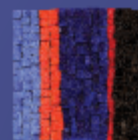


Planning Statement

**Proposal for Extra Care Scheme and
Shared Ownership Apartments**

**Russell Road, Whalley Range
On Behalf of Great Places**

JULY 2024



mosaic
town planning

Mosaic Town Planning Bloc 17 Marble Street Manchester M2 3AW	Enquiries: 0161 638 9211 enquiries@mosaictownplanning.co.uk www.mosaictownplanning.com
Prepared by:	Leon Armstrong
Version:	Final
Date of Issue:	July 2024

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1 Introduction

- 1.1 This Planning Statement accompanies a planning application for the erection of:
- A five-storey extra care block comprising 80 dwellings for LGBTQ+ residents with ancillary facilities and circulation space;
 - A four-storey shared ownership residential block comprising 40 dwellings;
 - Associated landscaping with private residents courtyard and amenity space to the rear;
 - Associated vehicular access and parking off Whalley Road and Carlton Road;
 - Associated pedestrian access from Whalley Road, Russell Road and Carlton Road;
 - Associated bike store and bin stores;
- 1.2 The site consists of 0.93ha of cleared land previously used by Spire Hospital situated between Whalley Road, Russell Road and Carlton Road.
- 1.3 The application is submitted on behalf of Great Places Housing Group. Great Places will also be the operator of the extra care facility, as well as managing the proposed shared ownership homes.
- 1.4 The Statement considers the site and its surroundings and goes on to summarise the planning policies which are material to the proposal, together with other guidance and evidence which have been considered. The analysis addresses all material considerations which we consider to be relevant to the determination of the planning applications. It concludes that planning permission should be granted, having regard to the development plan and other material considerations.
- 1.5 This document should be read alongside the Design and Access Statement, which sets out how the proposals have evolved based on the assessment of the context and have informed the design principles and concepts used in the submission. Conservation matters are addressed in the accompanying Heritage Statement to be read in conjunction with this Statement.

Submitted Documents and Plans

- 1.6 The application is supported by the following documents:
- Affordable Housing Statement
 - Air Quality Assessment
 - Arboricultural Impact Assessment/ Method Statement / Tree Survey Plans
 - Bat Survey (to follow)
 - Biodiversity Net Gain Assessment

- Broadband Connectivity Assessment
- Construction Phase Plan
- Crime Impact Statement
- Design and Access Statement
- Drainage Strategy and Flood Risk Assessment
- Environmental Standards Statement (Energy and Sustainability)
- Heritage Statement
- Landscape Plan and Strategy
- Noise Impact Assessment
- Operation and Maintenance Strategy (to follow)
- Phase 1 Site Investigations
- Phase 2 Site Investigations
- Planning Statement
- Preliminary Ecological Assessment
- Remediation Strategy
- Statement of Community Involvement
- Sunpath Study / Daylight / Sunlight / Overshadowing Assessment
- Thermal Comfort Analysis
- Topographical Survey
- Transport Assessment and Travel Plan
- TV Reception Assessment
- Waste Proforma

1.7 The application is supported by the following plans :

- Location Plan @ Scale 1:1250
- Site Plan (Rev. H) @ Scale 1:500
- Floor Plans: Ground Floor (Rev. D) @ Scale 1:100
- Floor Plans: First Floor (Rev. D) @ Scale 1:100
- Floor Plans: Second Floor (Rev. D) @ Scale 1:100
- Floor Plans: Third Floor (Rev. E) @ Scale 1:100
- Floor Plans: Fourth Floor (Rev. E) @ Scale 1:100
- Floor Plans: Roof Plan (Rev. D) @ Scale 1:100
- Floor Plans: Extra Care Apartment (Rev. C) @ Scale 1:50

- Floor Plans: Shared Ownership Apartment (Rev. C) @ Scale 1:50
- External Elevations (Rev. I) @ Scale 1:100
- Internal Courtyard Elevations (Rev. F) @ Scale 1:100
- Extra Care Elevation Detail Sheet 1 (Rev. C) @ Scale 1:50 and 1:20
- Shared Ownership Elevation Detail Sheet 1 (Rev. B) @ Scale 1:50 and 1:20
- Extra Care Elevation Detail Sheet 2 (Rev. A) @ Scale 1:50 and 1:20
- Shared Ownership Elevation Detail Sheet 2 (Rev. B) @ Scale 1:50 and 1:20
- Proposed Sections Sheet 1 (Rev. E) @ Scale 1:200
- External Stores Floor Plan and Elevation (Rev. A) @ Scale 1:50
- Substation Floor Plan and Elevation (Rev. A) @ Scale 1:50
- Boundary Treatment Plan @ Scale 1:100
- Landscape General Arrangement Plan (Rev. P04) @ Scale 1:200
- Landscape Soft Landscape Plan 1 of 2 (Rev. P03) @ Scale 1:200
- Landscape Soft Landscape Plan 2 of 2 (Rev. P03) @ Scale 1:200

2 The Proposals

2.1 This section provides additional information regarding the proposals. It should be read in conjunction with the submitted Design and Access Statement, which describes the physical characteristics of the development in more detail.

2.2 The application description is as follows:

“The erection of a five-storey extra care scheme comprising 80 dwellings with ancillary facilities and circulation space, a four-storey residential block comprising 40 dwellings, and associated landscaping, private amenity space, access and parking”.

2.3 The proposed extra care scheme located to the centre of the site comprises:

- Ground Floor – Café, lounge, treatment rooms, reception, offices, multi-purpose rooms, staff rooms, buggy store, laundry and plant with 5 x accessible apartments;
- First Floor – 19 x apartments with ancillary lounge and incidental spaces;
- Second Floor – 19 x apartments with ancillary lounge, library and incidental spaces;
- Third Floor – 19 x apartments with ancillary lounge, cinema room, games room and incidental spaces; and
- Fourth Floor – 18 x apartments with ancillary lounge, roof terraces and incidental spaces;

2.4 The extra care scheme is laid out in a ‘L’ shape over five storeys with the mix of apartments and ancillary facilities integrated throughout the building, although the ground floor will accommodate most of the communal spaces including the reception area. Some of the communal spaces include : dining area with provisional café / servery, multi-purpose meeting rooms, lounges and games rooms.

2.5 The accommodation schedule for the apartments is as follow:

- Type A (1B 2P / 54 sqm) x 30 units
- Type B (Cat 3) (1B 2P / 62 sqm) x 2 units
- Type C (2B 3P / 70 sqm) x 3 unit
- Type D (2B 3P / 65 sqm) x 26 units
- Type E (Cat 3) (2B 3P / 75 sqm) x 1 unit
- Type F (1B 2P / 57 sqm) x 9 units
- Type G (2B 3P / 67 sqm) x 8 units
- Type H (2B 3P / 72 sqm) x 1 unit

- 2.6 Each of the extra care apartments will have a living room, dining room, kitchen, bathroom and bedroom(s).
- 2.7 All dwellings are M4(2) Category 2: 'Accessible and Adaptable Dwellings' compliant, including all requisite door opening widths, corridor width, level threshold, bedroom and bathroom accessibility. The ground floor also includes three accessible M4(3) Category 3: 'Wheelchair User Dwellings'. The proposals are also in compliance with Manchester Space Standards, exceeding the 50 sqm minimum floor area for 1-Bed 2-Person dwellings.
- 2.8 Great Places will sit alongside the Council and the LGBT Foundation in the allocation of properties within the proposed development. This will mean that occupancy of the extra care and shared ownership apartments will be vetted to ensure that those most in need are allocated appropriate accommodation.
- 2.9 The shared ownership apartment scheme will sit to the southwest of the site in a single block detached from the extra care scheme. The building will comprise four storeys of accommodation consisting of 25 one-bed apartments and 15 two-bed duplex apartments. The building will also accommodate associated lifts, stair wells and circulation spaces. The building will be partly owned and managed by Great Places.
- 2.10 Energy efficiency will be intrinsic to the development, with a fabric first approach maximising insulation reducing heat loss and gain, keeping the internal temperature of the buildings stable. Apartments will benefit from individual heating systems based on electric, low-surface temperature panel heaters. The proposal will aim to be as low carbon as possible and will deliver on a reduced energy consumption and carbon footprint ethos, whilst future-proofing for changes in energy delivery models including renewable energy via a potential PV array on the roof of the extra care scheme.
- 2.11 Ancillary stores include a tank room, plant, bin, buggy and bike stores. These are accessible through the extra care building and along its main elevation as well as to the side of the shared ownership apartments. An electrical substation is also located on the Whalley Road elevation.
- 2.12 A full landscaping plan, tree survey and ecological assessment has been prepared to inform and accompany this application. In brief, this proposes the following:
- Landscape provisions include boundary landscaping retention and enhancement, amenity planting to the public facing square and car parking areas and private amenity and courtyard planting.
 - There are 48 individual tree specimens and groups identified on the site. Four trees of low arboricultural value are to be removed and thirteen individual specimens and groups are to be

crown lifted. Replacement tree planting comprises a mix of 48 individual specimens, from birches to cherry trees. This represents a net gain of 44 trees.

- Whilst the current site comprises derelict hardstanding with sparse vegetation, it may have habitat potential for bats, birds and badgers. Recommended mitigation includes RAMs, a carefully considered lighting strategy, a nesting season condition and further bat surveys. Given the above baseline, the proposed development produces a net gain of 0.23 area habitat units (10.31%) and a net gain of 0.31 linear units (29.71%).

2.13 There are 23 car parking spaces proposed including 5 EVCP bays and 4 disabled bays. A drop-off bay and ambulance parking is also proposed to serve the extra care facility. This will be achieved by access off Whalley Road and Russell Road. There are a further 20 parking spaces proposed to serve the shared ownership block, accessed off Carlton Road to the east. A total of 32 cycle parking spaces are proposed to the north of the extra care facility and a bike store is also provided to offer a further 46 cycle parking spaces for the shared ownership block.

2.14 The site will be bounded by existing walls on all sides, including a tall brick wall to the northern boundary and a historic stone boundary wall along Whalley Road, Russell Road and Carlton Road. As the vehicular access points into the site utilise existing openings, only small sections will be carefully removed to allow for adequate pedestrian access. The remaining wall will be replaced and repaired elsewhere.

3 Site and Surroundings

- 3.1 The site consists of 0.93 hectares of land located off Russell Road in Whalley Range.
- 3.2 The site was previously occupied by a part three and four storey hospital, with plant and equipment on a fifth storey, constructed in the 1980s. The hospital was closed in 2017 and demolished after prior approval was granted in 2019. The land has been cleared and has remained vacant since.
- 3.3 The site is generally flat and comprises cleared land and footings associated with the former hospital. Some self-seeded trees and vegetation are present following its demolition. There are numerous trees planted along the perimeter, which is bounded by a stone wall on three sides and a tall brick wall along the northern elevation.
- 3.4 The immediate area comprises a mix of large Victorian villas within large plots which have been converted into apartments or residential institutions. They sit alongside infilled plots from the 1970s onwards, including the adjacent three and four storey apartment block at 30 Carlton Road.
- 3.5 The surrounding area comprises a mix of large residential properties and institutional uses such as St Luke's Centre (adjacent), Our Lady's Primary School (opposite), St Margaret's Church (300m northwest) and the British Muslim Heritage Centre (350m south).
- 3.6 The site is in a sustainable location within close proximity to shops, services and public transport. Local facilities within walking distance include a Tesco Express (500m), the Range GP (600m), Range Pharmacy (600m) and various takeaways (600m) all on Withington Road to the east. There is also a Post Office on Upper Chorlton Road (750m) to the southwest.
- 3.7 Vehicular accessibility includes direct access on to Russell Road, Whalley Road and Carlton Road, leading to Withington Road and the City Centre beyond in the north and Wood Road to the south. Buses stop regularly on Upper Chorlton Road to the northwest and Firswood Metrolink stop is also located within a 1km walk of the site.
- 3.8 The suburb of Whalley Range is accessible via Princess Road (A5103) to the east and Chester Road (A56) to the west. These roads link Whalley Range to the Greater Manchester area and the wider motorway network via the M60 and M56.

Local Plan Designation

- 3.9 The site is situated on unallocated land within the urban area and Whalley Range Conservation Area in the Manchester Core Strategy Proposals Map (2012).

4 Planning History

4.1 The following applications at the subject site are relevant:

- Prior Approval for the demolition of the former Spire Hospital (Ref: 122469/VO/2019) – *approved on 19.03.19*
- Full Application for the construction of 10 additional parking spaces (Ref: 049740/FO/CENTL1/96) – *approved 10.06.96*
- Reserved Matters Application (Phase 2) for extensions to hospital including additional outpatient and ward accommodation, operating theatre and associated plant (Ref: 029775) – *approved 24.09.87*
- Reserved Matters Application (Phase 1) for detailed plans, elevations, materials, landscaping and car parking with alterations to hospital (Ref: F08747) – *approved 26.07.78*
- Outline Application for a replacement hospital building and alterations to existing buildings through phased development and demolition (Ref: F07931) – *approved 01.03.78*
- Full Application for the remodelling and replacement of existing hospital facilities (Ref: F05109) – *approved on 08.07.76*

4.2 Following receipt of the prior approval consent from Manchester City Council in 2019 the former Spire Hospital building was demolished. The site has been cleared and has remained vacant since.

5 Planning Policy, Guidance and Evidence Base

National Policy and Guidance

- 5.1 A revised version of the **National Planning Policy Framework** was published in 2023 and provides relevant guidance.
- 5.2 Paragraph 8 of the Framework confirms that the three aims of sustainable development need to be pursued in mutually supportive ways; an economic objective, a social objective and an environmental objective.
- 5.3 At the heart of the Framework is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay.
- 5.4 Paragraph 60 sets out the government's intention to significantly boost the supply of housing. This sets out that a sufficient amount and variety of land is needed to come forward to meet needs, including groups with specific housing requirements.
- 5.5 Paragraph 63 is more explicit in encouraging new housing to meet the needs of "different groups in the community" including older people with care needs and those with affordable housing needs.
- 5.6 Section 11 of the NPPF emphasises the need to make effective use of land. Paragraph 123 states that planning decisions should promote the effective use of land in meeting the need for homes whilst safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 5.7 Paragraph 124 also considers that planning decisions should (a) encourage multiple benefits from the use of urban land including through mixed use schemes and (c) give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.
- 5.8 Paragraph 128 requires planning decisions to achieve appropriate densities by taking into account: (a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it; (b) local market conditions and viability....(d) the availability of maintaining an area's prevailing character and setting, or of promoting regeneration and change.
- 5.9 Design and layout considerations are detailed in Section 12 of the Framework. Paragraph 131 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

5.10 Section 15 of the NPPF states that planning decisions should contribute and enhance the natural environment by (d) minimising impacts on and providing net gains for biodiversity, (e) improve local environmental conditions and (f) remediate derelict, contaminated and unstable land.

5.11 Section 16 of the Framework concerns the conservation and enhancement of the historic environment. This is covered in detail in the accompanying Heritage Statement.

5.12 In explaining the importance of planning for the housing needs of older people, **Planning Practice Guidance** states the following (ID: 63-001-20190626):

“The need to provide housing for older people is critical. People are living longer lives and the proportion of older people in the population is increasing. In mid-2016 there were 1.6 million people aged 85 and over; by mid-2041 this is projected to double to 3.2 million. Offering older people a better choice of accommodation to suit their changing needs can help them live independently for longer, feel more connected to their communities and help reduce costs to the social care and health systems. Therefore, an understanding of how the ageing population affects housing needs is something to be considered from the early stages of plan-making through to decision-taking.”

5.13 Planning Practice Guidance defines different types of specialist housing for older people (ID: 63-010 20190626). These include:

“Extra care housing or housing-with-care: This usually consists of purpose-built or adapted flats or bungalows with a medium to high level of care available if required, through an onsite care agency registered through the Care Quality Commission (CQC). Residents are able to live independently with 24-hour access to support services and staff, and meals are also available. There are often extensive communal areas, such as space to socialise or a wellbeing centre. In some cases, these developments are known as retirement communities or villages - the intention is for residents to benefit from varying levels of care as time progresses.”

5.14 Other extracts of relevance include the following:

- *“Plans need to provide for specialist housing for older people where a need exists. Innovative and diverse housing models will need to be considered where appropriate.” (ID: 63-012-20190626)*
- *“Plan-makers will need to consider the size, location and quality of dwellings needed in the future for older people in order to allow them to live independently and safely in their own home for as long as possible, or to move to more suitable accommodation if they so wish.” (ID: 63-012-20190626)*

- *“Decision makers should consider the location and viability of a development when assessing planning applications for specialist housing for older people. Local planning authorities can encourage the development of more affordable models and make use of products like shared ownership. Where there is an identified unmet need for specialist housing, local authorities should take a positive approach to schemes that propose to address this need.” (ID: 63-016-20190626)*
- *“Plan-making authorities will need to count housing provided for older people against their housing requirement. For residential institutions, to establish the amount of accommodation released in the housing market, authorities should base calculations on the average number of adults living in households, using the published Census data.” (ID: 63-016a-20190626)*

5.15 Other relevant passages concerning inclusive design and accessibility are addressed in the accompanying Design and Access Statement.

Local Policy

- 5.16 The starting point for decision making is the **Manchester City Council Core Strategy (2012). The Place for Everyone Joint DPD (2024)** has partially superseded some of the policy wording within Core Strategy policies. However, the general policy aims are listed below.
- 5.17 The Proposals Map illustrates that the site is unallocated land within the urban area. Area **Policy H6** – South Manchester applies. This confirms that outside the district centres priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing.
- 5.18 **Policy SP1** sets out the spatial principles for the City. It seeks to create well-designed places that enhance or create character, make a positive contribution to the health, safety and wellbeing of residents, considers the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and protect the built and natural environment. Separate criteria in the policy has now been superseded by Places for Everyone Policy JP-S1.
- 5.19 **Policy H1** encourages residential development with 60,000 new dwellings provided between March 2009 and March 2027 equating to an average of 3,333 units per year. The policy seeks to increase family housing outside of the City Centre and Inner Area, however the overriding objective is to ensure the needs of all, including the growing elderly population are met. It is expected that 90% of residential development will take place on previously developed land in close proximity to centres and high

frequency public transport routes. Key aspects of this policy such as the requirement and trajectory are out-of-date and have been superseded by Places for Everyone Policy JP-H1.

- 5.20 **Policy H8** sets out how developments should respond to 20% contribution of affordable housing across the city. Using 20% as a starting point, developers should look to provide new homes that will be for social or affordable rent, with a higher focus on affordable home ownership options. Some of this policy wording relating to affordable tenure mix has now been superseded by Places for Everyone Policy JP-H8.
- 5.21 **Policy H10** provides housing guidance for people with additional support needs. It states that they will be supported where: i. There is not a high concentration of similar uses in the area already; ii. Where it will contribute to the vitality and viability of the neighbourhood; and iii. Where there would not be a disproportionate stress on local infrastructure such as health facilities.
- 5.22 **Policy EN1** requires that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. This is covered in more detail in the accompanying Design and Access Statement.
- 5.23 **Policy T1** indicates support for proposals that: improve choice by delivering alternatives to the car; promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services; improve access to transport services and facilities; improve pedestrian routes and the pedestrian environment; facilitate modes of transport that reduce carbon emissions and reduce the negative impacts of road traffic. Separate criteria in the policy has now been superseded by Places for Everyone Policy JP-C1.
- 5.24 **Policy EN3** relates to heritage matters. This seeks to raise standards in terms of appearance and function and ensure that new development preserves or enhance heritage assets. This is covered in more detail in the accompanying Heritage Statement.
- 5.25 **Policy EN4** seeks to reduce fuel poverty and growth in CO2 emissions through reducing the need for energy via design features such as passive heating, natural lighting and cooling, improved insulation and glazing, low and zero carbon energy production and future connection to decentralised energy schemes.
- 5.26 **Policy EN6** aims to ensure that applications for residential developments meet a target of 15% reduction in domestic CO2 emissions. However, the policy notes that any future reductions required under the building regulations would apply.

- 5.27 **Policy EN8** requires new development to be adaptable to climate change in terms of its design, layout, siting and function of both buildings and associated external spaces. Regard should be had to drainage, permeability, green infrastructure, passive design, diverse greenspaces, green roofs and green walls.
- 5.28 **Policy EN9** seeks to ensure that new development enhances the quality and quantity of green infrastructure, improve the performance of its functions and creates linkages between areas of green infrastructure.
- 5.29 **Policy EN14** directs new development away from sites at the greatest risk of flooding and towards sites with little or no risk of flooding. All new development should minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) where appropriate.
- 5.30 **Policy EN16** aims to improve air quality in Manchester with developers expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the effects of development and emissions generated by the buildings themselves.
- 5.31 **Policy EN18** explains that the Council will give priority to the remediation of contaminated land. Proposals for redevelopment of contaminated land will be accompanied by health risk assessments.
- 5.32 **Policy EN19** requires applicants to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met, encouraging communities to take responsibility for waste management.
- 5.33 **Policy DM1** sets out the development management principles for new development. This requires new development to have regard to local character, effects on amenity, privacy, light, noise, road safety and traffic generation amongst other material considerations, where appropriate.
- 5.34 Many **Unitary Development Plan (1995)** policies have either not been saved or have been replaced by Core Strategy policies on its adoption in 2012, although saved UDP **Policy DC7 – New Housing Development** which seeks accessible ground floor housing for disabled people, is still relevant.
- 5.35 Supplementary planning guidance of relevance includes the **Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (2007)**. This guidance aims to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods.
- 5.36 **Providing for Housing Choice Supplementary Planning Document (SPD) and Planning Guidance (2008)** establishes the strategy for affordable housing provision in Manchester. It states that the Council needs to lead on improving the quality, quantity and balance of housing supply in the City. The provision of specialist care needs for the elderly including extra care is encouraged.

- 5.37 The **Manchester Residential Design Quality Guidance (2017)** is relevant to the proposals. This includes specific guidance on space, daylight, spacing standards, internal living arrangements, storage and circulation space for apartments. Some of this guidance has been superseded by Nationally Described Spacing Standards and M4(3) of the Building Regulations.

Sub-Regional Planning Policy

- 5.38 The **Places for Everyone Joint Development Plan Document (2024)** was adopted by all Greater Manchester Authorities (excluding Stockport MBC) on 21st March. This sets out a strategic framework for new development across the sub-region. Policies of relevance include the following:

- Policy JP-Strat5: Inner Areas
- Policy JP-S1: Sustainable Development
- Policy JP-S2: Carbon and Energy
- Policy JP-S4: Flood Risk and the Water Environment
- Policy JP-S5: Clean Air
- Policy JP-S6: Resource Efficiency
- Policy JP-H1: Scale, Distribution and Phasing of New Housing Development
- Policy JP-H2: Affordability of New Housing
- Policy JP-H3: Type, Size and Design of New Housing
- Policy JP-H4: Density of New Housing
- Policy JP-G1: Landscape Character
- Policy JP-G2: Green Infrastructure Network
- Policy JP-G6: Urban Greenspace
- Policy JP-G7: Trees and Woodland
- Policy JP-G8: A Net Enhancement of Biodiversity and Geodiversity
- Policy JP-P1: Sustainable Places
- Policy JP-P2: Heritage
- Policy JP-P3: Cultural Facilities
- Policy JP-P6: Health
- Policy JP-C6: Walking and Cycling
- Policy JP-C8: Transport Requirements for New Development
- Policy JP-D2: Developer Contributions

- 5.39 Policy excerpts of particular relevance include Policy JP-Strat5's objectives to regenerate the inner areas including Whalley Range, reducing levels of deprivation and poverty and improving the health

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and wellbeing of communities. Due to the sustainable location of the Inner Area, high levels of growth will be accommodated here where it enhances the quality of places and their local character.

- 5.40 Policy JP-H1 uplifts the housing requirement in Manchester to an annual average of 3,533 dwellings, equating to 60,061 dwellings over the plan period (2022-2039). Policy JP-H2 seeks to maximise the delivery of affordable housing with a “renewed emphasis on ensuring that a diverse range of housing is available to meet the needs of older people”.
- 5.41 Policy JP-H4 requires a *minimum* residential density of 35 dwellings per hectare. In order to achieve an appropriate mix of housing a 120 dwelling residential density per hectare is recommended for the development of apartment schemes.

Local Evidence Base

- 5.42 Manchester City Council produced a **Housing Strategy (2022)** which aims to meet demand for all types of housing in every part of the City, committing to building 36,000 homes up to 2032, of which 10,000 will be social and affordable housing. In terms of addressing inequalities, the Strategy notes that the Council will work with the LGBT Foundation to deliver the UK’s first LGBT-majority Extra Care scheme.
- 5.43 The **Greater Manchester Strategic Housing Market Assessment (2019 SHMA)** sets out the housing needs for Manchester and surrounding authorities. This predicts a total increase of 23,826 households between 2018 and 2028 in Manchester based on an overall population change of +14% over the period 2016 to 2036. There is a strong population growth of those aged 60 and over during this period with an almost 80% increase in those aged 85 and upwards in Greater Manchester. The Assessment identifies that there were 33,774 units designed for older persons as of 2016. Of this, there were only 8 extra care schemes in Manchester, providing 483 care bed spaces. Analysis by LIN and the EAC estimates there will be a care need for 8,500 units (including extra care) by 2035. The Assessment identifies that 5,122 households had fallen into affordable need in Manchester and recommends a net annual need figure of 1,156 dwellings. The SHMA is not prescriptive in terms of how new affordable homes should address demands for the number of bedrooms or tenure.
- 5.44 The subject site is identified in the **Manchester Strategic Housing Land Availability Assessment (2023 SHLAA)** as a 0–5-year site with a yield of 120 dwellings based on an extra care development (Ref: Whal_Cap_703). The site is also identified within the Council’s **Brownfield Land Register (2023)** as suitable for development.
- 5.45 The most up-to-date **Authority Monitoring Report (2022 AMR)** confirms that a total of 3,972 homes (gross) were completed in the 2021/22 period, with 532 of these being affordable. The report clarifies

that the standard methodology is the correct means to calculate housing need, although it has since been superseded by Places for Everyone. According to the former, Manchester City Council achieved 95% against the Housing Delivery Test. A total of 17,469 dwellings were claimed to be in the planning pipeline at the end of March 2022.

- 5.46 **Housing, Aging and Care (2020)** was produced by the LGBT Foundation. The aim of the report seeks to establish what Manchester's LGBT communities want from the UK's first purpose-built LGBT extra care scheme. This demonstrated a high level of interest in an extra care scheme with respondents. Of those surveyed, 51% would not be comfortable living in retirement housing without specific LGBT considerations. Participants would prefer any extra care scheme to include all LGBT people and not be specific to gender, sexual orientation and/or trans status. The majority of respondents wanted autonomy where possible, but with events and community spaces for older LGBT people. An interest to connect to other communities was also stated, including faith groups and younger LGBT groups. Overall, those consulted required most if not all the types of facilities and services that any other modern extra care scheme would offer.

Best Practice Guidance

- 5.47 A useful starting point for evidence and best practice guidance regarding the need for retirement accommodation, its characteristics and associated benefits comprises the following documents:
- Series of HAPPI reports (Housing our Ageing Population Panel for Innovation) – 2009 to 2021
 - Housing in Later Life: planning ahead for specialist housing for older people toolkit – 2012
 - Retirement Living Explained: A Guide for Planning & Design Professionals – 2017
 - Government response to the Second Report of Session 2017-19 of the Housing, Communities and Local Government Select Committee inquiry into Housing for Older People – 2018
 - Rightsizing - Reframing the housing offer for older people: PHASE research consultancy at the Manchester School of Architecture – 2018
 - What we want - Future-proofing retirement housing in England: Dr Brian Beach for ILC and others – 2021
- 5.48 **Housing in Later Life: planning ahead for specialist housing for older people (2012)** is a key text for planners' understanding of the sector. It was published jointly by the National Housing Federation, Tetlow King Planning, McCarthy & Stone, Contact Consulting and the Housing LIN. The document is useful for LPAs and commissioners to use when planning for specialist housing for older people as part of an overall local strategy on older people's housing, care and support.

- 5.49 With regard to need, it states: “England has a rapidly ageing population....A range of housing options are required to address these challenges. Specialist housing for rent or sale can play a role in helping to manage these housing pressures... The need for specific design features and services, such as on-site care and support provision as well as the need for individual care packages, make developing this form of accommodation different from general housing. Visiting a completed scheme may help those involved in planning for older people’s housing to develop a better understanding of the way these developments operate.”
- 5.50 In terms of delivery, the guidance states “Many schemes receive opposition at the planning stage based on concerns relating to the impact of an increased older person population on local services, such as GP practices and hospitals. However, research shows that most residents vacate a property within a short radius to move into specialist accommodation, including when built for home ownership, so the perceived impact upon local health and care services is often very minimal...the nature of specialist housing may actually reduce the impact on local health services. Residents may also move nearer families and friends who can provide care and support.”
- 5.51 The report states that specialist housing for older people can also contribute positively towards; quality of life, achieving sustainable communities, reducing fuel poverty, stimulating the housing market, reducing or delaying the need for care and multiplier effects on the local economy.
- 5.52 The report notes that there are direct benefits to the local economy with estimates showing that an average scheme of 40 apartments provides investment of approximately £5 million into older people’s housing and the local economy (given the report is based on 2012 values this is likely to be significantly higher in 2024). Around 50 people are also employed for the duration of the construction process and around 17 full and part time jobs are created from a typical extra care development with schemes which provide higher degrees of care expected to provide even higher levels of employment.
- 5.53 Delivering extra-care schemes in the planning process is advisable through identifying existing and emerging needs in a Strategic Housing Market Assessment and positively worded local planning policies.
- 5.54 **Retirement Living Explained: A Guide for Planning & Design Professionals (2017)** was produced by Sam Clark at Newcastle University in association with Churchill Retirement Living, Planning Issues Ltd and the Housing LIN. This report also provides an accessible and useful introduction into the sector for decision makers.

6 Analysis

Principle

- 6.1 The application must be considered alongside prevailing development plan policies unless material considerations indicate otherwise. In this case, the development plan comprises the Manchester Core Strategy (2012), saved policies of the Manchester Unitary Development Plan (1995) and Places for Everyone Joint Development Plan Document (2024).
- 6.2 The site is situated on unallocated land within the urban area and Whalley Range Conservation Area. Area Policy H6 applies to South Manchester. This confirms that development to meet identified needs is acceptable here. In the following sections of this statement we will demonstrate how the scheme meets identified needs via Core Strategy Policy H8 and Policy H10.
- 6.3 As the proposals would contribute to the overall provision of new residential dwellings in a sustainable location close to services and public transport routes, the scheme would comply with the general objectives of Policy H1. Additionally, the scheme goes significantly beyond the requirement of Policy H8 to provide at least 20% affordable housing.
- 6.4 Elsewhere, the recently adopted Places for Everyone DPD uplifts the superseded Policy H1 housing requirement to 3,533 dwellings per annum and aims to regenerate the inner areas including Whalley Range, reducing levels of deprivation and poverty and improving the health and wellbeing of communities. The proposal can positively contribute towards both of these objectives.
- 6.5 The proposal would also comply with the general principles of NPPF in relation to the Government's objective of "significantly boosting" (paragraph 60) the supply of homes and making effective use of previously developed land, requiring decision makers to "give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs" (paragraph 124c).
- 6.6 A key strand running through this proposal is that it will meet identified needs for older persons, those within the LGBTQ+ community and for affordable homes. The requirement for proposals to reflect prevailing needs for different groups in the community is established in paragraph 63 of the NPPF.
- 6.7 The site was previously occupied by a large hospital from the 1980s up to 2019 when it was demolished and cleared for development. Prior to this, the plot had been occupied by a large detached Victorian villa, a convent and St Joseph's Hospital. As such, the site has formed a key role in the development of Whalley Range as a prestigious Victorian suburb of Manchester since the 1800s.
- 6.8 For the reasons raised in this statement, we believe that the proposal equates to sustainable development and as such a presumption in favour applies. In this instance the LPA must approve proposals that accord with the development plan without delay.

Great Places

Russell Road, Whalley Range

Extra Care Need

- 6.9 This section addresses the proposal against the prevailing need for specialist and extra care accommodation in the City.
- 6.10 An understanding of a significant demographic shift towards an older population is “something to be considered from the early stages of plan-making through to decision-taking.” according to Planning Practice Guidance. It emphasises that “the need to provide housing for older people is critical” with 1.6m people aged 85 and over projected to double to 3.2m by 2041.
- 6.11 The Greater Manchester SHMA (2019) predicts strong population growth of those aged 60 and over from 2016 to 2036, with an almost 80% increase in those aged 85 and upwards in Greater Manchester. This presents an opportunity to: provide new specialist accommodation for older persons, diversify the housing stock, allow downsizers to find more suitable accommodation and free up family housing.
- 6.12 Delivery of specialist housing for older people has not kept up with demand. As of 2016 (SHMA base date), there were only 483 extra care bed spaces in Manchester. The Assessment estimates that there is a total shortfall of housing with care of 650 bed spaces and it recommends a net annual need of 1,156 dwellings in Manchester specifically to cater for the growing needs of an aging population.
- 6.13 The proposed extra care development can play an important role in meeting this annual requirement in Manchester as well as increasing and diversifying the City’s overall portfolio of specialist housing for older persons.
- 6.14 The proposals are truly unique in that they will meet specialist LGBTQ+ needs and will be the first of their kind in the UK. The need and demands for such a facility have been demonstrated by extensive work carried out by the LGBT Foundation, Manchester City Council and Great Places. This has comprised considerable consultation and co-production of plans over the past few years.
- 6.15 As established in the Housing, Aging and Care (2020) report produced by the LGBT Foundation, respondents wished to live in a safe environment where they can be themselves in older age, alongside many of the usual requirements of a modern extra care scheme. This will prove to be a vital facility for the LGBTQ+ community will be an exemplar for future schemes of this nature.
- 6.16 It is therefore clear that:
- There is a historic shortfall of specialist accommodation for older persons in Greater Manchester and Manchester specifically;
 - There is a current need for extra care accommodation that is not being met;
 - This need is likely to increase given demographic changes seen nationally and locally;

- Urgent action is required to address past, current and future needs for specialist accommodation for older persons;
- The scheme will meet specialist needs and be an exemplar facility for the LGBTQ+ community;
- Aside from solving a supply issue, the provision of sufficient specialist accommodation has numerous other benefits which will be discussed below.

Extra Care Benefits

- 6.17 As demonstrated in national guidance, there are specific benefits that specialist care for the elderly can bring not just to residents, but the wider community. This section will describe some of these benefits, which should be held in the planning balance.
- 6.18 Residents living together in care villages such as this can increase their social network. This has been linked to improved quality of life, psychological and social well-being through meeting older people's needs for intimacy, comfort, support, companionship and fun.
- 6.19 Residents in extra care accommodation often report increased happiness and subsequently their health and well-being had improved since moving. This intervention can help to reduce or delay the need for care which can minimise the impact on health services.
- 6.20 Extra care creates a safe environment which encourages residents to circulate. The facilities will be well-lit and flat, removing the potential for slips and falls. The premises will be patrolled by a 24 hour onsite warden who can respond to emergencies if they occur. This also provides additional security for residents who wish to leave their apartment doors open during the day and interact with others.
- 6.21 Great Places staff can offer readily accessible repairs and maintenance for residents, in terms of both contents and the building itself. Practical support for elderly residents offers convenience and peace of mind whilst ensuring that the building is maintained to a good standard.
- 6.22 Fuel poverty and an aging, inefficient housing stock is closely linked thousands of deaths each winter, especially when combined with the increasing costs of energy. Extra care schemes offer residents who are vulnerable to the cold a modern, dry and well-heated facility at a lower cost.
- 6.23 Inclusivity is a significant feature of this extra-care facility. The applicant has worked with the LGBT Foundation and Manchester City Council over several years to bring forward the UK's first scheme specifically for the LGBTQ+ community. This will not only offer accommodation to individuals and couples who feel increasingly isolated in their older age in heteronormative settings, but an inclusive communal environment where people feel free to be themselves. This is a significant social benefit of the proposed development.

- 6.24 Extra care schemes contribute towards the overall vitality and viability of communities. The LGBT Foundation survey uncovered interest from prospective residents to connect to other communities, including faith groups and younger LGBTQ+ groups. This could help encourage social networks in the wider area and build communities. The use of local services will also be boosted, encouraging multiplier effects on the local economy.
- 6.25 An average extra care scheme of 40 apartments provides an investment of approximately £5 million into older people's housing and the local economy. This figure is based on a 2012 Study and likely to have substantially increased with inflation. Around 50 people are employed for the duration of the construction process and around 17 full and part time jobs are created from a typical extra care development. Schemes which provide more intensive care are expected to provide even higher levels of employment. Given the proposal is for a much larger scheme these benefits are accentuated.
- 6.26 Increasing the stock of specialist housing for older people could help to stimulate the housing market and release larger homes for families to occupy. Around 60 per cent of older householders have multiple bedrooms despite having no dependent children. The benefits of releasing such properties has a knock on effect that stimulates the housing chain and ultimately benefits first time buyers.
- 6.27 The proposal embodies the social and economic aspects of sustainable development, as per paragraph 8 of NPPF, and will contribute towards healthy, safe and inclusive mixed communities as supported by paragraph 96 of NPPF.

Affordable Housing Need

- 6.28 As previously described, the 2019 SHMA provides the most up-to-date assessment of affordable housing need across Greater Manchester.
- 6.29 This identifies that there is a total unmet housing need (gross backlog) of 4,697 homes in Manchester. Given the high gross household formation rates predicted in the City from 2016 to 2026, anticipated and committed supply, a total net annual need of 1,156 dwellings are recommended.
- 6.30 Successive Annual Monitoring Reports (AMR) from the period 2012-2022 from Manchester City Council show the amount of affordable housing completions. This is illustrated in the table below:

AMR PERIOD	NET AFFORDABLE HOUSING COMPLETIONS
2021/22	532
2020/21	461
2019/20	436
2018/19	334
2017/18	281
2016/17	197
2015/16	104
2014/15	35
2013/14	109
2012/13	281
TOTAL:	2,770
AVERAGE COMPLETIONS P/A:	277

- 6.31 The above table confirms that there has been a significant shortfall of affordable housing completions when set against the 1,156 dwelling per annum requirement set out in the 2019 SHMA. Affordable completions have consistently been below the level required to meet needs across the City. A step change in supply is therefore required, which this scheme can contribute towards.
- 6.32 Policy H8 of the Core Strategy seeks a 20% contribution of all new housing developments in the City to be affordable. As described earlier, 100% of the 40 apartments in the apartment block are for shared ownership tenure. It is a powerful material consideration that the proposal goes significantly beyond the proportion sought by the Council. Additionally, Policy JP-H2 of Places for Everyone seeks to “maximise the delivery of additional affordable homes” which this scheme complies with.
- 6.33 In terms of affordable tenure, the Core Strategy states that “almost 39% of households, whilst not qualifying for social rented housing, are unable to purchase their own house. To enable them to do so, shared equity or ownership options will be necessary to meet Manchester's target of increased home ownership”. The proposals are entirely in accordance with this aim and will provide 40 shared ownership apartments for local people.

- 6.34 The SHMA is not prescriptive in terms of how new affordable homes should address demands for the number of bedrooms. However, Table 8.63 of the SHMA illustrates that the vast majority of households on the housing register in Manchester require one and two bedroom properties. As such, we believe that the mix of one and two bedroom apartments as proposed is acceptable to meet needs.
- 6.35 Table 8.100 of the Greater Manchester SHMA (2019) identifies that 75% of older persons needs will be for rental tenure, as opposed to 25% being leasehold tenure. The 80 social rent apartments proposed within the extra care accommodation will help to meet not only older persons care needs, and those of the LGBTQ+ community, but affordable needs within the region. It is therefore compliant with the requirements set out in the local evidence base.
- 6.36 The 100% provision of affordable housing, delivered through a mix of affordable rent and shared ownership properties as part of this proposal is a substantial benefit and helps to meet the urgent affordable housing needs of Manchester. It exceeds the requirements of Policy H8 and should therefore be afforded significant weight in the determination of this application.

The role of Great Places

- 6.37 Great Places are one of the North West's largest Registered Providers with over 25,000 properties across the region and beyond. They are a strategic partner to Homes England and have a strong track record of affordable housing delivery. They have developed over 1,400 new homes in 2023/24 and over 1,000 new homes due to start on site in 2024/25.
- 6.38 Great Places currently own and operate a range of extra care schemes in the region. They have staff with considerable experience in supporting and commissioning extra care services for residents as a care provider.
- 6.39 As described in the Statement of Community Involvement, Great Places has engaged in a significant consultation exercise with local residents, community groups, the LGBT Foundation and Manchester City Council. As such, the applicant is committed to inclusivity and this runs through the very core of this proposal and those who it will benefit.
- 6.40 Great Places will sit alongside the Council and the LGBT Foundation in the allocation of properties within the proposed development. This will mean that occupancy of the extra care and shared ownership apartments will be vetted to ensure that those most in need are allocated appropriate accommodation.

Development Management Considerations

- 6.41 The applicant has engaged with a host of consultants and an architect to produce a robust set of plans, surveys and documents to support this application. These show that the proposals are acceptable in all design, layout, environmental and technical considerations. These findings are described below:
- 6.42 An **Affordable Housing Statement** has been provided by Great Places to support the submission. It clarifies the role of the Registered Provider, the type, tenure and location of the provision, the affordability criteria, eligibility criteria, disposal arrangements, letting arrangements and occupancy criteria. Some of these matters are described in detail in the previous section. In summary, the proposal complies with Core Strategy Policy H8 and the provision of 100% affordable housing exceeds the requirements. This is a significant material consideration in favour of this application.
- 6.43 The Energy Counsel has been instructed to carry out an **Air Quality Assessment** to accompany the proposed development. This has found that the construction and operational phases have the potential to cause air quality impacts at sensitive locations. Mitigation is therefore required during the construction phase including the use of sustainable transport modes, managed vehicle flows and reduced pollution around the site. Good Practice Design Principles are also to be adopted during the construction and operational phases to ensure that air quality impacts are not significant. The proposals are compliant with Core Strategy Policy EN16.
- 6.44 Urban Green has produced an **Arboricultural Impact Assessment** with an associated Tree Survey, Tree Constraints Plan, Tree Removal Plan and Tree Protection Plan. In short, there are currently 48 individual tree specimens and groups identified on the site. Four trees of low arboricultural value are to be removed and thirteen individual specimens and groups are to be crown lifted. Replacement tree planting comprises a mix of 48 individual specimens, from birches to cherry trees. This represents a net gain of 44 trees. The Assessment recommends that a Method Statement be provided to ensure that construction does not negatively impact retained trees and an arboriculturalist to be retained during the construction period to advise and supervise. The applicant is committed to ensuring that these measures are upheld. The proposals are compliant with Core Strategy Policy EN9.
- 6.45 Urban Green has also provided **Biodiversity Net Gain Assessment** to accompany the proposals. The Assessment was calculated using the November 2023 Biodiversity Metric Tool in February 2024. This confirmed the pre-development habitat; there are a total of 2.20 area habitat and 1.05 linear baseline units. This consists of sparsely vegetated ruderal and ephemeral habitats, introduced shrubs, modified grassland, scrub, trees and hedgerows. A number of these habitats are retained whilst the Landscape Plan provides tree, hedge and shrub planting with turfed areas and wildflower meadows. The scheme will provide for 2.42 area habitat units and 1.05 linear units. This represents a 10.31% BNG for area

habitats and a 29.71 BNG for linear habitats. The proposals are therefore in compliance with Places for Everyone Policy JP-G8.

- 6.46 Greater Manchester Police have assessed the proposals in a **Crime Impact Statement**. It is noted that the scheme will offer passive surveillance, reduce entry to neighbouring properties, deter anti-social behaviour, good visibility of access, restricted rear courtyard access, prominent car parking, secured bicycle and buggy parking and self-contained accesses for both blocks. It also recommends a number of changes which have been subsequently made to the proposals. These include moving the bicycle store to the rear and providing a secure apartment access from the extra care scheme. Upon construction and occupation, the applicant intends to incorporate the detailed recommendations of the Statement. The proposals are in accordance with Core Strategy Policy DM1.
- 6.47 The Energy Counsel has provided a **Daylight and Sunlight Assessment** to accompany the scheme. This analysis shows that the impact to the windows in the surrounding buildings is mostly in accordance with the BRE standards. The majority of the surrounding spaces will still achieve a good level of daylight and sunlight post-development, in excess of the minimum values stated in BR209. Also, the limited number of spaces which do not meet the minimum standards still achieve a good level of daylight for apartments of this type within this urban setting. The proposals are in accordance with Core Strategy Policy DM1.
- 6.48 Triangle Architects has produced a **Design and Access Statement** to complement the submitted plans. This illustrates how the proposed design and layout has evolved over time, taking into account site constraints, opportunities and a wide range of consultees. The scale and massing has undergone several tweaks during this process, resulting in a final proposal that successfully breaks down longer elevations and responds to the neighbouring area. The layout is accessible, legible, retains many of the existing access points, ensures that the proposals sit comfortably within the corner plot and provides a landscape green buffer along its perimeter, enhancing the verdant nature of the area. The traditional building form including a pitched roof, gable ends, parapets and setbacks is sympathetic to the local environment. The materials used include a traditional red brick, a brown brick for inserts, a contrasting dark brick for setbacks, used to break down the blocks, and a slate effect roof covering, all of which are in keeping with the Whalley Range architectural vernacular. The use of brick detailing including snapped headers and window recesses will also provide a richness, depth and interest. The proposed development would make a valuable contribution to Whalley Range and complies with Policy EN1 of the Core Strategy.
- 6.49 SGI has produced a **Drainage Strategy and Flood Risk Assessment** to accompany the proposed development. It identifies that the site is in Flood Zone 1 and at low risk of fluvial flooding. There is a

small area at risk of pluvial flooding, but following on-site works, this risk will be mitigated. The risk of surface water flooding can be mitigated by a detailed drainage strategy with restricted run-off rates introduced, climate change allowances added and the run-off water treated before discharge. The detailed drainage strategy can be addressed by way of a planning condition. The Assessment confirms that the proposal is otherwise acceptable in planning terms. The scheme is therefore in accordance with Core Strategy Policy EN14.

- 6.50 The Energy Counsel has provided an **Environmental Standards Statement** to support the application. This confirms a fabric first approach will be followed and that the proposals will reduce the total carbon emissions by 62.84% compared to the new building regulations, exceeding the 15% requirement of Policy EN6 of the Core Strategy. Heat pumps will contribute towards energy reductions of approximately 50%. The total primary energy of the development will also be reduced by 28% compared to building regulations. Further sustainability measures will be embedded into the heart of the development, including enhanced building fabric, air tightness, thermal bridging, ventilation, efficient electric heating and air to water heat pumps and an efficient lighting strategy using CFL or LED type fittings. The use of additional renewable energy provision such as PV solar panels in discreet locations on the roof of the buildings will also be considered following completion. The proposals therefore accord with Policy EN4, EN6, EN7 and EN8 of the Core Strategy.
- 6.51 We have provided a **Heritage Statement** alongside the submission which describes the significance of heritage assets to understand the potential impact of the proposal on their significance. The Statement identifies that the site is located in Whalley Range Conservation Area and within 270m of a listed building. The Conservation Area has architectural and historical significance and the nearby listed Church has historical and cultural significance. The proposals have allowed us to better reveal the significance of the Conservation Area by retaining key features and revisiting design principles previously present on the site. The proposal will not harm any heritage asset or their setting. The removal of a prominent, derelict site in the heart of the Conservation Area is an enhancement. The proposals respect the statutory requirement to preserve or enhance its character and appearance and comply with Core Strategy Policy EN3 and Places for Everyone Policy JP-P2.
- 6.52 Urban Green has produced a **Landscape Plan and Strategy** to support the proposals. Alongside retained trees, the proposed soft landscaping comprises native tree planting, hedge planting, shrub planting, turf and wildflower meadow. The hard landscaping will consist of asphalt roads, block paving, flag paving, sett paving, self binding gravel, brick walls and metal railings with timber posts, benches, planters and a pergola with brick and aluminium planters. The key features of the landscape scheme include Russell Road Square, comprising a block paved seating area alongside native planting and retained trees on the Russell Road elevation, and a courtyard to the rear of the buildings comprising

sensory planting, turfed areas and wildflower planting with seating features and a pergola. The resultant works will result in a high-quality landscape scheme which binds into the need for a Biodiversity Net Gain of 10%. The proposals comply with Core Strategy Policy EN9.

- 6.53 The Energy Counsel has produced a **Noise Impact Assessment** to accompany the submission. This confirms that daytime ambient noise levels were measured to be between 56-61dB and night-time ambient noise levels were measured to be between 41-47dB. It has been demonstrated that the site generally possesses a low risk of adverse noise effect and overheating as per the ProPG and AVO guidance documents. The acoustic modelling undertaken has allowed the Energy Counsel to make recommendations on acoustic mitigation. To allow for glazing on all elevations to achieve between 29dB and 25dB then trickle vents would be required with external walls achieving a minimum of 50dB and the roof achieving a minimum of 40dB. If the above recommendations are adhered to then the internal ambient noise levels will satisfy the stated noise guidance and standards and the proposals will comply with Core Strategy Policy DM 1.
- 6.54 **Phase 1 Investigations** have been provided by e3p to support this submission. The Investigations have found that there are no significant site-wide sources of contamination. There may be some risks to human health in the made ground deposits present on the site, particularly from ground gas. Intrusive ground investigations and monitoring is required to confirm the findings of the initial Conceptual Site Model and provide data for foundation and highway design. **Phase 2 Investigations** were also conducted by e3p with intrusive ground investigations carried out. This confirmed that only trace fibres of ACM were present, with risk mitigation recommended. Ground gas protection measures are not likely to be required. Pile driven foundations are likely to be required due to the loadings present. The applicant is open to a planning condition to require a remediation strategy to be submitted to, and approved by, the LPA prior to the commencement of development.
- 6.55 A **Preliminary Ecological Assessment** was provided by Urban Green. This identifies that the site is previously developed and comprises sparsely vegetated land with various unmanaged vegetative habitats bordering the site. No potential impacts are expected to arise on designated sites as a result of the development. There are 12 trees which the Assessment identified as needing further assessment for bat roosts. It also identified suitable habitats for nesting birds and numerous invasive plant species are present on the site. Mitigation measures include precautionary working methods during construction, a sensitive lighting scheme for commuting bats, reasonable avoidance measures for hedgehogs and amphibians and a nesting season condition. The identified need for a Bat Survey has been addressed in a report to follow this submission.

- 6.56 A **Statement of Community Involvement** written by Mosaic summarises the robust process of consultation which the applicant has undertaken with the Council and local community and how this process has shaped the proposed development. It outlines the methods of engagement which have been used and summarises and analyses the key feedback received, before demonstrating how each aspect of the submitted scheme responds to this feedback.
- 6.57 SK Transport has provided a **Transport Assessment and Travel Plan** to accompany the scheme. The Assessment has examined the impact of the scheme on the surrounding highway network. It concludes that the site is in an accessible location that is well-related to local amenities and services. Measures including secure cycle parking, EV charging, pedestrian access facilities, footway treatments, traffic calming, tactile and dropped crossings and the provision of a Travel Plan all contribute towards the scheme being sustainable. There are no reported road safety issues surrounding the site and a trip generation exercise has established that there will be no negative effects on road safety or highways operations. Vehicular access and manoeuvrability is acceptable and technical drawings demonstrate that the buildings can be safely accessed by residents and service vehicles. Finally, the level of parking proposed is considered to be proportionate and will not impact road safety or amenity. The application therefore complies with Policy T1 and T2 of the Core Strategy.

Sustainability

- 6.58 The National Planning Policy Framework set out how there are three aspects of sustainability: economic, social and environmental. It states that these must be pursued in mutually supportive ways.
- 6.59 The economic case for housing is also supported at a national and local level as set out in more detail in our Policy section. The Localism Act confirms that the economic benefits of building are a material consideration. The proposal will help to boost the local economy through the employment of people during the construction and operation of the scheme. An average extra care scheme of 40 apartments provides an investment of approximately £5 million into older people's housing and the local economy. Around 50 people are employed for the duration of the construction process and around 17 full and part time jobs are created from a typical extra care development. Freeing up under-occupied large homes for families can help to stimulate the local housing market and should be regarded as a benefit that contributes towards economic sustainability.
- 6.60 The concept of social sustainability is supported by the proposed development. The scheme offers specialist housing to meet a defined local need for the elderly and affordable shared ownership homes for younger people. This development would therefore lead to the creation of healthy, safe inclusive,

mixed communities, as advised in paragraph 96 of the NPPF. On a site specific level, the scheme would offer the following social benefits for elderly residents:

- More plentiful social networks
- Providing a safer environment and preventative care
- Readily accessible repairs and maintenance
- Improved quality of life
- The reduction of fuel poverty
- Reducing or delaying the need for acute care services
- Public access to facilities
- Building social networks in the wider community

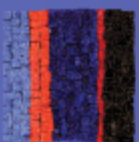
6.61 The notion of environmental sustainability is supported by the proposed development. The scheme makes beneficial use of a previously developed site within the urban area. The re-use of sites such as this reduces the pressure to build on greenfield sites outside of the urban area. There are a number of shops and services in the locality of Withington Road District Centre around 500m from the site. This proximity to facilities reduces the need to use the private car and encourages pedestrian activity. Walkability to these destinations is generally good. The proposals are supplemented by a well-considered package of hard and soft landscape enhancements, a net gain of 0.23 area habitat units (10.31%) and a net gain of 0.31 linear units (29.71%), all of which would significantly enhance environmental sustainability.

7 Conclusion

- 7.1 This statement, in conjunction with the supporting documents, has clearly demonstrated that the proposals should be approved having regard to local and national planning policies as well as other material considerations.
- 7.2 The site is situated on unallocated land within the urban area in the development plan. Core Strategy Area Policy H6 applies to South Manchester which encourages housing to meet prevailing needs. The site is also located in the 'Inner Area' in Places for Everyone, which seeks to reduce levels of deprivation and poverty and improve the health and wellbeing of communities. The proposals also comply with NPPF which seeks to significantly boost the supply of housing and make effective use of brownfield land within settlements to meet identified housing needs. For these reasons the proposed development is acceptable in principle.
- 7.3 There is a shortfall in the supply of extra care accommodation in Manchester. Not only is there a current need for schemes such as this, but the need is likely to increase given the demographic changes seen locally and nationally. This scheme will be the first of its type in the UK and will offer an exemplar, inclusive facility for the LGBTQ+ community. Other social benefits of providing extra care for older people include providing a safe environment, increasing social engagement and quality of life, as well as the reduction of fuel poverty and the delay of medical assistance.
- 7.4 This proposal will meet a defined affordable housing need and provide a step-change in delivery in Manchester. Completions have consistently failed to meet the required level of affordable need established in the Council's evidence base. The provision of 100% affordable housing goes significantly beyond Core Strategy Policy H8 and complies with Places for Everyone Policy JP-H2 which seeks to maximise affordable housing delivery. The provision of 1-and 2-bedroom social rent (extra care scheme) and shared ownership (apartment scheme) across the site accords with prevailing needs shown in the local evidence base.
- 7.5 Great Places will manage and maintain the extra care scheme and shared ownership apartments. They are one of the largest affordable and care providers in the region. They are a reputable delivery partner for the Council that can bring experience and confidence that the scheme will not only be delivered to a high quality, but will be managed and maintained to a high standard.
- 7.6 The design and layout of the proposals are in keeping with their surroundings and enhance the character and appearance of the Conservation Area. This has been informed by extensive consultation with residents, community groups and Manchester City Council. The resultant scheme reflects the local historic character by reintroducing key design features such as a strong, continuous building line,

a sensitive palette of materials and an appropriate urban grain to a key corner site in the Conservation Area. The proposals are therefore compliant with Core Strategy Policy CC9 and EN1 as well as the corresponding guidance of Places for Everyone and NPPF.

- 7.7 The application is accompanied by a suite of documents which detail the extent of the proposals and their effect on the surrounding built and natural environment. They demonstrate that there are no technical reasons to prevent the delivery of this specialist care scheme, subject to appropriate conditions. These provisions include a high-quality landscaping scheme, drainage attenuation, a 10% biodiversity net gain, low-carbon and high-efficiency buildings.
- 7.8 We have shown that the development would be sustainable and meets the three dimensions of sustainability (social, economic and environmental) set out in paragraph 8 of NPPF and as such, a presumption in favour should be applied in line with paragraph 11 of the Framework.
- 7.9 For the reasons above and those discussed in the accompanying documents submitted alongside the application, we believe there is an overwhelming case to grant permission.



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