is unwanted and will undermine the sustainability of the neighbourhood and permanent residents in the area. Many examples of current problems associated with student behaviour such as impacts on services, waste disposal, litter, noise and disturbance at anti social hours, more recent issues arising from student behaviour during lockdown and non-compliance with Covid 19 regulations and that these proposals and additional numbers of students in the area will exacerbate these issues. It is raised that the proposals are not aligned with recent reports of the Council regarding the locations for PBSA.

I am still awaiting a number of other responses from consultees I am seeking an understanding of when I might receive these and will supply a summary of these when I have them.

Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Robert Griffin <robert.griffin@manchester.gov.uk>

Tue 09/03/2021 11:45

To: Jenny Fryer <jenny.fryer@turley.co.uk>
Cc: Des Jones <des.jones@manchester.gov.uk>

Dear Jenny
I wanted to provide you with an update on the above application and our consideration of the proposals following the notification process.

As previously provided to you the proposals have generated a large amount of objections from local residents, community groups and local Councillors. These comments have raised a number of concerns relating to the proposals such as the increase in number of student bedspaces and the impacts this would have on the sustainability of the wider community and the neighbourhood. Other concerns in terms of the built form, height and scale of the proposed development have also been raised.

The Council as LPA shares the concerns that have been raised through the notification process and does not consider it is in a position to support the principle of the proposals for student accommodation in Fallowfield at this location or the design response to the site together with the impacts it would have on the character of the area. As such, given the fundamental concerns to the principle of the development and unless your clients wishes to withdraw the application, we would look to take forward a recommendation to refuse the application to the Committee meeting to be held on 15th April 2021.

Given the position outlined above we do not believe the meeting scheduled for tomorrow would be of a value at this time.

Kind regards

Rob Griffin
Principal Planner
Development Management South
Planning, Licensing and Building Control
Growth and Development Directorate
Manchester City Council
PO Box 532
Manchester
M60 2LA

e: robert.griffin@manchester.gov.uk

Re: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Robert Griffin <robert.griffin@manchester.gov.uk>

Tue 09/03/2021 15:45

To: Stephen Bell <stephen.bell@turley.co.uk>
Cc: Des Jones <des.jones@manchester.gov.uk>;Jenny Fryer <jenny.fryer@turley.co.uk>

Dear Stephen,
Thanks for your email.

I would refer to the initial discussions in relation to this matter in 2020 where it was indicated that the principle of student accommodation was one that gave rise to concerns in this location and one that could not be supported. It was made clear that the more recent discussions did not relate to support for the principle of the use at this location which we indicated would be extremely controversial and we were in no way providing you with any comfort that the application would be supported. The submitted scheme and supporting documentation are not considered to have resolved those concerns in terms of principle or the scale and massing and form of development that enables that use. As such and given this, refinements to the scheme in order for it to be of an acceptable form are not considered to be feasible. On this basis it is not considered that a meeting is required to discuss this matter any further.

It is noted that the application was submitted with a letter from the University of Manchester supporting the scheme, their views on the proposals are of course important in considering the scheme against the criteria set out in policy H12 and we will reflect that in our report to Committee and any further response they might provide to us.

Kind regards

Rob Griffin
Principal Planner
Development Management South
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Manchester City Council
PO Box 532
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M60 2LA

e: robert.griffin@manchester.gov.uk

From: Stephen Bell <stephen.bell@turley.co.uk>
Sent: 09 March 2021 12:28
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Cc: Des Jones <des.jones@manchester.gov.uk>; Jenny Fryer <jenny.fryer@turley.co.uk>; 'Iain Smith' <Iain.Smith@WatkinJones.com>; 'Barry Coltrini' <Barry.Coltrini@watkinjones.com>; David Taylor <David.Taylor@watkinjones.com>
Subject: FW: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Good afternoon Rob,

Thanks for your email below, which Jenny has passed on.

Our client is naturally disappointed with the intended recommendation for refusal bearing in mind discussions to date. My instructions are that the application will not be withdrawn, but that we wish to seek to minimise issues of disagreement. We note the position on the principle of development but it is only reasonable that the applicant is given opportunity to understand the reasoning behind that position, and to appraise whether further evidence may influence that position. Equally, the other matters you raise may be capable of being addressed or mitigated through refinements to the project. It is to be expected that the applicant is given opportunity to understand what the specific concerns are and to consider whether those concerns may be overcome.

We would therefore request that the meeting tomorrow still takes place such that these matters can be adequately and fairly explored.

We also understand that the University of Manchester has not yet formally responded to the application notification, as it was directed to an email which is now longer active. We are advised that the University will reiterate its support as expressed in the application material. Again the applicant would wish to understand how this position has been or will be taken in to account in reaching an in-principle recommendation against.

Thanks
Steve

Stephen Bell
Senior Director, Head of Planning North

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Fw: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Robert Griffin <robert.griffin@manchester.gov.uk>

Wed 17/03/2021 13:10

To: Stephen Bell <stephen.bell@turley.co.uk>
Cc: Des Jones <des.jones@manchester.gov.uk>;Dave Roscoe <dave.roscoe@manchester.gov.uk>;Jenny Fryer <jenny.fryer@turley.co.uk>

Dear Stephen

Further to your email, I respond as follows.

In accordance with the Councils adopted Statement of Community Involvement we do not make public copies of responses received during the notification process of dealing with an application until either a decision has been issued under delegated authority or 5 working days prior to a Committee where an application is to be reported. I am able to provide a summary of responses and this has previously been provided from residents, councillors, and statutory consultee responses. I have a response still outstanding from the Councils Environmental Health Team, once I have this I will let you and Jenny know.

Since my last email I have received a further 4 resident objections and comments from a local school, these raise similar points to those in the summary previously provided.

I have also received comments from the Councils Arborists who raise no objections to the proposals from an arboricultural point of view and Highways Services have responded to the note provided to us from Focus to indicate that they would not pursue the points they made relating to the crossing and safety review.

In response to the Council's notification process of the application I am in receipt of a letter from a local MP indicating that constituents have asked that he write in response to the submitted application to ask that the Planning committee take into account a number of matters in coming to a decision including: taking an appropriate and fair consideration of views submitted by all local residents as well and representative organisations and institutions; to consider, based on evidence submitted, the balance of the community in the Fallowfield and Rusholme Wards and especially within the immediate area of the Fallowfield Brow; to consider the impacts on Platt Fields Park (particularly with respect to the area round Shakespearean Gardens and to trees within the park) and whether appropriate action has been taken to mitigate any impacts on park users; to come to a decision, taking into account all views and evidence, that is in accordance with the law and Manchester City Council's planning policies.

The letter you attached to your email is noted but wasn't received in response to our notification process and is dated prior to the submission of the current application proposals. It was, therefore, not my intention to reference it in our reporting of the application unless I have a specific request from its author to append it to our file.

In terms of the scheme presented in the application, the density and proposed numbers of occupiers gives rise to significant concerns in terms of impacts on residents and are not considered to contribute towards the Councils overarching key spatial principle to create neighbourhoods of choice or provide a positive contribution to the area. In terms of policy H12 it is considered that the proposals would not contribute in a positive way to the vibrancy of Fallowfield, nor have a positive regeneration impact and would increase pressure on existing neighbourhood services to the detriment of existing residents. The level of increase in number of student occupation would give rise to risks of increase in crime and anti-social behaviour within the Fallowfield area. In addition to these points the level of development and occupation are also considered to give rise to increases in parking pressures on surrounding streets.

The level of proposed accommodation and the significant built form required to accommodate it in terms of height, scale and footprint fails to reflect the character of the sites location in this part of Fallowfield or is respectful of its relationship to Platt Fields Park.

Kind regards

Rob Griffin
Principal Planner
Development Management South
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T: 0161 234 4527

e: robert.griffin@manchester.gov.uk

From: Stephen Bell <stephen.bell@turley.co.uk>
Sent: 15 March 2021 11:29
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Cc: Des Jones <des.jones@manchester.gov.uk>; Dave Roscoe <dave.roscoe@manchester.gov.uk>; Ben Wrighton <Ben.Wrighton@watkinjones.com>; Iain Smith <Iain.Smith@WatkinJones.com>; Jenny Fryer <jenny.fryer@turley.co.uk>
Subject: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Good morning Rob,

Further to our meeting with Dave Roscoe this morning, we would be grateful if you could provide the following:

- Copies of letters received from local Cllrs in response to the application;
- Copies of statutory consultee responses that we have not been supplied to date, together with confirmation of whether any are outstanding;
- Copies of other responses, but if this isn't possible, otherwise summaries of the points raised;
- Clarification of your position on matters beyond the principle of use, in particular the apparent (from your earlier emails) concerns around scale and massing. It is important the applicant is able to understand what the issues are and be given the opportunity to consider how they may be overcome;
- Clarification of why as officers you consider the proposal to be in conflict with Policy H12 (which criteria do we fall foul of and why). Again, it is important for the applicant to understand this, to establish whether further evidence could be supplied.

One additional point which we didn't discuss with Dave relates to the position of local MPs. We understand the attached letter was issued to Dave in October, in advance of the application being submitted. I'd be grateful if you could confirm that this letter has been placed on the application file and will be taken in to account. Also, we understand Jeff Smith MP has written in support of the application and we would appreciate confirmation this has been received.

Fw: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Robert Griffin <robert.griffin@manchester.gov.uk>

Tue 23/03/2021 09:31

To: Stephen Bell <stephen.bell@turley.co.uk>
Cc: Jenny Fryer <jenny.fryer@turley.co.uk>;Des Jones <des.jones@manchester.gov.uk>;Dave Roscoe <dave.roscoe@manchester.gov.uk>

Dear Stephen ,

I hope you are well.

Further to you email, I have now received comments back from Environmental Health who have recommended several conditions but have also commented on some of the information provided. These are set out below:

CMP (Condition)
The construction Management Plan is acceptable apart from the proposed construction hours for Saturdays are not in accordance with the MCC guidance as they intend on starting at 08:00hrs.

The applicant should refer to https://secure.manchester.gov.uk/info/100006/environmental_problems/2956/noise/9 and IAQM/EPUK Construction Guidance at: http://iaqm.co.uk/guidance/

Deliveries to commercial premises (condition)
Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday, no deliveries/waste collections on Sundays/Bank Holidays.

External Lighting Scheme (condition)

a) Before the use hereby approved commences external lighting shall be designed and installed in accordance with a scheme approved in writing by the City Council as local planning authority so as to control glare and overspill onto nearby residential properties.

b) Prior to occupation of the development a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved light consultant's report. The report shall also undertake post completion testing to confirm that acceptable criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the criteria.

Noise (condition)

a) Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from Wilmslow Road shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00)	30 dB L_{Aeq} (individual noise events shall not exceed 45 dB $L_{Amax,F}$ by more than 15 times)
Living Rooms (daytime - 07.00 - 23.00)	35 dB L_{Aeq}
Gardens and terraces (daytime)	55 dB L_{Aeq}

b) Prior to first occupation of the residential units, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance.

The PDA Acoustic report reference J003148/4667/3/TD dated 18 December 2020 said that "It should be noted that building envelope and façade design details for the proposed development are currently unavailable. Therefore, calculated internal noise levels have been based on typical details for this type of development as described in Sections 5.2-5.3. Minimum acoustic specifications have been identified for the glazing and trickle ventilators".

The mitigation strategies detailed in section 5.4 of the acoustic report have been derived based on the results of the SP model and assumed details as described in Sections 5.2-5.3, to achieve the recommended internal noise level criteria as detailed in BS 8233 & WHO 1999.

If construction details vary from those detailed in the Acoustic Report the applicant will need to demonstrate that the MCC internal noise criteria will still be met.

EH have no objections to the external noise levels within the development, as there is an external area where the noise levels achieve 45-50dBA and there are outdoor amenity spaces within walking distance of the development.

We will require a verification report to demonstrate the internal noise levels have been achieved.

Noise – external equipment insulation (condition)

a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (L_{Aeq}) below the typical background (L_{A90}) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site.

b) Prior to occupation of the development a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report.

The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site.

The planning statement mentions that the application site intends on using Air Source Heat Pumps for hot water and heating. The applicant should ensure that these and all other externally mounted plant will meet the MCC noise criteria

Waste (condition)
Before the development commences a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

New developments shall have refuse storage space for segregated waste collection and recycling. Internal and external storage areas are required.

Reason - In the interests of amenity and public health.

*The proforma/ Waste Management Strategy must include the following information:

- Estimated volumes and types of waste produced by the development;
- Details of internal and external stores for both waste and recycling, including any plans and designs;
- Location of the proposed collection point and details of the route the collection vehicle will take;
- Details of how waste will be transferred between stores and to the collection location, and
- Details of number and capacity of bins proposed and collection frequency.
- Other details as per 'Waste Proforma v1.0' - refer to guidance at: http://www.manchester.gov.uk/downloads/download/6048/waste_management_strategy

The applicant has provided details of the total refuse storage space across the whole of the development, but EH are concerned that the storage space provided for the tower block is inadequate , the refuse stores appear to be roughly the same size in both buildings but the tower block will house considerably more students. There are also no details for the recycling provisions for the site. For Student accommodation we would assume 50L total waste per bedroom (general waste 28L per bedroom, rest recycling).

Air Quality(condition)
a) Prior to commencement of the development mitigation measures to safeguard local air quality shall be submitted to and approved in writing by the City Council as local planning authority.

b) Prior to occupation of the development any agreed mitigation measures shall be implemented and verified as such in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Core Strategy.

*The Air Quality Assessment is accepted. The applicant is installing 4EV charge points (which should be a minimum of 7kW) as there are seven parking spaces in the development. In accordance with MCC's best practice recommendations, cable routes should be provided for the remaining parking spaces.

Contaminated land (condition)

a) Before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

b) When the development within each phase commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development in each phase is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to [INSERT] of the Unitary Development Plan for the City of Manchester.

The applicant has only supplied data for three rounds of gas monitoring. EH will need the missing data for the other three rounds of gas monitoring before they can comment on the suitability of the Contaminated Land report.

Information for Developers guidance documents can be downloaded using the following link:
http://www.manchester.gov.uk/info/500207/planning_and_regeneration/1962/additional_planning_guidance/3

I note your email that your client wishes an opportunity to respond to previous emailed comments and the Council does agree to your request to an extension of time until 30th June 2021. I will mark my file accordingly.

Kind regards

Rob Griffin
Principal Planner
Development Management South
Planning, Licensing and Building Control
Growth and Development Directorate
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T: 0161 234 4527

e: robert.griffin@manchester.gov.uk

From: Stephen Bell <stephen.bell@turley.co.uk>
Sent: 19 March 2021 09:13
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Cc: Des Jones <des.jones@manchester.gov.uk>; Dave Roscoe <dave.roscoe@manchester.gov.uk>; Jenny Fryer <jenny.fryer@turley.co.uk>
Subject: RE: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Good morning Rob,

Thank you for your email below.

We are grateful for the additional information regarding responses to the consultation, and would appreciate you providing additional summaries as further responses are received. I note that the Environmental Health response is outstanding. Are you also expecting a response from the Council's conservation officer / consultant?

Your original emails and this further explanation raises as series of issues the applicant wishes to reflect on and consider a response to. We would therefore request on the applicant's behalf that the application is not reported to the Planning Committee of 15th April as you indicated was your intention. We understand the next available Committee meeting would be 3rd June. The applicant would agree to an extension of the period for determination to 30th June. I would be grateful if you could confirm this is acceptable to the authority and that the application will not be determined until the applicant has been provided opportunity to respond.

Kind regards

Steve

Stephen Bell
Senior Director, Head of Planning North

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Re: 188 Wilmslow Road Ref: 129020/FO/2020 - Agreement of viewpoints for TVIA

Robert Griffin <robert.griffin@manchester.gov.uk>

Wed 21/04/2021 17:46

To: Jenny Fryer <jenny.fryer@turley.co.uk>

Hi Jenny

I think the only follow up statutory consultee response was from EH following the additional information provided.

They have provided the following comments:-

1. We have looked at the gas monitoring results and agree that the site can be classed as CS1.
2. Asbestos has been identified on the site, and it does not appear that the site is being stripped in any way, so this will remain on the site for the duration of the work. I would therefore like information from the applicant on how those involved in the construction work are to be protected from the potential effects of working in an environment containing asbestos.
3. The outline remediation requirements for the land has said there will be a 600mm clean cover system, with a Terram-style geotextile membrane between the made ground and the imported material, in areas of soft landscaping. However we will require a finalised remediation strategy with full details of what is proposed including details of the removal of any contaminant hotspots mentioned in section 8.2. Human Health of the Tier consult report TE1279GIR1.2, and the sampling frequency for the imported soils once they are in-situ.
4. We would like a copy of the potable water risk assessment to ensure that suitable pipes are installed for the development as certain compounds can pass through plastic water pipes into the drinking water supply.

Regards
Rob Griffin
Principal Planner
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T: 0161 234 4527

e: robert.griffin@manchester.gov.uk

From: Jenny Fryer <jenny.fryer@turley.co.uk>
Sent: 21 April 2021 16:06
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Subject: RE: 188 Wilmslow Road Ref: 129020/FO/2020 - Agreement of viewpoints for TVIA

Hi Rob

Sorry to email again, I'm just wanting to check in on whether or not there have been any other consultee responses we should be aware of?

Many thanks

Kind regards
Jenny

Jenny Fryer
Senior Planner

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From: Jenny Fryer
Sent: 20 April 2021 22:35
To: Robert Griffin
Subject: FW: 188 Wilmslow Road Ref: 129020/FO/2020 - Agreement of viewpoints for TVIA

Evening Rob

I just wanted to drop you a line to apologise for not flagging the below email was going to be coming over to you.

We've been instructed on the TVIA works recently and are hoping to get this actioned within the next couple of weeks to align with the agreed extension of time for determination of the application and to ensure you have sufficient time to review the document. It would therefore be greatly appreciated if you could respond to Isabel's email by the end of the week if possible.

Many thanks in advance.

Kind regards
Jenny

From: Isabel Jones [mailto:isabel.jones@turley.co.uk]
Sent: 20 April 2021 12:32

Fw: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Robert Griffin <robert.griffin@manchester.gov.uk>
Thu 20/05/2021 15:09
To: Jenny Fryer <jenny.fryer@turley.co.uk>

Dear Jenny
I hope you are well. Our EHO has reviewed the revised CEMP submitted recently and have made the following comments:

"With regard to the asbestos, the CMP only seems to cover removal of asbestos containing materials in the demolition process. No mention has been made of the asbestos in the soil and what steps will be taken to ensure the site operatives will be protected before the asbestos containing soil is covered. The CMP quotes various pieces of legislation, but no specific measures that will be taken for this stage of the construction process."

Kind regards

Rob Griffin
Principal Planner
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From: Jenny Fryer <jenny.fryer@turley.co.uk>
Sent: 29 March 2021 09:15
To: Robert Griffin <robert.griffin@manchester.gov.uk>
Cc: Stephen Bell <stephen.bell@turley.co.uk>
Subject: RE: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Morning Rob

Further to the below please see attached CMP with updated Saturday working hours and updated Waste Management information in line with the Environmental Health Officer's comments.

I trust these address the comments sufficiently and will be added to the online application documentation.

Many thanks

Kind regards
Jenny

Jenny Fryer
Senior Planner

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From: Jenny Fryer
Sent: 23 March 2021 16:53
To: Robert Griffin
Cc: Stephen Bell
Subject: RE: Planning application reference 129020/FO/2020 - 188 Wilmslow Road

Hi Rob

Thank you for your email.

We're reviewing all of the comments but in relation to the missing information in respect of gas monitoring, please see below an updated Ground Investigation Report. There have been no changes to the report itself or the conclusions but I believe a small number of pages have been added to an appendix as they were incorrectly missed at the time of submission. I trust this can be passed through to the relevant contact so any further comments can be made.

https://we.tl/t-7O4Bgk7Zph

Many thanks

Kind regards
Jenny

APPENDIX 24 - Proposed condition scope if the appeal were to be allowed:

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

2) The development shall be carried out in accordance with the approved drawings and documents.

3) Prior to the commencement of any demolition on site an additional bat emergence survey shall be carried out and the results shall be submitted to and approved in writing by the City Council as local planning authority. No demolition works shall take place until written confirmation is provided by the LPA that works can proceed.

4) The removal of trees identified as BT4, BT5 and BT7 within the submitted details may have the have the potential to cause harm to bats as identified in the Bowland Ecology reference BOW17/1126 sections 5.8 and appendix E and shall not in any circumstances occur unless further information on the risk potential to bats has been provided to and agreed in wring by the local planning authority.

5) Prior to any earthworks a reasonable avoidance measures method statement for hedgehogs shall be supplied to and agreed in writing by the City Council as local planning authority.

6) Prior to the commencement of development a surface water scheme developed in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacements national standards has been submitted to and approved in writing by the Local Planning Authority the scheme shall include the following details:
   · Evidence that the EA have been consulted on the drainage strategy as the proposed development lies within a SPZ3.
   · Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area. 50% betterment should be calculated using discharge rates of the surveyed existing drainage system, not the modified rational method.
   · Consideration of green SuDS components, e.g. rain gardens, which could be achieved by SuDS-enabling some of the vegetation already included in the landscape proposal.
   · Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment;
   · Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for climate change in any part of a building. This should demonstrate hotw any flooded volume from system surcharge would be safely managed on site.
   · Hydraulic calculation of the proposed drainage system (with updated 50% betterment calculation);

· Where surface water is connected to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.
· Construction details of flow control and SuDS elements.

7) Prior to the commencement of any demolition works taking place on the site (excluding vegetation clearance) a method statement for the removal of built fabric attached to the non-designated heritage asset 'Oakley House' together with measures to protect the internal fabric of the building during demolition and construction works shall be submitted to and approved in writing by the Council as local planning authority. The demolition and construction works shall be carried out in accordance with agreed details.

8) Prior to the commencement of development, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

9) The development shall be carried out in accordance with the amended Construction Management Plan as received by the City Council as local planning authority on the 10th May 2021.

10) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained within the approved documents and drawings ; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the use or occupation of the development.
(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)
(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

11) No tree felling or pruning works or vegetation clearance or demolitions commence should take place during the optimum period for bird nesting between the 1st March and 31st August in any year unless a detailed bird nest survey by a suitably experienced ecologist has been carried out immediately prior to clearance and written confirmation provided that no active bird nests are present which has been agreed in writing by the local planning authority.

12) When the development within each phase commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

    In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development in each phase is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

13) Prior to the installation of any hard landscaping works, samples and specifications of materials to be installed shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details

14) Prior to the commencement of any above ground works (excluding demolition works) samples and specifications of all materials to be used on all external elevations of the development shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

15) Fumes, vapours and odours shall be extracted and discharged from buildings within the development in accordance with a scheme to be submitted to and approved in writing by the City Council as local planning authority before the use of a building commences.

16) Notwithstanding the approved plans, prior to the installation of any boundary treatment, a plan indicating the positions, design, materials and type of boundary treatment to be erected on the site shall be submitted to and approved in writing by the

city Council as local planning authority. The development shall be carried out in accordance with the agreed details

17) Prior to the planting of any soft landscaping (including trees) hereby approved, details of a long term maintenance and management scheme of the trees and shrubs on site shall be submitted and approved in writing by the city Council as local planning authority. The scheme shall also include details of procedures to replace any trees or shrubs that are removed, uprooted, destroyed or dies within five years after being planted. The approved landscaping scheme shall be implemented within 12 months of the completion of development and subsequently managed and maintained in accordance with the agreed details.

18) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of any sustainable drainage scheme installed at the site has been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:
· Verification report providing photographic evidence of construction as per design drawings;
· As built construction drawings if different from design construction drawings;
· Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime. This should include required maintenance tasks for all drainage components, including a schedule to prevent blockage of the detention basin inlet/outlet.

19) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours: 07:30 to 20:00, Monday to Saturday, no deliveries/waste collections on Sundays/Bank Holidays.

20) Within three months of the commencement of development hereby approved an external lighting scheme shall be submitted to the City Council as local planning authority so as to control glare and overspill onto nearby residential properties. The scheme shall also:

· Identify areas/features on site that are potentially sensitive to lighting for bats;
· show how and where lighting will be installed and through appropriate lighting contour plans demonstrated clearly that any impacts on bats is negligible/less than that previously present onsite;
· Specify frequency and duration of use.

The development shall be carried out in accordance with the agreed scheme.

21) Within three months of the commencement of development a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

22) Before first occupation of the development, a Car Club space shall be provided in a suitable location that has been submitted for approval in writing by the City Council as local planning

authority. The car club space shall be implemented and made available upon the first occupation of the development and thereafter retained and maintained in situ.

23) Prior to first occupation of the development hereby approved, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

24) a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to commencement of the use hereby approved the scheme shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site.

b) Prior to occupation of the development a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

25) Prior to occupation of the development, details of the electric vehicle charging points to be installed at the site shall be submitted to and approved in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

26) No building within the development shall be occupied until space and facilities for bicycle parking have been provided in accordance with details to be submitted to and approved in writing by the City Council as local planning authority. The approved space and facilities shall then be retained and permanently reserved for bicycle parking.

27) Within 3 months of the completion of the development a verification statement shall be submitted to and approved in writing, confirming the certification that the development has achieved a BREEAM ‘Excellent’ or equivalent rating. Any instances of non-conformity with achieving the BREEAM ‘Excellent’ rating shall be detailed along with any measures required to ensure compliance.

28) The car parking indicated on the approved plans shall be surfaced, demarcated and made available for use prior to the first occupation of the development hereby approved. The car park shall then be available at all times whilst the site is occupied.

29) Before the development hereby approved is first brought into use a Travel Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:
i) the measures proposed to be taken to reduce dependency on the private car by those attending or residing at the development
ii) a commitment to surveying the travel patterns of occupiers of the development during the first three months of use of the development and thereafter from time to time
iii) mechanisms for the implementation of the measures to reduce dependency on the private car
iv) measures for the delivery of specified travel plan services
v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

Within six months of the first use of the development, a revised Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

30) Prior to the first occupation of buildings hereby approved an Arrival/Departure Strategy shall be submitted to and agreed in writing by the City Council as local planning authority. The strategy shall set out details of how cars arriving and departing the site at the beginning and end of academic year are to be managed. The development shall be subsequently carried out in accordance with the agreed strategy.

31) Prior to the first occupation of the buildings hereby approved details of a conservation management plan detailing the measures to be undertaken to retain internal and external heritage features at the non-designated heritage asset known as Oakley House, throughout the lifetime of the development shall be submitted to and approved in writing by the City Council as local planning authority. The management and maintenance of Oakley House shall be subsequently carried out in accordance with the agreed details.

32) The buildings hereby approved shall not be occupied until confirmation has been submitted to and approved in writing by the City Council as local planning authority that the development has received Secured by Design Accreditation.