Ladybarn House

Wilmslow Rd, Fallowfield,
Manchester
M14 6ND

Planning Statement



September 2024

THIS

Contents

1. INTRODUCTION
2. SITE CONTEXT
3. STRATEGIC CONTEXT FOR DEVELOPMENT
4. CONSULTATION AND ENGAGEMENT
5. PROPOSED DEVELOPMENT
6. PLANNING POLICY FRAMEWORK AND OVERVIEW
7. ASSESSMENT OF THE PROPOSALS
8. CONCLUSIONS

1. INTRODUCTION

1.1 This Planning Statement has been prepared by THIS Planning on behalf of Almero Student, in support of a full planning application submitted for the following proposed development at the Ladybarn House site.

"Erection of a three-storey building to form student accommodation comprising 36 no. bedspaces above ground floor communal space, together with reorganisation of car parking, site-wide landscaping strategy, cycle parking and waste storage."

1.2 The key objectives of the proposed development are to:

- Make more efficient use of the existing underused car park.
- Provide purpose-built high-quality student accommodation to support the growth of Manchester's leading higher education institutions.
- Improve the existing site landscaping to enhance visual amenity and significantly improve biodiversity.
- Enhance the frontage onto Carill Drive with a new building of exceptional architectural quality and a scale reflective of the existing residential terrace along Carill Drive.

The Applicant

1.3 This Planning Statement is submitted on behalf of Bluesky Student Ladybarn House Limited, a subsidiary company of Almero Students. Almero Students own and operate 20 properties across the UK, housing a population of over 1,300 student residents. This includes 77 student bedspaces within Clydesdale House, located in the heart of the Northern Quarter in Manchester.

1.4 Almero Students specialises in providing well-managed, clean, and comfortable accommodation - that feels like a home from home and a dedicated in-house management team, overseeing marketing, lettings and maintenance, ensure all students have a smooth and enjoyable experience.

1.5 Further details related to Almero Students can be viewed on its website (www.almerostudent.com).

1.6 This Planning Statement includes the following sections:

- Section 1 – Introduction
- Section 2 – Site Context
- Section 3 – Proposals
- Section 4 – Planning Policy Framework
- Section 5 – Assessment of the Proposals
- Section 6 – Conclusions

2. SITE CONTEXT

The Application Site

2.1 The application site relates to Ladybarn House and the areas of car parking, landscaping and ancillary areas. The site extends to a total of approximately 0.12 hectares.

2.2 Ladybarn House is located on the corner of Wilmslow Road and Moseley Road, in the heart of Fallowfield. It is a roughly triangular site, bordered to the south by Carill Drive. Due to its corner location, it offers frontages to both Wilmslow Road (the B5093) and Moseley Road, whilst its vehicular access is taken from Carill Drive at the rear. The site tapers to the east, where Carill Drive and Moseley Road meet.



Red Line Boundary of the Ladybarn House site

2.3 Ladybarn House currently comprises 120 student bedspaces. There are also limited common room and laundry facilities which are not regularly used by student residents.

2.4 In the wider context, Fallowfield is a district in the heart of south Manchester. The cross-roads adjacent to the site (where the B5093 and A6010 meet) is recognised as the centre of the district. Wilmslow Road is a principal main road through southern Manchester, connecting Didsbury, Withington, Fallowfield and Rusholme with the city centre. It is a very busy bus route with at least one bus every 5 minutes.



Aerial view of the Application Site.

2.5 The University of Manchester's Fallowfield campus is located to the north of the site and the University is currently progressing significant redevelopment proposals for the campus site following outline planning permission being granted in January 2024 for replacing existing accommodation with up to 3,300 new student bedspaces.

2.6 There are a significant number of services and facilities provided within the district centre, including a Sainsbury's superstore, numerous shops and stores and several smaller pubs and restaurants. Platt Fields Park is a large public open space located to the north-west of the crossroads, the University Athletics Ground and Ladybarn Park are two other large areas of open space within the local area.

2.7 Fallowfield is at the southern end of the A6010 corridor associated with Manchester's two largest universities. It is an area extremely popular with students, as are its neighbouring districts such as Withington to the south. The Fallowfield residential and athletics campus is situated on the northern side of Moseley Road.

2.8 The main university establishments (both University of Manchester and Manchester Metropolitan University) are located to the north along the A6010, on the Oxford Road corridor. The site is ideally located for the City's student population, being within close proximity to the following universities:

- University of Manchester Campus (1.4 miles)
- Manchester Metropolitan University Campus (2 miles)

Planning History

2.9 The most recent planning history for the site relates to a full planning permission being granted in December 2023 for the change of use of an existing commercial unit to a new entrance with lobby and shared residents amenity space, as well as reconfiguration to provide 3 no. additional student bedspaces.

2.10 In terms of redevelopment of the existing car park, there have been two planning applications submitted in recent years. A planning application was submitted by the previous landowner for outline planning permission on the site (ref. 110236/00/2015/S1), within the car park area, was refused on 8 February 2016 by Manchester City Council. The application was for the following description of development,

"Erection of a 4-storey building to form a total of 28 student flats with associated common room, cycle store and bin store and reorganisation of car park to provide a 13 space and 7 space car park"



Aerial view (north-west) of the refused planning application ref.: 110236/00/2015/S1

2.11 The application was refused with four reasons of refusal related to:

- Failure to demonstrate a need for the student accommodation.
- The position of the building on site and the scale and design of the application which was considered to be out of character with adjacent properties.
- Amenity impacts related to the position, size and scale of the proposal.
- Lack of sufficient car parking

2.12 The application was subsequently dismissed at appeal on 24 January 2017 by the Planning Inspectorate. The appeal was dismissed principally on design grounds, due to the scale of the proposed building and its relationship to the existing bedrooms, resulting in the loss of daylighting. The proposed four storey building was not found to be 'objectionable' by the Inspector, but the impact of the context of the site was unacceptable. The Inspector considered that the appeal site was more closely related to CariII Drive and Standish Road to the south, rather than the Owen Park student housing development across Moseley Road to the north, and the context was set predominantly by these two storey, red brick terraces to the south. The new four storey building with a blank gable elevation located approximately 3 to 4 metres from the south elevation of Ladybarn House was also found to have an unacceptable impact on daylighting and outlook.

2.13 Overall, the Inspector found that the application would *"appear as an incongruous feature within the street scene and, consequently, would not represent a high standard of design."* The Inspector found the following to be unacceptable:

- Blank gable to Carill Drive which would emphasise the profile of the roof which would contrast with the pitched roofs on Ladybarn House and the terraces opposite.
- Horizontal emphasis of the building would contrast with the vertical emphasis of the terraces opposite.
- Prominent eastern elevation and low solid to void ratio on the western elevation, inconsistent with the surrounding buildings.
- Timber cladding would be an alien material in the area.

2.14 However, the Inspector accepted the need for additional student accommodation stating *"I find that the balance of the evidence indicates that there is a need for the accommodation proposed. The proposal would meet the relevant requirements of Core Strategy Policies SP1, DM1, and H12 which seek to provide high quality and diverse housing around district centres which meet local needs and provide better accommodation for students in appropriate locations."*

2.15 Further, the Inspector considered the proposal for a car free development, with only six spaces to be retained for student parking (disabled badge holders and pick up / drop off) to be acceptable. At the appeal it was stated that the proposal *"would effectively reduce the capacity of the car parks by 12 spaces and remove all student parking, leaving only the barrier-controlled car park to the west, which is associated with the commercial uses on the ground floor of Ladybarn House"*. He

concluded *"the low parking demand of the existing and proposed development would result in only limited additional competition for parking spaces in the area where there is some additional capacity and, in combination with the district centre location of the appeal site and the good public transport connectivity, the impact of this would not be so severe to warrant refusing planning permission."*

2.16 Following the January 2017 appeal, a full planning application was submitted by the previous landowner in June 2018, for the following revised development proposals:

"Erection of a three-storey building to form student accommodation comprising 44 bedspaces above ground floor communal space, together with reorganisation of car parking, associated landscaping, cycle parking and waste storage."

2.17 The revised proposal sought to address the issues raised in the previous application and appeal decision to address the context of the adjacent terraces at Carill Drive and Standish Street. The proposal included a mix of studios, two bed apartments and six bed townhouses fronting onto Carill Drive.



Street view (west) of the withdrawn planning application ref.: 119320/FO/2018

2.18 The planning application was withdrawn in November 2019 and was therefore not determined by MCC.

3. STRATEGIC CONTEXT FOR DEVELOPMENT

3.1 Manchester is in the top tier of international cities for higher education. It also has one of the largest student populations in Europe, with over 120,000 studying at Greater Manchester's five universities, and over 400,000 students at the 22 Higher Education Institutions (HEIs) within an hour's drive. 84,260 students were enrolled at one of Manchester's three HEIS in 2021/22, of which 53,155 had a term time address in Manchester (HESA). A significant proportion of the remaining c.25,000 live at home.

3.2 The City is known for being one of the best places to study in the world, combining outstanding and varied education with the vibrancy of one of Europe's fasted growing cities. Its appeal to students is unrivalled. In turn, the City's universities play a vital role in the economy of Manchester and do much to enhance the City's reputation on a global stage.

3.3 Students make an invaluable contribution to the city's economy, diversity and vibrancy. They help to underpin a broad based, highly skilled economy and are essential to some of Manchester's most valuable growth sectors in advanced manufacturing, health and life sciences. Over 50% of students remain in the city after graduation.

3.4 It is critical to the City's long-term success that it continues to attract students to study in Manchester and provide the City with the high-skilled graduates of the future. Both main universities are operating in a competitive marketplace and must evolve and innovate to maintain and improve their market position.

3.5 In 2020, MCC approved an Executive Report regarding Purpose Built Student Accommodation (PBSA) in Manchester. The report confirmed that new PBSA should be located in the areas immediately adjacent to the core university areas.

3.6 It is now broadly recognized and accepted that there is a shortage of PBSA in Manchester. This was brought clearly into focus at the beginning of the 2022/23 academic year when some Manchester students could not be housed in PBSA in the City. This was in part a result of the Universities closing some sub-standard accommodation but also because sufficient new accommodation had not been delivered in appropriate locations.

3.7 Recent PBSA appeals have successfully challenged the Council's evidence that the future need for PBSA could be met within a defined spatial area close to the

University Campuses. A report endorsed by MCC's Executive Committee in May 2023 states that it is necessary to address the issue that the Inspectors identified and that the Council needs to establish, monitor, and manage a pipeline of schemes in order to demonstrate that demand for PBSA can be met in appropriate locations. MCC's projections estimate that demand for new PBSA could be up to 11,320 (representing 2% growth per annum) up to 2030.

4. CONSULTATION AND ENGAGEMENT

4.1 Manchester City Council adopted a Statement of Community Involvement ('SCI') in June 2018. The statement sets out how the Council will consult and involve people in the preparation of local plans and in the planning application process. Section nine of the Council's SCI sets out the Council's approach to community involvement in planning applications.

4.2 At the pre-application stage the Council advises that development proposals will benefit from engagement with the local community early in the process and encourages applicants to undertake community involvement exercises using a variety of techniques. Specifically, the Council state that developers will be encouraged to carry out pre-application consultation with interested parties and community bodies to enable issues to be addressed early within the planning process.

4.3 The NPPF, last updated on 20 December 2023, contains the Government's most up-to-date planning guidance and sets out the Government's planning policies for England. Paragraph 39 of the document states how "early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties" therefore leading to "better coordination between public and private resources and improved outcomes for the community."

4.4 the Site has been subject to a number of previous pre-application discussions and planning approvals, which have entailed detailed discussions and consultation with MCC officers – including planning, design and heritage officers in respect of the Site's appearance and use.

4.5 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.

4.6 The consultation with the local community and key stakeholders included briefings to ward councillors in the Fallowfield ward of the City, over 80 leaflets being distributed to local residents and businesses and a consultation email address to respond to initial queries relating to the proposals.

5. PROPOSED DEVELOPMENT

Vision

5.1 The proposed development seeks to achieve the following objectives:

- To improve the standard and quality of living for all students.
- To improve the property's appearance in the wider local community.
- To improve communal amenity space and enhance the sense of community on the site.

5.2 Since acquiring the site last year, Almero has already started an extensive interior refurbishment of the entire building including new and improved communal amenity facilities for the students.

5.3 This work includes a complete renovation and improved activation of the primary corner retail frontages along Moseley Road, which had been vacant, shutterred and un-welcoming for years.

5.4 Almero has also identified a unique opportunity to further enhance the site by utilising vacant car parking space to provide additional high quality student accommodation and landscaped garden space.

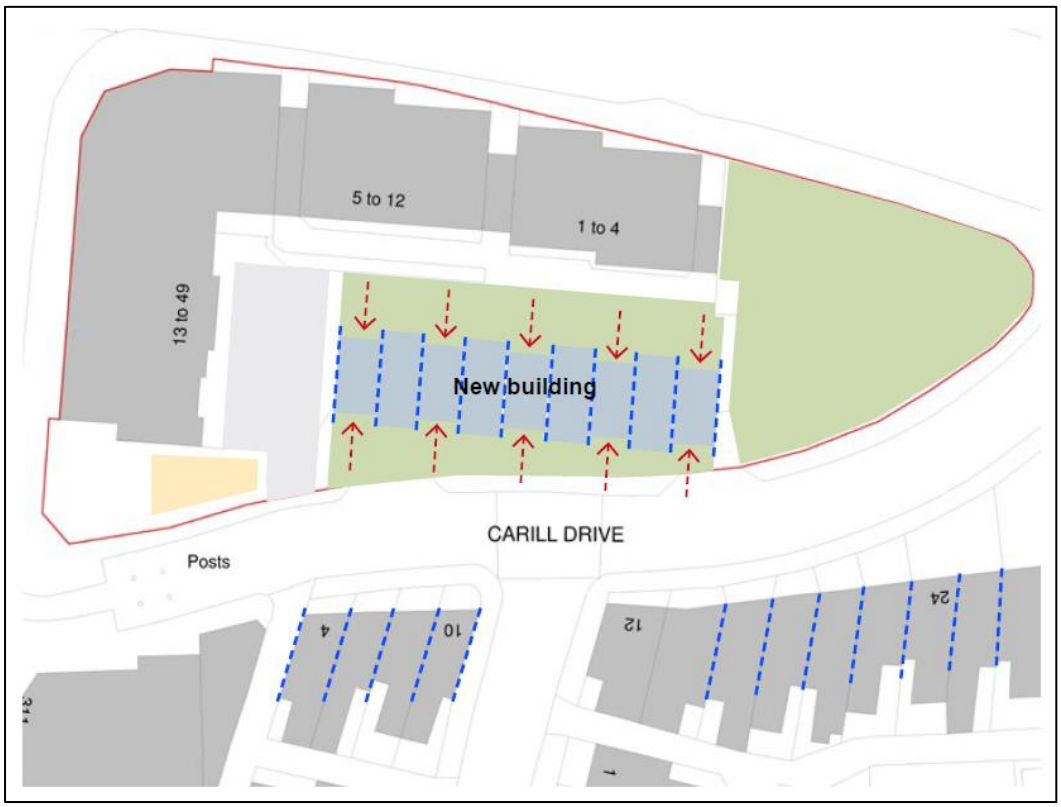
Overview of the Proposals

5.5 There is currently an over provision of car parking spaces on the site and the existing car park has very low occupancy with many vacant spaces. The expanse of car parking results in poor pedestrian connectivity across the southern approach to the site and a lack of usable outdoor amenity space.

5.6 There is currently no dedicated on-site secure cycle parking for students and no dedicated refuse/recycling waste management space, which results in an array of Euro bins in visually prominent locations along Carrill Drive.

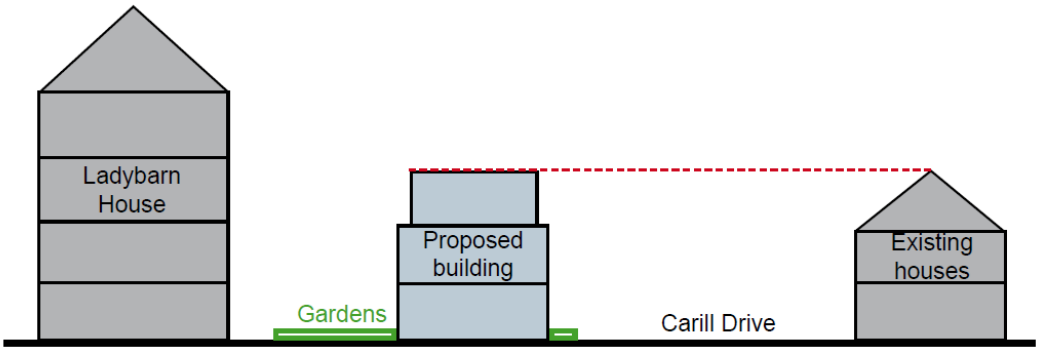
5.7 The proposed development comprises redevelopment of part of the existing car

park for the erection of a three-storey building to form student accommodation comprising 36 no. bedspaces above ground floor communal space, together with reorganisation of car parking, site-wide landscaping strategy, cycle parking and waste storage.



Plan showing location of proposed development.

5.8 In terms of scale, the height of proposed building has been set to match the Carill Drive houses opposite. The proposals include two primary building storeys plus one additional set-back roof storey proposed to remain in keeping with the scale and proportions of the houses opposite.



Diagrammatic section drawing showing scale of proposals in surrounding context.

5.9 In terms of layout, each floor level of the proposed three storey building comprises two separate cluster flats arranged on either side of a central circulation space. Each cluster flat contains 6 no. en-suite bedrooms and a generous communal kitchen/lounge/dining space at the end of a short corridor.

5.10 At ground floor level there is a direct through-route linking the front entrance to the rear communal gardens. Two of the ground floor en-suite bedrooms are designed for wheelchair accessibility.

5.11 All proposed interior spaces have been designed to offer a high-quality living environment for the students. The bedrooms are all generous in size (ranging between 14-16m2) and feature en-suite bathrooms and large windows to receive good daylight. The open-plan communal kitchen/lounge/dining spaces are spacious (ranging between 36-39m2) and located at the ends of the building to benefit from daylight from three windows facing multiple aspects.

5.12 In terms of architecture, the proposed facade design draws upon the materiality and rhythm of the site's unique surrounding context, resulting in a high-quality new building that enhances its setting. A series of projecting and recessed brick bays are proposed, with framing corbel detailing, as a contemporary reference to the traditional bay window projections of the Carill Drive houses opposite.



Illustrative view of the proposed development from Carill Drive

5.13 A detailed site-wide landscape proposal has been developed by Udal Landscape

Architecture featuring a range of high-quality hard and soft landscaping enhancements designed to rejuvenate the site and boost student well-being.

5.14 The proposals sensitively mediate the existing topographic level changes across the site by integrating sloping paths, grass banks and steps to provide new pedestrian connections and garden space.

5.15 The proposed landscaping enhances biodiversity across the site and creates an improved outdoor environment for the student community.



Proposed Landscape general arrangement plan

6. PLANNING POLICY FRAMEWORK AND OVERVIEW

Overview

6.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permission shall be determined in accordance with the development plan unless material considerations indicate otherwise. Conversely, applications that are not in accordance with relevant policies in the plan should not be allowed unless material considerations justify a grant of planning permission.

6.2 The Development Plan for Manchester comprises:

- Places for Everyone (adopted March 2024).
- Manchester's Core Strategy 2012-2027 (adopted July 2012); and
- The 'saved' policies of the Manchester Unitary Development Plan (adopted July 1995).

6.3 There are no saved policies of relevance to the determination of the application within the Greater Manchester Joint Waste Plan or the Minerals Plan. As such, no further consideration has been given to these documents within this Planning Statement.

6.4 The site is not allocated on the adopted Proposals Map but is located within the Fallowfield District Centre and also located in the South Manchester area as defined on the Local Plan Proposals Map.

6.5 Relevant material considerations include the National Planning Policy Framework (2019) (NPPF), the Planning Practice Guidance (PPG), the emerging Greater Manchester Spatial Framework (GMSF), and other local policy guidance documents.

6.6 The below sets out an overview of relevant policies and considerations. A detailed assessment of how the proposed development accords with these policies and considerations is contained in Section 5.

Adopted Development Plan

Places for Everyone

6.7 The Places for Everyone ('PfE') plan is a Joint Development Plan for 9 of Greater Manchester's Planning Authorities, including Manchester City Council. The Plan was formally adopted by Manchester City Council on 20th March 2024.

6.8 The Plan seeks to deliver sustainable, inclusive growth through a number of Strategic Objectives, of most relevance to this application are Strategic Objectives 2, 4, 5, 6, and 10:

- **Objective 2: Create Neighbourhoods of Choice:** PfE seeks to prioritise the use of brownfield land within sustainable locations close to a reliable modes of transport.

- **Objective 4: Maximise the Potential Arising from Our National and International Assets:** There will be a focus of development in Core Growth Areas and growth locations, along with a focus to increase the number of graduates staying within Greater Manchester.

- **Objective 5: Reduce Inequalities and Improve Prosperity:** This Objective sets out an aim to ensure people have access to employment opportunities through the prioritisation of development in well-connected locations.

- **Objective 6: Promote the Sustainable Movement of People, Goods and**

Information: Authorities will focus new development within 800m of transport hubs, and ensure new development is designed to encourage active and sustainable travel.

- **Objective 10: Promote the Health and Wellbeing of Communities:** Seeks to reduce the health impacts of air pollution through accessibility of sustainable travel such as public transport, cycling and walking, and maximise the health benefits of access to the natural environment and green spaces.

6.9 Further to the Strategic Objectives, PfE details the 'Core Growth Areas' across Manchester which have been identified to support the major growth across the area, providing opportunities for local communities. The proposed development site falls within the City Centre Core Growth Area.

6.10 Policy JP-Strat 1 (Core Growth Area) identifies the City Centre, including development along Oxford Road, as playing a key role in Greater Manchester's economy with significant development potential. It states that the City Centre offers significant opportunity to maximise the use of previously developed land that will enable the delivery of a range of types of homes so that people can live close to a major source of jobs, education and amenities, reducing the need to travel.

6.11 Policy JP-Strat 2 (City Centre) further details that the City Centre will provide the primary focus for business, retail, leisure and culture within Greater Manchester and that development in this area will generally be high density. This will allow people to take advantage of the access to education and the extensive transport offer.

6.12 Further objectives and policies of relevance set out within PfE are detailed below:

- **Policy JP-S1 (Sustainable Development):** Identifies that preference will be given to development using previously developed land to meet development needs.

- **Policy JP-P5 (Education, Skills and Knowledge):** Notes that there will be a continued support in the growth and success of the university sector through the enhancement of the existing campuses and continuing to help develop Greater Manchester as the UK's best destination for students.

- **Policy JP-P6 (Health):** Requires new development to maximise its positive contribution to health and wellbeing, whilst avoiding any potential negative impacts of new development.

6.13 Paragraph 2.13 of PfE notes that the knowledge economy and universities are an

important asset to Manchester, with the Oxford Road Corridor detailed as a location with a high concentration of students, research activity and scientific institutions.

Manchester Core Strategy

6.14 The principal Development Plan document against which the application will be determined is the Manchester Core Strategy. The Core Strategy identifies the proposed development site as lying within the Fallowfield District Centre.

6.15 Whilst the site is outside of the Regional Centre Spatial Principle 1 of the Core Strategy confirms that:

> *"The Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high-quality city living.*
>
> *Beyond these areas the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment."*

6.16 Policy C2 (District Centres) notes that development within District Centres should promote efficient use of land, particularly considering options for multi-storey development. The policy also continues that new development should positively contribute to the reuse and regeneration of land and premises.

6.17 Policy C6 (South Manchester District Centres - Chorlton, Didsbury, Fallowfield, Levenshulme and Withington) supports the development of the University of Manchester facilities adjoining Fallowfield District Centre (namely at the Fallowfield Campus) as a means of improving the balance of uses within the centre itself.

6.18 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 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, which 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.

6.19 In terms of environmental design and related policies, all new development in Manchester is required to follow seven principles of urban design, 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.

6.20 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.

6.21 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 gene Consider the potential effects of new development proposals likely to be generators of noise and the implications of new developments being exposed to existing noise
- Support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.
- 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 space.
- 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 Infrastructure.

- 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 City.
- 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 itself.
- 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 assessment.
- 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 National Planning Policy Framework

6.22 The National Planning Policy Framework ('NPPF' or 'Framework') sets out the Government's planning policies for England and details how these should be applied across development. The Framework focuses support that planning decisions should be made in accordance with development plans, unless material considerations indicate otherwise.

6.23 The Framework sets our presumption in favour of sustainable development, with three overarching principles needing to be met to achieve this:

a. An Economic Objective- *to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.*

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

c. An Environmental Objective- *to protect and enhance our natural, built and historic environment, including making effective use of land, improving biodiversity, using natural resources prudently, minimizing waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*

6.24 In support of the above principles, the NPPF details a series of objectives to achieve sustainable development across planning decisions and proposals. Those most relevant to the proposed development of 137 Oxford Road are listed below:

- Paragraph 123 notes that planning decisions should promote an effective use of land in meeting the need for homes and other uses and make as much use as possible of previously developed or 'brownfield' land.
- Paragraph 131 details that the creation of high quality and sustainable buildings is fundamental to what the planning process should achieve. Good design is a key aspect of sustainable development.
- Paragraph 109 supports development that limits the need to travel, and which offers a genuine choice of transport modes. This is reiterated within Paragraph 114 which further notes that development should ensure safe and suitable access to the site.
- The NPPF outlines various environmental development considerations including Paragraph 165 which seeks to deliver development away from areas at the greatest risk of flooding; Paragraph 186 notes that proposals must conserve and enhance biodiversity; Paragraph 189, development should ensure that sites are suitable for its new use taking into account ground conditions, and; Paragraph 192, proposals must sustain compliance with EU limit values and national objectives for air pollution.

<u>MCC's Executive Reports on Student Housing</u>

6.25 MCC has identified that providing a residential offer for students to address needs has been a long-held Council objective as part of its Housing Strategy and planning policy framework.

6.26 In 2020 MCC approved an Executive Report regarding Purpose Built Student Accommodation (PBSA) in Manchester. The report confirmed that new PBSA should be located in the areas immediately adjacent to the core university areas. It sets out numerous reasons why location is a significant consideration in

determining the acceptability of new PBSA developments.

6.27 Recent PBSA appeals have successfully challenged the Council's evidence that the future need for PBSA could be met within a defined spatial area close to the University Campuses. A report endorsed by MCC's Executive Committee in May 2023 states that it is necessary to address the issue that the Inspectors identified and that the Council needs to establish, monitor, and manage a pipeline of schemes in order to demonstrate that demand for PBSA can be met in appropriate locations. MCC's projections estimate that demand for new PBSA could be up to 11,320 (representing 2% growth per annum) up to 2030.

6.28 The May 2023 MCC Executive Paper recognises that PBSA has a strategic role to play in maintaining Manchester's status in the top tier for higher education, as well as helping to unlock regeneration objectives and economic growth.

7. ASSESSMENT OF THE PROPOSALS

7.1 This section provides an overview of specific considerations in respect of the proposed development. It assesses the acceptability of the proposal against the planning policy context and other material considerations, demonstrating its compliance with adopted planning policy.

Principle of Additional Student Bedspaces

7.2 Policy H12 of the Core Strategy relates to Purpose Built Student Accommodation (PBSA). Policy H12 supports the provision of PBSA where it satisfies the criteria indicated in the policy. Priority is given to scheme which are part of the university's redevelopment plans. The policy outlines ten criteria which must be complied with to achieve support for PBSA. The relevant criteria are stated as below with a response demonstrating the proposals compliance with each relevant criterion.

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

7.3 The site is within close proximity to the University of Manchester Fallowfield Campus immediately adjacent. The site is also located on a high frequency public transport route and therefore satisfies this criterion. The main campuses of the University of Manchester and Manchester Metropolitan University are each located within 2 miles and can be accessed by foot, cycle of public transport.

7.4 Wilmslow Road runs along the western boundary of the site and is a key strategic bus corridor connecting South Manchester to the University of Manchester's Oxford Road campus and the City Centre.

7.5 The Ladybarn House site is therefore highly accessible by public transport and the City has recently invested in a new 'Dutch Style' cycle path network along Wilmslow Road and Oxford Road with a direct, high-quality connection provided direct into the City.

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.

7.6 The site is located within Fallowfield District Centre and is in close proximity to a number of retail and leisure services, some of which are located at the ground floor

of the existing PBSA. Local retailers include a Sainsbury's Superstore, Savers, Nandos and McDonalds. There are also a large number of local convenience stores, pubs, estate agents and hairdressers. The student population within Fallowfield play an important role in supporting the District Centre and the proposed development will allow this to continue into the future.

7.7 Almero Students own and operate 20 properties across the UK, housing a population of over 1,300 student residents. This includes at Clydesdale House, located in the heart of the Northern Quarter in Manchester. All Almero Student developments across the UK have very low car usage. The current building also has very low car usage and therefore the proposal is not expected to result in an increase in on street parking in the area. The proposal therefore complies with this criterion.

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.

7.8 The proposal will have a positive regeneration impact by bringing a currently under-utilised area of land into use through the development of a sensitively designed proposal. The proposal will result in a modest increase in bedspaces and will not increase the pressure on existing neighbourhood services.

<u>Supporting Manchester's Higher Education Offer</u>

7.9 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.

7.10 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.

7.11 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.

Supporting Fallowfield District Centre

7.12 As has been noted elsewhere, the student population of Fallowfield supports the businesses and services within the District Centre. The investment in the modest increase in student bedspaces at Ladybarn House will reinforce its role in accommodating students will ensure this positive impact continues.

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

7.13 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. There are more than three times as many students at the Higher Education Institutions than there are bedrooms in PBSA. 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.

7.14 The proposal therefore complies with this criterion.

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.

7.15 The proposal will be designed to ensure the safety of the surrounding area without impacting in the amenity of existing residents. The proposal therefore complies with this criterion.

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.

7.16 The proposals have been developed to a scale that will ensure a respectful relationship with the existing residential properties located along Carill Drive. A daylight assessment has been undertaken which demonstrates the development will have no greater than a negligible material impact on surrounding residential uses.

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.

7.17 Students within the accommodation blocks will be expected to transfer bagged waste direct to the waste stores, maintaining segregation throughout. The frequency of waste collection will be appropriate for the waste, with enhanced collection for residual, mixed recyclables, cardboard and food, wand more typical durations for paper.

7.18 A centralised waste store area will be provided to store and bulk all waste generated across the Ladybarn House student accommodation blocks. Waste will then be collected for off-site treatment or disposal.

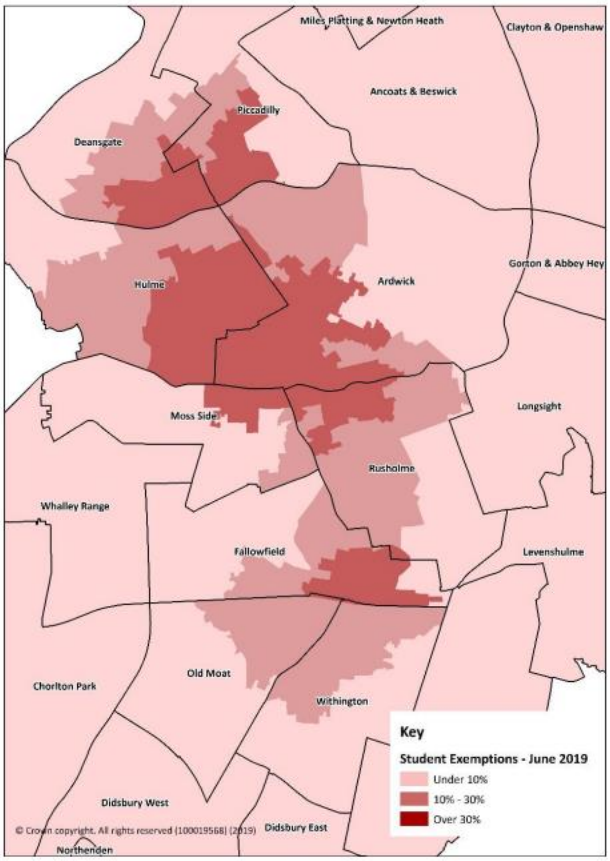
7.19 The waste management strategy is in compliance with relevant national, regional and local waste management policy requirements and standards.

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.

7.20 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.

7.21 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 below.



Council Tax Exemptions as at June 2019

7.22 In respect of the previous application that was considered at appeal, the Planning Inspector found there is a need for additional student accommodation. MCC has expressed a preference for students to be accommodated in PBSA within District Centres as opposed to Houses in Multiple Occupation (HMOs) and this was considered, on appeal, to be a *"persuasive argument that there is a need for further PBSA"*, particularly considering that the proposal would not result in the loss of a site which could be developed for other purposes.

7.23 A Report was presented to the Manchester City Council Economy Scrutiny Economy on 23rd May 2023, titled 'Purpose Built Student Accommodation in Manchester'. This Report confirms that Manchester has one of the largest student populations in Europe, with over 120,000 studying at Greater Manchester's five universities. 84,260 students were enrolled at one of Manchester's three HEIS in

2021/22, of which 53,155 had a term time address in Manchester.

7.24 The May 2023 Report also confirms that *"It is now broadly recognized and accepted that there is a shortage of PBSA in Manchester. This was brought clearly into focus at the beginning of this academic year when some Manchester students could not be housed in PBSA in the City."*

7.25 The Report also identifies that *"demand for new PBSA could be between 5440 bedspaces (representing a 1% growth per annum) and 11320 (representing 2% growth per annum) up to 2030. The actual demand will depend on a number of factors, including the growth of the Universities, government policy (e.g., tuition fees), the highly competitive global market for international students, global pandemics… etc., which are outside of the control of the city and its universities. Therefore, we need to review demand regularly, but officers currently consider that around 750 new bed spaces are required per annum up to 2030."*

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

7.26 The proposal is entirely deliverable within the existing site and ownership and therefore complies with this criterion.

7.27 In summary, Given the recent appeal decision and the similar nature of the revised proposals, the Ladybarn House meets the requirements of Policy H12 on the basis of its close proximity to the University campuses and to a high-frequency public transport route through the area; and its high density in a location which is easily accessible not only to the University campuses but also to retail and other services. The site, when developed in the 1990's, provided a positive regeneration impact and has integrated successfully with existing neighbourhoods to provide positive vibrancy without increasing pressure on existing services. The proposed development is entirely consistent with Policy H12.

7.28 Policy EN1 - Design Principles and Strategic Character Areas expects all developments in Manchester to follow the seven principles of urban design, as identified in National Planning Guidance (currently the National Planning Policy Framework - see below). The Policy requires regard to be had to the Strategic Character Area in which the development is located. The site is located within the Southern Strategic Character Area as defined in the Core Strategy. The Southern Strategic Character Area is described as having a notable presence of older development at key junctions and historical radial routes including Wilmslow Road

adjacent the site. Development around these routes has a more regular layout of predominantly residential development up to the 1960's. The policy states that new development within these areas needs to retain the identity and focus of activity associated with the historic District Centres.

7.29 Policies EN6 and EN8 relate to target reductions in CO2 emissions and adaptability to climate change. Full details of the energy efficiency and adaptability of the subject property, including the proposed development, will be provided at planning application stage and will ensure the proposed development is in compliance with Policies EN6 and EN8 as far as they are relevant.

7.30 Policies C1, C2 and C6 seeks development which will maintain and enhance the role of existing centres, by providing services as locally as possible and minimise the need to travel by car. The site is located within the Fallowfield District Centre, which policy C6 identifies as seeking development which creates more diverse uses. Fallowfield District Centre is described in the inspectorate's decision notice as being *'focussed along Wilmslow Road and contains a range of buildings of a mix of ages, architectural style and built form.*' The centre is primarily mixed-use, with an active student population, night-time economy and retail offering.

Architectural Quality

7.31 A supporting Design and Access Statement has been prepared by BAL Architects to detail the design proposals, and how these will be incorporated within the existing built environment and within the wider regeneration context. The DAS details the process of the design evolution and engagement, including a summary of how the proposed development has responded to the determination of previous planning applications at the site.

7.32 The DAS and Heritage and Townscape Assessment demonstrates that the proposed development is well considered, is of a high quality and will make a positive contribution to the existing local character of the area in accordance with the policies of the Framework and the Development Plan. The holistic and contextual design approach is considered to be an improvement on previous planning permissions. The proposals therefore fully accord with policies EN1 (Design Principles and Character Areas) and DM1 (Development Management).

8. CONCLUSIONS

8.1 The proposals are supported by adopted Local Plan and National planning policies and would deliver the following significant benefits:

- The proposal will replace an underused and mostly vacant car park which no longer meets the needs of students. The proposed development is therefore located on previously developed brownfield land.

- Higher Educational Institutions play a vital role in the economy of Manchester and does much to enhance the City's reputation on a global stage. It is critical to the City's long-term success that it continues to attract students to study in Manchester. The provision of the right quantum, variety and quality of dedicated student accommodation is central to this.

- The proposals will enable the refurbishment and modernisation of the existing student accommodation in Ladybarn House, to improve the enjoyment and living quality of all student residents.

- The shortfall in student accommodation supply is having adverse consequences on the mainstream housing market (which students are increasingly reliant on to meet their residential needs) and the affordability of Manchester as a place to live. This is affecting the sustainability of existing communities, particular those in and close to the Oxford Road Corridor. The redevelopment of the site for student accommodation will help satisfy the city-wide need for additional student accommodation and contribute to managing reliance on the mainstream housing market by students.

- Fallowfield is a popular location for students, with the University of Manchester's Fallowfield campus creating significant demand for high quality purpose built student accommodation.

- The development retains and protects the positive attributes and characteristics of the site, including enhancing its landscape permitter and visual amenity from its adjoining streets.

- A range of economic, social and environmental benefits will arise, and lend further significant weight in favour of the development. These include:

    - Economic benefits, including supporting the economic growth of the

City by sustaining its Higher Education offer; direct and indirect job creation; and increasing spending within Fallowfield District Centre.

- Social benefits, including improving student well-being through the provision of high-quality accommodation; supporting a reduced reliance on the HMO and mainstream housing market to meet student accommodation needs; and

- Environmental benefits, including making efficient use of previously developed land; inclusion of an extensive landscaping scheme with native planting; the delivery of energy efficient buildings and providing a largely car-free development that is highly accessible by public transport, reducing contributions to climate change.

8.2 Following the reasons set out above, it is considered that the proposed development meets the objectives the Manchester City Council's Development Plan. Therefore, planning permission should be granted without delay, in accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Paragraph 11 of the Framework.