

Planning and Tall Building Statement
All Saints Cambridge Halls, Manchester
Metropolitan University

April 2025

Turley

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Executive Summary

1. This Planning and Tall Building Statement has been prepared by Turley on behalf of Unite Students and Manchester Metropolitan University (The Applicant) and presents a detailed planning appraisal of the proposed redevelopment of the Manchester Metropolitan University's ('the University') residential campus at All Saints Cambridge Halls ('the Site') for replacement and additional Purpose Built Student Accommodation ('PBSA') with associated public and private amenity space and flexible commercial uses at ground floor level.

2. The application is described as follows:

Demolition of existing halls of residence and erection of two buildings of 30 and 24 storeys above ground, plus basement and rooftop plant levels, comprising purpose-built student accommodation with internal and external rooftop communal amenity space (Sui Generis). Ground floor commercial and community uses (Flexible Use Classes E, F1 or F2). Hard and soft landscaping and associated highway works.

3. The proposal will provide up to 2,302 student bedrooms with private internal and external amenity spaces and associated services and up to 1,277sqm of commercial and community uses that support the functioning of the Site as a student accommodation campus and also benefitting the wider community.
4. The Proposed Development involves a comprehensive redevelopment of the Site to deliver high-quality, sustainable accommodation that meets the University's needs and supports students for many years. It will replace outdated accommodation that is no longer suitable, fails to meet the University's standards for quality and sustainability, and which does not provide a residential environment that fosters student wellbeing or supports academic achievement and extracurricular development during their time in the City.

All Saints Cambridge Halls

5. Cambridge Halls primarily houses first-year and international students who qualify for accommodation under the University's Accommodation Guarantee scheme. Cambridge Halls is located within the University's main All Saints Campus within the Oxford Road Corridor.
6. The existing Cambridge Halls campus accommodates 771 University owned and managed bedrooms with a variety of ancillary facilities. These are provided across a mix of catered and self-catered traditional 'halls of residence'.
7. According to accommodation application data, en-suite accommodation provided at Manchester Metropolitan University's recently completed Archway Hall development is significantly more popular with students than existing accommodation at Cambridge Halls. This suggests that students want better quality, modern accommodation, which redevelopment of this site can provide within the Manchester Metropolitan University campus.

The Strategic Context to the Proposed Development

8. Manchester has one of the largest student populations in Europe with over 112,215 people enrolled on courses at one of its three main universities (University of Manchester, The Manchester Metropolitan University and The University of Salford) in 2022/23, a 26% increase since 2014. Approximately, 64,000 students in 2022/23 had a term time address in the City, a 62.5% increase since 2014.
9. In the 2022/23 academic year, Manchester Metropolitan University had a total of 3,150 students residing in provider-maintained properties, 4,375 students in private sector halls, and 9,870 students living in other rented accommodation². This data reflects a diverse range of accommodation options available to students, with the majority living in privately rented or other accommodation outside of university-managed properties.
10. Manchester is renowned as one of the top global destinations for studying, offering a combination of exceptional and diverse educational opportunities alongside the dynamic atmosphere of one of Europe's fastest-growing cities. Its attractiveness to students is unmatched in the UK. Consequently, the City's universities are integral to Manchester's economy and play a significant role in enhancing its international reputation.
11. The long-term success of the City relies on its ability to attract students and produce a skilled graduate workforce for the future. Both major universities operate in a competitive environment and must continually adapt and innovate to sustain and enhance their position in the market.
12. This necessitates investment in research, curriculum development, and essential infrastructure, including the provision of high-quality student accommodation. The quality of the residential experience is intrinsically linked to the academic experience.
13. The University has conducted a thorough assessment of the campus as part of its Estates and Residential Strategies and identified Cambridge Halls as a key development opportunity in order to substantially increase PBSA bedspaces under direct control or nomination agreement in a suitable location and sustainable manner. The age of Cambridge Halls means that it provides a poor-quality student experience and does not comply with modern energy performance.

The Proposed Development

14. The University is fully committed to resolving these challenges by making strategic investments in new and expanded accommodation, alongside enhanced supporting services, through a comprehensive redevelopment of Cambridge Halls and a wider masterplan to improve public realm and access through All Saints campus.
15. The University has established a clear vision for the redevelopment of Cambridge Halls, aiming to create a world-class, environmentally sustainable campus that enhances the student experience.

16. The strategic objective of the development is to provide high-quality, sector-leading student accommodation that meets modern expectations while enhancing the pedestrian and cyclist experience in line with the Manchester Metropolitan Campus masterplan. It achieves this through utilising a site already in PBSA use through a proposal of densification and making more efficient use of existing land. This is a fundamentally sustainable way to meet the need for additional PBSA beds through not increase the extent of land utilised to provide additional beds.
17. The proposal seeks to deliver architecturally significant and sustainable buildings of appropriate prominence, carefully positioned across two plots to respect the urban grain. Additionally, the scheme aims to foster greater engagement with the local community through public realm enhancements and active frontages, contributing to a vibrant and integrated campus environment.

Phasing

18. In order that the University can continue to provide a sufficient supply of accommodation during the development, the proposal will be brought forward in phases with parts of the site remaining in use as existing whilst other parts are redeveloped. This minimises the net loss of bedrooms during development.
19. Overall, the indicative programme anticipates that the development will be completed by 2030. The indicative phasing plan anticipates that work will commence with a first phase covering the southern block (30,442sq m GIA). This accommodates 1,126 bedrooms and will be completed in phase 1 of 2029. The second phase which comprising the northern block (35,626sq m GIA) and accommodates 1,204 bedrooms is to be completed by phase 2 of 2030.

Policy Assessment

Strategic Policy Alignment

20. The proposed development achieves significant strategic alignment with a number of key policy and regeneration objectives of the City as expressed through the Manchester Core Strategy, the Greater Manchester Strategy (2021) and Oxford Road Corridor Manchester Strategic Spatial Framework (2018) by:
 - Providing a quality and range of replacement and additional student accommodation which will support the University's ability to continue to attract high calibre students to the city in a globally competitive higher education market.
 - The site is located within the Regional Centre and immediately adjacent to the City Centre boundary. The proposed development will accord with the Manchester Core Strategy through concentrating economic development to the Regional Centre's in the form of business, retail, higher education, leisure and cultural development over the plan period;
 - This is critical to the long-term success of the University as a major contributor to the City's economy and maintains Manchester's ability to attract the knowledge economy workers of the future, many of whom come through the City's universities to make Manchester their long-term home. It ensures

Manchester's international reputation as a great place to study is protected and furthered from which the City's vibrant cultural economy derives significant benefit;

- Providing an environment in which students can thrive in both their studies and extra-curricular activities, improving the quality of educational outcomes for Manchester's future resident population;
- Supporting the long-term viability and sustainability of the City's residential communities by providing quality student accommodation which can reduce reliance on the mainstream housing market to meet students' accommodation needs, helping to manage price increases and address neighbourhood management issues which can arise through an overconcentration of Houses in Multiple Occupation (HMOs) in single areas.
- The proposed development aims to address a longstanding and pre-existing issue of students in all year groups (including first years) relying on the mainstream and HMO housing markets due to both an under provision of accommodation and a low-quality offer which reduces the appeal of University managed accommodation relative to other accommodation options (including those in the non-PBSA market). The provision of sufficient PBSA of the right quality and in the right locations is critical to the creation of sustainable communities in the City and the creation of a housing market which works for all.

Meeting the Requirements of Core Strategy Policy H12

21. Planning policy for PBSA in Manchester is principally addressed by Policy H12 of the adopted Core Strategy. Policy H12 sets out criteria against which PBSA proposals will be assessed. This is a wide-ranging policy that covers a broad range of requirements and considerations from other development plan policies, serving as a central reference point for assessing PBSA proposals. It is of significant relevance to the determination of this application.
22. The criteria of Policy H12 are satisfied given that the Proposed Development:
 - Is situated within an optimum location for PBSA within a university campus and benefitting from excellent access to sustainable transport modes;
 - Is compatible with existing developments and initiatives, in close walking distance to numerous day-to-day services and facilities;
 - Will have a significant positive regeneration impact in its own right through providing high-quality student accommodation that will assist the City in creating a knowledge-based ecosystem, whilst enhancing the safety and liveability of the surrounding neighbourhood;
 - Will be well designed and well managed to ensure that there are no unacceptable impacts upon the amenity of the surrounding area taking account of the Site's City Centre Fringe location and urban context;

- Will promote the use of low/zero carbon energy infrastructure;
- Will be designed to be safe, secure and will assist in improving the safety of the surrounding area;
- Will include a waste management strategy that it is in accordance with the adopted waste hierarchy;
- Provides high quality communal facilities for future students and a quantum of accessible and affordable units to ensure the Proposed Development meets the needs of all;
- Fulfils an identified need for high-quality PBSA to the student sector within Manchester; and
- Is deliverable, by the University working closely with their delivery partner Unite Students.

Design, Environmental and Other Policy Considerations

23. This planning application is accompanied by a comprehensive Environmental Statement, which presents the findings of the Environmental Impact Assessment (EIA) process undertaken in accordance with The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 (as amended).
24. The Environmental Statement addresses the relevant requirements of the EIA Regulations as they apply to the Proposed Development. Additionally, a range of supporting assessments covering various environmental and technical matters, which fall outside the scope of the Environmental Statement, have also been provided.
25. The consultant team appointed has provided input into the design process at all stages such that this responds positively to any constraints present and to local sensitive receptors which could otherwise be adversely affected by the development.
26. The body of work submitted with the application demonstrates that the development will not give rise to any unacceptable environmental effects and, through a considered design approach, will avoid adverse harm to local residential amenity.
27. By reference to the body of technical and environmental assessment work submitted with the application, it is concluded that the Proposed Development satisfies relevant policy relating to design and design quality, areas of amenity impact, built heritage, transport and access, flood risk, air quality, noise, archaeology, ecology and ground conditions.
28. Some residual harm is identified with respect to townscape/ visual amenity and daylight/ sunlight however these are to be expected of a high-density and high-rise development, which, as set out within the supporting Tall Building Statement, is considered suitable within this location.

Overall Scheme Benefits

29. The scheme will secure a wide range of beneficial outcomes across the social, environmental and economic dimensions of sustainable development which can be summarised as follows:

Social Benefits

- **A strategic regeneration contribution** - the Proposed Development will support the growth and ongoing viability of Manchester Metropolitan University, aligning with the City Council's regeneration and growth strategies. By enhancing the student accommodation offer, the development will help attract and retain students, fostering the next generation of graduates who will contribute to Manchester's long-term economic success.
- **Supporting the creation of sustainable communities** – the development will help free up non-PBSA residential accommodation, including rented properties in the city centre and family homes in suburban areas near the universities, by providing high-quality dedicated student housing that attracts both new and returning students, thereby easing pressure on the general housing market specifically the reliance on HMOs.
- **Providing a safe and attractive place for students to live** – The development will deliver high-quality, purpose-built accommodation with exceptional community, social, and management facilities, including on-site security and dedicated social and amenity spaces. Designed to create a supportive and engaging living environment, it will enhance student well-being, foster a sense of community, and provide an optimal setting for academic success.
- **Improving the local environment** – the development has the potential to greatly enhance the street scene along Cambridge Street, Chatham Street, and Boundary Street by introducing high quality public realm and boosting activity and vibrancy in the local area, generating both direct and indirect employment opportunities, and stimulating local spending.

Environmental Benefits

- **Brownfield land** – the scheme will allow for the effective and efficient utilisation of a sustainably located brownfield site and provision of uses for which there is an acute need. The intensification in density constitutes efficient use of land and will bring a greater number of students on to the University campus thus supporting its vitality and viability and reducing a need for trips. This represents a fundamentally sustainable approach to meeting the need for additional PBSA beds in the city.
- **Car-free development** – the highly sustainable location of the campus, through various sustainable modes of transport (walking, cycling, public transport) allows for the Proposed Development to be largely car free, thereby contributing to minimising pollution and the impacts of climate change.

- **Enhanced biodiversity** – the development will secure a net gain in biodiversity through on and off-site interventions.
- **Improved appearance** – The physical regeneration of the site will enhance the appearance and environmental quality of the Manchester Metropolitan University Campus, using a contemporary design approach that improves how the site is perceived and visually interacts with the surrounding neighbourhood.

Economic Benefits

- **Expenditure** – the Proposed Development would generate £9.7 million expenditure per academic year from the 2,302 students along, with a further £1.3 million from their visitors.
- **Employment** – the Proposed Development has the potential to generate approximately 85 local jobs across sectors such as hospitality and retail.
- **Construction** – the Proposed Development would support a large number of direct and indirect jobs within the construction industry and associated supply chains.
- **Reducing reliance on HMOs** – the Proposed Development could free up to 390 HMOs, providing housing for 955 new residents (including 610 of working age), generating £8 million in annual retail and leisure spending, creating up to 55 jobs, and contributing £570,000 per year in additional Council Tax revenue for MCC.

30. Having regard to the above considerations, it is concluded that the proposal represents a sustainable form of development and planning permission should therefore be granted.

1. Introduction

1.1 This Planning and Tall Building Statement has been prepared by Turley on behalf of Unite Students and Manchester Metropolitan University (The Applicant) and presents a detailed planning appraisal of the proposed redevelopment of the Manchester Metropolitan University's ('the University') residential campus at All Saints Cambridge Halls ('the Site') for replacement and additional Purpose Built Student Accommodation ('PBSA') with associated public and private amenity space and flexible commercial uses at ground floor level.

1.2 The description of development for which planning permission is sought (the 'Proposed Development') is as follows:

Demolition of existing halls of residence and erection of two buildings of up to 30 and up to 24 storeys above ground, plus basement and rooftop plant levels, comprising purpose-built student accommodation with internal and external rooftop communal amenity space (Sui Generis). Ground floor commercial and community uses (Flexible Use Classes E, F1 or F2). Hard and soft landscaping and associated highway works.

1.3 The application seeks planning permission for the replacement of existing student accommodation with new modern and high-quality accommodation (Purpose Built Student Accommodation or PBSA) and supporting facilities in an attractive liveable setting.

1.4 The Proposed Development will provide up to 2,302 student bedrooms (66% cluster, 18% affordable cluster, 9% studio and 7% post-grad cluster) with private internal and external rooftop amenity spaces and associated services. The Proposed Development also features active street level commercial and community uses fronting Cambridge Street comprising 1,277 sqm of internal floor space. Enhanced public realm is a key feature of the Proposed Development including retention of public access through the centre of the Site.

1.5 The Proposed Development will regenerate a key site within the University's All Saints campus and provide the quality and range of accommodation needed for the University and its students for many years to come. It will replace ageing accommodation which is no longer fit for purpose, does not meet the University's quality and sustainability standards and which does not provide a residential environment conducive to student well-being and in which they can thrive in their academic and extra-curricular life during their time in Manchester.

1.6 This Statement is intended to assist Manchester City Council ('the Council') (as the Local Planning Authority ('LPA')) and other stakeholders in understanding the proposed development site and the proposed development, the prevailing planning policy framework and compliance of the proposal with it, and the weight to be applied to other material considerations.

1.7 The application submission contains a comprehensive suite of technical supporting documents, a fully list of which is provided at **Appendix 2**.

Structure of This Statement

1.8 The remainder of this Statement is structured as follows:

- **Section 2** provides an overview of the reasons for the application and the existing student accommodation market.
- **Section 3** provides a brief description of the application site in context
- **Section 4** summaries the consultation undertaken with key stakeholders, local residents and interested parties
- **Section 5** provides a description of the proposals
- **Section 6** outlines the key planning policy considerations
- **Section 7** considers the strategic case for planning permission
- **Section 8** considers the potential amenity impacts of the proposal
- **Section 9** considers the potential environmental impacts of the proposal
- **Section 10** describes the benefits of the proposals in achieving sustainable development
- **Section 11** provides the concluding remarks

2. Strategic Need and Supporting the University's Vitality and Viability

The Higher Education Sector in Manchester

- 2.1 Manchester has one of the largest student populations in Europe with over 112,615 people enrolled on courses at one of its three main universities (University of Manchester, The Manchester Metropolitan University and The University of Salford) in 2023/24, a 26% increase since 2014¹. This is set to grow to 120,000 in 2028/29. Approximately, 64,000 students in 2022/23 had a term time address in the City, a 62.5% increase since 2014².
- 2.2 In the 2023/24 academic year, Manchester Metropolitan University had a total of 3,160 students residing in provider-maintained properties, 4,180 students in private sector halls, and 12,055 students living in other rented accommodation². This data reflects a diverse range of accommodation options available to students, with the majority living in privately rented or other accommodation outside of university-managed properties. Over 50% of first-year students require accommodation and all international students require a place to live close to the university
- 2.3 According to the latest Higher Education Statistics Agency data, Manchester has more than twice as many students as it has bed spaces to accommodate them. Manchester Metropolitan University in particular requires around 5,700 beds a year to accommodate students, but has only 2,500 under its permanent control at the moment, meaning there is a shortfall of around 3,200 beds every year.
- 2.4 Manchester is renowned as one of the top global destinations for studying, offering a combination of exceptional and diverse educational opportunities alongside the dynamic atmosphere of one of Europe's fastest-growing cities. Its attractiveness to students is unmatched. Consequently, the City's universities are integral to Manchester's economy and play a significant role in enhancing its international reputation.
- 2.5 The long-term success of the City relies on its ability to attract students and produce a skilled graduate workforce for the future. Both major universities operate in a competitive environment and must continually adapt and innovate to sustain and enhance their position in the market.

Manchester Metropolitan University (MMU)

- 2.6 Manchester Metropolitan University (MMU) was formally established in 1992 when Manchester Polytechnic was granted university status under the Further and Higher Education Act 1992. However, its roots date back to 1824 with the founding of the

¹ [Higher Education Student Statistics UK - Who is studying in HE?](#)

² [Higher Education Student Statistics UK - Where do HE students study.](#)

Manchester Mechanics Institute, which was created to provide part-time scientific education for artisans.

- 2.7 Today, MMU is home to a diverse community of over 43,000 students, 5,100 staff, and a global network of 350,000 alumni across 170 countries. The university is widely recognised for its research and academic excellence in fields such as arts and humanities, business and law, health and education, and science and engineering. Its popularity is reflected in its status as one of the largest universities in the UK by student population⁴.
- 2.8 MMU is a globally recognised institution for higher education, achieving gold status in the 2023 Teaching Excellence Framework (TEF). In the 2021 Research Excellence Framework (REF2021), 90% of the university's research was rated as 'world-leading' or 'internationally excellent.' The University has consistently met high standards, as demonstrated by being the top choice for undergraduate applications in 2022/23 and ranking among the top three universities for sustainability in the People and Planet League over the past decade.
- 2.9 The University's global reputation presently attracts students from 120 nationalities³. Growth is being driven by the University's cohort of international students which has grown by 59% in the last year alone⁴ with over 5,000 international students⁵.
- 2.10 MMU manages a portfolio of 34 buildings, including seven halls of residence across its two residential campuses – All Saints and Birley. The university's strategic vision, outlined in 'Our Strategy, Our Ambition for the Future', aims to solidify MMU's role as a key anchor institution within Manchester, driving forward its ambition to match the global significance of the city by 2030.

Student Housing and the Current Picture

- 2.11 It is critical to the City's long-term success that it continues to attract students to study in Manchester as outlined above. Both main universities are operating in a competitive market-place and must evolve and innovate to maintain and improve their market position. This means investing in research, course content and critical infrastructure.
- 2.12 With over 50% of first year students (full-time and foundation) requiring accommodation and all international students requiring a place to live close to Manchester Metropolitan University, having suitable and sufficient accommodation available in Manchester underpins the University's teaching learning, research and international offer and remains a key enabler for future growth and income generation.
- 2.13 To this extent and to support its Estates Strategy, Manchester Metropolitan University commissioned Student First to prepare a Residential Strategy which has now been adopted for the period 2023-2024.

³ [Manchester Metropolitan University \(2025\) - Why choose Manchester Met? - International Community](#)

- 2.14 The strategy highlights a projected increase in student population across the City of 2% per annum, whereas by 2029 there will be approximately 120,000 full-time university students enrolled at the City's universities. There is a chronic shortage of high-quality purpose built student accommodation to meet this demand, evidenced from the fact that Manchester has one of the highest student to bed ratios in the country.
- 2.15 The under-supply of housing for students has been exacerbated by a shrinking House in Multiple Occupation ('HMO') market. HMOs have long been a traditional alternative to PBSA for students, however this is a market that has become more and more restricted in recent years. Tax breaks for landlords have tightened, and during the pandemic some landlords began to let to non-students in response to the temporary reduction in demand.
- 2.16 Manchester Metropolitan University controlled a modest stock of 5,686 beds for the academic year 2024/25. Of these, 2,433 (43%) are owned by the University with a further 732 (13%) on a lease. The remaining 2,521 beds (44%) are on short-term nominations agreements.
- 2.17 The number of beds the University may require by 2029/30 varies between a minimum of c. 5,000 (if the proportion of students requiring accommodation flattens, and it retains its existing guarantee), up to c. 7,500 (if the proportion continues to grow, and it broadens its guarantee). Whilst there is a strong pipeline of PBSA development coming forward in the City this comprises a range of PBSA models, and none are directly associated with Manchester Metropolitan University.

Cambridge Halls as a Key Development Opportunity

- 2.18 In order to provide a substantial increase in PBSA bedspaces, the University's Residential Strategy identifies a range of options available in order to increase PBSA bedspaces under immediate ownership of the University or subject to nomination agreements.
- 2.19 Cambridge Halls is already the largest student accommodation complex under the ownership of the University, and by a substantial margin, with the second largest – the recently completed Archway, accommodating some 492 students. Archway in particular has proven in recent student polls significantly more popular than Cambridge Halls. Opinion polls, generally dated accommodation and limited facilities all point towards a need to redevelop Cambridge Halls. Furthermore, the age of Cambridge Halls and poor sustainability credentials make it a key development opportunity.
- 2.20 Cambridge Halls is ideally situated within the University's All Saints Campus and is of a size which can justify and accommodate a substantial increase in height and density to the extent that it could deliver over 2,000 bedspaces. Feasibility studies have subsequently proved the wholesale redevelopment of Cambridge Halls as the optimum solution for addressing the chronic shortage of university-owned and nominated accommodation and in order to support the viability of the scheme has been brought forward in joint venture with established PBSA providers Unite Students

- 2.21 The Proposed Development as presented within the application provides for 2,302 bedspaces representing a net increase of almost 30% in terms of university controlled or nominated accommodation during the 2023/24 academic year.

3. Site and Surroundings

- 3.1 This section of the Planning and Tall Building Statement describes the application site and its surrounding context.

The Site and Wider Campus

- 3.2 The Site comprises existing student residential accommodation, ancillary outdoor amenity spaces and parking, known as 'The Cambridge Halls' located within the City's core 'University District' forming part of Manchester Metropolitan University's All Saints Campus.
- 3.3 Cambridge Halls, constructed in 1998, offers 771 single study bedrooms as part of the wider accommodation provision at Manchester Metropolitan University. The site spans approximately 0.8 hectares and comprises a red brick building with a flat roof, ranging from 5 to 6 storeys in height. The site is intersected by Cavendish Street, with two distinctive blocks to the north and south, each designed around central courtyards.

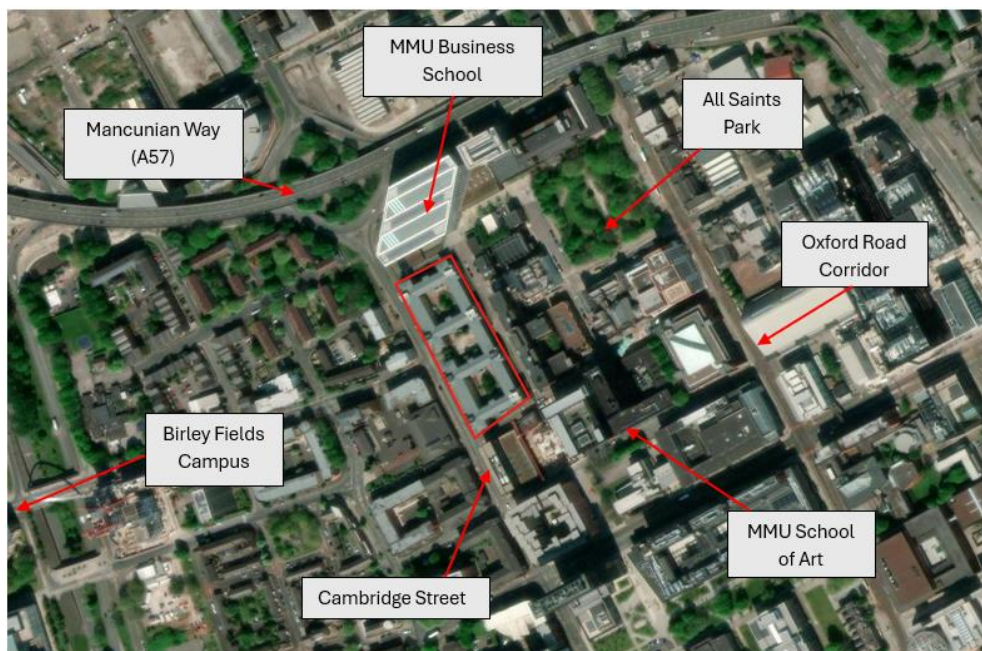


Figure 3.1 Site Location (outlined in red) and surrounding context.

- 3.4 The Site is bounded by Cambridge Street to the west, Chatham Street to the east, Boundary Street to the south, and a service road that leads to the Business School to the north. It is well-connected to the wider Manchester Metropolitan University Birley Fields Campus via a dedicated pedestrian and cycle route from Boundary Street. The Site benefits from excellent transport links, with pedestrian, cycle, and public transportation options (including bus services) providing easy access to Manchester city centre.



Figure 3.2 View from Cambridge Street facing North

- 3.5 To the north lies the Business School and the Manchester City Centre, while to the east is Cavendish Halls. To the south of the site is the Manchester Metropolitan Student Union and the Salutations pub, offering a vibrant student hub. To the west of the Site is the neighbourhood of Hulme and the Birley Fields campus.



Figure 3.3 View from Boundary Street facing East

- 3.6 Pedestrian access to the site is possible via a number of locations including Higher Cambridge Street and Chatham Street while vehicular access is controlled via Higher Chatham Street. There are no Public Right of Way (PROW) running through the site itself or near to the site.



Figure 3.3 View from Higher Chatham Street facing North

- 3.7 There is a small collection of trees located within the Site to entrance along Higher Cambridge Street and within the internal courtyards, however otherwise the Site is dominated by buildings and hardstanding.



Figure 3.4 View from Cambridge Street facing South showing pedestrian access onto site.

Surrounding Context

- 3.8 The surrounding urban area features a diverse range of built forms, many of which are part of the Manchester Metropolitan University All Saints campus. To the north, the Mancunian Way ring road is situated, beyond which lies Manchester City Centre. To the west of the site are the student accommodation and residences at Loxford Gardens, while to the east, All Saints Park and a variety of MMU educational buildings of different ages, styles, scales, and massing are present. Several tall buildings have been recently constructed near the site, including the 17-storey Hyatt Regency to the south, and the 32-storey Artisan Heights and 37-storey Circle Square to the north.



Figure 5.4 View from Booth Street facing east onto Cambridge Street showing the Hyatt Regency Hotel and Unite Students PBSA.

- 3.9 The site as mentioned above is bordered to the south by Boundary Street, which connects to Cavendish Street. This street bisects the site, linking to Oxford Road to the east and Cambridge Street to the west. Both Oxford Road and Cambridge Street are major arterial routes within Manchester, providing convenient connections to the City Centre and surrounding neighbourhoods. The Oxford Road Corridor, a key area for higher education and a vital economic hub in the City Centre, is easily accessible from the site by foot, bicycle, or public transport. Further information about the Oxford Road Corridor and the City Council's ambitions for this area is provided within Section 5.



Figure 5.5 View from Oxford Road facing South

- 3.10 Cambridge Street has experienced significant redevelopment in recent years, with an increasing number of student accommodation developments to the north and south of the site, addressing the rising demand for student housing. To the east, the junction of Oxford Road and Cavendish Street serves as a central focal point, with the All Saints campus to the northwest, Manchester School of Art and The Union to the southeast, and a range of shops and services primarily located along both sides of Oxford Road. These amenities, offering a variety of retail and related services, are all within easy walking distance of the site.

Accessibility

- 3.11 The application site is located in a highly accessible location.
- 3.12 A variety of facilities and services are within easy walking or cycling distance of the site, including the campuses of Manchester Metropolitan University, as well as leisure and retail opportunities in Manchester City Centre to the north.
- 3.13 National Cycle Route (NCR) 6 is situated approximately 140 meters to the west of the site, while the segregated/shared cycle route on Oxford Road is located around 320 meters from the site in both directions. The Oxford Road route runs southward towards Didsbury Village, passing the University of Manchester's Fallowfield Campus.
- 3.14 The application site is conveniently located near cycle parking facilities and cycle hire services on Oxford Road. Additionally, both Manchester Metropolitan University and the University of Manchester provide cycle parking throughout their campuses.
- 3.15 The site is located between the primary bus hubs along Oxford Road and Stretford Road. Two bus stops are situated close to the site on Cambridge Street, served by two bus routes running north-south. An additional nine bus routes are accessible from Bonsall Street and Stretford Road, approximately 480 meters from the site, with around 16 more routes available on Oxford Road.
- 3.16 The nearest railway stations to the site are Manchester Oxford Road and Deansgate, both within a 9 to 13-minute walk. Manchester Piccadilly is located approximately 1.4km to the northeast of the site. Deansgate station is served exclusively by Northern trains, while Manchester Oxford Road and Manchester Piccadilly are served by Arriva Trains Wales, East Midlands Trains, Transpennine Express, and Northern trains. Additionally, Manchester Piccadilly is served by Virgin Trains and Cross Country Trains. These providers offer regional services to destinations such as Preston, Liverpool, and Leeds, as well as national services to London, Norwich, Llandudno, Birmingham, and other locations across the UK.
- 3.17 Deansgate-Castlefield Metrolink tram stop is situated approximately 1.2km from the site, offering a direct connection to the University of Salford. The Metrolink tram network operates a total of seven routes.
- 3.18 As outlined above, the Site is situated in a highly accessible area, offering convenient walking or cycling access to a variety of facilities and services, including university buildings and public transport options.

Environmental Designations

Flood Risk

- 3.19 The Environment Agency Flood Map for Planning classifies the site as being in Flood Zone 1 and is therefore at low risk of flooding from rivers or the sea.
- 3.20 The Environment Agency flood map indicates that the majority of the site is at very low risk of surface water flooding, indicating that each year this area has less than 0.1% chance of flooding.

Historic Designations

- 3.21** The site is not located within a designated Conservation Area. Whitworth Street Conservation Area is located c. 500m to the north-east of the site.
- 3.22** No listed buildings or structures are situated within the Site. The nearest listed buildings/structures include:
- Former Manchester Ear Hospital (Grade II) (c.60m to the north-east)
 - Roman Catholic Church of St Augustine (Grade II) (c.50m to the east)
 - Ormond Building, Manchester Metropolitan University (Formerly Municipal Offices) (Grade II) (c. 50m to the east)
 - Righton Building (Grade II) (c. 50m to the south-east)
 - Grosvenor Building, Manchester Metropolitan University Faculty of Art and Design (Grade II) (c. 90m to the east)
 - Former Town Hall Façade to Mabel Tylecote Building, Manchester Metropolitan University (Grade II) (c. 100m to the east)

Ecological Designations

- 3.23** The Site does is not subject to any ecological designations.
- 3.24** There are no Local Nature Reserves (LNRs), National Nature Reserves (NNRs) or Site of Special Scientific Interest (SSSIs) within 1km of the Site. There are no European designated sites (Special Protection Areas (SPAs) or Special Areas of Conservation (SACs)) within 10km of the Site.

Relevant Planning History

- 3.25** **Table 3.1** below sets out the relevant planning history for the application site, obtained via the Manchester City Council public access:

Application Reference	Proposal	Decision and Date
04747 2/FO/CITY2/95	Erection of a four-storey student residential building comprising 92 self-contained student flats totalling 780 study bedrooms, and 4 one-bedroom warden flats and associated landscaping	Approved 20 th October 1995
108267/FO/2015/C 1	Alterations to the reception and entrance area.	Approved 1 st May 2015
EIASCO/25/002	Request for Scoping opinion under Part 4, Regulation 15 of The Town and Country Planning	Awaiting Decision

(Environmental Impact
Assessment) Regulations 2017
(as amended)

Table 3.1: Relevant Site Planning History

4. Pre-Application Consultation

Stakeholder and Community Consultation

- 4.1 The submission of this planning application has been supported by a comprehensive consultation process which demonstrated a wide-reach and regular opportunity for participants to feedback prior to submission of the application.
- 4.2 The consultation with the local community and key stakeholders included:
- Two meetings between the project team and the three Hulme ward members Cllr Lee Glover, Cllr Lee-Ann Igbon and Cllr Annette Wright (this was supplemented by wider engagement activity between the University and the councillors)
 - Meeting between the project team and Cllr Gavin White (Executive Member for Housing and Development)
 - Meeting between the project team and Afzal Khan (MP for Manchester Rusholme constituency).
 - Delivering 1923 leaflets to site neighbours and emailing a digital copy to local stakeholders with information about the proposals and ways to feedback.
 - Hosting a dedicated project website at www.newcambridgehalls.co.uk, detailing the proposals and encouraging visitors to submit feedback via the various contact methods outlined.
 - Setting up and attending a public information drop-in event, where members of the public had the opportunity to meet the project team, ask questions and read the project information boards.
 - Hosting an online public webinar, where members of the project team presented the proposals and took questions from the public. A recording of the webinar was placed on the website, which is still available to view.
 - Posting social media adverts on Facebook, Instagram and LinkedIn to promote the public consultation to local people living in Hulme and Manchester city centre.
 - The consultation ran for three weeks from 29th January to 19th February 2025.
- 4.3 The consultation took place over a three-week period from 29th January to 19th February 2025. At the end of this period of consultation, 116 individual submissions of feedback were received. A number of recurring themes emerged:
- Affordability considerations
 - Cycle and Pedestrian Access

- The principle of redevelopment of the site is supported
- Building height and impact on sunlight
- The need for high-quality sustainable design
- Need to improve outdated existing accommodation
- Community considerations and impact
- Impact on local infrastructure
- Noise and anti-social behaviour

4.4 All feedback received has been considered and analysed, with further detail provided in the supporting Statement of Community Engagement, prepared by Turley.

Manchester City Council

4.5 Several meetings have taken place with Manchester City Council planning officers, commencing in Autumn 2023 in order to obtain feedback on matters relating to issues such as the offering of accommodation, design, public realm, accessibility and community/ political engagement.

4.6 Discussions have however focused primarily on external design and appearance. The massing of the Proposed Development and external elevational treatment and choice of materials have been heavily influenced through the pre-application discussions held with Officers and have supported the design evolution over the ensuing period.

4.7 Officers have advised on the planning considerations relating to prioritising access for pedestrians over cyclists via the Cavendish Street ‘through route’, including an appropriate strategy for engaging with the community and local ward members on this matter.

4.8 The proposed mix of accommodation (i.e. ratio of clusters and self-contained studios) and degree of affordability have also been discussed which have fed into the final configuration of the Proposed Development as presented within this application.

4.9 Engagement with the City Council and its statutory advisors has taken place through the Environmental Impact Assessment scoping exercise, detailed further within the Environmental Statement submitted as part of the application.

4.10 Ultimately, engagement with the City Council has been positive exercise allowing the design of the Proposed Development to proceed in a collaborative manners and ensure that the application is robust and incorporates a suitable scope of documentation in order to allow the LPA to reach a highly informed judgement on the application.

5. Proposed Development

Introduction

- 5.1 In summary, the Proposed Development comprises the demolition of the existing building and structures on the site and the erection of a purpose-built student accommodation development.

- 5.2 The formal description of development is as follows:

Demolition of existing halls of residence and erection of two buildings of up to 30 and up to 24 storeys above ground, plus basement and rooftop plant levels, comprising purpose-built student accommodation with internal and external rooftop communal amenity space (Sui Generis). Ground floor commercial and community uses (Flexible Use Classes E, F1 or F2). Hard and soft landscaping and associated highway works.

- 5.3 The Proposed Development consists of two buildings, one rising 30 storeys and the other 24 storeys, with additional basement and rooftop plant levels. The development will provide purpose-built student accommodation, featuring internal and external communal rooftop amenity spaces (Sui Generis use). The ground floor will accommodate flexible commercial and community uses (Use Classes E, F1, or F2). The scheme will include both hard and soft landscaping, alongside necessary highway works. The site will provide approximately 2,302 student accommodation units, complemented by retail and community space at ground level. Associated public realm and hard landscaping works are proposed adjacent to the proposed building.
- 5.4 The Proposed Development is described in detail in the accompanying Design and Access Statement, which has been prepared by the project architect Cartwright Pickard. An overview is provided below.

The Need for Comprehensive Redevelopment

- 5.5 The University has carried out a full appraisal of options in response to the pressing need to deliver a substantial quantum of new PBSA bedspaces as identified within this Planning Statement.
- 5.6 In reviewing the need of the MMU masterplan and overall student requirements, the full refurbishment of the existing accommodation would not provide the necessary increase in capacity to justify the significant cost of retrofitting the buildings to modern sustainability and performance standards. This option would not address fundamental site constraints, including inefficient use of space, poor integration with the wider campus, and limited engagement with the surrounding streetscape.
- 5.7 To comprehensively address these challenges, the Proposed Development includes the demolition of the existing buildings, allowing for a complete redevelopment of the site to provide purpose-built, high-quality student accommodation that meets contemporary expectations and future demand.

- 5.8 This approach has enabled a thorough reassessment of the site's layout and functionality, free from the constraints of the existing structures. The Proposed Development prioritises a high-quality environment, enhancing public realm, sustainability, and student wellbeing.

Site Layout

- 5.9 The proposed site layout is presented at **Figure 5.1** below.



Figure 5.1 Proposed Landscape General Plan

- 5.10 The Proposed Development, as illustrated in Figure 5.1 above, will be divided into two phases, each arranged around a central courtyard to maximise daylight and provide views into these high-quality landscaped spaces. The proposed layout builds upon and is influenced by the existing design, preserving the internal courtyards and pedestrian pathways along Cavendish Street. The areas between the adjacent streets and the development will feature hard landscaping, with tree planting and seating, creating a suitable buffer.
- 5.11 Pedestrian access from Chatham Street to Cambridge Street will be retained.

Scale and Appearance

- 5.12 The proposed massing of the buildings has been carefully designed to integrate with the surrounding context and urban fabric. The building elevations step up progressively towards the northeast, towards the City and University Campus, ensuring a seamless transition with the existing built environment. This stepped form enhances the architectural composition while maintaining a scale that aligns well with the surrounding development.

- 5.13 The massing has been thoughtfully designed to maximise daylight access to both the development and the surrounding area, while minimising the potential for overshadowing of the lower buildings to the southwest, particularly towards Hulme. This approach seeks to strike a balance between increasing density and ensuring minimal impact on the surrounding environment as show in Figure 5.2 below.



Figure 5.2 CGI of proposed development from All Saints Park

- 5.14 The Cambridge Street elevation includes a series of lower blocks, carefully designed to align with the local urban context and scale. These smaller structures help preserve the area's distinctive street rhythm and visual character, offering a more human-scale experience at ground level. As illustrated in Figure 5.3 below, this design approach ensures that the new development complements and enhances the existing urban landscape while respecting the surrounding environment.



Figure 5.3: CGI of proposed development from Cambridge Street

- 5.15 The colour tones chosen for the buildings are inspired by a blend of cultural and contextual references, drawing from the surrounding architecture. On one hand, they reflect the Victorian architectural heritage of All Saints and Hulme, while on the other, they pay homage to the more modern, civic character of the neighbouring campus and its recent developments. As shown in Figure 5.4 below, the careful consideration of colour helps to differentiate the two buildings, ensuring they respond appropriately to their respective contexts.



Figure 5.4: CGI of proposed development from Stretford Street

- 5.16 Both buildings share a common architectural language, with their façades composed of the same fundamental elements as illustrated in Figure 5.4 above. However, the arrangement of these components varies across each façade, creating notable differences in the proportions of solid and glazed elements. These variations are driven

by both aesthetic considerations and functional requirements, including environmental performance, which is influenced by the solar aspect of each façade. This dynamic approach ensures that each building responds effectively to its environment, while also contributing to a visually diverse and engaging composition.

- 5.17 The precast concrete elements of the façades are made up of a limited number of variations, with each module exhibiting a unique profile and depth of reveal. This thoughtful design introduces significant variation in terms of shadow and depth across the surface finish, enriching the texture and appearance of the building. The proportions of solid to glazed surfaces are also carefully calibrated, responding to environmental needs and the specific solar orientation of each façade. While the individual components of the building are repeated, the arrangement and composition of these elements vary from floor to floor, ensuring each level of the building has a distinct character.
- 5.18 The design features large picture windows in communal areas, maximising natural light and offering expansive views, while circular 'porthole' windows in wellness spaces contribute to the building's distinct identity. Bespoke patterns are incorporated into the façades at varying scales, carefully tailored to their specific location and the degree of public interaction. This thoughtful attention to detail ensures that the building is not only aesthetically pleasing but also functionally responsive to the needs of its occupants and the wider community.

Management and Maintenance

Servicing, Deliveries and Refuse

- 5.19 Sections 5 and 6 of the Student Management Plan detail procedures for servicing, deliveries, collections, and general housekeeping and are summarised below.
- 5.20 Most car movements will be associated with the student moving in / out period at the beginning and end of each academic year. It is proposed that this activity takes place from Boundary Street, with parking and turning facilities provided on Chatham Street. All student deliveries will be directed to the various reception areas located along Chatham Street, with packages and parcels to be stored in a designated post or parcel room. For the community and retail spaces, dedicated delivery laybys will be positioned along Cambridge Street, strategically located near their respective entrances and substations for ease of access. Deliveries will be accepted between 07:00 to 21:00, Monday to Saturday and 10:00 to 16:00 on Sunday and Bank Holidays.
- 5.21 Refuse collection will follow a similar process to deliveries, with access provided via Boundary Street. To minimise disruption, no student refuse collection will occur along Cambridge Street. Comprehensive tracking studies have been carried out to ensure that vehicles can efficiently access all areas of the site for waste management. Management procedures will ensure that bins stored in refuse areas adjacent to the central link are properly presented at the building curtilage for timely and efficient disposal. For community and retail waste, dedicated multi-use bays will be available along Cambridge Street to accommodate refuse collection needs. Refuse waste

collection will be allowed between 07:00 and 18:00 unless an alternative time has been agreed with the Council or private waste contractor.

- 5.22 Along with the adjacent properties that follow a similar arrangement, it is proposed that refuse collection will take place outside of peak hours to avoid disrupting traffic flow. This can be secured through a planning condition.
- 5.23 A Mobile Elevated Work Platform (MEWP) will be accessible around the perimeter of the buildings, allowing for maintenance tasks to be carried out efficiently. Large rooftop plant equipment will be replaced using a truck-mounted platform or crane, while all other maintenance work can be performed at ground level around the building's curtilage. The site will include four substations serving the Retail, Community, Phase 1, and Phase 2 areas. These substations will be easily accessible at ground level via Cambridge Street, Boundary Street, and the MMU Service Road. Laybys for substation access will be provided along Cambridge Street, adjacent to the retail and community spaces.

Sustainability/Energy Efficiency

- 5.24 The Proposed Development is targeting net zero through construction and operation through high specification building fabric and energy efficient building services as part of a fully electric building. Unite Students have a long-standing Power Purchase Agreement (PPA) in place for renewable electricity, and therefore the student accommodation shall operate at Net-Zero from day one.
- 5.25 The Proposed Development has a cumulative CO2 reduction of 6% for Phase 1 and 11% for Phase 2 when compared to baseline emissions in accordance with Manchester's energy hierarchy. The Proposed Development incorporates low thermal properties, high plant efficiencies and photovoltaic panels with green roofs.
- 5.26 The below figure summarises the key performance metrics and sustainability achievements of the proposed development:

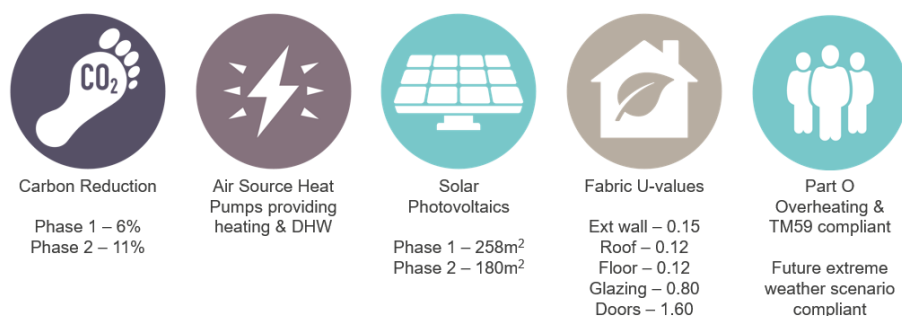


Figure 5.1: Sustainability Targets as contained within the supporting Energy Strategy and Sustainability Statement

Parking and Access

- 5.27 The application site benefits from exceptional accessibility by a range of sustainable transport options, including walking, cycling, and public transport. Its location is particularly advantageous, being within comfortable walking and cycling distance of key destinations such as the Manchester Metropolitan University campuses. This provides direct access to the educational, social, and professional hubs of the area. In addition, the site is strategically positioned to take full advantage of the extensive commercial, leisure, and retail opportunities available within Manchester City Centre, offering a vibrant and diverse range of amenities.
- 5.28 The proposal is to provide a largely car-free development, with vehicular access within the site available only to servicing/waste and disabled and staff parking. Disabled parking and servicing will be provided from the existing points along Whitworth Lane, thereby removing vehicles from the primary access point off Wilmslow Road, creating a truly pedestrianised gateway into the site.
- 5.29 To enhance pedestrian safety and improve overall connectivity, vehicles will however be routed along Boundary Street West, ensuring a clear and dedicated path for pedestrian movement throughout the site. Chatham Street will be fully pedestrianised, prioritising foot traffic and reducing vehicular congestion. The only exception to this will be for non-service related vehicles, which will be permitted to access designated drop-off points outside the main entrances via taxis. This ensures that pedestrian pathways remain unobstructed while still accommodating necessary transport services.
- 5.30 The existing turning circle outside the Business School will provide a convenient and efficient egress route for vehicles returning to Boundary Street, facilitating smooth traffic flow and minimising disruption to pedestrian movement. This approach supports a well-organised, pedestrian-friendly environment, while still allowing for essential vehicle access in key areas.
- 5.31 Section 7 of the submitted Student Management Plan provides a summary of the procedure to be implemented at the beginning and end of term to move students in and out of the accommodation without causing impact to neighbouring properties through on street parking or causing congestion on the local highway network.
- 5.32 The proposed development includes a dedicated cycle parking provision that meets the requirements outlined in pre-application discussions and is coordinated with Manchester Metropolitan University. In line with these discussions, a total of 6% cycle parking has been provided to ensure sufficient space for cyclists, encouraging sustainable travel options for students and staff.
- 5.33 Cycle storage facilities are strategically located across the development: in the Phase 1 courtyard and in Phase 2 off Chatham Street. These cycle stores are designed to be accessible to students only, ensuring a secure environment for bike storage. Access to these facilities will be controlled, with entry provided via gates in Phase 1 and security doors in both phases, ensuring that only authorised individuals can access the bike storage areas.
- 5.34 The scheme currently provides the following cycle parking provision:

- Phase 1: 68 cycle parking spaces
 - Phase 2: 72 cycle parking spaces
 - Overall: 140 cycle parking spaces
- 5.35 Accessible parking bays are provided along Chatham Street, the associated pathways are designed to be sufficiently wide and feature suitable surfaces to ensure full accessibility. Resting points are strategically placed between the parking bays and the entrances to both the retail and community spaces along Cambridge Street, ensuring a comfortable journey for all users.

Accessibility

- 5.36 All pedestrian entrances and thresholds into the building are designed to be level, ensuring seamless access for all users. Powered automatic doors are installed at the main reception areas of both buildings to facilitate easy entry. External access doors will have a clear width of 1000mm, while internal doors will have a minimum clear width of 850mm, ensuring smooth passage for all individuals. Access to the terraces at both the upper ground and level 7 will be at the same level as the internal floor, further enhancing ease of movement throughout the development.
- 5.37 All doors leading to circulation areas and office entrances are designed to meet the requirements set out in Approved Documents M1/M2. Lobby areas will have a minimum width of 1000mm or will be sized to allow for the smooth manoeuvring of wheelchairs or pushchairs. Where glazed screens are used between reception areas and adjacent rooms or external spaces, appropriate manifestations will be applied in line with regulations. In addition, colour contrasts will be incorporated on walls and floors where appropriate, along with floor finishes in compliance with Part M1/M2. Acoustic considerations will also be integrated throughout the design to enhance comfort and functionality.
- 5.38 Vertical circulation within the building is provided by passenger lifts located within the central core. All lifts will exceed the minimum dimensional requirements for manoeuvring, in accordance with Part M1/M2. Additionally, two escape stairs are proposed in each core, designed with suitable colour and luminance contrast to aid visibility and assist in safe egress.
- 5.39 Fully accessible WC facilities will be provided at each building reception and throughout all amenity areas to ensure inclusivity for all users. Communal kitchens are specifically designed to accommodate accessible users, offering ample space and features that support their needs.
- 5.40 Accessible bedrooms will comprise 5% of the proposed development, with 1% of these rooms fully fitted from the outset to ensure immediate accessibility. The remaining 4% will be adaptable to meet the varying needs of residents, ensuring that the development is flexible and responsive to future demands.

6. Planning and Regeneration Policy Context

- 6.1 This section outlines the key planning policies and guidance relevant to the proposed development. It provides the relevant context for the following sections that appraise the acceptability of the application proposals. **Appendix 3** of the Planning Statement sets out the policies and guidance in further detail.
- 6.2 Section 70(2) of the Town and Country Planning Act 1990 (TCPA) and Section 38(6) of the Planning and Compulsory Purchase Act (PCPA) requires that planning decisions be taken in accordance with the adopted Development Plan unless material considerations indicate otherwise.
- 6.3 The adopted Development Plan comprises:
- The Manchester Core Strategy (CS) (2012) and Addendum (2024)
 - Places for Everyone Joint Development Plan (PFE) (2024)
 - Saved policies of the Manchester Unitary Development Plan (UDP) (1995)
 - Greater Manchester Waste Development Plan (April 2012)
 - Greater Manchester Minerals Plan (April 2013).
- 6.4 Other material considerations include:
- The National Planning Policy Framework (the Framework) (June 2021)
 - Resolution of Manchester City Council Executive relating to Purpose Built Student Accommodation (December 2020)
 - Greater Manchester Housing Strategy 2019 – 2024 (2019)
 - A Greater Manchester Vision for Housing (2019)
 - Corridor Manchester Strategic Spatial Framework (March 2018)
 - Greater Manchester Strategy (2017)
 - Guide to Development in Manchester Supplementary Planning Document (2007)
 - A Strategic Vision for Corridor Manchester (2015)
- 6.5 The Core Strategy references and aligns with the Framework’s ‘presumption in favour of sustainable development’⁴. This means that planning applications that accord with the policies in the Development Plan should be approved without delay, unless material considerations indicate otherwise.

⁴ HM Government (2021), National Planning Policy Framework, para. 11

Strategic policy considerations

Manchester as a World City

- 6.6 The vision for Manchester is to have a growing economy and to be in the top rank of European and world cities⁵. The Core Strategy aspires to achieve a *‘successful sustainable and accessible City in the front rank of cities in Europe and the world a City with a growing economy driven by the strength of the Regional Centre and Manchester Airport which supports a successful City Region.’*⁶

- 6.7 This is reinforced through Spatial Objective 2 of the Core Strategy to:

Support a significant further improvement of the City’s economic performance and spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities.

- 6.8 The Core Strategy recognises that the knowledge-based economy flourishes within an entrepreneurial community, characterised by a fully skilled, inclusive working population⁷ and that graduates choosing to stay in Manchester offer a great opportunity for improving expertise and innovation in knowledge-based industries.⁸
- 6.9 Not only is this emphasised throughout the City Council’s commentary on the changing context of the city in relation to PBSA (see below), but also across numerous key policy documents including the Oxford Road Corridor Manchester Strategic Spatial Framework⁹, the Greater Manchester Strategy¹⁰, the Manchester Strategy¹¹ and Manchester’s Economic Recovery and Investment Plan¹².
- 6.10 The Corridor Manchester Strategic Spatial Framework (CMSSF) recognises the importance of the City’s educational institutions in helping Manchester achieve world-renowned status as a destination of choice for students across the globe.
- 6.11 Ensuring the delivery of infrastructure suitable for world-renowned Higher Education Institutions and City is therefore pivotal for the delivery of the overarching vision for the City. This is further reflected in the CMSSF:

‘The investment of the universities and their recognition as world-class institutions will undoubtedly result in an increasingly greater student intake from outside of the region and internationally. This will drive demand for new student residential accommodation within the Corridor, in locations that are within a reasonable walking distance to the heart of the universities, over the

⁵ Manchester City Council (2012), ‘Core Strategy’, para. 4.1

⁶ Ibid

⁷ Ibid

⁸ Manchester City Council (2012) ‘Core Strategy’, para 2.10

⁹ Oxford road Corridor Partnership (2018), Oxford Road Corridor Strategic Spatial Framework

¹⁰ GMCA (2017), ‘Greater Manchester Strategy’, para 1.1

¹¹ Manchester City Council (2016), ‘Our Manchester –The Manchester Strategy’, pg. 34

¹² Manchester City Council, Manchester’s Economic Recovery and Investment Plan (2020)

lifetime of the strategy. This will include an upgrade of existing stock that is reaching the end of its life as well as additional provision¹³.

- 6.12 Manchester's Economic Recovery and Investment Plan was prepared to provide a positive statement on the future of Manchester's economy and its people and how the City Council is responding to the challenges and impacts from Covid-19. The document highlights key growth areas resulting from University investment, such as the Science Park and Innovation District. The document recognises that Universities attract and retain overseas and domestic residents and that *"the city's graduate retention and highly skilled talent pool form one of the primary drivers for investment and growth¹⁴".*

Core Development Principles

- 6.13 Policy SP1 of the Core Strategy provides an overarching framework for the consideration of all proposals in the City. It states that:

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 well-being 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.*
- *Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.*
- *Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.*

Site specific policy context

Regional Centre

- 6.14 The application site is situated within the Regional Centre, as outlined on the Proposals Map of the Manchester Core Strategy. This area encompasses the highest concentration of economic activity within the Manchester City Region, including the City Centre and its

¹³ Corridor Manchester Strategic Spatial Framework, 2018 (paragraph 3.58)

¹⁴ Manchester City Council, Manchester's Economic Recovery and Investment Plan, page 11

surrounding areas, which host significant employment hubs and are well-connected to other key parts of the Regional Centre.¹⁵

- 6.15 The Spatial Objectives of the Core Strategy outline that the Regional Centre will remain the primary focus for business, retail, higher education, leisure, cultural, and tourism development, reinforcing its position as the central employment hub and key economic driver of the City Region¹⁶. Specifically, the Regional Centre will serve as the focal point for economic and commercial growth, retail, leisure, and cultural activities, alongside the development of high-quality urban living.¹⁷
- 6.16 The Core Strategy highlights that housing is an appropriate land use within the Regional Centre¹⁸. It recognises the crucial role of housing in supporting sustainable economic growth and regeneration, while emphasising the need for housing developments to complement the centre's overall economic character. Depending on the site and its location, higher-density residential developments will be considered suitable.

City Centre

- 6.17 The application site is situated within the designated City Centre Fringe and directly next to the City Centre boundary, as outlined on the Proposals Map of the Manchester Core Strategy.
- 6.18 The City Centre plays a critical role as the economic driver for the City Region and serves as the primary focus for employment growth¹⁹. The Core Strategy highlights that the majority of employment space growth in the City Centre will be achieved through large-scale regeneration projects, aimed at utilising existing City Centre land more efficiently. This includes the Corridor Manchester area, which is distinguished by major institutions such as the University of Manchester and Manchester Metropolitan University.
- 6.19 The Core Strategy indicates that the City Centre will experience the highest level of housing development in the city²⁰. Development will comprise apartment schemes and MCC will encourage accommodation of a high standard which offers accommodation to suit a range of occupants. Additionally, the Core Strategy recognises the City Centre as a suitable area for purpose-built student accommodation²¹.
- 6.20 PfE underlines that in order for Greater Manchester to 'flourish' it will need to make the most of its key assets and advantages to help differentiate it from other places. PfE subsequently recognises that one of these key assets includes the city centre.
- 6.21 The role of the city centre is translated into strategic policies within PfE. The economic role of the Core Growth Area, is recognised through PfE Policy JP-Strat 1. It states that the Core Growth Area will be protected and enhanced, with sustainable development supporting major growth in jobs and providing opportunities for local communities.

¹⁵ Paragraph 8.14, Manchester Core Strategy

¹⁶ Spatial Objective (SO) 2, Manchester Core Strategy

¹⁷ Policy SP1, Manchester Core Strategy

¹⁸ Policy EC3, Manchester Core Strategy

¹⁹ Policy CC1, Manchester Core Strategy

²⁰ Policy CC3, Manchester Core Strategy

²¹ Policy H1, Manchester Core Strategy

Further, PforE Policy JP Strat 2 confirms the role of the city centre as *“the most significant economic location in the country outside of London will be strengthened considerably²²”*. It is also recognised that there is a *“significant opportunity to maximise the use of previously developed land²³”* to help facilitate the delivery of a range of new homes so people can live close to jobs, education and amenities. The ambition to ensure the continued economic growth of Manchester city centre, particularly, the role universities have in developing Manchester and Greater Manchester as a globally important city and city region, is clear.

Policy relating to PBSA

- 6.22 Planning policy relating to PBSA in Manchester is presented within Policy H12 of the adopted CS. The Policy wording is provided in full below:

“The provision of new purpose built student accommodation will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.

2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.

3. 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. Proposals should not lead to an increase in on-street parking in the surrounding area.

4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans 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.

5. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the

²² Places for Everyone Plan for Greater Manchester, page 52

²³ Places for Everyone Plan for Greater Manchester, page 52, para 4.29

surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

8. Consideration should be given to provision and management of waste disposal facilities, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

9. 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.

10. Applicants/developers must demonstrate to the Council that their proposals for purpose-built student accommodation are deliverable.

- 6.23 Priority is afforded to projects that are integral to the universities' redevelopment plans or are being developed in collaboration with the universities, provided they align with Manchester City Council's regeneration objectives.

Environmental design and related policies

Design policy

- 6.24 The Framework emphasises that the creation of high-quality buildings and spaces is essential to the objectives of the planning and development process, with good design being a crucial element of sustainable development²⁴. Development should be aesthetically pleasing, enhance the overall quality of the area, and be sensitive to local character. It should also foster a strong sense of place, maximise the site's potential, and create environments that are safe, inclusive, and accessible²⁵.
- 6.25 The objective to achieve well-designed places is also reflected in local planning policies. In particular, the Core Strategy²⁶ seeks to ensure that all new development across the City:
- Makes a positive contribution to creating neighbourhoods of choice including:

²⁴ Paragraph 131, National Planning Policy Framework

²⁵ Paragraph 135, National Planning Policy Framework

²⁶ Policy SP1, Manchester Core Strategy

- Creating well-designed places that enhance or create character
 - Making a positive contribution to health, safety and wellbeing of residents
 - Considering the needs of all members of the community, and
 - Protecting and enhancing the built and natural environment.
 - Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible, and
 - Improve access to jobs services education and open space by being located to reduce the need to travel and providing good access to sustainable transport provision.
- 6.26 All new development in Manchester is required to follow seven principles of urban design²⁷, as follows:
- Character: a place with its own identity
 - Continuity and enclosure: a place where public and private places are clearly distinguished
 - Quality of the public realm: a place with attractive and successful outdoor areas
 - Ease of movement: a place that is easy to get to and move through
 - Legibility: a place that has a clear image and is easy to understand
 - Adaptability: a place that can change easily, and
 - Diversity: a place with variety and choice.
- 6.27 The application site is situated within the Corridor (Higher Education Precinct (HEP)) Character Area, home to prominent educational and medical institutions along a linear route, featuring a mix of large-scale buildings. New developments in this area should align with the substantial scale and character typical of major City institutions, offering opportunities for innovative and contemporary architectural designs.²⁸
- 6.28 The Guide to Development in Manchester SPD (April 2017) recognises the importance of design in delivering sustainable development across the City. The SPD provides a set of reasoned principles to guide developers and designers in terms of the development which Manchester desires.
- 6.29 The PfE highlights that improvements to the public realm, walking and cycling infrastructure, and green spaces will enhance the City Centre's character and

²⁷ Policy EN1, Manchester Core Strategy

²⁸ Policy EN1, Manchester Core Strategy

environmental quality, positioning it to compete globally for investment, businesses, skilled workers, residents, and tourists.

Tall Buildings policy

- 6.30 Proposals for tall buildings will be supported²⁹ where it can be demonstrated that they:
- Are of excellent design quality
 - Are appropriately located
 - Contribute positively to sustainability
 - Contribute positively to placemaking, for example as a landmark, by terminating a view, or by signposting a facility of significance, and
 - Will bring regeneration benefits.
- 6.31 The Core Strategy defines ‘tall buildings’ as structures that are significantly taller than the surrounding neighbourhood and/or those that notably alter the skyline³⁰. Outside the City Centre, tall buildings will only be supported if, in addition to meeting these criteria, they contribute positively to a coordinated place-making strategy for the broader area. The policy indicates that appropriate locations for tall buildings are typically within or near established district centres.
- 6.32 A key design objective will be to ensure that tall buildings enhance the City's prominent existing architectural features and contribute positively to the development of a unique, attractive, and distinctive Manchester, including its skyline and approach views.

Transport & Accessibility policy

- 6.33 National planning policy highlights that major developments should be directed to locations that are, or can be made, sustainable by minimising the need for travel and providing a genuine range of transport options³¹. In assessing planning applications, local authorities must ensure that opportunities to encourage sustainable transport modes are maximised, safe and appropriate access to the site can be provided, and any significant impacts on the transport network are effectively mitigated³².
- 6.34 The Core Strategy seeks to support proposals that improve choice by developing alternatives to the car, improving pedestrian routes and the pedestrian environment and facilitating modes of transport that reduce carbon emissions³³. All new developments should be easily accessible to good public transport links to the City Centre and Regional Centre³⁴.

²⁹ Policy EN2, Manchester Core Strategy

³⁰ Policy EN2, Manchester Core Strategy

³¹ Paragraph 117, National Planning Policy Framework

³² Paragraph 115, National Planning Policy Framework

³³ Policy T1, Manchester Core Strategy

³⁴ Policy T2, Manchester Core Strategy

- 6.35 The PfE seeks to create an accessible, low-carbon Greater Manchester with world-class connectivity. It supports reducing travel needs by concentrating development around key services and promoting walking, cycling, and public transport. The PfE aims to prioritise sustainable transport infrastructure, social inclusion, and environmental sustainability, with a focus on pedestrians, cyclists, and public transport users³⁵.
- 6.36 The PfE also places a focus on designing streets that enhance quality of place and promote walking, cycling, and public transport. Streets will be accessible and welcoming, with improvements to walking and cycling routes, public transport facilities, green spaces, and seating. The PfE aims for safety, mobility, and social interaction while reducing barriers and vehicle traffic impacts. It supports a multi-modal transport approach, integrating sustainable transport options, shelter, and spaces for services, play, and socialising, while ensuring new infrastructure accommodates utilities and digital connectivity³⁶.

Development Management policy

- 6.37 The development plan contains a number of development management policies which relate to technical and environmental considerations. Those of relevance to this application require new developments to:
- Give regard to specific issues including effects on amenity, including privacy, light, noise, vibration, air quality, odour, litter, vermin, birds, road safety and traffic generation³⁷.
 - Consider the potential effects of new development proposals likely to be generators of noise and the implications of new developments being exposed to existing noise³⁸.
 - Support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance³⁹.
 - Be adaptable to climate change in terms of design, layout, siting and function of both buildings and external spaces. Regard should be had to minimising flood risk, the use of Green Infrastructure and the opportunity to provide linked and diverse green space⁴⁰.
 - Direct development away from sites at the greatest risk of flooding and towards sites with little or no risk of flooding, and seek to minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure⁴¹.

³⁵ Policy JP-C1, Places for Everyone for Greater Manchester

³⁶ Policy JP-C5, Places for Everyone for Greater Manchester

³⁷ Policy DM1, Manchester Core Strategy

³⁸ Policy DM1, Manchester Core Strategy

³⁹ Policy DC26.1, Manchester Unitary Development Plan and Paragraph 185(a), National Planning Policy Framework

⁴⁰ Policies EN4, EN6, EN8 and EN9, Manchester Core Strategy and Paragraph 154, National Planning Policy Framework and Policies JP-S2, JP-S5, JP-P1, JP-6 and JP-C1, Places for Everyone for Greater Manchester

⁴¹ Policy EN14, Manchester Core Strategy and Section 14, National Planning Policy Framework

- Maintain or enhance sites of biodiversity value, with particular consideration given to protected or priority species and MCC's aim for a net increase in trees across the City⁴².
- Seek to improve the air quality within Manchester by taking measures to minimise and mitigate the local impact of emissions from traffic generated by new development, as well as emissions created by the use of the development itself⁴³.
- Give priority to the remediation of contaminated land in strategic locations, and ensure that any proposed development on contaminated land is accompanied by a suitable risk assessment⁴⁴.
- Demonstrate how 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 met⁴⁵.
- Focus on conserving and enhancing Greater Manchester's historic environment, ensuring heritage significance is integrated into developments. Local Plans will identify key heritage assets for protection, and proposals should support the restoration and sustainable future of heritage sites, including reducing emissions. Protection will prioritise significant sites, with support for regenerating heritage assets at risk⁴⁶.

Places for Everyone

- 6.38 Places for Everyone states under Policy JP-P5 that significant enhancements in education, skills and knowledge to benefit existing and new residents will be promoted. With specific reference to the university sector this includes enhancing the existing campuses and developing new ones, strengthening the world-leading research capabilities and promoting opportunities for business spin-offs and continuing to help develop Greater Manchester as the UK's best destination for students.

The National Planning Policy Framework

- 6.39 National planning policy sets out a presumption in favour of sustainable development. This means that planning applications that accord with an up-to-date development plan should be granted planning permission without delay unless material considerations indicate otherwise. Where there are no relevant development plan policies or the policies which are most important for determining the application are out of date, planning permission should be granted unless:
- Policies within the Framework that protect areas or assets of particular importance (such as those relating to habitat sites, Green Belt, designated

⁴² Policy EN15, Manchester Core Strategy and Paragraph 180, National Planning Policy Framework

⁴³ Policy EN16, Manchester Core Strategy

⁴⁴ Policy EN18, Manchester Core Strategy

⁴⁵ Policy EN19, Manchester Core Strategy

⁴⁶ Policy JP-P2, Places for Everyone for Greater Manchester

heritage assets and areas at risk of flooding) provide a clear reason for refusing the development; or

- Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework as a whole.

6.40 Key policies are considered below.

- Paragraph 8: the planning system has three linked objectives:
 - 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;
 - 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
 - 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.

6.41 These objectives should be pursued in mutually supportive ways with the aim of achieving net gains across all three.

- Paragraph 9: Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.
- Paragraph 124-130: planning decisions should promote an effective use of land, including the re-development of previously-developed (brownfield) land where possible. Substantial weight should be given to the value of using suitable brownfield land, and proposals which will secure the development of under-utilised land should be supported.
- Paragraph 115: significant development should be focused within locations which are, or can be made, sustainable through limiting the need to travel and offering a genuine choice of transport modes. When considering planning applications, local authorities should ensure that appropriate opportunities to promote sustainable transport modes can be taken up, safe and suitable

access to the site can be achieved, and any significant impacts on the transport network can be mitigated.

- Paragraph 199: Proposals should sustain and contribute towards compliance with relevant limit values or national objectives for pollutants.
- Paragraphs 161 to 186: proposals should be directed away from areas which are at the greatest risk of flooding; and where development is permitted, local planning authorities should ensure flood risk is not increased elsewhere
- Paragraph 196: planning decisions should ensure that sites are suitable for its new use taking account of ground conditions, land instability, and any proposals for remediation
- Paragraph 187: proposals must aim to conserve and enhance biodiversity, and encourage opportunities to incorporate biodiversity in and around developments and integrate proposals with local habitats
- Paragraph 131: the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve, and good design is a key aspect of sustainable development.
- Paragraph 202: heritage 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.

City Council evidence relating to PBSA

- 6.42 The City Council is progressing work on an emerging Local Plan ('LP'). Prior to the formal adoption of the LP, an interim review of Core Strategy Policy H12 and matters influencing PBSA delivery has been undertaken by the City Council.
- 6.43 A report to the City's Executive Committee in November 2019 summarised contextual changes in the PBSA market and presented a series of additional criteria against which applications for PBSA could be considered whilst still recognising the primacy of Core Strategy Policy H12 criteria. The proposed criteria were the subject of public consultation.
- 6.44 The report identified a number of issues in the PBSA market, including a low level of dedicated stock relative to the size of the City's student population and that the stock that was available was generally of a lower quality and expensive.
- 6.45 The report noted that this was resulting in students relying on the mainstream housing market in Manchester to meet their accommodation needs, with very high incidences of HMOs in the southern suburbs of the City and students also occupying city centre build to rent apartment schemes in and around Oxford Road. The City Council was able to point to high incidences of Council Tax exemption and a significant loss of income for the City Council. Further it was noted that the high reliance on the mainstream housing market was having a detrimental impact on affected communities and the

private rental market, pushing up rents and preventing dwells more suited to families and other 'permanent' households from occupying these dwellings.

6.46 In December 2020, a further report was presented to the Executive Committee providing a summary of the consultation responses and recommending that members endorse the additional criteria for use as material considerations in the determination of PBSA schemes by the Planning and Highways Committee. The Executive Committee resolved to support the recommendation whilst acknowledging that the additional criteria do not affect the primacy of the development plan, Policy H12.

6.47 In summary the additional policy criteria seek to:

- a) Contribute to delivering the city's regeneration objectives; support employment growth, graduate and talent retention, place-making and the city's international reputation.
- b) Provides student accommodation in the right locations, in appropriate numbers and supports wider growth to support the context of the approved Corridor Spatial Framework.
- c) Provide PBSA that meets the needs of students, stabilises rental growth and provide affordable accommodation, and deliver a more diverse pipeline of new PBSA.
- d) Ensure all PBSA is of high quality, providing a high standard of living and within close proximity to the city's higher education institutions.
- e) Consider the welfare and wellbeing of students as a major factor in both design and management.
- f) Adopt the principle in the following codes of practice: 1) the Universities UK/GuildHE Code of Practice for University Managed Student Accommodation; 2) the ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments; 3) the ANUK/Unipol Code of Standards for Larger Developments for Student NOT Managed and Controlled by Educational Establishments.
- g) Consider place making opportunities to contribute to the management of areas in which the PBSA is located.
- h) Deliver new high quality PBSA at a density that responds positively to the scarcity of land.
- i) Locate PBSA in areas immediate adjacent to the core university areas.
- j) Support existing green travel plans, where location is driven by proximity to university campuses, reducing the need to travel, and to sustainable modes of transport.

6.48 In May 2023, a further report was presented to the Executive Committee. The report identifies that there is a need for the provision of 750 additional bed spaces (on top of existing provision) in the city per annum up to 2030 reflecting the under-provision in the City relative to the size of its student population. It further identifies a pipeline of sites which are potentially capable of accommodating this requirement.

6.49 The report noted that:

This list of schemes is not exhaustive, and some may not be brought forward. But it does demonstrate that there is sufficient opportunity, and there is no obvious need to significantly depart from Policy H12 which has largely been effective in managing the supply of PBSA. Other schemes may also be progressed that are not on the list but nevertheless comply with policy H12.

6.50 The Report concludes that there is a clear need for additional Purpose-Built Student Accommodation in Manchester. However, this new accommodation needs to be provided in appropriate locations in line with Policy H12.

Summary of Key Policy Issues of Relevance

6.51 National planning policy sets out a presumption in favour of sustainable development, which confirms that development that accords with relevant policies in an up-to-date development plan should be granted planning permission without delay.

6.52 Places for Everyone lends support for the continued growth and success of the university sector. The Core Strategy Policy of principal importance, Policy H12, is a permissive policy whereby proposals for PBSA will be supported if it can be demonstrated that they meet specific criteria. The recent Executive committee resolution on PBSA provides further considerations and context but does not supersede Policy H12.

6.53 The Framework and local planning policies require development to be of high-quality design, and to have regard to the prevailing character with the surrounding area, including the retention and improvement to assets with a heritage value.

6.54 Policies in the Core Strategy and Framework encourage development on previously developed land and development in locations that are accessible by a wide range of sustainable modes of transport.

7. The Strategic Case for the Development

- 7.1 This section of the Planning and Tall Building Statement demonstrates that the principle of the proposed development aligns with the adopted Development Plan, the Framework and other material considerations.

Supporting the City's Strategic Growth Ambitions and the Achievement of Sustainable Communities

- 7.2 The Proposed Development will support the City's strategic growth ambitions as expressed within the Core Strategy, the Corridor Manchester Strategic Spatial Framework (March 2018); Places for Everyone (2024) and A Strategic Vision for Corridor Manchester (2015) by:
- Providing a quality and range of replacement and additional student accommodation which will support the University's ability to continue to attract high calibre students to the city in a globally competitive higher education market.
- This is critical to the long-term success of the University as a major contributor to the City's economy and maintains Manchester's ability to attract the knowledge economy workers of the future, many of whom come through the City's universities to make Manchester their long-term home. It ensures Manchester's international reputation as a great place to study is protected and furthered from which the City's vibrant cultural economy derives significant benefit;
- Providing an environment in which students can thrive in both their studies and extra-curricular activities, improving the quality of educational outcomes for Manchester's future resident population;
 - Supporting the long-term viability and sustainability of the city's residential communities by providing quality student accommodation which can reduce reliance on the mainstream housing market to meet students' accommodation needs, helping to manage price increases and address neighbourhood management issues which can arise through an overconcentration of Houses in Multiple Occupation (HMOs) in single areas.
- 7.3 The Proposed Development aims to address a longstanding and pre-existing issue of students in all year groups (including first years) relying on the mainstream and HMO housing markets due to both an under provision of accommodation and a low-quality offer which reduces the appeal of University managed accommodation relative to other accommodation options (including those in the non-PBSA market). The provision of sufficient PBSA of the right quality and in the right locations is critical to the creation of sustainable communities in the City and the creation of a housing market which works for all.

Compliance with the City's 'Core Development Principles'

- 7.4 The Proposed Development will make a positive contribution to Spatial Principle 1 of the Core Strategy by:
- Directing development of high-density and scale to an appropriate City Centre Fringe location within the Regional Centre thus supporting economic growth and reinforcing the City's image as a World City. The Proposed Development represents an efficient and sustainable means of meeting the need for new accommodation by reusing and intensifying the density of an existing sustainably located on-campus site already used for this purpose and so minimising the need to utilise additional land to meet this requirement;
 - Supporting a reduced reliance on the mainstream housing market to accommodate students on-campus and freeing up a substantial number of family-sized homes across the City;
 - Providing accommodation to meet the needs of a specific user group via the replacement of obsolete and low-quality accommodation which does not meet their needs and doing so via the creation of an attractive, expansive and liveable scheme designed around the bespoke requirements of this group and which promotes a positive sense of community;
 - Pursuing a high-quality design for the Proposed Development which respects and responds positively to its built context and which will protect and enhance the positive attributes of the campus in way that secures environmental gains compared to the baseline.

Supporting the Vitality and Viability of All Saints Campus

- 7.5 The Proposed Development will play a key role in enhancing the long-term vitality and viability of Manchester Metropolitan University's All Saints Campus. It delivers high-quality, purpose-built student accommodation, replacing existing, outdated halls of residence with contemporary, energy-efficient buildings that meet modern standards of living and sustainability.
- 7.6 By consolidating student accommodation within a thoughtfully designed, campus setting, the scheme strengthens the functionality and cohesion of the university's core academic area. This contributes to a more vibrant and engaged student community and supports a compact, walkable campus environment.
- 7.7 The provision of flexible ground floor commercial and community uses (Use Classes E, F1 or F2) will activate the street frontage, improve natural surveillance, and increase day-to-day activity in the area. This will enhance the public realm and diversify the local offer, benefitting both students and the wider community.

- 7.8 Through a combination of high-quality architecture, public realm improvements, and carefully integrated landscaping, the development will significantly uplift the visual and functional quality of the site and its surroundings, aligning with the university's wider ambitions for a sustainable and inclusive campus.
- 7.9 The replacement of ageing accommodation stock with modern, purpose-designed student housing will help attract and retain students, directly supporting the continued growth, competitiveness, and success of Manchester Metropolitan University.

Addressing Core Strategy Policy H12

- 7.10 Locally, planning policy for PBSA in Manchester is principally addressed by Policy H12 of the adopted Core Strategy. Policy H12 sets out criteria against which PBSA proposals will be assessed. This is a holistic and wide-ranging policy, encapsulating many of the requirements and considerations of other policies of the development plan and providing a 'one stop shop' for the assessment of PBSA proposals.
- 7.11 Policy H12 is a permissive policy in that it lends its support to PBSA development within the City provided it satisfies the criteria of the policy. It therefore follows that if each of the criteria are met, the proposals benefit from the support of H12.
- 7.12 As assessment against the criteria set out in Policy H12 if presented below:

1. Sites should be in close proximity to the University Campus or to a high frequency public transport route which passes the area.

Also relevant is criterion (b) of the December 2020 MCC Executive Committee resolution - '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. Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth.'

Also relevant is criterion (i) – '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.'

- 7.13 The Site is located within Manchester Metropolitan University's main 'All Saints' campus along the southern periphery of Manchester City Centre. Cambridge Halls is within a short walking distance of the University's key teaching facilities as demonstrated within Figure 3.1 within section 3. The Site is also located within a short walking/ cycle distance of the University's Birley campus some nearby to the west.
- 7.14 Further to this the Site benefits from a range of public transport options with bus services frequenting Higher Cambridge Street and Oxford Road providing connections in and out of the city centre and its associated transportation hubs, in addition to wider destinations at Salford Quays and Manchester Airport for example.
- 7.15 The first criterion of Policy H12 is therefore satisfied.

2. The Regional Centre, including the Oxford Road Corridor, is the strategic area for low and zero carbon decentralised energy/infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.

Also relevant is criterion (j) – ‘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.’

- 7.16 With regard to the sustainability as a whole, the Site is located within a highly accessible location which will all but eliminate the need for travel by private car given proximity to teaching and other student facilities within All Saints campus, notwithstanding the proximity to Manchester City Centre and a range of public transport options. The Proposed Development has been designed to be mitigated against the effects of climate change in so far as flood risk and will deliver measurable biodiversity net gain on and off Site.
- 7.17 The Proposed Development is targeting net zero through construction and operation through high specification building fabric and energy efficient building services as part of a fully electric building. Unite Students have a longstanding Power Purchase Agreement (PPA) in place for renewable electricity, and therefore the student accommodation shall operate at Net-Zero from day one.
- 7.18 The site is not within a connectable distance to the closest local heat network and therefore this has not been considered within the design to supply heating and domestic hot water.
- 7.19 The carbon dioxide (CO₂) emissions performance presented in the supporting Energy Strategy report have been assessed in line with Approved Document L 2021 building regulations and the relevant planning Core Strategy policies. The Proposed Development has a cumulative CO₂ reduction of 6% for Phase 1 and 11% for Phase 2 when compared to baseline emissions in accordance with Manchester’s energy hierarchy. The Proposed Development incorporates low thermal properties, high plant efficiencies and photovoltaic panels with green roofs.
- 7.20 Insofar as it is relevant, the second criterion of Policy H12 is therefore satisfied.

3. High density development should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.

Also relevant is criterion (g) of the December 2020 MCC Executive Committee resolution - ‘Consideration of place making opportunities to contribute to the management of areas in which the proposed PBSA is located’

Also relevant is criterion (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.'

Density and Place Making

- 7.21 The Site lies within Manchester Metropolitan University's All Saints campus on the edge of Manchester City Centre. The existing student halls of residence are of a prominent scale providing 771. no bedspaces across a site area of 0.82ha (940 bedspaces per hectare). The Proposed Development marks a significant intensification in density (circa. 2,800 bedspaces per hectare) however this is considered to be appropriate within the context of both the character of the surrounding built environment and a clear need for additional student bedspaces in appropriate locations.
- 7.22 The components of the Proposed Development of greatest height and density are concentrated along the eastern boundary of the Site facing into the All Saints campus and offering a step down towards the lower rise areas of Hulme.
- 7.23 The application is also supported by a Townscape Visual Impact Assessment (TVIA). The TVIA concludes that the Proposed Development would have a moderate beneficial effect on townscape character within the All Saints campus and moderate – major neutral visual impact on users of All Saints park and moderate – major beneficial impact on users of the tertiary roads within close proximity to the Site – i.e. the Proposed Development presents betterment within context of surrounding street scenes.
- 7.24 The only harmful impact identified within the TVIA relates to the visual amenity of residents of the Student Accommodation located adjacent the west of the Site, where moderate adverse impacts are identified. This on the whole represents limited harm in TVIA terms and generally betterment. Although the increased scale and massing of the building would impact on existing PBSA opposite, the Site is clearly suitable for the development of tall buildings in order to address a substantial need to increase PBSA bedspaces within an appropriate and sustainable location.
- 7.25 The Proposed Development retains the existing urban grain through retention of two distinct blocks, courtyard and 'through route'. The Proposed Development is of an intentionally large scale to maximise the potential of the prominent Site. The two towers of the Proposed Development would act as landmark beacons within the All Saints' campus, whilst as detailed above reduce in height towards Hulme representing a clear boundary to the campus. The Proposed Development would provide enhanced public realm through the centre of the site contributing to good place-making which would benefit both the student population and local community.

Provision of and Access to Amenities

- 7.26 With regard to accessibility to retail facilities, the Proposed Development would itself incorporate ground floor retail and commercial uses. There are a range of existing retail facilities within walking distance of the Site including the University's Student Union, three convenience stores along Higher Cambridge Street and Cavendish Street and an extensive parade of retail, food and drink and other commercial units lining Oxford Road and leading into the city centre.

7.27 The third criterion of Policy H12 is therefore satisfied.

4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans 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.

Also relevant is criterion (a) of the December 2020 MCC Executive Committee resolution - 'Student accommodation schemes should contribute to delivering the city's regeneration objectives; support employment growth, graduate and talent retention, place making and the city's international reputation.'

7.28 There are significant positive regeneration impacts arising from the proposal, which are considered in turn below:

Delivering Investment within the Regional Centre

7.29 The Proposed Development represents a significant opportunity to deliver substantial investment into the Regional Centre, aligning directly with the policy objectives outlined in Spatial Principle 1 of the Core Strategy. The demolition of ageing halls of residence and replacement with two high-quality, landmark buildings will enhance the urban landscape and inject vitality into the local economy. The construction phase alone is expected to generate considerable employment opportunities, supporting the local workforce and supply chains, thereby reinforcing the Regional Centre's role as a driver of economic activity.

7.30 The Proposed Development is a strategic response to increasing demand for high-quality student housing while supporting the city's educational institutions by ensuring that students have access to well-managed, modern, and secure accommodation within close proximity to campuses and public transport links. By housing students in purpose-built schemes, pressure on traditional housing stock in surrounding residential areas is eased, creating a more balanced housing market and enhancing the sustainability of the Regional Centre.

7.31 The flexible ground floor uses (Use Classes E, F1, or F2) provide a platform for economic diversification and community activity. By incorporating commercial and community spaces into the scheme, the development will increase street-level activity, create jobs, and offer new spaces for retail, cultural, educational, or leisure functions. These uses will encourage footfall and contribute to a vibrant, mixed-use neighbourhood that is economically and socially resilient.

7.32 The provision of high-quality landscaped amenity spaces reflects a commitment to delivering not just accommodation, but a living environment that supports wellbeing, social interaction, and a strong sense of community. These spaces will enhance the appeal of the Regional Centre as a desirable place to live and study, thereby contributing to its ongoing regeneration and attractiveness to students, academics, and visitors.

- 7.33 The development supports the strategic vision for the Regional Centre by contributing to high-quality city living, promoting economic diversification, and enhancing the area's attractiveness. The proposal aligns with the Core Strategy's aims to foster a thriving, inclusive, and economically vibrant Regional Centre that can continue to grow and evolve in a competitive and sustainable manner.

Supporting Manchester's Higher Education Offer

- 7.34 The policy context presented in the above sections recognises the critical role that the Higher Education Institutions play within the city. They sustain, support and further the economic performance of the City, in turn conveying significant social benefit. The provision of high quality and well-managed student accommodation is an essential component in sustaining the appeal of those Higher Education Institutions in what is a very competitive market. Sufficient high-quality provision is critical to the City's universities being able to attract and retain the best talent.

- 7.35 As addressed in relation to a separate criterion below, there is significant mismatch between supply and demand of PBSA in the City, and a pressing need to deliver additional PBSA. The proposals will make a notable contribution to the supply, with high-quality and managed accommodation in a liveable and attractive location. By making this contribution and helping to increase and improve the accommodation offer, the proposed development will support the appeal of Higher Education Institutions and their continued essential contribution to the City's economy.

Providing Housing Choice and Supporting 'Recovery' of Traditional Housing Stock

- 7.36 The mismatch between supply and demand for student accommodation within Manchester, evidenced further below, has generated a significant issue within the City in respect of the occupation by students of mainstream housing stock. Manchester has one of the country's highest student to bed ratios, and MMU alone has identified a need for 5,000 to 7,500 additional bedspaces by 2029/30.. Allowing for a smaller proportion of students living at home, the balance is necessarily made up of properties in the private rented sector, the majority of which are HMOs.
- 7.37 Whilst this will always be a feature of any successful university city, the issues this generates are numerous: reduced availability and affordability of housing stock; lack or absence of management; no oversight of student wellbeing; students exposed to poor landlord practices; impact on amenity of neighbours by being interspersed with mainstream housing. The provision of high quality, well managed PBSA represents a means of addressing these issues.
- 7.38 To reduce this 'claim' on the mainstream housing stock and the associated issues this brings, it is necessary to provide an attractive and realistic alternative to a good proportion of the HMO stock in the immediate and further afield areas.
- 7.39 The proposal will both serve to address the deficiency of PBSA and offer essential choice. In doing so, it will help to reduce pressure on the mainstream housing market to accommodate students, reduce the prospect of additional mainstream housing being occupied by students and create the opportunity to revert a proportion of the HMOs in the area back to family housing. This is a key regeneration benefit of the proposed development, helping to create sustainable communities and a housing market which works for all.

- 7.40 That the development will enable the university to accommodate additional returning students (2nd year and above) in the context of growing demand from this user group for campus accommodation, will be a particular benefit in this regard given the high reliance that this group otherwise has on dwellings within the mainstream housing market.

Making Efficient Use of Land

- 7.41 The proposal represents a densification of the existing site and so making more efficient use of an existing and successful PBSA location. This is a fundamentally sustainable means of meeting the need for additional PBSA. It will do this without utilising additional land which may be more suited to other uses.

Economic and Social Benefit

- 7.42 The submitted Socio-Economic Regeneration Impact Statement by Turley states that the proposed development will generate £9.7 million in annual student expenditure, create 85 local jobs, support 40 on-site FTE roles, and contribute £2.0 million in annual GVA. By relocating students to the Proposed Development, could free up to 390 HMOs, accommodating 955 new residents, generating £8.0 million in retail and leisure spending, supporting 55 jobs, and adding £570,000 in annual Council Tax revenue.
- 7.43 On the basis of the above, the proposed development satisfies Criterion 4 of Policy H 12.

5. Proposal should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

- 7.44 The submitted Crime Impact Statement (CIS), prepared by Greater Manchester Police, concludes that the proposed development will make a positive contribution to crime prevention and the reduction of fear of crime. The design includes several active frontages, particularly along Cambridge Street, which will enable high levels of natural surveillance. Ground floor uses such as student amenity areas, a gym, reception, and a healthcare facility will contribute to continuous activity at street level, further enhancing passive surveillance of surrounding streets and public spaces. Additionally, expected levels of vehicular and pedestrian movement along these routes will support a safe and well-observed environment.
- 7.45 The proposed landscaped areas and communal thoroughfare are considered to be well overlooked by active ground floor uses, including the reception area and café/bar, thereby providing strong natural surveillance. The location of key facilities—such as the main entrances, parcel stores, reception desks, and cycle storage—is also considered appropriate in supporting a safe and secure environment.
- 7.46 The CIS provides a series of recommendations covering aspects such as cycle parking, parcel/post/grocery storage areas, community amenity spaces, and entrance gates. These recommendations address access control, CCTV and lighting provision, building alarm systems, and operational management. Additional physical security measures are also advised

- 7.47 The CIS concludes that, subject to the incorporation of its recommendations, the proposed development is capable of achieving Secured by Design accreditation. Accordingly, it is concluded that the proposal satisfies Criterion 5 of Policy H12.

6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

Also relevant is criterion (g) of the December 2020 MCC Executive Committee resolution - 'Consideration of place making opportunities to contribute to the management of areas in which the proposed PBSA is located'

- 7.48 The proposed development has been carefully designed to integrate sensitively with its surrounding context, ensuring that it does not give rise to any unacceptable impacts on residential amenity, local character, or the street scene. A detailed assessment of these matters is provided in Chapters 8 and 9 of this Statement.

- 7.49 The application is supported by a comprehensive Student Management Plan, prepared by Unite Students, which outlines robust protocols for the day-to-day operation and long-term management of the development. Key measures include 24/7 on-site management, a car-free strategy with an emphasis on sustainable travel, structured check-in/check-out processes, professional housekeeping services, and managed parcel deliveries. Collectively, these provisions are designed to minimise disruption and positively contribute to the effective management of the surrounding area.

- 7.50 The potential amenity impacts arising from the proposed development have been comprehensively assessed within the submitted Environmental Statement and its associated technical appendices. Specific matters, including noise, air quality, and daylight/sunlight, have been considered in the context of the site's location on the fringe of the city centre. The assessment concludes that, subject to the implementation of appropriate mitigation measures, the resulting effects would range from negligible to moderate and therefore should be considered acceptable in planning terms.

- 7.51 Criterion 6 of Policy H12 is satisfied as it relates to the outline proposals.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

- 7.52 There are no buildings of heritage value within the Site. Criterion 7 of Policy H12 is therefore not applicable.

8. Consideration should be given to provision and management of waste disposal facilities, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

- 7.53 The application is accompanied by a Construction and Operational Site Waste Management plan (SWMP) prepared by Arup and Waterman respectively. The former

sets out a structured strategy aligned with the waste hierarchy principles in Policy EN 19. The SWMP promotes waste avoidance, reduction, and resource efficiency from the outset of the development and will be regularly reviewed and updated throughout the construction period to ensure effective implementation and compliance with the circular economy objective.

7.54 Operational waste will be actively managed by the Applicant's contractors and collected via a private company. There are waste storage facilities located throughout the Proposed Development with provisions made for general waste and recycling. It is anticipated that collections would take place twice weekly although this can be increased at particularly busy periods such as moving out at end of year.

7.55 Criterion 8 of Policy H12 is therefore satisfied.

9. 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.

Also relevant is criterion (a) of the December 2020 MCC Executive Committee resolution 'All new PBSA development to adopt the principles in the following codes of practice; 1) The Universities UK/GuildHE Code of Practice for University Managed Student Accommodation, 2) The ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments, 3) The ANUK/Unipol Code of Standards for Larger Developments for Student Accommodation NOT Managed and Controlled by Educational Establishment.'

The importance of sufficient good quality PBSA in Manchester

7.56 For the reasons outlined in this Statement, a central part of the University's adopted masterplan is to deliver the quality and scale of managed student accommodation which matches the status and profile of the university (and the City) as one of Europe's most popular places to study. This is integral to the success of the City as a destination of choice for students.

7.57 The importance of providing the right amount and quality of PBSA in appropriate locations is driven by:

- (i) a need to address the adverse social and economic impacts which can result from an under-provision of PBSA, including on the city's housing market and the sustainability of its communities;
- (ii) the wider strategic benefits to the City which result from being able to continue attracting students in a globally competitive marketplace and the role that quality accommodation options play in this;
- (iii) ensuring the needs of this specific and vulnerable user group are adequately met during their time in Manchester.

- 7.58 The prevailing evidence points to existing provision being sub-optimal in the context of these drivers.

Evidence of a PBSA under-supply

- 7.59 The student residential market does not operate in a vacuum. It interacts with and has an impact on other parts of the city's housing market. The provision of sufficient good quality accommodation plays a wider role in the city and the effective operation of its housing markets, particular through helping to reduce reliance on the mainstream housing market to accommodate students.
- 7.60 In the context of a modest growth in provision of new student accommodation in the city over the last five years, there has been a reduction in the number of Houses in Multiple occupation (HMOs), which are commonly occupied by students, in south Manchester. However Council Tax exemptions, as an indicator of dwellings being occupied by students, remain very high in the city. In more recent years, such exemptions have increased in the City Centre as students have taken advantage of the growth of the City Centre residential market. The growth in such exemptions has now plateaued though has yet to fall.
- 7.61 Student reliance on the 'mainstream' housing market can affect the long-term sustainability of communities (in this case those in and around the Oxford Road Corridor). This places upward pressure on residential rents in the private rental market and starves the mainstream housing market of accommodation which is designed for and better suited to working households and families.
- 7.62 Whilst some level of reliance on the mainstream market will be a feature of any successful student city, the issues this generates are numerous. In addition to affecting availability and affordability in the private rental market, these include the lack or absence of proper management regimes; no oversight of student well-being; students being exposed to poor landlord practices and reported impacts on the amenity of neighbours.
- 7.63 Reducing this 'claim' on mainstream housing necessitates the provision of an attractive and realistic alternative in the form of dedicated student accommodation provided in the right locations, at the right scale and available at the right price point.
- 7.64 The City Council has undertaken its own audit of existing PBSA provision in the City and identified a significant supply-need imbalance. This is evident, for example, in the level of Council Tax exemptions resulting from students occupying mainstream residential accommodation which totalled £17m in 2019. These exemptions are understandably focused on the Oxford Road Corridor and surrounding residential locations, including in the City Centre, Victoria Park, Moss Side, Rusholme, Fallowfield and Withington as illustrated by Figure 8.2.

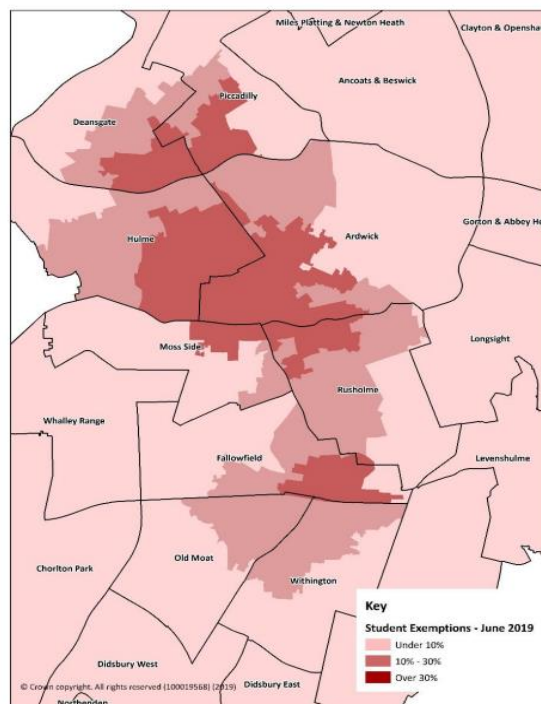


Figure 7.1: Council Tax Exemptions as at June 2019

- 7.65 Students are an attractive occupier group for residential landlords. This is increasing competition for mainstream housing, pushing up rent levels and, in the case of traditional residential areas to the south of the city centre, starving the market of housing otherwise suited to families.
- 7.66 Further, this model of accommodating students is largely unmanaged and can have a detrimental impact on the affected communities, with consequences for their long-term sustainability. By definition, students are a more transient group and do not invest in a location in the same manner as other households. This can give rise to tension between student households and non-student householders where the two are inter-dispersed.
- 7.67 This issue is a direct product of the low level of PBSA provision in Manchester relative to its size and that of the student population. As detailed within Section 2 of this Planning Statement, MMU's Estates Strategy. To this extent and to support its Estates Strategy identifies a chronic shortage of high-quality purpose built student accommodation to meet this demand, evidenced from the fact that Manchester has one of the highest student to bed ratios in the country.

Demand for University owned and managed accommodation

- 7.68 Manchester has one of the largest student populations in Europe, with over 112,615 students enrolled across Greater Manchester's five universities. In the 2023/24 academic year, 86,475 of these students attended one of Manchester's three Higher Education Institutions (HEIs), with Manchester Metropolitan University (MMU) accounting for approximately 45.74% of this total.

- 7.69 Between the 2022/23 and 2023/24 academic years, student enrolment across Manchester's three HEIs grew by 2.63%, and this number is projected to reach 120,000 by the 2028/29 academic year.
- 7.70 In 2022/23, approximately 64,000 students had a term-time address within the city, an increase of 62.5% since 2014. In 2023/24, MMU had 3,160 students in provider-maintained properties, 4,180 in private sector halls, and 12,055 in other rented accommodation. This represents a 40% increase in student accommodation needs since the 2014/15 academic year.
- 7.71 Over 50% of first-year students require accommodation, and all international students need housing close to the university. According to the latest Higher Education Statistics Agency (HESA) data, Manchester has more than twice as many students as available bed spaces. MMU alone requires approximately 5,700 beds annually, but currently controls just 2,500, resulting in an annual shortfall of around 3,200 beds
- 7.72 These figures highlight a growing demand for student accommodation, with the majority of MMU students residing in private or independently rented housing rather than university-managed facilities. The growth in enrolment has significantly outpaced the development of new student housing, resulting in a notable undersupply.
- 7.73 Alongside the identified undersupply, MMU is committed to offering an Accommodation Guarantee for full-time first-year undergraduate students, including foundation year, international, and deferred entry students with an unconditional offer. To qualify, students must make MMU their firm choice, complete their accommodation booking, and pay the rental pre-payment by the specified deadline. Eligible students are guaranteed a room within university-sourced accommodation. This puts a further demand on the University's accommodation infrastructure to accord with this guarantee.
- 7.74 Put simply, the supply of accommodation to which MMU has direct access is significantly below the level of demand arising from its Accommodation Guarantee. As a result, it is reliant on 'nominations agreements' whereby the University bulk let rooms in privately owned blocks in order to meet their Accommodation Guarantee commitments. Whilst such nominations will continue, and indeed for returning students there is an understandable greater reliance on non-university owned and managed accommodation, for those students benefitting from the Accommodation Guarantee, living in 'off campus' accommodation means less direct access to support services whilst this is also not conducive to the promotion of community amongst students where they can find and develop their social network.
- 7.75 The campus model of living has an important role to play in building a community amongst the University's students. Students value the ability to live amongst their peers in a setting where they can make friends, grow their support network and be part of the buzz of student life. To this end, the campus remains a central focus for the provision of residential accommodation for the University, particularly for first year students, and the University is committed to its long-term success as a place for students to live, to grow and to thrive.

- 7.76 In response to the identified student housing crisis, Manchester City Council has identified a pipeline of 20 sites which it considers to be suitable, in principle, to deliver approximately 12,500 Purpose-Built Student Accommodation (PBSA) beds by 2030. This in fact includes Cambridge Halls. The majority of the other developments are similarly strategically located near university campuses and along the Oxford Road Corridor, aligning with the city's Core Strategy. For context, as of May 2024, consent for new beds in the City has risen in 2023 to 2024 by 7,400 new beds planned for development⁴⁷, but it is acknowledged from the figures above that more consistent supply is required.
- 7.77 In addition to the quantitative shortfall highlighted above, the University recognises that the quality of its existing accommodation in these locations often falls short of its stated ambitions. Much of the stock is dated, environmentally inefficient, and misaligned with the expectations of modern students. These qualitative shortcomings also contribute to the challenges reflected in the preceding data.
- 7.78 In acknowledging the demand set out above, MMU are committed to deliver a high-quality and varied portfolio of residential accommodation that aligns with its institutional reputation and strategic objectives. The provision of such accommodation is intended to enhance the overall student experience, while promoting the development of a diverse, inclusive, and supportive living and learning environment.
- 7.79 In the circumstances, a need for additional PBSA is demonstrated and criterion 9 of Policy H12 is satisfied.

10. Applicants/developers must demonstrate to the Council that their proposals for purpose-built student accommodation are deliverable.

- 7.80 The site is wholly owned by the University and this application is being progressed by the University in joint venture with Unite Students which operate over 70,000 student beds nationwide. Unite is one of the largest PBSA developers and operators in the country and has a proven track record of delivering projects of scale. The University has extensive experience in delivering and development student accommodation and has an in depth understanding of the nature of demand for its accommodation.
- 7.81 Criterion 10 is therefore satisfied.

Criterion (c), (d) and (e) of the December 2020 MCC Executive Committee resolution introduce a number of new area of consideration in the determination of applications for PBSA - Criterion (c) relates to affordability and states – ‘To meet the needs of students, stabilise rental growth and provide an affordable accommodation offering, a more diverse pipeline of new PBSA is needed. It is critical to ensure there is a residential market, which meets the needs of students at an affordable price.’

⁴⁷ [Midollo \(2024\) - The Battle for Beds, Tackling Manchester's Purpose-Built Student Accommodation Crisis](#)

- 7.82 The Proposed Development has been designed to incorporate a wide range of room types and configurations in order to provide choice and affordable options for all, these are as follows:

Room Type	Unit Count	Percentage of Total
Standard Cluster	1,428	62.0%
Dorm Cluster*	398	17.3%
Studios	199	8.6%
Post-Graduate Cluster	170	7.4%
Accessible Cluster	82	3.6%
Accessible Dorm Cluster*	17	0.7%
Accessible Studios	10	0.4%

- 7.83 The Proposed Development strongly aligns with Criterion (c) by offering a diverse and affordable range of PBSA room types. Notably, Standard Cluster rooms (62%) and Dorm Cluster rooms (17.3%) make up nearly 80% of the total provision, these room types are typically associated with lower rental costs. This mix is designed to meet varied student needs and help stabilise rental growth by increasing supply at accessible price points. Additional accessible and postgraduate options further enhance inclusivity, ensuring the development supports a balanced and affordable student housing market in the Regional Centre.

- 7.84 This criterion is therefore satisfied.

Criterion (d) and (e) are interrelated covering matters of student wellbeing, quantity and quality of space– ‘To All PBSA must be of a high quality, providing a high standard of living, within close proximity to the city’s higher education institutions 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). 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.’



Figure 7.2: Exert of the landscape strategy for Phase 1 showing level 7 terrace (fully coloured) and ground floor courtyard (watermarked)

7.85 The Site is within the Oxford Road Corridor benefitting for access to a range of MMU amenities and facilities. Notwithstanding this the Proposed Development has been designed to provide a range of on-site facilities expected of modern student accommodation with attention paid to both quality and quantity of space. Internally the Proposed Development incorporates a number of lounges, substantial number of shared and private study spaces, movie room, games room and rooms for other specific activities.

7.86 A unique selling point of the Proposed Development is the provision of extensive rooftop amenity space within both phases. Level 7 roof space provides areas for seating and relaxation set amongst high-quality landscaping, in addition to sports facilities (enclosed courts) and gym and wellness suites. Enclosed courtyards are both provided at ground floor level within each phase delivering further external space for students.

7.87 This criterion is therefore satisfied.

PBSA should consider the welfare and wellbeing of students as a major factor, in both design and management. Ensuring student accommodation is delivered in safe and secure locations, and with appropriate management and facilities. Location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students.

7.88 The Proposed Development is located within the All Saints Campus of Manchester Metropolitan University. The development will be managed by a dedicated team with an on-site presence 24/7 as detailed within the supporting Student Management Plan. This includes established protocols in the event of fire and measures to prevent unauthorised entrance as recommended by greater Manchester Police within the supporting Crime Impact Statement.

7.89 As part of Unite's commitment to student wellbeing, it offers a sign posting service students. A 24/7 in-house Emergency Contact Centre is provided for use by students and family members alike to ensure there is always a body on response to act when issues of student wellbeing arise.

7.90 This criterion is therefore satisfied.

Summary of Policy H12 and Executive Committee criterion Compliance

7.91 Policy H12 is the development plan policy of greatest relevance. It confirms that the provision of new PBSA will be supported where the development satisfies the policy criteria.

7.92 Based on the above, it has been demonstrated that the Proposed Development satisfied all of the relevant policy criteria and as such, the proposals should be supported. In summary the Proposed Development:

- Is located within an optimum location within a university campus and a benefits from excellent access to sustainable transport modes;
- Is compatible with existing developments and initiatives, in close walking distance to numerous day-to-day services and facilities;
- Will have a significant positive regeneration impact in its own right through providing high-quality student accommodation that will assist the City in creating a knowledge-based ecosystem, whilst enhancing the safety and liveability of the surrounding neighbourhood;
- Will be well designed and well managed to ensure that there are no unacceptable impacts upon the amenity of the surrounding area taking account of the Site's City Centre Fringe location and urban context;
- Will promote the use of low/zero carbon energy infrastructure;
- Will be designed to be safe, secure and will assist in improving the safety of the surrounding area;
- Will include a waste management strategy that it is in accordance with the adopted waste hierarchy;
- Provides high quality communal facilities for future students and a quantum of accessible and affordable units to ensure the Proposed Development meets the needs of all;
- Fulfills an identified need for high-quality PBSA to the student sector within Manchester, and particularly within a campus location and
- Is deliverable, by the University working closely with their delivery partner Unite Students.

7.93 In light of the above, the Proposed Development is in accordance with strategic policies of the development plan.

National Planning Policy Framework (the Framework)

- 7.94 The Framework advises that the Government is committed to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths and to meet the twin challenges of global competition and of a low carbon future. The delivery of new, modern PBSA and office development will assist in building a strong economy on several levels.
- 7.95 Firstly, the construction of the development will create local employment, whereby the introduction of an increased student population will contribute to the local economy through expenditure in their subsequent use of local facilities and services. Additionally, fit-for-purpose PBSA will attract students to Manchester who might not have otherwise chosen to locate here, increasing the likelihood of such students remaining in Manchester post-graduation and contributing to economic development.
- 7.96 The Framework also requires planning decisions to promote the effective use of land, including the re-development of previously developed (brownfield) land where possible. Substantial weight should be given to the value of using suitable brownfield land, and proposals which will secure the development of under-utilised land should be supported. The Proposed Development is supported by these policies of the Framework.

8. Achieving Well Designed Places

- 8.1 This section addresses the acceptability and quality of the Proposed Development's design in relation to the Development Plan, the Oxford Road Strategic Regeneration Framework (SRF), the National Planning Policy Framework (NPPF), and other relevant material considerations.

Achieving High Quality Design

- 8.2 National and local planning policies emphasise that good design is a key component of sustainable development. New development should function well and contribute positively to the area's quality, be visually attractive, sympathetic to local character, maintain a strong sense of place, and create environments that are safe, inclusive, and secure.
- 8.3 The accompanying Design & Access Statement (DAS), prepared by Cartwright Pickard, emphasises that the Proposed Development will deliver high-quality, durable buildings with a timeless design. Off-site construction methods will be utilised to minimise disruption. The student accommodation prioritises health, well-being, and sustainability, and features a vibrant, active frontage onto Cambridge Street. Public amenities, including retail spaces, community areas, and a park, will animate the public realm. A pedestrian-focused route, landscaped courtyards, and rooftop amenity spaces will enhance the external environment for residents, while highly glazed façades and prominent entrances will create strong visual and physical connections to the campus.
- 8.4 The development has been designed in accordance with national and local planning policy, delivering high-quality design that contributes positively to both the immediate setting and the wider urban environment.

Appearance, Layout and Scale

- 8.5 The development adopts a contemporary architectural approach that responds sensitively to its context while establishing a distinct identity. As detailed in Chapter 5, the buildings will incorporate high-quality materials, varied façade treatments, and a strong vertical rhythm. These elements ensure a cohesive and balanced appearance, particularly across the taller components of the scheme. Massing is thoughtfully articulated, with active frontages along key elevations enhancing both visual interest and legibility.
- 8.6 The layout comprises two perimeter blocks that respect the Site's existing form, enclosing generous internal courtyards and contributing to a high-quality public realm. The scheme improves pedestrian movement, creates a safe and inclusive environment, and enhances site legibility. A clear hierarchy of routes links Cambridge Street and Chatham Street, while strong east–west connections improve permeability. Landscaped courtyards and public spaces will include soft planting, seating, and amenity areas, promoting social interaction, well-being, and a strong sense of place.
- 8.7 The buildings will rise to 30 and 24 storeys respectively. Their height and massing have been carefully designed to reflect the scale of the surrounding context by supporting a

stepping down to the areas of lower density within Hulme. The development makes a positive contribution to the evolving skyline of the Oxford Road Corridor and complements nearby educational and institutional buildings. The towers' verticality is moderated at street level through active frontages and detailed material articulation, helping to break down the mass and enhance pedestrian engagement.

- 8.8 The design acknowledges the importance of ensuring that tall buildings positively contribute to Manchester's unique and evolving skyline. The site lies within a location identified as suitable for tall buildings, within and adjacent to the City Centre, and the proposal aligns with this strategic vision.
- 8.9 The Tall Building Statement (TBS) (provided at Appendix 1) demonstrates how the development accords with relevant tall buildings guidance. Both the TBS and the DAS confirm that the proposal is of exceptional design quality and is situated in a highly accessible, appropriate location.

Landscaping and Public Realm

- 8.10 The redevelopment of Cambridge Halls will significantly enhance the public realm within the Oxford Road SRF area and align with the university's wider masterplan for All Saints and Birley Fields. This broader vision aims to deliver a world-class, unified campus with improved connectivity and a reimagined public realm. Key objectives include enhancing the student and visitor experience, prioritising pedestrian access, and improving safety. The proposed development supports these goals through a distinct architectural response that strengthens the evolving campus character and promotes a vibrant, pedestrian-focused public realm.
- 8.11 The landscaping strategy will provide student residents, workers, and visitors access to a multifunctional public realm and contribute to a wider network of open and green spaces, as detailed in the Green and Blue Infrastructure Statement and the DAS.
- 8.12 The proposed landscaping and public realm align with the aspirations of the Oxford Road SRF and comply with MCCs principles of urban design.

Conclusion on Design Quality

- 8.13 The proposed development is of high design quality and will deliver a built form that makes a positive and lasting contribution to this part of the city. It is fully in accordance with Core Strategy Policies SP1, EC3, EN1, EN2, EN3, and DM1 (in relation to design matters), as well as Chapter 12 of the National Planning Policy Framework.
- 8.14 The scheme reflects a thoughtful response to context, policy, and community benefit, and will support the city's continued growth as a vibrant, sustainable, and well-designed urban environment.

Fire Safety

- 8.15 A Fire Statement Form prepared by Ashton Fire has been submitted with the application in accordance with the Independent Review of Building Regulations and

Fire Safety and subsequent changes to the Town and Country Planning (Development Management Procedure) Order⁴⁸.

- 8.16 The statement demonstrates that fire safety has been considered at the very earliest stage of the design and construction process and is incorporated in the planning application. It will be subject to consultation with the Health and Safety Executive following submission of the planning application.

Crime Impact

- 8.17 As referenced in Chapter 7, the application is supported by a Crime Impact Statement (CIS), prepared by Greater Manchester Police, which provides an analysis of crime within the area, alongside the security credentials of the Proposed Development and general recommendations with respect to additional measures required to design out crime.
- 8.18 The CIS concludes that the Proposed Development will positively contribute to crime prevention and reducing the fear of crime. The inclusion of active frontages, particularly along Cambridge Street and ground floor uses such as student amenities, a gym, reception, and healthcare facilities will promote continuous activity and natural surveillance. Landscaped areas and communal routes are well-overlooked by key active spaces like the café/bar and reception, while the placement of entrances, parcel stores, and cycle storage supports a safe and secure environment.
- 8.19 The CIS sets out recommendations on access control, CCTV, lighting, alarms, and operational management, and confirms that, subject to their implementation, the scheme is capable of achieving Secured by Design accreditation. It is wholly consistent with Policies EC1, H12 and DM1 insofar as they relate to security

Sustainability

- 8.20 The application is supported by an Energy Statement prepared by Waterman. The statement demonstrates that the Proposed Development aligns with Manchester City Council's energy and sustainability policies. A comprehensive overheating risk assessment has also been carried out in support of the Energy Statement. This assessment addresses the mitigation of nighttime noise by assuming windows will remain closed, ensuring comfort without compromising energy performance.
- 8.21 The development achieves a 6% reduction in carbon dioxide emissions compared to baseline figures, in accordance with Part L 2021 and the Energy Hierarchy. This reduction is delivered through a fabric-first approach, which incorporates highly efficient thermal elements, low-energy lighting, and photovoltaic panels. Together, these features contribute to a sustainable and energy-efficient design.
- 8.22 BREEAM pre-assessments have also been conducted by Waterman for the PBSA (Purpose-Built Student Accommodation), community (potentially healthcare), and retail elements of the Proposed Development. The preliminary assessments indicate

⁴⁸ Town and Country Planning (Development Management Procedure and Section 62A Applications) (England) (Amendment) Order 2021 ("the 2021 Order")

that all components of the scheme are capable of meeting the mandatory requirements for the targeted rating. All elements are predicted to achieve an indicative "Excellent" rating, demonstrating the commitment to delivering high standards of sustainability across the development.

- 8.23 The Proposed Development would be in full accordance with Core Strategy Policies SP1, EN4, EN6, EN8 and EN9 as well as Chapter 14 of the National Planning Policy Framework.

9. Community and Amenity Considerations

- 9.1 This section considers how the development interacts with and impacts on the surrounding community of Hulme.

Community Benefits

- 9.2 The Proposed Development seeks to deliver a range of economic, environmental and social benefits that would directly impact on residents of the Hulme Ward. The existing Cambridge Halls complex currently comprises purpose-built student accommodation, and to an extent acts as a barrier between Hulme and the University's All Saint's campus. From the outset the Applicant has been keen to remove this barrier and provide a more integrated link between the University and residential area.
- 9.3 To this extent the Proposed Development incorporates an active frontage along the entirety of Cambridge Street. This incorporates two units which with planning permission sought for a range of flexible uses within Use Classes E, F1 and F2 meaning that a range of occupiers could come forward from retail and food and drink to healthcare facilities or wider community uses. This would provide enhanced facilities for the local community, activate the Site frontage and generate new employment opportunities. The increased student population on-campus would also mean increased expenditure locally supporting some 85 jobs in retail and leisure.
- 9.4 Beyond these units, the principal student accommodation element of the Proposed Development would provide for a range of employment opportunities. These are set out within the supporting Socio-economic Regeneration Impact Statement which highlights the approximate 40 no. direct on-site staff members that would be required to support the day-to-day running of Cambridge Halls across a wide range of roles. It is also important to reiterate the large number of construction-stage jobs that would be generated. As required by the Council, all new jobs will be first and foremost targeted at a local level.
- 9.5 The Health Impact Assessment submitted in support of the application also identifies a range of measures to be implemented to support community cohesion including exploring the potential to encourage the activities of and provide on-site opportunities for the voluntary and community sectors.
- 9.6 Aside from the above mentioned social and related economic benefits, the Proposed Development would deliver a range of environmental benefits. This includes the provision of a high-quality, well-designed and sustainable development which significantly enhances local character and street scene. Most notably however the Proposed Development's commitment to retaining public access through the Site and creating an attractive and useable area of public realm through the centre of the Site will provide recreational opportunity to future occupiers and the local community alike and a generally greener corridor in an otherwise densely developed area.
- 9.7 In summary the Proposed Development provide spaces and opportunities for social interaction and community cohesion. This includes between the residents who live there, who can take advantage of private amenity spaces, and members of the public,

who can benefit from the high-quality public realm and use of on-site facilities, such as the commercial and community spaces.

Amenity Impacts

Noise

9.8 Chapter 13 of the accompanying Environmental Statement considers noise and vibration effects. A summary of the identified noise and vibration effects from both the construction and operational phases are provided in **Table 9.1** below:

9.9 A summary of the identified townscape and visual effects is provided in **Table 9.1** below:

Effect	Residual Effect	Is the Effect Significant?
Construction Phase		
Noise disturbance from demolition and construction activities	Minor to moderate adverse	No
Vibration disturbance from demolition and construction activities	Minor to moderate adverse	No
Noise disturbance from increased road traffic	Negligible to minor adverse	No
Operational Stage		
Noise disturbance from proposed servicing areas and building services plant	Negligible adverse	No
Noise disturbance from other proposed uses (e.g., retail, NHS unit, community uses, sports provision, amenity space)	Negligible to minor adverse	No
Noise disturbance from increased road traffic	Negligible to minor adverse	No
Disturbance from existing environmental noise	Negligible to moderate adverse	No

Table 9.1 Summary of Residual and Significant Noise and Vibration effects.

9.10 Demolition and construction noise and vibration effects have been identified and assessed. The effects will be mitigated through the implementation of a series of controls and practises contained within a Construction Environmental Management Plan (CEMP). The CEMP will be secured by condition and will be subject to approval by MCC's Environmental Protection Team. The implementation of the CEMP will ensure that no significant construction noise or vibration effects will result.

9.11 The potential noise effects during the operational phase have been assessed. As the specific plant to be installed within the proposed development has not yet been confirmed, noise from any fixed plant will be controlled through an acoustic mitigation scheme. This scheme will be secured by a planning condition, ensuring that the development does not give rise to any significant adverse effects.

- 9.12 The rooms will be mechanically ventilated, eliminating the need to open windows to prevent overheating. However, due to potential impacts from road traffic noise, the building envelope will need to incorporate suitable noise mitigation measures to ensure acceptable internal noise levels for future occupants. The detailed acoustic specification of the façade will be secured by a planning condition. Subject to this, the development is not expected to give rise to any significant effects related to road traffic noise.

Air Quality

- 9.13 This application is accompanied by an Air Quality Technical Appendix, prepared by ARUP, which supports Chapter 12 of the Environmental Statement. The report outlines existing air quality conditions, assesses potential impacts and significant effects, and identifies mitigation measures where necessary.
- 9.14 The report concludes that the Proposed Development complies with the relevant air quality policies, with pollutant levels remaining below relevant thresholds and no constraints on ventilation. The recommended mitigation measures will minimise construction dust, and as a fully electric, car-free development, there are no operational air quality impacts. Overall, the effect of the proposed development in relation to air quality is considered to be not significant.
- 9.15 As such, the proposed development is acceptable and in accordance with CS policies DM1 and EN16. It also complies with NPPF paragraph 199.

Sunlight/Daylight and Overshadowing

- 9.16 The impacts of the Proposed Development in relation to daylight, sunlight and overshadowing has been scoped in as part of the accompanying Environmental Statement.
- 9.17 Of the 13 properties assessed for daylight impact, 6 were found to have negligible effects, while 2 experienced minor effects. For sunlight impact, 12 properties were assessed as having negligible effects, with 1 property experiencing a moderate effect.
- 9.18 Of the five properties assessed for increased overshadowing, four were found to have negligible effects. The overshadowing impact is considered not significant for Loxford Gardens and Cavendish Halls of Residence but significant for Manchester Metropolitan University.
- 9.19 The following significant effects are identified within the Environmental Statement:
- Cavendish Halls of Residence – Major adverse effect (reduced daylight amenity)
 - Needham Court - Major adverse effect (reduced daylight amenity)
 - Manchester House - Moderate adverse effect (reduced daylight amenity)
 - 84 Cambridge Street – Moderate adverse effect (reduced daylight amenity)
 - Cambridge House – Major adverse effect (reduced sunlight amenity)
 - Manchester Metropolitan University – moderate adverse effect (increased overshadowing)

- 9.20 In arriving at the conclusions above, while in some instances major adverse effects are identified, they have been considered in the context of the dense city centre fringe location of the Site. The assessment recognises, inter alia, that it is unreasonable to expect city such locations to achieve compliance with relevant standards and/or there to be an expectation that existing levels will be maintained given the emphasis and priority of planning policy on urban renewal and regeneration in this location.
- 9.21 In summary, whilst the Proposed Development gives rise to adverse impacts on daylight/ sunlight provision, this as detailed is to a magnitude which is to be expected of development within such a location as the application Site in supporting a strategic direction for effective use of land through increased height and density. The degree of harm to therefore be taken into account in the wider planning balance is thus considered to be moderate.

Wind Microclimate

- 9.22 The impacts on Wind Microclimate arising from the Proposed Development are scoped out through the Environmental Statement. An assessment has been carried out by ARUP which considered altered wind safety and comfort on pedestrians and cyclists in external public areas on-Site and in the immediate surroundings.
- 9.23 The assessment identified that wind comfort conditions will be met throughout the study area and therefore, effects are considered to be not significant at all locations, with the exception of the secondary entrances to the security lobby in the underpass in Phase 1. Nevertheless, mitigation will be implemented which will focus on reducing the impact of wind conditions within the underpasses in both Phases 1 and 2.
- 9.24 The report concludes that there are no insurmountable wind safety risks associated with the Proposed Development. The Proposed Development is therefore in accordance with CS Policy DM1.

Student Management

- 9.25 This application is supported by a Student Management Plan (SMP) prepared by Unite Students. The SMP sets out the management and maintenance strategy for the development at Cambridge Halls, ensuring the well-being of its occupants while promoting positive relations with surrounding communities.

Operational matters

- 9.26 The SMP states that the Proposed Development will be professionally managed with 24/7 staffing to ensure high living standards, security, and positive community integration. Staff and service providers will be qualified professionals, with clear resident guidelines and a structured accessibility plan to accommodate individual needs. A robust maintenance programme, including Planned Preventative Maintenance, will uphold cleanliness and safety, while waste management and housekeeping will maintain hygienic living conditions. External areas will be well-kept, signage maintained, and a car-free policy enforced. Deliveries will be efficiently managed through designated parcel facilities and collection points, ensuring smooth operations and minimal disruption.

Move in/Move out days

- 9.27 The SMP reiterates that check-in and check-out will be carefully managed with staggered arrival slots booked via the Unite Students app, designated laybys for loading, and on-site staff directing traffic. Advance communication will provide arrival instructions, and coordination with local authorities will minimise disruption. Many students rebook or depart gradually, reducing check-out traffic, while scheduled property viewings prevent congestion.

Waste storage and collection

- 9.28 This application is accompanied by a comprehensive Operational Waste Management Strategy (OWMS), prepared by Waterman. The OWMS has been developed to support the scheme, ensuring compliance with Manchester City Council guidance and national standards, including simpler recycling.
- 9.29 A wheeled-bin based system will be adopted to manage four key waste streams (general waste, pulpable recycling, commingled recycling, and food waste) for all uses on site. Waste from the PBSA will be collected twice weekly by a private contractor, with additional capacity available during peak student turnover periods. The retail and community spaces will be provided with dedicated bin stores, with waste collection frequencies to be confirmed during detailed design.
- 9.30 Facilities Management will oversee internal waste handling, ensuring efficient transfer, rotation, and presentation of bins for collection. The site layout provides accessible bin stores and presentation areas, with refuse collection vehicles accessing four designated collection points along Chatham Street, Cambridge Street, and Boundary Street.
- 9.31 Suitable provision is made for waste storage and the waste management strategy purposely supports the segregation of waste to encourage recycling and minimise waste arising. The proposed development is in accordance with CS Policy DM1 (as relevant to waste management).

Impacts on the Local and Wider Community

Socio-Economics

- 9.32 This application is accompanied by a Socio-Economic Regeneration Impact Statement, prepared by Turley Economics. The report assesses the potential effects of a proposed development on the local economy, community, and overall regeneration.
- 9.33 The report sets out a range of benefits that will be delivered through the Proposed Development including but not limited to the following:
- Expenditure of **£9.7 million** per academic year generated by **2,302** students, with their visitors contributing a further **£1.3 million**.
 - Student and visitor expenditure has the capacity to support **85** jobs locally, in industries such as hospitality and retail.
 - Supporting approximately **40** FTE employment opportunities on-site, resulting in 35 net additional jobs in for Greater Manchester, including **15** for residents of Manchester.

- Generating an annual uplift of **£2.0 million** GVA, including **£1.4 million** concentrated in Manchester.
- Up to **390** student HMOs could be freed up by instead accommodating students in PBSA, supporting:
- Accommodation for **955** new residents in former HMOs, **610** of whom could be of working age and in employment;
- Up to **£8.0 million** in retail and leisure expenditure generated by new occupants of former student HMOs;
- Up to **55** jobs in retail and leisure industries through the expenditure of new occupants of former student HMOs; and
- Up to **£570,000** per annum in Council Tax revenue collected by MCC following the re-occupation of former student HMOs.

9.34 The economic and social benefits of the proposed development are important material considerations that align with, CS Strategic Spatial Objective SO2 and policies CC8 and CC10 and national planning policy objectives for socially and economically sustainable development.

Impact on the Local Housing Market

- 9.35 The Proposed Development aims to reduce the supply-demand gap of student accommodation in the city, thus relieving pressure on the private rental sector. The increase in student bedspaces will redirect students away from HMOs and out of poorer living conditions. This derives a number of benefits to both students and affected communities which are impacted by high incidences of HMOs and the residential and neighbourhood management issues this results in.
- 9.36 The Proposed Development will be able to attract students through providing a greater sense of community and offering unrivalled well-being and quality enhancements that HMOs are unable to offer. This can support the objective of reducing reliance on HMOs to meet students' residential needs, supporting the objective of creating sustainable communities and a housing market which works for all.

10. Environmental Considerations

- 10.1 A number of environmental and technical assessments have been completed to support this planning application. Some assessments are presented within the EIA Environmental Statement, and others are presented as standalone reports.
- 10.2 This Section provides an appraisal of the proposed development against relevant national and local planning policies in relation to environmental considerations beyond those covered in Section 8.

Sustainable Transport and Highway Safety

- 10.3 The application is supported by a Transport Statement (TS) and Framework Travel Plan (FTP) prepared by ARUP, alongside a Shared Pedestrian/Cycle Route Review undertaken by Curtins. The Proposed Development has been designed to prioritise active and sustainable modes of transport through the inclusion of pedestrianised areas and infrastructure that encourages walking, cycling, and public transport use. These measures are integrated with existing sustainable transport networks and align with local Traffic Regulation Orders aimed at promoting low-carbon mobility. The anticipated transport impact arising from the Purpose-Built Student Accommodation (PBSA) is considered to be negligible.
- 10.4 The Proposed Development retains public access through the Site, prioritising pedestrian access whilst providing an alternative route for cyclists in order to reduce conflicts via Boundary Street West to the south. This approach assists the University in delivering its masterplan and public realm strategy as indicated within the 'Cavendish Street Shared Pedestrian/ Cycle Route Review' note appended to the TS.
- 10.5 The Framework Travel Plan outlines a range of measures to support sustainable travel choices, including secure cycle storage, designated parking for sustainable modes, and mechanisms for ongoing monitoring and review. Cycle storage facilities are provided at a rate of double the level of current uptake of University students (140 no. spaces, compared to the 76 no. estimated to be required based on demand across the campus) thus providing significant capacity for growth. A full Travel Plan will be secured by planning condition, ensuring continued promotion of sustainable transport and behavioural change among future occupants.
- 10.6 A comprehensive Servicing Strategy also forms part of the submission, providing for efficient site management while maintaining a safe and comfortable environment for pedestrians. To support this objective, cycling will be restricted within the landscaped areas to prioritise pedestrian movement and enhance the quality of the public realm.
- 10.7 Taken together, these measures will contribute to the delivery of a highly accessible and sustainable development that supports the wider ambitions for a low-traffic, pedestrian-friendly campus environment and a high-quality public realm.
- 10.8 The Proposed Development will not generate any adverse impacts on the local road network and is not car-dependent, thereby helping to reduce carbon emissions. Sustainable modes of transport will be actively promoted and monitored through the

implementation of the Travel Plan. As such, the proposal accords with Places for Everyone Policy JP-C8, Core Strategy Policies CC5, TP1 and TP2, and the sustainable transport objectives set out in Chapter 9 of the National Planning Policy Framework, particularly paragraphs 115 and 116.

Townscape and Visual Impact

10.9 The Townscape and Visual Impact Assessment prepared by Turley, submitted as part of the application identifies the existing townscape character and visual amenity of the site and its context and assess the effect of the Proposed Development on the townscape and visual amenity of the site and its surroundings.

10.10 A summary of the identified townscape and visual effects is provided in **Table 10.1** below:

Effect	Receptor	Residual Effect	Is the effect significant?
Changes to local townscape character	LTCA1 – Universities Area	Moderate Beneficial	Yes
	LTCA2 – Hulme Residential Area	Minor Neutral	No
Changes to visual amenity	1. Open Space Users in All Saints Park	Moderate – Major Neutral	Yes
	2. Open Space Users on the Pedestrianised area of Chatham Street	Minor Beneficial	No
	3. Users of the Pedestrian Bridge over the Mancunian Way	Minor-Negligible Neutral	No
	4. Users of the Pedestrian and Cycle Routes at the Medlock Street roundabout	Minor Neutral	No
	5. User of the Pedestrian Bridge over the Princess Road	Moderate Neutral	No
	6. Users of the routes travelling towards the site from the East.	Moderate Neutral	No
	7. Users of the routes travelling towards the site from the South.	Minor-Negligible Neutral	No

8. Users of the routes travelling towards the site from the West.	Moderate-Minor Neutral	No
9. Users of Cambridge Street	Moderate-Minor Neutral	No
10. Users of the tertiary roads within close proximity to the Site.	Moderate-Major Beneficial	Yes
11. Residents of the Student Accommodation located adjacent the western site boundary.	Moderate Adverse	Yes
12. Users of the Mancunian Way	Minor-Negligible Neutral	No

- 10.1 The TVIA concludes that the existing building currently makes a limited contribution to the character of the surrounding area. The existing PBSA development possesses limited architectural merit and lacks integration with the surrounding streetscape, creating a disconnected and unengaging urban presence. The TVIA adds that the Proposed Development will result in a noticeable change to the views within the immediate streetscape, particularly along the central pedestrian link and roads adjoining the site. The increased scale and visibility of the development will alter the existing townscape with the impact varying.
- 10.2 In general, the TVIA notes a range of beneficial impacts arising through the redevelopment of the Site with a high-quality scheme befitting of the City Centre fringe location. The only adverse impact identified is with regard to views from existing PBSA accommodation within the vicinity of the Site. This degree of harm can be sustained given the Site's setting and urban characteristics. The level of harm reduced further by the transient nature of occupants within such accommodation.
- 10.3 In summary whilst the Proposed Development gives rise to impacts on townscape character or visual amenity, in many respects there is notable betterment and within the context of the Site's characteristics the magnitude of change and impact can be readily accommodated, to this extent the Proposed Development complies with Core Strategy policy EN1, CC9, DM1, CC10, EN2 and EN3.

Heritage

- 10.4 The Heritage Assessment prepared by Turley Heritage, submitted as part of the application identifies the relevant built heritage assets that have the potential to be affected by the proposed development through changes to their setting. These impacts were scoped out of the ES on that basis that they were unlikely to be significant.
- 10.5 The Heritage Assessment assesses the effects of the Proposed Development on designated heritage assets having regard to the contribution of the setting to

significance in each case and the effects of the Proposed Development on the setting of each in terms of the type and scale of change.

10.6 In six instances impacts are identified however these constitute low levels of less than substantial harm:

- Former Manchester Ear Hospital (grade II listed building)
- Roman Catholic Church of St Augustine (grade II listed building)
- Ormond Building (grade II listed building)
- Righton Building (grade II listed building)
- Former Town Hall Façade (grade II listed building)
- Grosvenor Building (grade II listed building)

10.7 The Heritage Assessment concludes that Cambridge Halls currently has a neutral impact on identified heritage assets. The assessment acknowledges that the increased scale and massing, but also high-quality design of the Proposed Development would result in 'less than substantial' harm to the setting of the aforementioned assets, as defined by the NPPF, to six Grade II listed buildings.

10.8 As per paragraph 215 of the NPPF, consideration is required to be given as to whether there are any public benefits presented which would outweigh the less than substantial level of harm caused to these designated heritage assets. As set out in Chapter 11 below, there are a range of substantial public benefits presented by the Proposed Development which are considered to outweigh the limited level of harm resulting. The Proposed Development therefore satisfies the Core Strategy Policies EN1, EN3, DM1 and Chapter 16 of the NPPF (specifically the paragraphs referenced).

Arboriculture and Biodiversity

10.9 The Manchester Core Strategy and NPPF make it clear that proposals must aim to conserve and enhance biodiversity by seeking to avoid significant harm (if possible), by providing adequate mitigation, and by encouraging opportunities to incorporate biodiversity in and around developments.

Arboriculture

10.10 The application is supported by an Arboricultural Implications Assessment prepared by Johns Associates. The report presents the detailed findings of a formal tree survey conducted in January 2025, in accordance with BS5837:2012. The assessment identifies 13 trees on the site, 5 of which are visible to the public and provide a modest contribution to the area's amenity. The remaining trees are screened by existing buildings and are not readily visible.

10.11 The assessment concludes that none of the 13 existing trees can be retained due to the Proposed Development and, as such, they will need to be removed. However, the development includes a comprehensive landscaping and biodiversity enhancement strategy, featuring the planting of over 50 new trees as part of the Biodiversity Net Gain and Landscape Strategy.

10.12 The report considers the amenity impact during the construction phase to be of low magnitude, due to both the temporary nature of the works and the limited significance

of the existing trees. In the operational phase, the impact is expected to be positive, with at least a moderate magnitude in the medium term due to the substantial net gain in tree planting across the site. To this extent it is considered that the Proposed Development would comply with the requirements of Policy EN 15 of the core Strategy over a medium to long term.

Biodiversity

- 10.13 This application is accompanied by an Ecological Impact Assessment report prepared by Johns Associates. The report includes an extended UKHab Survey, a Potential Roost Assessment, and an Ecological Impact Assessment. It concludes that the site currently provides minimal biodiversity value, aside from botanical species found in areas of improved grassland, hedgerows, and individual trees. No potential bat roost features were identified.
- 10.14 The assessment states that the Site represents unsuitable location for most protected species of plants and animals and no evidence of their presence has been recorded. The assessment concludes that no further species and habitat surveys are required to be conducted at the site. It is the conclusion of the assessment that no further species and habitat surveys are required to be conducted at the site.
- 10.15 The application is also support by a Biodiversity Net Gain Report, prepared by John Associates. The report concluded that the proposed development would result in a biodiversity net loss of -30.14% (-0.36 units) for habitats, however it will deliver a net gain of 40.02% (0.02 units) for hedgerows, in line with the relevant Trading Rules for hedgerows. Although the habitat Trading Rules have not been met, hedgerow trading rules have been met.
- 10.16 The report appropriately selected all post-development habitats to reflect the constraints and opportunities of a highly urbanised environment. To address the shortfall in habitat units, the purchase of off-site biodiversity credits totalling 0.48 units is recommended. It is proposed to provide these units elsewhere within the University's estate or alternatively via a Habitat Bank.
- 10.17 As the site is not considered to be significantly enhanced, habitat and landscape measures should be secured through a Landscape and Ecological Management Plan (LEMP) or Method Statement, however a Habitat Management and Monitoring Plan (HMMP) is not required.
- 10.18 The Proposed Development will not result in any harms to ecology or arboriculture. The Proposed Development satisfies the Core Strategy Policies S06, DM1, EN15 and Chapter 15 of the NPPF.

Climate Change and Sustainability

- 10.19 This application is accompanied by a Life Cycle Embodied Carbon Assessment, prepared by ARUP. The assessment estimates that the post-completion embodied carbon and whole-life embodied carbon over a 60-year period. The current design aligns with the upper end of current industry practice based on the RIBA Business as Usual benchmark.

- 10.20 At RIBA Stage 3, whole-life carbon reduction strategies are to be explored, ensuring that reductions in embodied carbon do not lead to increased operational carbon or emissions shifting between building layers. The assessment highlights key design opportunities for carbon reduction but achieving project targets may require a more radical approach, including circular economy principles and maximising material reuse on-site.
- 10.21 The application is supported by an Energy Statement prepared by Waterman. The statement demonstrates that the Proposed Development aligns with Manchester City Council's energy and sustainability policies. A full overheating risk assessment has also been carried out by Waterman in support of the Energy Statement, addressing the need to mitigate nighttime noise by assuming windows remain closed. The development achieves a 6% reduction in carbon dioxide emissions compared to baseline figures, in accordance with Part L 2021 and the Energy Hierarchy. This reduction is delivered through a fabric-first approach, incorporating highly efficient thermal elements, low-energy lighting, and photovoltaic panels, contributing to a sustainable and energy-efficient design.

Other Environmental Assessments

Archaeology

- 10.22 This application is supported by an Archaeological Desk-Based Assessment prepared by AOC Archaeology Group. The assessment indicates that buried archaeological remains could be encountered during groundworks. The site has low potential for pre- and post-medieval remains but a potential for post-medieval and modern structural remains, which are likely of low significance.
- 10.23 The assessment recommends that a mitigation strategy, in accordance with national and local policies, may be necessary to address potential impacts on heritage assets. This could involve staged archaeological investigations, beginning with a watching brief and potentially followed by excavation if significant features are encountered.
- 10.24 Subject to the mitigation measures outlined within the assessment, the Proposed Development satisfies the Core Strategy Policies EN1, EN3 and DM1, and Chapter 16 of the Framework.

Broadband Connectivity and TV & Radio Reception

- 10.25 The Core Strategy makes it clear that proposals must have regard to specific issues including ensuring that proposals have an appropriate siting, layout and massing. The Framework clearly identifies that planning decisions should secure full fibre broadband connections.

Broadband Connectivity

- 10.26 This application is accompanied by a Broadband Connectivity Assessment, prepared by Page Power. The Assessment concludes that Superfast broadband (24 Mbps+) is available at six of nine nearby addresses, suggesting similar services will be accessible at the Proposed development. Openreach's FTTC infrastructure, leased by providers like BT and Sky, is not available at five of the nine addresses, meaning FTTC may not be accessible for the development. Additionally, BT and Sky services are unavailable at

four addresses. Virgin Media offers speeds up to 1130 Mbps, but availability data is lacking; however, their network covers central Manchester.

TV & Radio Reception

- 10.27 This application is accompanied by a Terrestrial Television Baseline Survey Report by Page Power, which confirms that residences surrounding the Proposed Development primarily receive television signals from the Winter Hill transmitter, with generally good signal quality. The report indicates that although some reduction in signal strength may occur due to the proposed development, the majority of channels are expected to remain unaffected due to the strong baseline signal.
- 10.28 The report concludes that any reported interference within the shadow zone and in close proximity to the development should be assessed through reception measurements. If an impact is confirmed to be attributable to the Proposed Development, mitigation measures include upgrading aerials or switching to satellite or cable. However, pre-emptive mitigation is not recommended, as noticeable effects may not occur.
- 10.29 The Proposed Development is therefore compliant with Paragraph 112 of the Framework, Policy DM1 of the Core Strategy and MCC's Validation Requirements for Proposed Developments.

Flood Risk and Drainage

- 10.30 This application is supported by a Flood Risk Assessment and Drainage Strategy prepared by ARUP. This Flood Risk Assessment and Drainage Strategy confirms that the Proposed Development can effectively manage flood risk through sustainable drainage systems and mitigation measures. By assessing historical data, site conditions, and climate projections, the report identifies potential hazards and outlines key strategies, including blue roofs, permeable paving, rain gardens, and below-ground storage, supported by a comprehensive maintenance plan.
- 10.31 Ultimately the attenuated surface water run off will connect to existing surface water drains given the inability to infiltrate or connect to a watercourse in this location, thus providing the most sustainable form of drainage within the drainage hierarchy. Permeable paving and rain gardens will however be considered within the areas of public realm and Phase 1 courtyard with final measures to be confirmed at detailed design stage.
- 10.32 These measures will ensure efficient surface water management, reducing flood risk and enhancing site resilience. With their implementation and ongoing maintenance, the development will remain safe, sustainable, and adaptable to future climate changes.
- 10.33 In light of the above, the Proposed Development satisfies Policy JP-S5, CS Policies EN14 and part of DM1 relating to flood risk and drainage as well as NPPF paragraph 170,173 and 177-179 and subject to inclusion of the mitigation measures identified, it is anticipated that flood risk and surface water from the development can be managed safely and sustainably.

Ground Conditions

- 10.34 This application is supported by a Geotechnical and Geoenvironmental Desk Study prepared by ARUP. The desk study confirms that the Site consists of made ground (up to 4.7m). Past investigations found no significant contamination, further although further ground assessment is recommended. Obstructions, including buried walls (2mbgl) and concrete slabs (4mbgl), may impact foundations, requiring enabling works. Three United Utilities sewers, including a 1950mm brick-lined sewer at 12mbgl, influence foundation design, with piled foundations (bored or cast in situ) considered most suitable. A 'High' UXO risk level necessitates a Stage 2 assessment before intrusive works.
- 10.35 Subject to the completion of up to date intrusive site investigation and implementation of any recommended remedial measures, the Proposed Development satisfied Core Strategy Policies EN17, EN18 and DM1, and paragraphs 120,174, 183,184 and 196 of the Framework.

11. Summary of Benefits

- 11.1 The Proposed Development achieves a number of far-reaching benefits to both the immediate site and wider city centre context. However, the overarching benefits are attributed to the regeneration of an existing student accommodation campus that is currently failing to provide the residential environment the University's students need to thrive in their studies and extra-curricular activities.
- 11.2 The proposal is aimed at addressing this to deliver a campus that is fit for purpose for the long term, contributes positively to students' experience during their time in the City and has a positive influence on the continued attraction of Manchester as a world-renowned place to study and succeed. This is critical to the long-term economic success of the city.
- 11.3 To summarise, the benefits of the proposed development are as follows:

Social Benefits

- **A strategic regeneration contribution** - the Proposed Development will support the growth and ongoing viability of Manchester Metropolitan University, aligning with the City Council's regeneration and growth strategies. By enhancing the student accommodation offer, the development will help attract and retain students, fostering the next generation of graduates who will contribute to Manchester's long-term economic success.
- **Supporting the creation of sustainable communities** – the development will help free up non-PBSA residential accommodation, including rented properties in the city centre and family homes in suburban areas near the universities, by providing high-quality dedicated student housing that attracts both new and returning students, thereby easing pressure on the general housing market specifically the reliance on HMO's.
- **Providing a safe and attractive place for students to live** – The development will deliver high-quality, purpose-built accommodation with exceptional community, social, and management facilities, including on-site security and dedicated social and amenity spaces. Designed to create a supportive and engaging living environment, it will enhance student well-being, foster a sense of community, and provide an optimal setting for academic success.
- **Improving the local environment** – the development has the potential to greatly enhance the street scene along Cambridge Street, Chatham Street, and Boundary Street by introducing high quality public realm and boosting activity and vibrancy in the local area, generating both direct and indirect employment opportunities, and stimulating local spending.

Environmental Benefits

- **Brownfield land** – the scheme will allow for the effective and efficient utilisation of a sustainably located brownfield site and provision of uses for which there is

an acute need. The intensification in density constitutes efficient use of land and will bring a greater number of students on to the University campus thus supporting its vitality and viability and reducing a need for trips.

- **Car-free development** – the highly sustainable location of the campus, through various sustainable modes of transport (walking, cycling, public transport) allows for the Proposed Development to be largely car free, thereby contributing to minimising pollution and the impacts of climate change.
- **Enhanced biodiversity** – the development will secure a net gain in biodiversity through on and off-site interventions.
- **Improved appearance** – The physical regeneration of the site will enhance the appearance and environmental quality of the Manchester Metropolitan University Campus, using a contemporary design approach that improves how the site is perceived and visually interacts with the surrounding neighbourhood.

Economic Benefits

- **Expenditure** – the Proposed Development would generate £9.7 million expenditure per academic year from the 2,302 students along, with a further £1.3 million from their visitors.
- **Employment** – the Proposed Development has the potential to generate approximately 85 local jobs across sectors such as hospitality and retail.
- **Construction** – the Proposed Development would support a large number of direct and indirect jobs within the construction industry and associated supply chains.
- **Reducing reliance on HMOs** – the Proposed Development could free up to 390 HMOs, providing housing for 955 new residents (including 610 of working age), generating £8 million in annual retail and leisure spending, creating up to 55 jobs, and contributing £570,000 per year in additional Council Tax revenue for MCC.

12. Summary and Conclusions

- 12.1 This Planning and Tall Building Statement has been prepared by Turley on behalf of Unite Students and Manchester Metropolitan University to support the proposed redevelopment of the University's residential campus at All Saints Cambridge Halls.
- 12.2 The proposal seeks to replace outdated accommodation that no longer meets the University's standards or long-term requirements. It will deliver a net increase of approximately 1,537 bedrooms, alongside associated public and private amenity spaces and flexible commercial uses at ground floor level.
- 12.3 Manchester Metropolitan University plays a critical role in the City's economy and contributes significantly to Manchester's global reputation. The City's long-term success relies on its continued ability to attract students, and the provision of appropriate, high-quality, and diverse student accommodation is fundamental to this goal.
- 12.4 All Saints is a well-used, centrally located and highly accessible campus, offering a single, joint University-managed site from which students benefit from dedicated support services. However, much of the existing accommodation at Cambridge Halls is low quality and outdated, and the wider campus environment falls short of delivering the high-quality experience necessary to support students both academically and socially. Significant elements are in urgent need of replacement.
- 12.5 Fundamentally there is also a growing and unmet need for additional student accommodation in Manchester. This affects the University's ability to honour its Accommodation Guarantee, which promises a place to all first-year and international students. Demand among eligible students currently exceeds available stock, undermining the scheme's effectiveness. The additional need to meet the Accommodation Guarantee is best met via 'on campus' accommodation where students can live amongst their peers in an environment conducive to building a community amongst residents and via which support services to students can be best administered.
- 12.6 Beyond the University, the wider shortfall in student accommodation is placing increasing pressure on the mainstream housing market, with more students relying on general housing stock. This has adverse implications for affordability and the sustainability of local communities, particularly those in and around the Oxford Road Corridor. The Proposed Development will help meet city-wide student housing needs and reduce student reliance on traditional housing, thereby easing demand on the private rental sector.
- 12.7 Investment in new accommodation and the consolidation of student housing within the All Saints Campus represents a sustainable approach to addressing this need. The site is already a successful student residential location, well connected to key facilities and the University. The scheme enables growth without requiring additional land that could be allocated for other priority uses.

- 12.8 The development has been carefully designed to retain and enhance the positive characteristics of the site, including much enhanced soft landscaping. This ensures that the growth of the campus continues to respect and integrate with the wider Hulme community.
- 12.9 The scheme also presents an opportunity to broaden the range and improve the quality of on-site ancillary services, contributing to a more self-sufficient campus and fostering a stronger sense of community. This is key to supporting student wellbeing and academic success.
- 12.10 The proposal fully complies with Core Strategy Policy H12, the most relevant policy to the development. All criteria are satisfied, and given that this is a University-led project, the policy identifies the scheme as a strategic priority.
- 12.11 A suite of technical assessments confirms that the development satisfies planning policy requirements across key matters including heritage, trees, highways, flood risk, amenity, air quality, and biodiversity. Where necessary, impacts are mitigated through considered design and operational management.
- 12.12 The proposal aligns with the objectives of the adopted Development Plan and contributes positively to the City Council's regeneration, economic recovery, and higher education strategies. It also supports the shared ambition of the City Council and local universities to ensure Manchester remains a destination of choice for students.
- 12.13 The scheme will deliver a range of economic, social, and environmental benefits, which weigh significantly in favour of the proposal. These include:
- **Economic benefits**, Supporting the city's economic growth through the expansion of its Higher Education offer, creating direct and indirect employment opportunities, and increasing local expenditure.
 - **Social benefits**, Enhancing student wellbeing through high-quality accommodation; reducing dependence on Houses in Multiple Occupation (HMOs) and general housing stock; and improving the self-sufficiency of the campus.
 - **Environmental benefits**, Making efficient use of previously developed land; delivering a high-quality landscaping scheme; constructing energy-efficient buildings; and promoting sustainable, low-carbon travel through a predominantly car-free design.
- 12.14 The proposal is demonstrably consistent with the National Planning Policy Framework (the Framework), which is a material consideration of significant weight. It constitutes sustainable development and therefore benefits from the presumption in favour of development.
- 12.15 The planning balance strongly supports the approval of the proposal. It accords with the Development Plan, and no material considerations exist that would warrant

refusal. On the contrary, the cumulative benefits lend substantial further weight in its favour.

- 12.16 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Paragraph 11 of the NPPF, planning permission should be granted without delay.

Appendix 1: Tall Building Statement

Appendix One - Tall Building Statement

Cambridge Halls

April 2025

Turley

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1. Introduction

- 1.1 This Tall Building Statement ('TBS') has been prepared by Turley on behalf of the United Students and Manchester Metropolitan University ('the Applicant'). The TBS supports a detailed planning application for the redevelopment of Cambridge Halls, comprising demolition of the existing student accommodation blocks and the erection of 2,302 student bedrooms with private internal and external amenity spaces and associated services and up to 1,277sqm of commercial and community uses.
- 1.2 The application site ('the Site') lies within Manchester Metropolitan University's All Saints Campus on the southern edge of Manchester City Centre. There are numerous clusters of tall building present within 1km of the Site beyond the Mancunian Way- Manchester Inner Ring Road, although the closest existing tall building to the Site is the 17-storey Hyatt Regency hotel to the south along Higher Cambridge Street.
- 1.3 The application is supported by both a Heritage Statement and Townscape Visual Impact Assessment which feed into dedicated chapters within the Environmental Statement.
- 1.4 This TBS is structured in a manner which assesses the specific criterion of Policy EN2 of the Manchester City Council Core Strategy (2012) in addition to Historic England's Advice Note 4 (2022).

MCC Core Strategy (2012)

- 1.5 Policy EN2 of the Core Strategy defines tall buildings as:

"Substantially taller than their neighbours and/or which significantly change the skyline"
- 1.6 Policy EN2 sets out criteria for which tall buildings will be supported, these include:
 - It is demonstrated that they are of excellent design quality;
 - They are appropriately located;
 - They contribute positively to sustainability;
 - They contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance; and
 - They will bring significant regeneration benefits.
 - Suitable locations include sites within the city centre and locations easily served by public transport nodes.
- 1.7 Policy EN2 states that suitable locations for tall buildings will include *"sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes"*.

- 1.8 It is evident from the Planning Statement and the Design and Access Statement (submitted in support the planning application) that the Proposed Development is of excellent design quality, is appropriately located in a highly accessible location, will contribute positively to place-making through the delivery of a landmark development and will deliver significant regeneration benefits to the wider area. The Proposed Development is therefore compliant with Policy EN2.

Guidance on Tall Buildings

- 1.9 English Heritage produced an advice note on Tall Buildings (Historic England Advice Note 4: Tall Buildings) published in March 2022, superseding an earlier version of the advice dated 2015 and places greater emphasis of a Plan-led approach to identifying suitable zones for tall buildings.
- 1.10 The Advice Note contains a recommended checklist for documents to support applications for tall buildings which includes the following:
- Statement of Heritage Significance
 - Heritage Statement
 - Heritage Impact Assessment
 - Townscape and Visual Impact Assessment
 - Planning and Tall Building Statement
 - Design and Access Statement
 - Environmental Impact Assessment
 - Accurate technical drawings
- 1.11 The advice note states that the following factors need to be taken account of when determining the impacts a tall building could have upon the (in particular historic) environment:
- Quality of places
 - Heritage
 - Visual
 - Functional
 - Environmental
 - Cumulative
- 1.12 The assessment section of this report will assess the Proposed Development against this evaluation criteria.

2. Assessment

Excellent Design Quality

- 2.1 The following section considers matters such as the relationship of the building to its surrounding context, scale, height, streetscape, important views, open spaces, rivers and waterways, functionality and matters concerning impacts on built heritage and townscape.
- 2.2 The supporting Design and Access Statement provides a detailed appraisal of the Proposed Development and how its design has been influenced by extensive consultation and taking account of the Site's constraints and opportunities. The Site is considered suitable for a high density tall PBSA building given its strategic location within the Oxford Road Corridor and within Manchester Metropolitan University's campus.
- 2.3 The massing of the Proposed Development has been purposefully design to step up towards the University's campus and towards the city centre, reducing height towards the residential area of Hulme. Massing is designed to maximise daylight levels and mitigate over shadowing of surrounding context whilst the Cambridge Street elevation is a series of lower blocks in response to the local urban context.
- 2.4 The chosen external facing materials are sustainable, robust, durable and will age gracefully. Whilst they complement their historic surroundings, the way in which they are used and designed will provide a striking and contemporary addition to Manchester.
- 2.5 A high-quality public realm will create a public pedestrian focussed route directly through the development. Courtyards and roof top amenity provide quality external space for the residents. The mix of accommodation and extensive communal facilities for future residents will provide substantial betterment on the existing Cambridge Halls offer and meet current market expectations. The Proposed Development has been designed to achieve inclusivity for all and incorporates accessible rooms and a quantum of, by definition, affordable units.
- 2.6 The Heritage Assessment submitted in support of the application considers the impacts of the Proposed Development on nearby designated heritage assets. Given the scale of the Proposed Development and presence of several heritage assets within the locality, impacts on the setting of these assets are largely inevitable however these are deemed to be limited taking account of the contribution the site makes to the setting of these assets, surrounding characteristics, presence of intervening modern development and the high-quality design of the Proposed Development.
- 2.7 In six instances impacts are identified however these constitute low levels of less than substantial harm:
 - Former Manchester Ear Hospital (grade II listed building)
 - Roman Catholic Church of St Augustine (grade II listed building)

- Ormond Building (grade II listed building)
 - Righton Building (grade II listed building)
 - Former Town Hall Façade (grade II listed building)
 - Grosvenor Building (grade II listed building)
- 2.8 Overall, for the purposes of Environmental Impact Assessment, the impacts on built heritage are not deemed significant.
- 2.9 The application is also supported by a Townscape Visual Impact Assessment (TVIA). The TVIA concludes that the Proposed Development would have a moderate beneficial effect on townscape character within the All Saints campus and moderate – major neutral visual impact on users of All Saints park and moderate – major beneficial impact on users of the tertiary roads within close proximity to the Site – i.e. the Proposed Development presents betterment within context of surrounding street scenes.
- 2.10 The only harmful impact identified within the TVIA relates to the visual amenity of residents of the Student Accommodation located adjacent the west of the Site, where moderate adverse impacts are identified. This on the whole represents limited harm in TVIA terms and generally betterment. Although the increased scale and massing of the building would impact on existing PBSA opposite, the Site is clearly suitable for the development of tall buildings in order to address a substantial need to increase PBSA bedspaces within an appropriate and sustainable location.
- 2.11 Overall it is considered that the Proposed Development would make a positive contribution to the evolution of a unique, attractive and distinctive Manchester, including to its skyline and approach views.

Appropriately Located

- 2.12 Policy EN2 explicitly endorses the development of tall buildings within and immediately adjacent to the city centre. The Site falls within this area whilst avoiding the sensitivity of a conservation area. As is detailed below under the ‘accessibility’ criteria, the Site benefits from excellent access to a range of sustainable transport modes. The Site is also an optimal location for the delivery of new student bedspaces replacing a dated hall of residence within the All Saints campus of Manchester Metropolitan University.

Sustainability

- 2.13 The application is supported by a Sustainability Statement, prepared by Watermans, including a suite of BREEAM Pre-Assessment reports and an overarching Energy Strategy.
- 2.14 The Proposed Development is targeting net zero through construction and operation through high specification building fabric and energy efficient building services as part of a fully electric building. Unite Students have a long-standing Power Purchase

Agreement (PPA) in place for renewable electricity, and therefore the student accommodation shall operate at Net-Zero from day one.

- 2.15 The Proposed Development has a cumulative CO2 reduction of 6% for Phase 1 and 11% for Phase 2 when compared to baseline emissions in accordance with Manchester's energy hierarchy. The Proposed Development incorporates low thermal properties, high plant efficiencies and photovoltaic panels with green roofs.
- 2.16 In summary, the Proposed Development replaces an ageing low energy efficient building with a modern highlight sustainable and all-electric PBSA complex.

Place Making

- 2.17 Policy EN2 expects tall buildings to contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance. The Proposed Development retains the existing urban grain through retention of two distinct blocks, courtyard and 'through route'. The Proposed Development is of an intentionally large scale to maximise the potential of the prominent Site. The two towers of the Proposed Development would act as landmark beacons within the All Saints' campus, whilst as detailed above reduce in height towards Hulme representing a clear boundary to the campus.

Regeneration Benefits

- 2.18 The Proposed Development would make a substantial contribution to the regeneration of All Saints campus and the wider Hulme ward. The existing student halls are dated and provide limited bedspaces compared to the Proposed Development. Increasing bedspaces to over 2,300 means that more students can be accommodated on-campus than dispersed throughout the city and even further afield thus supporting increased spend within the locality and also freeing up Houses in Multiple Occupation (HMOs) to families who need them. There would also be an economic boost through the provision of 1,277 sqm of flexible commercial and community floorspace.
- 2.19 The application is supported by a Socio-Economic Regeneration Impact Statement which sets out a range of benefits that will be delivered through the Proposed Development including but not limited to the following:
- Expenditure of **£9.7 million** per academic year generated by **2,302** students, with their visitors contributing a further **£1.3 million**.
 - Student and visitor expenditure has the capacity to support **85** jobs locally , in industries such as hospitality and retail.
 - Supporting approximately **40** FTE employment opportunities on-site, resulting in 35 net additional jobs in for Greater Manchester, including **15** for residents of Manchester.
 - Generating an annual uplift of **£2.0 million** GVA, including **£1.4 million** concentrated in Manchester.

- Up to **390** student HMOs could be freed up by instead accommodating students in PBSA, supporting:
- Accommodation for **955** new residents in former HMOs, **610** of whom could be of working age and in employment;
- Up to **£8.0 million** in retail and leisure expenditure generated by new occupants of former student HMOs;
- Up to **55** jobs in retail and leisure industries through the expenditure of new occupants of former student HMOs; and
- Up to **£570,000** per annum in Council Tax revenue collected by MCC following the re-occupation of former student HMOs.

Accessible

- 2.20 The Site is located immediately adjacent to Manchester City Centre within Manchester Metropolitan University's All Saints Campus. The Proposed Development of the density and height proposed represents efficient use of land that would minimise reliance of travel by private car given the proximity of the development to the university's teaching facilities and a range of amenities to serve the student population. Notwithstanding this, the Site is highly accessible to a range of public transportation modes including the Manchester Bee Network – bus and Metrolink and regional and national rail networks.
- 2.21 The Proposed Development retains access through the Site on the University's own land in order to ensure continuity for residents with high quality public realm and an environment which prioritises pedestrians.

Environmental Impacts

- 2.22 This criterion requires an assessment of environmental factors such as matters concerning microclimate, overshadowing, vehicle movements and the environment and amenity of those in the vicinity of the buildings. These impacts are appraised in detail within the supporting Environmental Statement and Chapter 7 of this Planning Statement. Significant impacts in terms of daylight/ sunlight, however this is deemed to be within the thresholds of acceptability given the Site's location and characteristics. No significant in combination effects are identified within the Environmental Statement.

Deliverability

- 2.23 The Proposed Development is to be delivered in joint venture between Manchester Metropolitan University and Unite Students. The existing Cambridge Halls is owned by the University who have a vested interest in capitalising on the Site's potential to substantially increase student bedspaces. The project is fully funded and deliverable as can be demonstrated by the successful track record both bodies have in delivering PBSA accommodation within the city of Manchester, and also across the country in the case of United.

3. Conclusion

- 3.1 This TBS has taken into consideration the criteria set out under Policy EN2 of the Manchester Core Strategy and Historic England Advice Note 4. It has concluded that the development of a tall building within this location is appropriate, well accessible and that the Proposed Development is of a high-quality design which minimises environmental impacts and provides measurable regeneration benefits .
- 3.2 In summary, the TBS concludes that the Proposed Development achieves the following:
- The Proposed Development is sustainably located being positioned within Manchester Metropolitan University's All Saints campus and the wider Oxford Road Corridor. The site is therefore suited to very high-density development.
 - The Proposed Development is deliverable and will be designed to a high architectural standard that embraces the surrounding land uses and consistent with the locality.
 - The Proposed Development will replace sub-standard student accommodation, providing modern fit-for-purpose sustainable accommodation that will enhance the overall experience and environmental quality of the locality.
 - There would be no significant harm caused to the setting of heritage assets, townscape character or keys views.
 - The Proposed Development will provided substantial regeneration benefits, including returning houses in multiple occupation to traditional family homes.
- 3.3 Overall, the proposed development will deliver a high quality addition to the city and achieves full compliance with respect of the Core Strategies policies for the development of tall buildings.

Appendix 2: Application Submission Documents

Planning Application Drawings

Drawing Number

Drawing Title

998-CPA-ZZ-00-DR-A-0100 P01

Location Plan

998-CPA-ZZ-00-DR-A-0110 P01

Site Plan - Existing

998-CPA-ZZ-00-DR-A-0111 P01

Site Plan - Demolition

998-CPA-ZZ-00-DR-A-0112 P01

Site Plan - Proposed

998-CPA-ZZ-00-DR-A-0113 P01

Site Plan - Phasing

998-CPA-ZZ-00-DR-A-0114 P01

Site Plan - Existing - Topography

998-CPA-ZZ-00-DR-A-0115 P01

Site Plan - Fire Service

998-CPA-ZZ-B1-DR-A-0220 P01

Basement Floor Plan

998-CPA-ZZ-00-DR-A-0221 P01

Ground Floor Plan

998-CPA-ZZ-01-DR-A-0222 P01

Level 01 Floor Plan

998-CPA-ZZ-02-DR-A-0223 P01

Level 02 Floor Plan

998-CPA-ZZ-03-DR-A-0224 P01

Level 03 Floor Plan

998-CPA-ZZ-04-DR-A-0225 P01

Level 04 Floor Plan

998-CPA-ZZ-05-DR-A-0226 P01

Level 05 Floor Plan

998-CPA-ZZ-06-DR-A-0227 P01

Level 06 Floor Plan

998-CPA-ZZ-07-DR-A-0228 P01

Level 07 Floor Plan

998-CPA-ZZ-08-DR-A-0229 P01

Level 08 Floor Plan

998-CPA-ZZ-09-DR-A-0230 P01

Level 09 Floor Plan

998-CPA-ZZ-10-DR-A-0231 P01

Level 10 Floor Plan

998-CPA-ZZ-11-DR-A-0232 P01

Level 11 Floor Plan

998-CPA-ZZ-12-DR-A-0233 P01

Level 12 Floor Plan

998-CPA-ZZ-13-DR-A-0234 P01

Level 13 Floor Plan

998-CPA-ZZ-14-DR-A-0235 P01

Level 14 Floor Plan

998-CPA-ZZ-15-DR-A-0236 P01

Level 15 Floor Plan

998-CPA-ZZ-16-DR-A-0237 P01

Level 16 Floor Plan

998-CPA-ZZ-17-DR-A-0238 P01

Level 17 Floor Plan

998-CPA-ZZ-18-DR-A-0239 P01

Level 18 Floor Plan

998-CPA-ZZ-19-DR-A-0240 P01	Level 19 Floor Plan
998-CPA-ZZ-20-DR-A-0241 P01	Level 20 Floor Plan
998-CPA-ZZ-21-DR-A-0242 P01	Level 21 Floor Plan
998-CPA-ZZ-22-DR-A-0243 P01	Level 22 Floor Plan
998-CPA-ZZ-23-DR-A-0244 P01	Level 23 Floor Plan
998-CPA-ZZ-24-DR-A-0245 P01	Level 24 Floor Plan
998-CPA-ZZ-25-DR-A-0246 P01	Level 25 Floor Plan
998-CPA-ZZ-26-DR-A-0247 P01	Level 26 Floor Plan
998-CPA-ZZ-27-DR-A-0248 P01	Level 27 Floor Plan
998-CPA-ZZ-28-DR-A-0249 P01	Level 28 Floor Plan
998-CPA-ZZ-29-DR-A-0250 P01	Level 29 Floor Plan
998-CPA-ZZ-ZZ-DR-A-0251 P01	Roof Plan
998-CPA-ZZ-ZZ-DR-A-0630 P01	Site Elevations - Existing
998-CPA-ZZ-ZZ-DR-A-0631 P01	Site Elevations - Proposed
998-CPA-ZZ-ZZ-DR-A-0632 P01	Boundary Street . & Service Rd. Proposed Site Elevations
998-CPA-ZZ-ZZ-DR-A-0633 P01	Cambridge Street Proposed Site Elevations
998-CPA-ZZ-ZZ-DR-A-0634 P01	Chatham Street Proposed Site Elevations
998-CPA-ZZ-ZZ-DR-A-0635 P01	Boundary Street & Service Proposed Site Elevations
998-CPA-ZZ-ZZ-DR-A-0636 P01	Link Proposed Site Elevations
998-CPA-ZZ-ZZ-DR-A-0710 P01	Site - Section AA
998-CPA-ZZ-ZZ-DR-A-0711 P01	Site - Section BB
998-CPA-AZ-ZZ-DR-A-0712 P01	Site - Section CC - Phase 01
998-CPA-AZ-ZZ-DR-A-0713 P01	Site - Section DD - Phase 01
998-CPA-BZ-ZZ-DR-A-0714 P01	Site - Section EE - Phase 02
998-CPA-BZ-ZZ-DR-A-0715 P01	Site - Section FF - Phase 02
998-CPA-BZ-ZZ-DR-A-0716 P01	Site - Section GG - Phase 02
998-CPA-AZ-ZZ-DR-A-0800 P01	Bay Study - Phase 01 – Cambridge Street
998-CPA-AZ-ZZ-DR-A-0801 P01	Bay Study - Phase 01 – Cambridge Street
998-CPA-AZ-ZZ-DR-A-0802 P01	Bay Study - Phase 01 – Chatham Street

998-CPA-AZ-ZZ-DR-A-0803 P01	Bay Study - Phase 01 – Boundary Street
998-CPA-BZ-ZZ-DR-A-0804 P01	Bay Study - Phase 02 – Chatham Street
998-CPA-BZ-ZZ-DR-A-0805 P01	Bay Study - Phase 02 – Cambridge Street
998-CPA-ZZ-ZZ-DR-A-8910 P01	Area Plans - GEA
998-CPA-ZZ-ZZ-DR-A-8911 P01	Area Plans - GIA
998-CPA-ZZ-ZZ-DR-A-8912 P01	Area Plans - NIA
1132-RFM-XX-00-DR-L-0001 P05	Landscape General Arrangement
1132-RFM-XX-00-DR-L-0002 P06	Planting Strategy
1132-RFM-XX-07-DR-L-0003 P06	Roof Podium General Arrangement
1132-RFM-XX-07-DR-L-0004 P02	Planting Strategy
1132-RFM-XX-00-DR-L-0005 P01	Landscape Sections
1132-RFM-XX-07-DR-L-0006 P01	Landscape Sections
1132-RFM-XX-07-DR-L-0007 P01	Landscape Sections

Environmental Statement Documents

Volume 1: Primary Report and Supporting Figures

- Chapter 1: Introduction
- Chapter 2: Approach to EIA
- Chapter 3: Site Context
- Chapter 4: Development Specification
- Chapter 5: Consideration of Alternatives
- Chapter 6: Townscape and Visual
- Chapter 7: Built Heritage
- Chapter 8: Wind
- Chapter 9: Daylight, Sunlight and Overshadowing
- Chapter 10: Climate Change
- Chapter 11: Socio-Economics and Human Health
- Chapter 12: Air Quality
- Chapter 13: Noise and Vibration
- Chapter 14: Assessment of Cumulative Effects
- Chapter 15: Summary

Volume 2: Technical Appendices to the Primary Report

Appendix 1.1: Information required to be included within an ES

Appendix 1.2: Statement of Technical Competence

Appendix 2.1: EIA Scoping Report

Appendix 2.2: EIA Scoping Opinion

Appendix 6.1: Townscape and Visual Impact Assessment

Appendix 7.1: Heritage Assessment

Appendix 8.1: CFD Methodology

Appendix 9.1: Legislation and Guidance vi

Appendix 9.2: Location Plan

Appendix 9.3: Spot Height Drawings

Appendix 9.4: Window Location

Appendix 9.5: Daylight and Sunlight Results

Appendix 9.6: Sun on Ground Results

Appendix 9.7: Transient Overshadowing

Appendix 12.1: Air Quality Technical Appendix

Appendix 13.1: Acoustic Assessment Report

Appendix 13.2: Construction Noise and Impact Assessment

Appendix 13.3: Road Traffic Noise Increase Assessment

Appendix 13.4: MUGAs and Gyms Noise and Vibration Assessment

* Please refer to the Environmental Statement Contents Page for Figures.

Volume 3: Environmental Management Plan

Volume 4: Non-Technical Summary

Non-ES Documents	
<i>Report Title</i>	<i>Report Author</i>
Planning and Tall Building Statement	Turley

Design and Access Statement	Cartwright Pickard
Archaeological Desk-Based Assessment	AOC
Arboricultural Implications Assessment	Johns Associates
Biodiversity Net Gain Report	Johns Associates
BREEAM Pre-Assessments	Waterman
Broadband Connectivity Assessment	Pager Power
Construction Management Plan	Arup
Crime Impact Statement	GMP
Ecological Impact Assessment Report	Johns Associates
Energy Statement	Waterman
Fire Statement Form	Ashton Fire
Flood Risk Assessment and Drainage Strategy	Arup
Framework Travel Plan	Arup
Geotechnical and Geoenvironmental Desk Study	Arup
Green and Blue Infrastructure Statement	Re-Form
Ground Investigation Report	Arup
Health Impact Assessment	Turley
Life Cycle Embodied Carbon Assessment	Arup
Outline Local Labour Method Statement	Turley
Operational Waste Management Strategy	Waterman
Overheating Assessment	Waterman
Site Waste Management Plan	Arup
Socio-Economic Regeneration Impact Statement	Turley
Statement of Community Engagement	Turley
Student Management Plan	Unite
Sustainability Statement	Waterman
Terrestrial Television Baseline Survey Report	Pager Power
Transport Statement	Arup

Appendix 3: Relevant Planning Policy Summary

Planning Policy Context

Introduction

This Appendix sets out the policies and planning guidance pertinent to the Proposed Development, including a detailed review of national and local planning policy and other material considerations that indicate otherwise.

Section 38A of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require applications for planning permission to be submitted to the Local Planning Authority and determined in accordance with the Development Plan unless material considerations indicate otherwise. The principal documents which provide the relevant planning and economic policy context for the determination of this planning application are as follows:

The adopted Development Plan comprises:

- The Manchester Core Strategy (CS) (2012)
- Places for Everyone Joint Development Plan (PFE) (2024)
- Saved policies of the Manchester Unitary Development Plan (UDP) (1995)
- Greater Manchester Waste Development Plan (April 2012)
- Greater Manchester Minerals Plan (April 2013)

The Manchester Core Strategy was adopted in July 2012 and comprises the key document in the Manchester Local Plan in which planning applications are assessed against. The document has replaced many existing elements found within the Manchester UDP and sets out the long-term strategic policies and objectives for future development within Manchester. Despite being superseded by the Core Strategy, the UDP contains a number of “saved” policies that create part of the Development Plan.

In the determination of planning applications, other material considerations can be utilised, including;

- Our Manchester Strategy – Forward to 2025 (assumed post-2020)
- The National Planning Policy Framework (the Framework) (June 2021)
- Resolution of Manchester City Council Executive relating to Purpose Built Student Accommodation (December 2020)
- Manchester Climate Change Framework 2020 – 2025 (February 2020)
- Greater Manchester Housing Strategy 2019 – 2024 (2019)
- A Greater Manchester Vision for Housing (2019)

- Corridor Manchester Strategic Spatial Framework (March 2018)
- Manchester Residential Quality Guidance (March 2017)
- Greater Manchester Strategy (2017)
- Green and Blue Infrastructure Strategy 2015 – 2025 (2015)
- A Strategic Vision for Corridor Manchester (2015)
- Guide to Development in Manchester Supplementary Planning Document (2007)

The Development Plan

The Local Development Framework ('LDF') for Manchester encompasses the adopted Manchester Core Strategy ('CS') (2012), the 'saved' policies of the Manchester Unitary Development Plan (1995), Greater Manchester Joint Waste Plan and Greater Manchester Joint Minerals Plan.

A number of the policies of the Unitary Development Plan ('UDP') remain extant and are relevant to the determination of planning applications. However, given the age of the UDP, it is clear that the CS is the primary local planning policy consideration in the determination of this application.

Whilst forming part of the Development Plan, the Greater Manchester Joint Waste Plan and Greater Manchester Joint Minerals Plan are clearly of no relevance to the Proposed Development.

Proposals Map

The adopted Proposals Map forms part of Manchester's Development Plan and shows both Core Strategy and extant Unitary Development Plan policies.

Manchester Core Strategy

The CS was adopted in 2012 and sets out the long-term spatial vision and policies for the City for duration of the plan period (2012 to 2027). In accordance with Paragraph 47 of the National Planning Policy Framework⁴⁹ ('the Framework') due weight should be afforded to Policies within the CS according to the degree of consistency with the Framework.

The vision for the city outlines that, amongst other things, by 2027 Manchester will be:

- A successful and accessible City in the front rank of cities in Europe and the world.

⁴⁹ Revised September 2023

- Meeting the challenge of climate change at the forefront of environmental initiatives and improvements and continuing to deliver sustainable development and a more effective Green Infrastructure.
- A city with an increased and sustainable healthy population and a community which both benefits from and drives the City's productivity upwards.
- A city with neighbourhoods where people choose to live all their lives because they offer a wide range of quality housing and an attractive environment where locally distinctive character is conserved and enhanced. Neighbourhoods in the North and East of the City will have benefited from a significant increase in the quantity and quality of housing.
- A city with thriving district centres, which have a distinct local character and provide a good range of accessible public services, retail and local facilities.
- A city defined by excellence in urban design and environmental quality, where its distinctive historic environment is understood, valued, cared for and its potential fully realised.
- A city where residents and visitors regularly enjoy a network of quality open spaces, parks and river valleys, enriched with biodiversity, which provide recreational routes and opportunities for sport across the City.

In order to achieve the Vision, the CS sets out six Spatial Objectives relating to areas including the economy, housing, transport, the environment and climate change. Those of relevance to the proposed development are as follows:

Spatial Objective 1 (Spatial Principles) is of consideration for the proposed. The objective seeks to provide a framework within which the sustainable development of the City can contribute to halting climate change. In particular, by seeking to guide the scale and distribution of economic, housing, transport, environmental, health, education and other service and infrastructure investment across the City.

Spatial Objective 2 (Economy) is of relevance to the proposals. The objective is intended to support a significant further improvement of the City's economic performance and spread the benefits of this growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities. The Regional Centre will continue to act as the main focus for business, retail, higher education, leisure, cultural and tourism development, to further develop its role as the main employment location and primary economic driver of the City region.

Spatial Objective 3 (Housing) is of particular relevance to the proposed development. It sets out that Manchester should provide for a significant increase in high quality housing provision at sustainable locations to both address demographic needs and support economic growth. This objective emphasises the need to create sustainable lifetime neighbourhoods with high quality environments, good local facilities and easy access to employment opportunities.

Spatial Objective 6 (Environment) relates to the proposed. It sets out that Manchester should protect and enhance the natural and built environment of the city and ensure sustainable use of natural resources, in order to mitigate and adapt to climate change, improve air, water and land quality, recreational opportunities and ensure that the city is inclusive and attractive to residents, workers, investors and visitors.

Spatial Principles

Policy SP 1 (Spatial Principles) outlines a number of key spatial principles designed to guide the strategic development of Manchester to 2027. The principles identify that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living; that the City is covered by regeneration areas including the city centre and all development should have regard to the character, issues and strategy for each area as describe in the CS, Strategic Regeneration Frameworks and Manchester City Centre Strategic Plan; and that new development should maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport.

Furthermore, Policy SP 1 requires all development in the City to make a positive contribution to neighbourhoods of choice around district centres including creating well designed places, that make a positive contribution to health, safety and wellbeing, whilst considering the needs of all members of the community.

Spatial Locations

The CS does not set out site specific proposals or allocations; it instead defines the broad development requirements and the spatial locations for delivering new development over the plan period.

The CS identifies that the application site is situated within the fringes of Manchester City Centre and Regional Centre.

The Core Strategy, under Policy SP1, designates the Regional Centre as the primary hub for business, retail, leisure, education and cultural development, emphasising its role as the city's economic core. Housing, including high-density residential developments, is encouraged within this area, provided it supports the region's economic function and contributes to regeneration.

The application site is located in the City Centre Fringe, adjacent to the City Centre boundary, an area central to Manchester's employment and housing growth as outlined in Policies EC1 and CC1. The Core Strategy advocates for large-scale regeneration and high-quality urban living, supporting developments such as apartment schemes and purpose-built student accommodation.

The strategic importance of the City Centre is reinforced in the Places for Everyone (PfE) plan, which recognises it as a key asset of Greater Manchester. PfE policies JP-Strat 1 and JP-Strat 2 emphasise the City Centre's national economic significance, its potential for substantial job growth and the opportunity to regenerate brownfield sites to deliver housing near employment, education and services, further cementing its role in driving sustainable regional growth.

Purpose Built Student Accommodation

Policy H 12 (Purpose Built Student Accommodation) states that the development of PBSA should be close to the University campuses or within areas with high frequency public transport routes. Policy H12 establishes criteria which the City Council use to assess all proposed PBSA. For ease of reference the Policy wording is provided in full below:

"The provision of new purpose built student accommodation will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

- 1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.*
- 2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.*
- 3. 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. Proposals should not lead to an increase in on-street parking in the surrounding area.*
- 4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans 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.*
- 5. Proposals should be designed to be safe and secure for their users, and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.*
- 6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation*

to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value. 33 8. Consideration should be given to provision and management of waste disposal facilities, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

9. 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.

10. Applicants/developers must demonstrate to the Council that their proposals for purpose built student accommodation are deliverable”

Manchester City Council’s Executive Committee conducted a review of Policy H12 and the delivery of PBSA and considered two reports on this matter in November 2019 and December 2020.

Following the Council’s consultation on the Policy H12 review ⁵⁰(as detailed in Section 5), the Executive committee endorsed the Officer’s recommendation to have regard to a number of policy ideas as material considerations when determining planning applications for PBSA; these do not supersede, replace or outweigh Policy H12. The policy ideas build upon the existing H12 criteria and are briefly summarised below:

- Student accommodation schemes should contribute to delivering regeneration benefits; support employment growth, graduate and talent retention, place making and the city’s international reputation;
- 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. Student accommodation should, therefore, be in the right locations, in appropriate numbers, and only where it supports wider growth;
- To meet the needs of students, stabilise rental growth and provide an affordable accommodation offering, a more diverse pipeline of new PBSA is needed;
- All PBSA must be of a high quality, providing a high standard of living, within close proximity to the city’s Higher Education Institutions;

⁵⁰ Officers Report to Executive Committee November 2019

- PBSA should consider the welfare and wellbeing of students as a major factor, in both design and management. Ensuring student accommodation is delivered in safe and secure locations, and with appropriate management and facilities. Location of accommodation close to University facilities is a critical issue in ensuring the safety and wellbeing of students;
- All new PBSA development to adopt the principles in the following codes of practice; 1) The Universities UK/GuildHE Code of Practice for University Managed Student Accommodation, 2) The ANUK/Unipol Code of Standards for Larger Residential Developments for Student Accommodation Managed and Controlled by Educational Establishments, 3) The ANUK/Unipol Code of Standards for Larger Developments for Student Accommodation NOT Managed and Controlled by Educational Establishment;
- Consideration of place making opportunities to contribute to the management of areas in which the proposed PBSA is located.

The May 2023 Report framed around the Fusion appeal at Deansgate South, acknowledged that there is now a recognition and acceptance that there is a shortage of PBSA within Manchester. On this basis, the updated report assesses 20 sites which could potentially support 12,500 bedspaces.

The Report concludes that there is a clear need for additional Purpose-Built Student Accommodation in Manchester. However, this new accommodation needs to be provided in appropriate locations in line with Policy H12. The pipeline identified is not considered exhaustive, but demonstrates that there is a pipeline of sites and schemes in locations that would be consistent with policy H12

Transport Policies

Policy T 1 (Sustainable Transport) relates to sustainable transport and outlines that the Council will support proposals that, improves choice by developing alternatives to the car; improve pedestrian routes and the pedestrian environment and facilitate modes of transport that reduce carbon emissions.

Policy T 2 (Accessible Areas of Opportunity and Need) seeks to ensure that developments are easily accessible to good public transport links to the city centre and Regional Centres, connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Policy T2 also identifies that the car-parking standards are maximums and the cycle parking standards are minimums and requires Traffic Impact Assessment and Travel Plans for all major applications.

Place Making and Sustainable Design Policies

Policy EN 2 (Tall Buildings) confirms 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 (as a landmark or by terminating a view or signposting a facility of significance) and will bring significant regeneration benefits. Elsewhere within Manchester tall building development will only be supported where, in addition to the requirements set out in Section 5, 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

Policy EN 3 (Heritage) states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments shall be designed to support the Council in preserving and enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

Policies EN 4, EN 6, EN 8 and EN 9 (Climate Change policies) relate to adaption to climate change, in which all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and external spaces. Regard is to be had to areas such as minimisation of flood risk, the use of Green Infrastructure and the opportunity to provide linked and diverse green space.

Policies EN 10, EN 11 and EN 12 (Open Space Policies) identify that the Council will prioritise the retention and improvement of existing open space and provision of new open space. Proposals will be supported that improve the quality and quantity of accessible open space, provide innovative solutions to improving the network of existing open spaces and improve access to open space for disabled people. The Council will seek the provision of new open space in particular where significant levels of development are proposed and where a quantitative shortage of a particular use per head of population, including any increase of population created by the new development, is identified in the local area.

Policy EN 14 (Flood Risk) states development should be directed away from sites at the greatest risk of flooding, and towards sites with little or no risk of flooding. The policy also outlines that all new development should minimise surface water run-off, including through Sustainable Drainage Systems ("SUDS") and the appropriate use of Green Infrastructure.

Policy EN 15 (Biodiversity and Geological Conservation) sets out that the Council will seek to maintain or enhance sites of biodiversity value throughout the City. Particular consideration will be given to protected or priority species and the Council's aim for a net increase in trees across the City. Developers will 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.

Policy EN 16 (Air Quality) outlines that the Council will seek to improve the air quality within Manchester. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself. When assessing the appropriateness of locations for new development, the Council will consider the impacts on air quality which includes cumulative impacts.

Policy EN 17 (Water Quality) sets out that development should avoid any adverse impact on water quality, including during the construction phase and should minimise surface water runoff from development and associated roads. Development should maximise the use of SUDS to minimise groundwater contamination.

Policy EN 18 (Contaminated Land and Ground Stability) relates to contaminated land and ground stability and states that the Council will give priority for the remediation of contaminated land to strategic locations. Any proposal for development of contaminated land must be accompanied by a health risk assessment.

Policy EN 19 (Waste) requires all developers to submit a waste management plan to demonstrate how 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. The Council will support developments that encourage communities to take responsibility for the waste they create through the provision of accessible facilities.

Development Management and Planning Obligations

Policy PA 1 (Developer Contributions) suggests that, where needs arise as a result of development, the Council will seek to secure planning obligations, Community Infrastructure Levy regulations or successor regulations / guidance. The Council may seek contributions for affordable housing, education, health and wellbeing facilities, community facilities, provision of Green Infrastructure, public realm improvements, protection or enhancement of cultural heritage or environmental value, safety and security improvements, training and employment initiatives, highways improvements and / or climate change mitigation / adaptation. These issues are addressed in accordance with guidance in Strategic Regeneration Frameworks and local circumstances.

Policy DM 1 (Development Management) sets out that development should have regard to a number of aspects, for which more detailed guidance may be given within a supplementary planning document. Examples of aspects to consider include accessibility, open space provision, amenity and design (scale, appearance, local character) amongst others. For new residential development, developers will be required to demonstrate that sustainable construction techniques are incorporated. For new commercial development developers must demonstrate best practice which will include the application of the Building Research Establishment Environmental Assessment Method ("BREEAM") standards.

Saved Unitary Development Plan

The Original Unitary Development Plan ("UDP") was adopted in 1995. Following this, the UDP has been reviewed and altered and many of the policies have since been superseded by the Core Strategy. However, there are a number of policies which remain 'saved' and have not yet been superseded and are pertinent to the Proposed Development. These are as follows:

Policy DC26 (Development and Noise) outlines that the Council will consider the effect of new development proposals likely to be generators of noise, and the implications of new development being exposed to existing noise sources.

Policy E3.3 outlines that the Council will upgrade the appearance of the City's major radial and orbital roads and rail routes. This will include improvements to the appearance of adjacent premises; encouraging new development of the highest quality and ensuring that landscape schemes are designed to minimise litter problems. The site lies to the north of the Major Road / Rail Environmental Improvement Corridor (Mancunian Way) where this policy applies.

Other Material Considerations

National Planning Policy Framework 2024

The Revised Framework sets out the Government's planning policies for England. The presumption in favour of sustainable development is a key principle running through the Framework for both plan making and decision taking.

Paragraph 8 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).

The three objectives include economic, social and environmental goals. These dimensions give rise to the need for the planning system to perform a number of roles all of which should be undertaken together.

In achieving sustainable development, Paragraph 8 of the Framework notes that development can create a 'responsive' and 'competitive' economy through ensuring that development is located within the right places. It should support strong, vibrant and healthy communities, and protect and enhance our natural, built and historic environment. The proposed development is in full accordance with the above requirements (where relevant).

The Framework requires Local Planning Authorities to approve development proposals that accord with the Development Plan without delay. Paragraph 11 is unequivocal and states:

"Plans and decisions should apply a presumption in favour of sustainable development..."

For decision-taking this means:

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

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

The sections of the Framework that are relevant to the proposals include:

- Section 2: Achieving sustainable development

- Section 4: Decision-making
- Section 5: Delivering a sufficient supply of homes
- Section 6: Building a strong, competitive economy
- Section 7: Ensuring the vitality of town centres
- Section 8: Promoting healthy and safe communities
- Section 9: Promoting sustainable transport
- Section 11: Making effective use of land
- Section 12: Achieving well-designed places
- Section 14: Meeting the challenge of climate change, flooding and coastal change
- Section 15: Conserving and enhancing the natural environment
- Section 16: Conserving and enhancing the historic environment

Achieving Sustainable Development

At the heart of the Framework is the ‘presumption in favour of sustainable development’. Paragraph 11 of the Framework outlines what this means for the decision making process:

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

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination. The proposal represent sustainable development as they deliver a high quality office development and student accommodation in an appropriate location which makes efficient use of land which is currently underutilised. The benefits associated with the development outweigh any adverse impacts and therefore, are in line with Paragraph 11, the proposal is in accordance with the development plan.

Decision Making

Paragraph 39 states that planning authorities should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers should seek to approve applications for sustainable development where possible.

Paragraph 48 sets out that applications for planning permission should be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible and within statutory timescales unless a longer period has been agreed by the applicant in writing.

Paragraph 57 states that planning conditions should be kept to a minimum and only imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects.

Paragraph 58 outlines that planning obligations must only be sought where they: are necessary to make the development acceptable in planning terms; are directly related to the development; and are fairly and reasonably related in scale and kind to the development.

Paragraph 59 makes it clear that it is up to the applicant to demonstrate whether particular circumstances justify the need for a viability assessment at the application stage. The weight to be given to a viability assessment is a matter for the decision maker, having regard to all the circumstances in the case.

Building a strong, competitive economy

Paragraph 85 states that significant weight should be placed on the need to support economic growth and productivity and that decisions should help to create the conditions in which businesses can invest, expand and adapt. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future.

Paragraph 87 indicates that planning decisions should recognise and address the specific locational requirements of different sectors, including creating provision for clusters or networks of knowledge and data-driven, creative or high technology industries.

Ensuring the vitality of town centres

Paragraph 90 states that planning decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Planning policies should: create new markets where appropriate; and recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

Promoting healthy and safe communities

Paragraph 96 states that planning decisions should aim to achieve healthy, inclusive and safe places which: promote social interaction, for example through mixed use developments, and allow for easy pedestrian and cycle connections and active street frontages; are safe and

accessible; and enable and support healthy lifestyles, for example through the provision of safe and accessible green infrastructure and layouts that encourage walking and cycling.

Paragraph 98 outlines that planning decisions should allow for the provision and use of shared spaces, community facilities and other local services to enhance the sustainability of communities and residential environments.

Paragraph 99 sets out that planning decisions should consider the social, economic and environmental benefits of estate regeneration.

Paragraph 102 suggests that planning decisions should promote public safety and take into account wider security and defence requirements.

Promoting sustainable transport

Paragraph 105 suggests that significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.

Paragraph 106 states that planning should support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.

Paragraph 108 sets out that assessment of applications for development should ensure that: appropriate opportunities to promote sustainable transport modes can be taken up, given the type of development and its location; safe and suitable access to the site can be achieved for all users; and any significant impacts from the development on the transport network can be cost effectively mitigated to an acceptable degree.

Making effective use of land

Paragraph 124 states that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs in a way that makes as much use as possible of previously developed land.

Paragraph 125 sets out that planning decisions should: encourage multiple benefits from urban land, including through mixed-use schemes and taking opportunities to achieve net environmental gain; give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities within under-utilised land and buildings where this would help meet identified needs.

Paragraph 128 suggests that planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs. In particular, they should use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites, or the vitality and viability of town centres.

Paragraph 129 states that planning decisions should support development that makes efficient use of land, taking into account: identified need for different types of housing and other forms of development; local market conditions and viability; availability and capacity of infrastructure and services; the desirability of maintaining an area's prevailing character and setting, or of promoting regeneration and change; and the importance of securing well-designed, attractive and healthy places.

Achieving well-designed places

Paragraph 131 makes clear that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve and that good design is a key aspect of sustainable development.

Paragraph 135 states that planning policies and decisions should ensure that developments: will function well and add to the overall quality of the area for 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; establish or maintain a strong sense of place; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public spaces); and create places that are safe, inclusive and accessible and which promote health and well-being.

Paragraph 139 highlights that, in determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area.

Technical Considerations of the National Planning Policy Framework 2024

- **Air Quality-** The Framework requires that proposals must sustain compliance with and contribute towards relevant limit values or national objectives for pollutants⁵¹.
- **Biodiversity and Arboriculture-** The Framework make clear that proposals must aim to conserve and enhance biodiversity, and encourage opportunities to incorporate biodiversity in and around developments and integrate proposals with local habitats⁵².
- **Flood Risk and Drainage-** The Framework requires that proposals should be directed away from areas which are at the greatest risk of flooding; and where development is permitted, local planning authorities should ensure flood risk is not increased elsewhere⁵³.
- **Ground Conditions-** The Framework is clear that planning decisions should ensure that sites are suitable for its new use taking account of ground conditions, land instability, and any proposals for remediation⁵⁴.

⁵¹ HM Government (2023), National Planning Policy Framework, para. 198.

⁵² HM Government (2023), National Planning Policy Framework, para 187.

⁵³ HM Government (2023), National Planning Policy Framework, para 170.

⁵⁴ HM Government (2023), National Planning Policy Framework, para 196.

- **Historic Environment-** The Framework outlines that where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal⁵⁵.

National Planning Policy Guidance

The Government published the National Planning Policy Guidance (“NPPG”) in 2014; however planning practice is subject to frequent revisions and updates.

Together with the Framework, the NPPG sets out what the Government expects of local authorities. The purpose of NPPG is to add further context to the Framework and it is intended that the two should be read together.

Key aspects covered by the NPPG include design, ensuring the viability of town centres and renewable and low carbon energy.

Emerging Manchester Local Plan

Consultation on the first stage of developing a new Local Plan, Issues and Options, (Regulation 18) for Manchester was approved by Manchester City Council’s Executive Committee on 15th January 2020.

The first stage of consultation on the ELP, ‘the Issues Consultation’ took place Monday 7th February 2020 – 1st May 2020. To ensure the ELP fits the needs and ambitions of the City over the next plan period (up to 2038), the purpose of this stage is to set out key issues to inform the scope and content of the new Local Plan. At this stage, the emerging Local Plan does not provide detail consideration of individual policies of the consultation and is intended to set out and define key issues to inform the scope and content of the ELP.

The Manchester Local Plan Issues Consultation 2020 (February 2020) paper identified that the ELP will be required to address a number of key strategic issues that of relevance to the City including achieving a zero-carbon Manchester by 2038; delivering a sustainable transport system; balancing competing demands for space; ensuring critical infrastructure requirements are addressed and creating neighbourhoods that promote and enable healthy lifestyles. In addition to these strategic issues, there are also a number other key issues that need to be considered, including the economy, Manchester City Centre, places to live and sustainability and resilience.

At this stage work is ongoing to prepare a draft Local Plan. No detail regarding individual policies have been published. Consultation on the Draft Local Plan (Regulation 18) is expected to be held within Summer 2023. As such, the ELP is not a material consideration for the determination of planning applications.

⁵⁵ HM Government (2023), National Planning Policy Framework, para 210

Places for Everyone Joint Development Plan (2024)

The Places for Everyone Joint Development Plan (PfE) covers nine of Greater Manchester's ten districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan), outlining a strategic approach to housing and employment land for the next 20 years. PfE highlights Greater Manchester's economic strength, especially the concentration of activity in the City Centre, which is recognised as the most significant economic location and the largest office market in the UK outside London. This central area is pivotal to the regional strategy, with growth in the Core Growth Area, particularly the City Centre, being essential for the city's future development.

PfE recognises the City Centre's key role in driving economic growth and job creation. It underscores the opportunity to maximise the use of previously developed land, particularly to deliver new housing near employment, education, and services. Strategic policies, including JP-Strat 1 and JP-Strat 2, aim to protect and enhance the Core Growth Area, ensuring sustainable development that supports major job growth and regeneration. Additionally, the PfE emphasises the need for improvements to public spaces, walking and cycling infrastructure, and green areas, positioning the City Centre as a competitive global location for investment, businesses, skilled workers, residents, students, and tourists.

Environmental sustainability is also a key focus in the PfE. Policy JP-S2 sets a target for a carbon-neutral Greater Manchester by 2038, requiring new developments to be net-zero carbon by 2028, with detailed energy statements and renewable energy measures. Policies such as JP-S5 and JP-P1 focus on improving air quality, creating sustainable places, and ensuring that new developments contribute to health and wellbeing. Further, PfE policies JP-C1 and JP-C5 prioritise accessible, low-carbon transport networks and the creation of pedestrian-friendly streets. Policies JP-S3 and JP-S4 address sustainable energy, heat networks, and flood risk management, requiring new developments to integrate sustainable drainage systems and efficient water use.

Economic Growth

Policy JP-Strat 1 (Inner Areas) identifies the need to continue regeneration of the inner areas. High levels of well-designed new development will be accommodated in this highly accessible and sustainable location, prioritising the use of previously developed land.

New development will be of high quality, predominantly, residential (in a mix of size, type and tenure). It will be supported by necessary infrastructure, including high quality open space and improved access to the wider green infrastructure network, together with improved transport and social infrastructure.

The large pool of graduates located within Manchester are set out to contribute to encourage long-term economic growth (Policy JP-J 1) within the city and are seen as an asset to the economy. As stated within the draft Plan, an aim for the City is to provide *"high-quality, sustainable living environments that will help to attract and retain skilled workers"*.

Sustainable Development

Policy JP-S 1 identifies that preference will be given to development using previously-developed land to meet development needs.

Policy JP-P1 outlines that to create a sustainable location, development must create socially inclusive spaces that responds to the needs of all parts of society and creates opportunities for communities to be formed. Sustainable places will be formed through the efficient use of land within functional and convenient locations.

Purpose Built Student Accommodation

Policy JP-P 5 indicates that significant educational enhancements will be created to benefit new residents through the delivery of growth within the university sector to enable the continuation of development of Greater Manchester as the UK's best destination for students.

Other sections of the submission draft of the Places for Everyone framework that are relevant to the proposal include:

- Section 5: Sustainable and Resilient Places
- Section 8: Greener Places
- Section 10: Connected Places

Supplementary Planning Documents

Guide to development in Manchester SPD

The Guide to Development in Manchester SPD was adopted in April 2007. The document recognises the importance of design in delivering sustainable developments across the city. The SPD provides a set of reasoned principles to guide developers and designers in terms of the development Manchester desires.

Additional Guidance Documents

Green and Blue Infrastructure Strategy (2015 – 2025)

The Green and Blue Infrastructure Strategy for Manchester was published in 2015, and outlines how existing and new green and blue infrastructure (GBI) will need to be an integrated part in the growth of Manchester. This is set out across four key objectives, which seek to improve the quality and function of existing GBI, to use appropriate GBI as a key component of new developments to help create successful neighbourhoods, to improve connectivity and accessibility to GBI and to promote a wider understanding and awareness of the benefits of GBI.

Our Manchester Strategy – Forward to 2025

The Our Manchester Strategy document sets out a vision for the city will be viewed by 2025. The document details goals of sustainability, the creation of connections, low-carbon futures and equitability. The strategy identifies a number of priorities for the City including educational outcomes; population increases; employment opportunities; economy; and infrastructure, with equality and inclusion as a cross-cutting theme.

Manchester Climate Change Framework (2020 – 2025)

The Manchester Climate Change Framework was published in February 2020, and acts as Manchester's high-level strategy for tackling climate change. The overall aim of the framework is for Manchester to play its 'full part' in limiting the impacts of climate change and creating a

healthy, green, socially just city where everyone can thrive, taking action on six priority areas. One of the six priority areas identified is buildings (existing and new), whereby it is outlined

that new developments in the city should be built to operate on zero carbon standards, with a view that all development should be zero carbon by 2023. The framework also highlights the need to increase active travel and public transport use, whilst decreasing the use of private vehicles (and ensuring that these private vehicles are electric).

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