AshtonHale



Planning Statement

137 Oxford Road, Manchester - Proposed Purpose Built Student Accommodation

Soller Eight Limited

August 2024

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Document Details

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For and on behalf of AshtonHale Limited

1. Introduction

1.1 This Planning Statement has been prepared by AshtonHale Ltd ('AshtonHale') on behalf of Soller Eight Limited ('the Applicant') in support of a full planning application submitted to Manchester City Council ('MCC'), which seeks permission for the proposed development of purpose-built student accommodation at 137 Oxford Road, Manchester ('the Site').

1.2 The full description of development as stated on the application form is:

> *"Full planning application for the refurbishment and extension of the existing building, comprising the change of use from commercial (Use Class E) to a mixed use development with commercial use at ground and basement levels (Use Class E) with Purpose Built Student Accommodation (Use Class Sui Generis) above, a single storey roof extension, elevational alterations, and associated works."*

1.3 Further details of the development are described in the Design and Access Statement ('DAS') prepared by Define Architects and are presented within the enclosed application drawings. The application is also accompanied by a suite of supporting technical reports which are listed at **Appendix I** of this Planning Statement. This Planning Statement should be read alongside the supporting plans and technical documents.

1.4 The purpose of this Planning Statement is to provide a detailed description of both the application site and development proposals, assessing the proposed development against all relevant policies of the Development Plan and other material considerations.

1.5 This application has been submitted to Manchester City Council ('MCC') seeking the holistic refurbishment of the site following a series of previous planning applications for individual elements of the building (summarised in Chapter 2 of this Statement). These previous planning consents have, however, established a series of principles that are directly relevant to the determination of this new application, including the loss of the former bank and commercial uses, a new commercial use of ground floor space, living accommodation at upper levels, and the principle of a single storey roof extension.

1.6 The following chapters of this Planning Statement are structured as follows:

- **Chapter 2: Site Location and Description:** this chapter provides a description of the application site, the surrounding area and planning history.
- **Chapter 3: Pre-Application Consultation:** this chapter summarises the pre-application consultation which has been undertaken by the Applicant with MCC Planning Officers.
- **Chapter 4: The Proposed Development:** this chapter provides a description of what planning permission is being sought for.
- **Chapter 5: Planning Policy:** – this chapter summarises the relevant local and national planning policy to be considered during the determination of this planning application.
- **Chapter 6: Assessment of the Proposals:** this chapter examines the appropriateness of the proposed development.
- **Chapter 7: Heritage Statement:** this chapter details the heritage considerations against the proposed development.
- **Chapter 8: Planning Balance:** the chapter brings together all the factors to be put into the planning balance to consider whether, when looked at as a whole, the scheme represents a sustainable form of development.
- **Chapter 9: Conclusion:** this chapter provides a summary of each of the above chapters and reaches the firm conclusion that the scheme is appropriate for full planning permission to be granted.

1.7 In addition to the contents of this Planning Statement, a Local Labour Agreement and a Construction Management Plan Framework have been appended to this document in order to comply with the validation requirements of Manchester City Council.

2. Site Location and Description

2.1 This chapter provides a description of the Site and its surroundings. For further detail (and to avoid repetition), please also refer to the submitted Design and Access Statement which has been prepared by Define Architects.

Site Description

2.2 The application site is comprised of 137 Oxford Road within Manchester City Centre, and more specifically within the ward of Hulme. The site area is approximately 0.0208ha. The extent of the application site edged red is shown on the Site Location Plan enclosed at **Appendix II.**

2.3 137 Oxford Road is located within a highly prominent location and is situated within a key centre of services and facilities. The building was erected in the late 1950s / early 1960s and currently comprises a four-storey concrete panelled structure with a surrounding high parapet wall and flat roof beyond.

2.4 The former use of the site was a Barclays bank on the ground floor, mezzanine and 1st floor, with further office space on the upper floors. The existing building however, currently lies derelict with boarded windows at street level. The building has been stripped back to its raw structure internally with exposed block work and floor slabs, with an unsightly exterior cladding.



Figure 2.1: 137 Oxford Road as seem from Grosvenor Street



Figure 2.2: View from Oxford Road / Grosvenor Street junction

2.5 The Site is located on the junction of Oxford Road and Grosvenor Street and forms the last unit on a row of three storey mixed use buildings, all fronting Oxford Road. The Site forms a prominent corner piece of the wider Grosvenor Square, beyond which lies All Saints Park.

2.6 According to the Environment Agency Flooding Map, the Site is located within Flood Zone 1 which is defined as having a less than 1 in 1000 annual probability of flooding, which indicates a low probability of flooding and is therefore suitable to accommodate a residential-led development from a flood risk perspective.

2.7 In terms of heritage, the Site is not within a Conservation Area and there are no statutory listed buildings within the curtilage of the Site. There are, however, several listed buildings within close proximity including the Former Adult Deaf and Dumb Institute (Grade II Listed); the Former Grosvenor Picture Palace (Grade II Listed) and the Ormond Building (Grade II Listed).

Site Surrounding and Accessibility

2.8 The Site is located within a highly mixed-use area, with neighbouring uses including residential, education, student accommodation, sports facilities and open space. There are a number of larger scale buildings within the immediate proximity to the application site; in particular the Manchester Metropolitan University Arts and Humanities building situated opposite the application site, as

well as the University of Manchester Engineering campus, which sits at 8 storeys in height. Further to this, a number of planning applications have been submitted and approved by the Council within the site's vicinity including the redevelopment of the All Saints Campus library to deliver a 13 storey building[1] on the adjacent side of Oxford Road.

2.9 In terms of accessibility to services, the site is extremely well connected. The Site is located within Manchester City Centre with its amenities accessible by walking on flat and level footpaths with dedicated crossing points and is highly accessible by bicycle. The proximity of the site to Manchester City Centre creates accessibility to a wide range of shops, services and leisure facilities.

2.10 The Greater Manchester Accessibility Level (GMAL) measures accessibility by public transport of a point of interest and provides a rate between 1 and 8, where 1 is a poor level of accessibility and 8 is an exceptional level of accessibility. The Site has a GMAL of 8, which is an exceptional level of accessibility by public transport.

2.11 Manchester Metropolitan University's campus lies directly to the west of the application site, providing direct access to a number of the University's teaching facilities, libraries and accommodations. To the east and south of the site, further facilities associated with the University of Manchester are located including lecture theatres, car parks and campus administration buildings.

2.12 The Site has high levels of accessibility for both private and public transport modes. There are multiple bus stops located along Oxford Road which provide services between the site / Manchester City Centre and the Trafford Centre, Altrincham, Chorlton, Leigh and Ashton-under-Lyne. There are additional bus stops located along Upper Brook Street (A34) which provide services to East Didsbury.

[1] LPA Ref. 138424/FO/2023

2.13 Oxford Road Train Station is located approximately 650 metres to the north of the site and provides direct and regular services across the country.

2.14 Major investment in public transport infrastructure is currently ongoing, with a major focus on Oxford Road. Investments including the £54.5 million Cross City Bus Package, which has positively contributed towards the quality of the environment, pedestrian experience, public transport (bus) connectivity and reliability as well as providing safe 'Dutch-style' fully segregated cycle routes. This initiative will provide many benefits for the new residents as access to destinations across the City Centre and the region will significantly improve, which in turn will improve access to employment, as well as enhancing the city's sustainability and the wider economy.

Strategic Context for Development

The Oxford Road Corridor

2.15 The site lies within the Oxford Road Corridor as set out in the Corridor Manchester Strategic Spatial Framework[2] ('CMSSF'). The Oxford Road Corridor covers an area of 243-hectares running south from St Peter's Square, where it overlaps with the core of Manchester's Central Business District, to Whitworth Park along Oxford Road. The Oxford Road Corridor is home to an exceptional group of knowledge intensive organisations and businesses; 74,445 students and a workforce of over 71,700 within one of Europe's fastest growing cities.

2.16 The CMSSF sets out for the Corridor to deliver a cosmopolitan hub and a world class innovation district. The CMSSF recognises the need to develop infrastructure that will attract world class knowledge workers to visit, live and work from across the world.

2.17 The Oxford Road Corridor Strategic Vision to 2030 document (January 2023) further details the aspirations and progress made, detailing the significant

[2] Oxford Road Corridor Strategic Spatial Framework- March 2018

changes and flagship projects which have helped to transform the area to create over 45,000 jobs, an additional £2.5bn annual GVA, and 27,500 graduates each year being supplied into the labour market fuelling growth in key sectors. The area now accounts for 86,000 jobs, over 7,000 businesses, including 50% of Manchester's life sciences businesses, and 26% of the city's employment in cultural and creative industries.

2.18 The universities have invested heavily in world-leading education and research facilities, as well as opening up their estates with new high-quality public realm, complementing the improved cycling, walking, and bus infrastructure on Oxford Road to shape the conditions for future innovation.

The Need for Purpose Built Student Accommodation

2.19 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]

2.20 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.

2.21 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.

[3] Manchester City Council –Purpose Built Student Accommodation in Manchester Report to Economy Scrutiny Committee – 23 May 2023 and Executive – 31 May 2023

2.22 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, principally the Oxford Road Corridor area.

2.23 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.

2.24 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.

Planning History

2.25 There are a number of planning applications associated with the Site that have previously been submitted and approved by MCC. These include those that have been set out in the table below:

LPA Ref.	Description of Development	Decision
137 Oxford Road 128837/FO/2020	Erection of a single storey roof extension to create one x four bedroom apartment (Use Class C3), with associated external works.	Approved 10 June 2022
137 Oxford Road	Change of use of ground and mezzanine floors from A2 use class to a flexible A1, A2, A3 use	Approved

LPA Ref.	Description of Development	Decision
126573/FO/2020	pursuant to Schedule 2, Part 3, Class V of the Town and Country Planning General Permitted Development (England) Order 2015, with associated external works including access and DDA compliance.	31 July 2020
Second Floor, 137 Oxford Road 125556/P3MPA/2019	Notification of prior approval for change of use from financial services (Class A2) to a dwellinghouse (Class C3) comprising 6no. apartments	Approved 7 February 2020
Second Floor, 137 Oxford Road 117279/P3MPA/2017	Notification of prior approval for change of use from financial services (Class A2) to a dwellinghouse (Class C3) comprising 5no. studio flats	Approved 10 October 2017
Third Floor, 137 Oxford Road 117288/P30PA/2017	Notification of prior approval to change of use from offices use (Class B1) to a dwellinghouse (Class C3) comprising 5no. studio flats	Approved 10 October 2017

2.26 These previous planning consents have established a series of principles that are directly relevant to the determination of this new application, including:

- The loss of the former bank and commercial uses (ref: 126573/FO/2020);
- The appropriateness of a new commercial use of ground floor space (ref: 126573/FO/2020);
- The acceptability in principle of new living accommodation at upper levels (refs: 117279/P3MPA/2017 and 125556/P3MPA/2019); and
- The principle of a single storey roof extension (ref. 128837/FO/2020).

Summary

2.27 The proposed development site is located within an area of Manchester which is undergoing, and will continue to undergo, transformational change as development is delivered within the Oxford Road Corridor.

2.28 The location of the development site is within a highly sustainable and accessible location, which has excellent accessibility for pedestrians, cyclists and exceptional connections to public transport which in turn, reduces reliance on private motor vehicles.

2.29 This application follows a series of previous planning applications for individual elements of the building, which have established a series of principles that are directly relevant to the determination of this new application.

3. Pre-Application Consultation

3.1 This Chapter of the Statement, which fulfils the validation requirement of a Statement of Community Involvement ('SCI'), sets out the consultation which has been undertaken by the Applicant prior to the submission of this planning application, demonstrating that relevant stakeholders have been informed of the proposals and describes the consultation which took place to obtain their views. These views, subject to their relevance and achievability, have been utilised to inform the evolution of the proposed development.

Planning Policy Guidance to Community Consultation

3.2 The following documents provide an overview of local and national planning policy that promotes community involvement in the preparation of planning applications:

- Statement of Community Involvement, Manchester City Council (adopted in June 2018);
- The National Planning Policy Framework ('NPPF') (adopted in December 2023); and
- The Localism Act (adopted in November 2011)

Statement of Community Involvement (2018)

3.3 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.

3.4 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.

National Planning Policy Framework (2023)

3.5 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.

3.6 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*"

The Localism Act (2011)

3.7 In November 2011 the Localism Act received Royal Assent. This is the Government's method of devolving greater powers to Councils and neighbourhoods to give local communities more control over planning decisions.

3.8 Chapter 4, Paragraph 122 of the Localism Act introduces a requirement for developers to consult local communities on a wider range of developments before submitting planning applications. Developers must consider any responses received before proposals are finalised and show how they have been taken into account when submitting applications. The intention is that this will facilitate meaningful consultation and feedback whilst the proposals are in draft.

Consultation with Manchester City Council

3.9 As set out elsewhere in this Statement, 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. The previous planning approvals for individual elements of the scheme have helped to inform these more holistic proposals. It is noted that no public

consultation was undertaken within the previous applications, and each one was able to be determined under delegated powers due to the minimal number of public responses.

3.10 In preparing the current application for these more holistic development proposals the Applicant has engaged again with planning officers at MCC on the use, appearance, and roof extension. The saliant points from these discussions are set out below:

- The principle of improving / developing the site was accepted, acknowledging the building's current state of disrepair;
- It was agreed PBSA was an acceptable use on the site;
- A preference for any new additional storey to read as though it was part of the overall building and not a crown, helping with the overall proportions of the scheme;
- Material should be carefully considered and the double height glazing at ground floor should be removed; and
- Relocating the new stair and lift core to the rear of the building was accepted to more frontage onto Oxford Road.

3.11 The proposals subject to this new planning application has sought to respond positively to the pre-application feedback, and address the points raised by officers.

Summary

3.12 The Applicant has carried out a comprehensive programme of pre-application consultation over the course of various planning applications to ensure a high-quality development that is appropriate in its location and use. The views expressed through this engagement with MCC officers has been reviewed and considered within the development proposals. The consultation has been undertaken in accordance with MCC's Statement of Community Involvement, as well as being in line with the principles of the localism act and the NPPF.

4. The Proposed Development

4.1 This Chapter describes the use and amount, layout and scale, appearance and means of access to the development for which planning permission is sought. The application proposals are described in detail in the accompanying Design and Access Statement prepared by Define Architects, which should be read in conjunction with this Planning Statement.

4.2 This planning application seeks full planning permission for:

> *"Full planning application for the refurbishment and extension of the existing building, comprising the change of use from commercial (Use Class E) to a mixed use development with commercial use at ground and basement levels (Use Class E) with Purpose Built Student Accommodation (Use Class Sui Generis) above, a single roof extension, elevational alterations, and associated works."*

Development Proposals

4.3 The proposed development aims to contribute towards the regeneration of the Oxford Road Corridor by securing the comprehensive refurbishment and extension of the prominent, yet vacant, site at 137 Oxford Road. The proposals seek to deliver new Purpose Built Student Accommodation (PBSA) to meet an identified need within a high quality design which responds positively to the site's surrounding context. The proposal also seek to maximise the most efficient use of this brownfield site within a highly sustainable location.

4.4 The proposals have evolved following positive engagement with officers at MCC and are considered to be an improved and more holistic design response to previous piecemeal planning approvals on the Site.

Use and Amount

4.5 Planning permission is sought for 20 no. PBSA studios with ground floor commercial use. The structure of the existing building at 137 Oxford Road will be retained and redeveloped, and an additional storey will be added to create a fifth storey. The area schedule for the site is set out within the table below:

	Use	GEA (sqm)	GIA (sqm)
Lower Ground Floor	Commercial (and ancillary PBSA)	152.1	129.25
Ground Floor	Commercial (and ancillary PBSA)	192.65	145.6
1	PBSA	164	123.5
2	PBSA	164	123.5
3	PBSA	164	123.5
4	PBSA	164	123.5
Total		**1,000.75**	**768.85**

Layout

4.6 The proposed development comprises commercial use and access to the building at ground floor level, and PBSA bedrooms from level 1-4.

4.7 The basement of the building will be utilised for storage space associated with the commercial unit located at the ground floor level, plant rooms and cycle storage. The proposed cycle storage will be separated into two storage locations, one for resident's use and one for the commercial unit's visitors. Where possible, these elements have been positioned on secondary routes or in areas where activity is sought to be reduced to maintain appropriate amenity levels.

4.8 At the ground floor level, the commercial unit is proposed to front onto Oxford Road creating an active frontage. Risers associated with the residential use and commercial use will be located behind the commercial unit, and a residential bin store will be situated to east of the site. Accessible parking will be provided adjacent to the bin store to the rear.

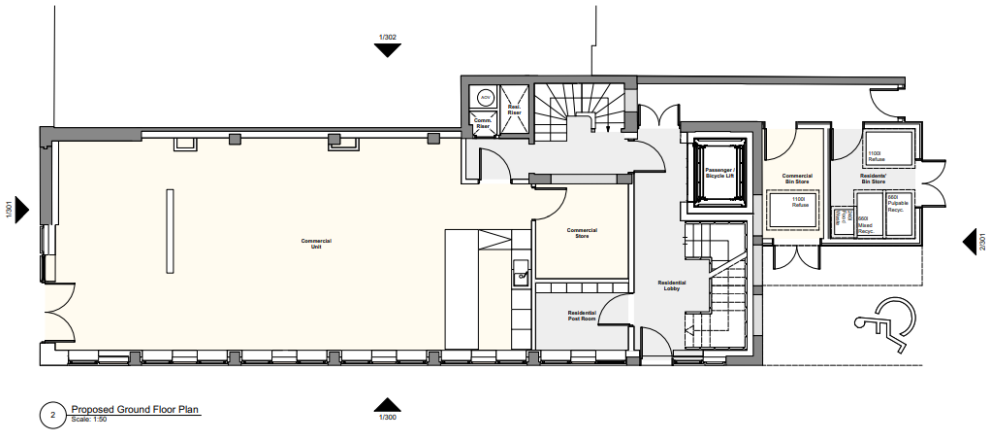


Figure 4.1: Proposed Ground Floor GA Plan

4.9 The first floor to the fourth floor will comprise 20 no. studio student accommodation units, with associated facilities such as circulation space, lift and stair cores and storage space.

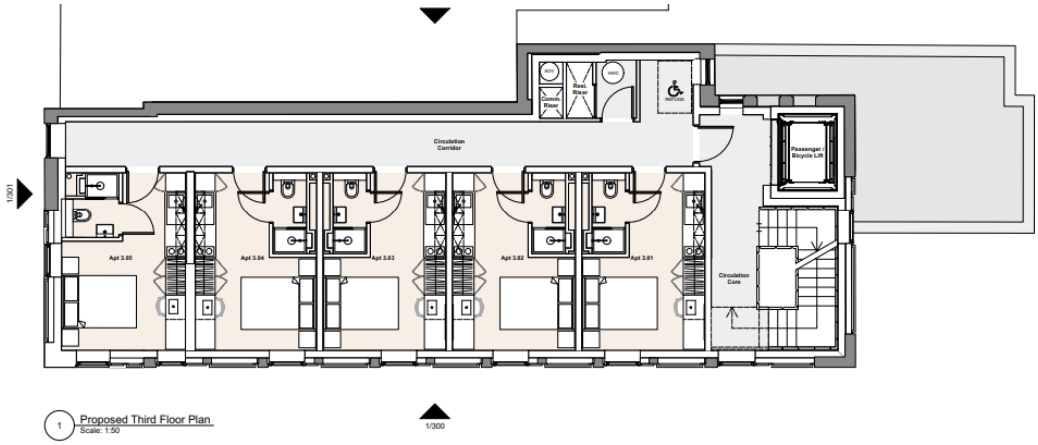


Figure 4.2: Typical PBSA Upper Floor Plan

Scale and Massing

4.10 The scale and massing of the proposed development has been developed through an interactive design process, informed by a range of technical and feasibility studies including the structural capabilities of the existing building, the previous planning consents, and engagement with MCC officers. The additional roof storey has been developed to respond to the Site's existing and emerging context within an area undergoing substantial material change, whist remaining considerate to the surrounding sensitive built environment.



Figure 4.3: Proposed Scale of Proposed Development in Context

4.11 The proposed development will be set out across five storeys and a basement level. The height and massing of the development has been proposed to complement the surrounding built environment and to minimise the impact on the setting of surrounding heritage assets.

4.12 The overall scale of the proposals, including the additional storey extension, reflects the previously approved scheme (LPA Ref. 128837/FO/2020) and therefore, is considered to be appropriate in its context and appropriate for the application site.

Appearance

4.13 The local context and surrounding built heritage of the surrounding area has been central to the visual appearance of the design proposals, which aim to respect historic context and create a holistic design approach for the building that is of exemplary design and appropriate in its context.

4.14 The building's appearance seeks to use high-quality and robust materials to ensure the building compliments the surrounding architectural heritage and reflects the vibrant mix of materials, colours and styles within the surrounding area.



Figure 4.4: Proposed Typical Bay

4.15 The proposals will retain and restore the existing cladding and window openings in line with comments made by MCC prior to this application submission. The proposed upwards extension and façade treatments have been designed to tie into the building form and appearance; creating a dynamic and contemporary building from the existing structure.



Figure 4.5: CGI of Proposed Development from Grosvenor Street

4.16 The existing stone cladding of the building will be retained and taken back to the grid formation. New additions to the building are proposed which will adopt the same grid applied to the existing fabric, whilst the materiality seeks to create a visual contrast to the existing stone cladding. The ground and first floor junction is applied with new horizontal bands to tie this area into the new grid, achieving uniformity across the façade.

4.17 The material proposed upon the window module is a combination of glass reinforced concrete, a feature perforated aluminium panel and a new window system with back painted glass.

Access

4.18 The proposed development will be accessible to all users, residents, visitors and staff. Please refer to the Design and Access Statement and the enclosed Transport Statement which further describe the access provisions in detail.

4.19 Pedestrian access to the PBSA element of the site will be gained via Grosvenor Street, with an entrance to the commercial use provided from Oxford Road. The development will be car-free, however, 20 secure and covered cycle spaces will be provided. A single accessible parking space will also be provided on-site.

4.20 Resident bins are located to the rear of the site and bins will be collected from Grosvenor Street in line with the consented site arrangements and in line with the existing TRO.

Summary

4.21 In summary, this chapter of the Planning Statement has described the use and amount, the layout and scale, appearance and means of access to the development. The proposed development will deliver high quality PBSA and commercial floorspace, which will revitalise and reuse the current vacant building.

4.22 The design of the proposals has built upon the precedents established in the previous planning approvals and significantly improved on through collaborative pre-application discussion with MCC officers to ensure that a quality and sustainable scheme is brought forward.

4.23 Overall, the proposals have been carefully and considerately designed to respond to the surrounding context of Oxford Road. The proposed use of the site will meet an identified need and assist in the ongoing regeneration of the area.

5. Planning Policy

5.1 This chapter outlines and assesses the proposals against the Development Plan and all other relevant material considerations, which the decision taker should have regard to.

5.2 Section 70(2) of the Town and Country Planning Act 1990 (TCPA) and Section 38(6) of the Planning and Compulsory Purchase Act (PCPA) requires that planning decisions be taken in accordance with the adopted Development Plan unless material considerations indicate otherwise.

The Development Plan

5.3 In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the Town and Country Planning Act 1990, applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.

5.4 The Development Plan for the site currently comprises the following documents:

- 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).

5.5 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.

5.6 Key policies within the Development Plan are considered below. Other planning policy documents relevant to the proposal which could be deemed "material considerations" will also be taken into account in this Planning Statement.

Places for Everyone

5.7 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.

5.8 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.

5.9 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.

5.10 **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.

5.11 **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.

5.12 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.

5.13 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

5.14 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 City Centre and within the Regional Centre.

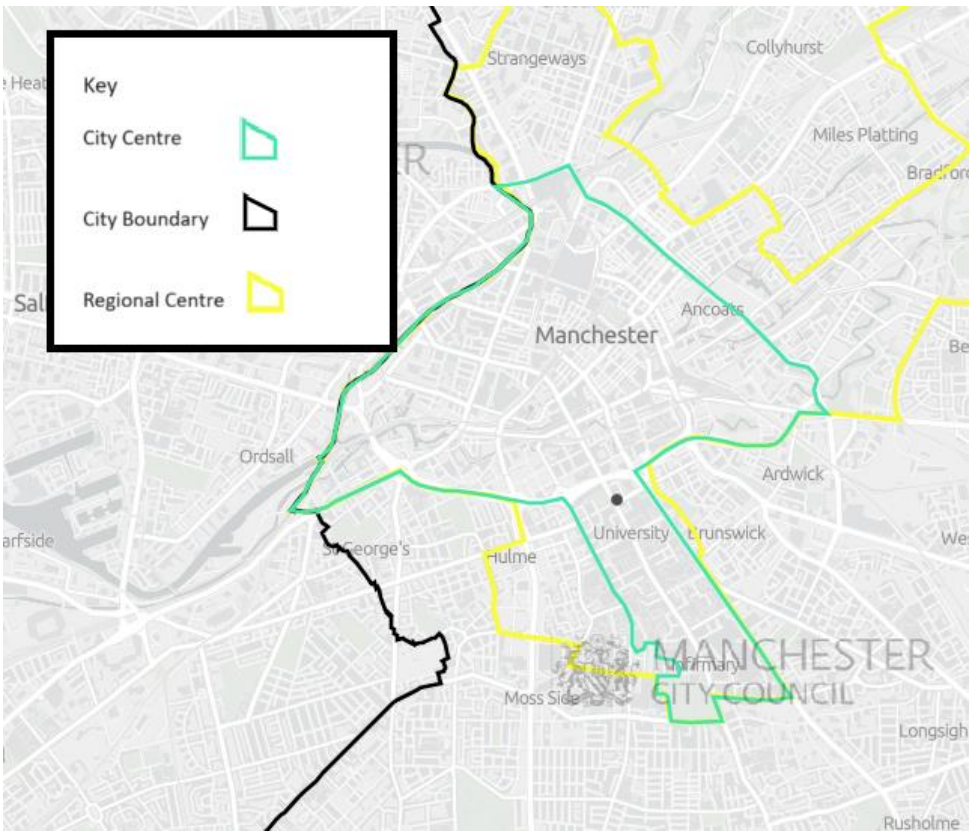


Figure 5.1: Manchester City Centre and Regional Centre (application site identified by black circle)

Strategic Location

5.15 The Core Strategy details a City Centre Development Strategy which highlights a number of key development principles that will be applied which reflect considerations that are specific to the City Centre setting. The relevant principles are detailed below:

- **Policy CC1 (City Centre and Fringe):** Within the City Centre a variety of high-quality accommodation types, sizes and footplates will be encouraged to boost investment. The City Centre and fringe will be considered a suitable location for the consideration of high-density buildings and commercially led mixed use schemes.
- **Policy CC2 (Retail):** The Council will promote the growth and improvement of retail provision in the City Centre. Approximately 70,000 square metres net of new comparison retail floorspace will be provided in the City Centre over the plan period.

- **Policy CC5 (Transport):** The Council will seek to ensure that development includes adequate parking provision for cars and bicycles.
- **Policy CC6 (High Density Development):** City Centre development will generally be high-density. It is a location where land should be used to maximise its efficiency. The appropriate scale, massing and height of development in the City Centre will significantly exceed what is appropriate elsewhere in the City.
- **Policy CC7 (Mixed Use Development):** The City Centre presents the most viable opportunities for mixed-use development, and in general these will be promoted as a means of using land as efficiently as possible. Active ground floor uses will be appropriate in locations which have established public functions.
- **Policy CC10 (A Place for Everyone):** The City Centre will develop as a location which appeals to a wide range of residents with uses which will increase the diversity of activity within the City Centre.
- **Policy CC9 (Design and Heritage):** states that *"development in Manchester City Centre should preserve and enhance the heritage assets that have been identified, including Listed Buildings, Conservation Areas and Scheduled Ancient Monuments"*. The design of new buildings will need to be of the highest standard in terms of appearance and function. Policy CC9 goes on to state that the Council will support high density development in the City Centre, but development should recognise the specific design challenges that must be overcome to ensure a complementary function and form.

5.16 The site's location within the Regional Centre relates the proposals to Core Strategy **Policy EC3.** This policy supports commercial development within the Centre. High density housing is also considered appropriate.

Purpose Built Student Accommodation

5.17 **Policy H12** of the adopted Core Strategy covers Purpose Built Student Accommodation ('PBSA'). This policy establishes a criterion for the Council to use to assess all PBSA proposals. For reference, the wording of Policy H12 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, that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

9. Developers will be required to demonstrate that there is a need for additional student accommodation or that they have entered into a formal agreement with a University, or another provider of higher education, for the supply of all or some of the bedspaces.

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

5.18 The City Centre is additionally recognised as an appropriate location for PBSA within **Policy H1.**

Retail Development

5.19 **Policy C1 (Centre Hierarchy):** notes the focus of providing additional convenience retail to meet the needs of a growing population within the city centre

Accessibility

5.20 **Policy T1 (Sustainable Transport):** The Core Strategy supports proposals that will improve choice by developing alternative transport options to the car and enhance pedestrian and cycle routes.

5.21 **Policy T2 (Accessible Area of Opportunity and Need):** New development should be based within good access to the Regional Centre, Oxford Road Universities and Hospitals, and the Airport.

Development Management

5.22 Manchester's Core Strategy outlines a list of development management principles which relate to the design guidance set out within Manchester's Supplementary Planning Documents. **Policy DM1 (Development Management)** lists technical and environmental considerations, those of relevance to this application require new development to have regard to:

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.

- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Flood risk and drainage.

5.23 The following factors are also detailed within the Core Strategy and should be taken into account throughout the development and decision process:

- Development shall be expected to consider the City Centre's heritage and character area. In relation to the Corridor Character Area, new development shall reflect the significant scale, and opportunities will exist for more innovative and creative built forms (**Policy EN1**)
- Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre (**Policy EN3**)
- Development will be adaptable to climate change in relation to design, layout, siting and function. Regard shall be had to minimising flood risk, the use of Green Infrastructure should be considered within proposals (**Policies EN4, EN6, EN8 and EN9**)
- 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 (**Policy EN16**).

Manchester's Extant Unitary Development Policies ('UDP')

5.24 **Policy DC19.1** is also relevant to the determination of this application. It states that the Council will have regard to the general setting of Listed Buildings in determining applications which have an impact on Listed Buildings. The Council will seek to preserve and enhance the settings of listed buildings through ensuring appropriate design for new development in their vicinity.

The National Planning Policy Framework

5.25 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.

5.26 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, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*

5.27 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.

Further Material Considerations

5.28 Although not forming part of Manchester's Development Plan, further development priorities have been set out across various documents, which should be considered and offered weight in the determination of planning applications.

Oxford Road Corridor Strategic Spatial Framework

5.29 As stated earlier in this Statement, the site lies within the Oxford Road Corridor as set out in the Corridor Manchester Strategic Spatial Framework[4] ('CMSSF'). This is a strategic development zone identified by the Council for its local and global outputs, making it a key contributing area for Manchester's economy. The Oxford Road Corridor is recognised as a location to deliver transformational development opportunities, with the scope for increased density with mixed commercial uses being the priority.

5.30 The Oxford Road Strategic Spatial Framework ('SSF'), endorsed March 2018, notes that the extent of the framework area hosts nearly 70,000 students within it making the area one of the largest higher-education campuses in the UK and that

[4] Oxford Road Corridor Strategic Spatial Framework- March 2018

the Corridor may need to accommodate further PBSA (subject to Core Strategy H12). This aligns with both the University of Manchester's ('UoM') and Manchester Metropolitan University's ('MMU') aspirational growth plans to be leading universities in the world.

5.31 The SSF makes apparent the ambitions to strengthen the Corridor as a place to work, visit and live for students and knowledge workers. Evidently, the growth and presence of students within the Corridor is a leading factor in the success of the framework area, which is why the SSF looks to enhance the student experience to maintain its position as a key growth area.

MCC's Executive Reports on Student Housing

5.32 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.

5.33 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, principally the Oxford Road Corridor area. It sets out numerous reasons why location is a significant consideration in determining the acceptability of new PBSA developments.

5.34 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.

5.35 The inclusion of PBSA on this site is, therefore, supported in principle through the Oxford Road Corridor SSF and the May 2023 MCC Executive Paper. Both

recognise 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.

6. Assessment of the Proposals

6.1 This Chapter of the Statement assesses the planning policies of relevance in context to the proposed development. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.

Principle of Development

6.2 The proposed development at 137 Oxford Road creates an exciting opportunity for the holistic refurbishment and extension of the Site, making use of previously developed land within a key growth area of Manchester. Situated within the Oxford Road Corridor, the proposals seek to enhance this area of the city whilst contributing to the competitiveness and sustainability of the area. The NPPF requires planning decisions to promote an effective use of land, including the re-development of previously developed (brownfield) land where possible. Substantial weight should be given to the value of using suitable brownfield land, the precedents set by previous planning approvals, and proposals which will secure the development of under-utilised land should be supported.

6.3 The Core Strategy identifies the City Centre as an appropriate location for high density buildings and commercially led mixed use schemes (Policies CC1, CC6 and CC7), and furthermore an appropriate location for commercial and student accommodation use.

6.4 As established, there is a key drive to continue investment within the Oxford Road Corridor to support its continued transformation and growth. Within the context of the universities expansion plans and a number of surrounding development proposals, the holistic redevelopment of 137 Oxford Road creates a use and a new high quality building that will be entirely appropriate within the Corridor's wider regeneration context.

Purpose Built Student Accommodation (PBSA)

6.5 As detailed elsewhere in this Statement, there is a recognised need for PBSA that has been acknowledged by in its May 2023 Executive Paper, which identified the need for 11,320 additional PBSA beds up to 2030. Whilst a number of the strategic sites identified have now received planning permission, few are on-site, and there is still a need to delivery new PBSA to support wider development, growth, and regeneration aspirations in the City.

6.6 Planning Policy H12 of the Core Strategy principally addresses PBSA provision within Manchester. The policy details a criterion for the Council to use to assess all proposed PBSA; this includes themes regarding proximity to university campuses or a high frequency public transport route, positive regeneration impact of proposals and the need for additional student accommodation.

6.7 The proposed development site is located within extremely close proximity to both the UoM Campus and the MMU Campus. Manchester Metropolitan's All Saints Library is situated c. 100m north of the site, and MMU's Grosvenor building is located c.75m to the south. Furthermore, Manchester University's Sugden Sports Centre and Oddfellows Hall are located c. 85m to the east. Both campuses are accessible by walking or cycling. In addition to this, the site is located close to Manchester Oxford Road train station (c. 640m).

6.8 When assessed against the criteria of Policy H12 below, it is considered that each criterion is met and the proposed development presents a beneficial use of the site which is highly complementary with the site's surroundings.

- **Criterion 1** of the policy notes that the delivery of PBSA should be within area's close to the university campuses, or to high frequency public transport routes. The sustainable location of the development site has been presented numerous times throughout this Planning Statement however, further detail can be found provided within the accompanying Transport Statement enclosed within this application.

- In line with **Criterion 2** of the policy, the supporting Environmental Standards Statement prepared for this application confirms that the proposed development

will incorporate a variety of measures to reduce carbon emissions to deliver long-term reductions in carbon emissions.

- **Criterion 3** states that high density developments shall be sited where this use is compatible with existing developments and initiatives, and where retail facilities are located within walking distance. The Site is highly sustainable and sits in close proximity to a number of facilities. For example, A Tesco Express store is located within a 3 minute walk from the Site on Oxford Road, a Co-Op Food store is located within a 4 minute walk on Oxford Road, and a Sainsbury's Local is situated within a 8 minute walk on Whitworth Street. In addition, multiple retail shops and restaurants located adjacent to the site. Furthermore, the policy notes that proposals should not result in an increase of on-street parking. The site is located within 20 metres of a bus stop upon Oxford Road which hosts multiple bus services. Additionally, the Travel Plan submitted with this application confirms a range of measures that will be introduced to support sustainable travel choices and reduce car travel.

- **Criterion 4** seeks for proposals to demonstrate a positive regeneration impact, contributing towards a mix of uses and supporting district centres and the wider area. As detailed elsewhere in this Statement, the proposed scheme will deliver high quality PBSA, with commercial use located upon the ground floor. These proposals will refurbish and revitalise the dilapidated building currently situated on a prominent junction in the Oxford Road Corridor, and provide facilities not just for the resident students, but for the additional wider community. The delivery of PBSA on this site supports the aims of MCC and the universities in attracting and retaining students and providing them with demanded high-quality accommodation, as well as helping to deliver the transformational regeneration objectives for the Oxford Road Corridor.

- **Criterion 5** notes that proposals should be designed to be safe and secure for their users and avoid causing an increase in crime in the surrounding area. This planning application is supported by a Crime Impact Statement, prepared by Greater Manchester Police ('GMP'). The Crime Impact Statement details GMP's support for the application proposals, and notes that the proposals will make a positive contribution to the prevention of crime and fear of crime.

- In line with **Criterion 6**, the rationale for the design and layout of the proposed scheme has been detailed within the DAS. Furthermore, an Odour Assessment, an

Acoustic Assessment and a Construction Management Plan Framework have been prepared to ensure that there are no unacceptable effects on residential amenity in the surrounding area from the proposed development itself or when combined with existing accommodation.

- **Criterion 7** of the Policy states that where appropriate, proposals should contribute to the reuse of listed buildings and other buildings with a particular heritage value. There are no listed buildings on the site and as a result, this criterion is not directly relevant to the consideration of this application. A Heritage Chapter has, however, been included within this Planning Statement to detail how the proposal seeks to support and enhance the surrounding heritage assets. The 137 Oxford Road site is not a listed heritage asset, however, the proposals do seek to reuse and refurbish the existing building in order to reflect the existing heritage setting surrounding the site.

- A Waste Management Proforma has been prepared by define Architects within their Design and Access Statement to satisfy the requirements of **Criterion 8**, which requires consideration to be given to the management of waste disposal.

- As detailed within this Planning Statement, it has been recognised by MCC within their reports on PBSA to the Executive Committee, that there is a need for additional student accommodation within the City Centre. The provision of PBSA within this application therefore accords to **Criterion 9** as a need has need has been identified.

- **Criterion 10** notes that applicants must demonstrate to the Council that their proposals for PBSA are deliverable. This application has been supported by a variety of technical supporting documents which detail the design proposals and methods in which the proposals will be delivered.

Commercial Use

6.9 The proposed development incorporates mixed use commercial space at the ground floor level, promoting an effective use of land in accordance with Policies CC1 and CC2 which promote the growth and improvement of retail provision in the City Centre through mixed-use high density schemes.

6.10 The provision of the ground floor commercial space utilises the central position of the site and the site's accessible location. The provision of a commercial unit

complements the above use of student accommodation and the uses within the Site's proximity.

6.11 The ground floor retail use of the site has previously been established under LPA Ref. 126573/FO/2020, whereby the Council considered the change of use of the site from a bank to a commercial space appropriate.

Architectural Quality

6.12 A supporting Design and Access Statement has been prepared 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 the pre-application discussions undertaken with MCC prior to the application's submission.

6.13 The DAS 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 and considers the building as one. The additional single storey will help give prominence to this site which marks the junction of Oxford Road and Grosvenor Street, visually bookending and balancing the prominent and aesthetically attractive façade of the former Picture Palace listed building. The proposals therefore fully accord with policies EN1 (Design Principles and Character Areas) and DM1 (Development Management).

Sustainable Location

6.14 As detailed, the Site is situated within a highly sustainable and accessible location. It has excellent accessibility for pedestrians and cyclists and has exceptional connections to public transport which supports a reduced reliance on private motor vehicles. The site is close to a range of excellent bus services, mainline train services, and is less than one kilometre to St Peters Square Metrolink stop.

6.15 The proposed development will accommodate 20 cycle storage spaces to be used by residents within the basement. A store at the rear of the commercial unit is also available for staff to store bikes. The proposed scheme is of a car-free nature, with the exception of one disabled parking bay.

6.16 As the development will take advantage of its sustainable location, it is considered that the development complies with Core Strategy T1 (Sustainable Transport).

Green and Blue Infrastructure Statement

6.17 The Manchester Green and Blue Infrastructure Strategy (2015) and Action Plan (2015) aim to build on investment to date and create a high quality, well maintained green and blue spaces which are integral part of neighbourhoods. The objectives of the Strategy include using appropriate infrastructure to create successful neighbourhoods and support the city's growth. The strategy sets out that urban green spaces, including private gardens, pocket parks, street trees, verges, green roofs and green walls are all considered to be green infrastructure. These types of infrastructure plan an important role as part of Manchester's overall resource.

6.18 The Strategy identifies a number of actions, including embedding green infrastructure as part of development and within city centre developments. The Strategy recommends that Developers should consider how green and open space can work best to achieve this and form an integrated part of the overall scheme.

6.19 The Design and Access Statement sets out how the proposed development has been designed to maximise external amenity space for residents through the provision of balconies for the new homes. The proposed development has considered every viable way to maximise outdoor space in order to comply with this strategy and action plan.

Technical and Environmental Considerations

Noise

6.20 In accordance with Policy DM1, a Noise Assessment has been submitted alongside this application. To assess the noise environment at the site, a long-term unattended noise survey was undertaken to determine prevailing noise across the site at the most likely noise sensitive proposed residential dwellings. This assessment has enabled design considerations to be incorporated throughout the scheme to limit impacts on neighbouring amenities.

Highways

6.21 A Transport Statement prepared by SK Transport has been submitted with the planning application. The Transport Statement highlights the Site's accessible location on Oxford Road, which provides high quality cycle routes with kerbed provision for both northbound and southbound movements. The nearest bus stops to the site are located on Oxford Road, directly opposite the site. The bus stops benefit from shelters, timetable information and boarding facilities.

6.22 The Transport Statement confirms that the proposed development will not be associated with a significant level of trips by any mode of travel. The development will not generate any vehicle trips in the peak hours, based on this, and as the Council has previously concluded that the provision of residential uses at the site (up to 15 beds/Use Class C3) is acceptable then it is concluded that there will be no highway impact from the proposal.

Odour

6.23 An odour assessment at the site was undertaken to identify the odour risk of the proposed scheme. The results of the assessment indicated the odour risk was classified as very high. This prediction does not infer that the proposed development would result in significant odour impact or affect local amenity levels however, it does suggest that appropriate mitigation is required to reduce potential effects to an acceptable level. The report identifies a number of options to reduce and mitigate the impacts of odour at the site, in accordance with

EMAQ+ and DEFRA guidance. The assessment concludes that odour at the site therefore should not be viewed as a constraint to planning consent, subject to the appropriate mitigation. The proposals therefore accord to Core Strategy Policy DM1 once the appropriate measures have been implemented.

Environmental Standards Statement

6.24 An Environmental Standards Statement ('ESS') prepared by Quality Engineering Design Limited has been submitted with the application. The ESS details how the proposed development complies with local policy requirements in order to achieve sustainable development. The ESS covers the following topics; Energy Efficiency; Renewable Energy; Water Management; Waste Management; Construction Management, and; Biodiversity. The report confirms the scheme's compliance with Core Strategy Policies EN6, various SPD's and national policies.

Crime

6.25 A Crime Impact Statement ('CIS') has been produced and enclosed within this application in order to reduce the opportunities for crime and fear of crime. The CIS has provided an assessment of crime impacts of the proposed development and is therefore considered compliant with Policy DM1 and Policy H12 of the Core Strategy and Paragraph 135 of the NPPF.

7. Heritage Statement

7.1 This section of the Planning Statement assesses the proposed development against the any potential impacts upon nearby heritage assets in accordance with local and national policies.

Historic Environment

7.2 The Site is not registered as a listed building, nor is there a listed building within the curtilage of the Site. The Site also does not lie within a Conservation Area. There are, however, there are a number of listed assets within the site's vicinity. It is considered that the derelict condition of the Site currently detracts from the setting of these listed buildings and the proposed development therefore presents an opportunity to enhance the architectural character of these historical assets.

7.3 In accordance with the Planning (Listed Building and Conservation Areas) Act of 1990, the Council has statutory duties to have special regard in the preservation of the special interest and setting of listed buildings. National and local planning policy recognises that changes to buildings or sites within the vicinity of a listed building can affect the special interest of that listed building. In the absence of physical impacts, it is the impact to the setting of designated or non-designated heritage assets identified as part of this development that will be considered.

Setting and Significance of Heritage Assets

7.4 The site lies within the setting of a number of listed buildings which are detailed as follows:

Former Grosvenor Picture Palace

7.5 Grosvenor Picture Palace was erected in 1912 upon Oxford Road, situated opposite to the site. The Grade II asset is recognised for its special architectural interest constructed using arsenic green and cream faïence tiles. The current condition of 137 Oxford Road is thought to detract from the setting of this heritage building.

Adult Deaf and Dumb Institute (Former)

7.6 The former Adult Deaf and Dumb Institute was constructed in 1878, designed by John Lowe. The building is fronted in high quality sandstone ashlar, with Gothic proportions and detailing. The building is recognised for its historical interest as a former philanthropic use, and its more recent use as a popular music venue.

7.7 The site is situated adjacent to 137 Oxford Road, and it is considered that the application site currently detracts from the aesthetic features of the site's wider setting and makes no contribution to the significance of the building.

Former Town Hall Façade

7.8 The former Town Hall Façade to the Mabel Tylecote Building is currently within Manchester Metropolitan University's ownership. The Grade II building was constructed between 1830-31 and was designed by Richard Lane. The building was designed in the Greek Revival style, however, today only the façade of the building remains following the building's demolition. Whilst the surroundings of the historic square have been eroded over time, the former Town Hall Façade remains a prominent aspect of the Manchester Metropolitan University campus.

7.9 The proposed development site does not contribute to the setting of the historical façade.

Grosvenor Building

7.10 The Grosvenor Building is a Grade II heritage building located to the south of 137 Oxford Road. The building is constructed within the Gothic style, with symmetrical rhythm in its window bays and gable wings. The main building is butressed and arcaded, resulting in quite a free flowing and light building, albeit formed in sandstone ashlar.

7.11 The building is recognised for its architectural qualities and also its history as a building of education, beginning the establishment of the area as an educational hub.

7.12 The setting of the building is on a prominent location on the square, closely flanked by the former Town Hall facade, with which it forms a group. The setting is also of other, newer, academic buildings, which contributes to its significance emphasising the growth and continuity of academic activity from the late nineteenth century in this location.

7.13 The 137 Oxford Road site makes no contribution to the setting of this heritage asset and detracts from the setting of this historical asset. Therefore, the application site makes no contribution to the significance of this building.

Planning Policy

7.14 Within the consideration and determination of planning applications, local authorities are required to consider the relevant policies on the historic environment as set out in the NPPF. Paragraph 200 of the NPPF states:

> *"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."*

7.15 Policy CC9 of the Core Strategy (Design and Heritage) states that *"development in Manchester City Centre should preserve and enhance the heritage assets that have been identified, including Listed Buildings, Conservation Areas and Scheduled Ancient Monuments"*. The design of new buildings will need to be of the highest standard in terms of appearance and function. Policy CC9 goes on to state that the Council will support high density development in the City Centre, but development should recognise the specific design challenges that must be overcome to ensure a complementary function and form.

7.16 Policy JP-P2 of the Places for Everyone Plan (Heritage) notes that *''particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected from harm''*.

7.17 Policy JP-P3 of the Places for Everyone Plan (Cultural Facilities) also details that existing heritage, cultural and community venues will be protected.

7.18 Policy DC19.1 within the Saved Policies of the Unitary Development Plan states that the Council will have regard to the to the general setting of Listed Buildings in determining applications which have an impact on Listed Buildings. The Council will seek to preserve and enhance the settings of listed buildings through ensuring appropriate design for new development in their vicinity.

Heritage Assessment

7.19 The proposals are expected to significantly improve the aesthetic quality of the current 137 Oxford Road site, which is currently considered an eyesore, detracting from the setting of the surrounding heritage assets. The proposed development seeks to become a positive feature of the townscape though an improved exterior appearance and an elevated quality of architectural design.

7.20 The proposals to add an additional storey to the building will enable the site to make a prominent impact upon Oxford Road without overshadowing the neighbouring heritage assets and the taller university buildings nearby. The increased height will give prominence to the location, marking the junction of Oxford Road and Grosvenor Street, and visually balancing the attractive facade of the former Picture Palace. The principle of the upwards extension of 137 Oxford Road has previously been established and approved by MCC under application Ref. 128837/FO/2020. The protection of the setting of neighbouring listed buildings has been considered through the process of pre-application discussions with the Council to ensure that the heritage setting is protected throughout the Site's development.

7.21 The proposed materiality of the site also enhances the setting of the listed buildings. The holistic design proposals will result in an increased visibility to assets such as the former Picture Palace, creating a prominence in the townscape and adding to the appreciation of historical significance. The surrounding heritage assets will largely maintain their current context, while the Site's rejuvenation will improve their overall surrounding context.

7.22 Overall, the proposal is seen as a significant enhancement to the site by regenerating a dilapidated building on a prominent corner. The proposals will positively impact the setting of nearby listed buildings, which the site currently detracts from, without harming the significance of the surrounding heritage assets.

7.23 It is considered that the proposals will therefore meet the tests for sustainable development as outlined within the NPPF and conform to the local policies, namely Core Strategy Policy CC9 and UDP Policy DC19.1.

8. Planning Balance

8.1 Section 38(6) of the Planning and Compulsory Planning Act 2004 states that decisions should be made in accordance with the Development Plan unless material considerations indicate otherwise. As demonstrated in this Statement, the application proposals accord with the relevant policies of the Development Plan when read as a whole and should therefore be approved without delay in accordance with the NPPF.

8.2 Notwithstanding the above, if the Council does identify conflict with any policies of the Development Plan, the potential harm is clearly outweighed by the significant economic, social and environmental benefits, as set out below:

Economic Benefits

- The development will contribute to important wider regeneration benefits for the development area through the provision of new PBSA and commercial space to help with the transformational regeneration of the Oxford Road Corridor.
- Investment and jobs will be provided through the construction period and the operational development with additional local training and opportunities in accordance with Policy EC1.
- The Proposed Development would attract new student residents which will enhance the skills base available to employers in the local area and potentially benefit businesses productivity, as well as generating additional household spend in the local area.
- The proposed development includes flexible commercial space which will draw a range of people into this location providing further economic benefits that will feed back to the wider system and community, a principle supported by and in accordance with Policies SP1 and EC3.

Social Benefits

- The proposals will deliver PBSA within a sustainable location, close to many university facilities and transport links in line with the identified need.
- The proposed scheme will secure direct investment into the local economy by improving the area's aesthetics and thereby, along with committed development in

the local area, playing a role in the ongoing regeneration of this location creating an attractive environment for future investments, a key objective of Manchester's Development Plan and in accordance with Policy EN1.

- The social benefits of the scheme will attract new residents which in turn will enhance the skills base available to employers in the local area and potentially benefit businesses productivity, a key principle of Policy H2 (Strategic Housing Location).

Environmental Benefits

- The development seeks to make use of previously developed land by maximising its development potential whilst taking into account the key site opportunities and constraints in accordance with Chapter 11 of the NPPF (Making effective use of land).
- The proposal has been designed to ensure that the delivery of PBSA dwellings at the site can be achieved viably and sustainably whilst also reinforcing an exciting and innovative design in accordance Core Strategy Policy EN1.
- The applicant wishes to deliver a scheme which ensures efficient use of the land by utilising the core structure of the previous development at the site in order to reduce carbon emissions and recycle development materials, compliant of Core Strategy Policy EC1 and Policy H12.

8.3 In summary, the proposed development represents a highly sustainable form of development on a previously developed site which will deliver much needed PBSA for Manchester. The scheme fully accords with the Development Plan and associated supporting planning guidance. This Chapter has assessed the proposed development against the relevant policy considerations. The principle of the proposed development accords with the relevant policies of the Development Plan, notably policies H2, H12 and EC3 of the Core Strategy

9. Conclusions

9.1 This Planning Statement has been prepared by AshtonHale on behalf of Soller Eight Limited in support of a full planning application made to Manchester City Council for the refurbishment and extension of a vacant building to provide a new purpose built student accommodation (PBSA) and commercial development at 137 Oxford Road, Manchester. The Statement has addressed all relevant planning policy considerations, and in particular the case for PBSA use at the Site.

9.2 The Site is situated within a highly sustainable location within the Oxford Road Corridor and has excellent public transport connections, as well as multiple neighbouring amenity and leisure facilities. In locational terms, the site provides an excellent opportunity to enhance the student experience and the overall regeneration aspirations within Oxford Road Corridor.

9.3 The proposals have been designed with due regard to the technical assessments undertaken by the Applicant's project team. The additional storey that has been proposed on the existing building has been sensitively designed to complement the surrounding built environment of Oxford Road and design proposals have been developed in line with best practice guidance.

9.4 This report has identified a series of Development Plan Documents and other material considerations to be taken into account in the determination of the application, demonstrating that the principle of development at the site accords with national and local policy. The application accords with the principles of the NPPF, importantly the effective use of brownfield land, maximising densities in sustainable locations.

9.5 To summarise, the proposed scheme represents a complementary use upon Oxford Road, comprised of a high-quality holistic design, within an accessible location in Manchester City Centre. The proposals align with the regeneration visions for the area and the development accords to national and local policies.

Appendix I

Submission Schedule

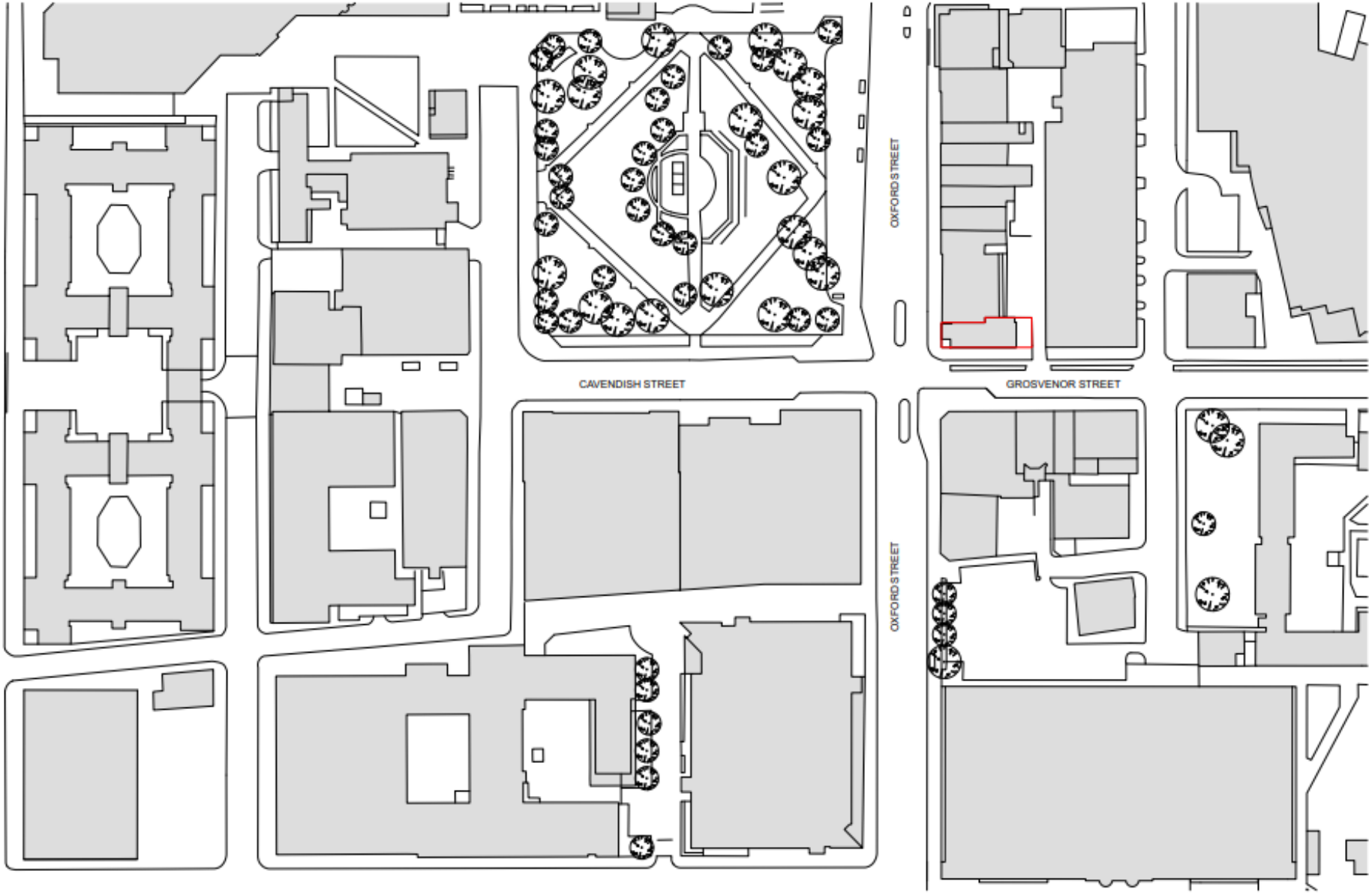
Document	Reference	Author
Plans		
Site Location Plan	060_PLN_090	Define Architects
Existing Bloc Plan	060_PLN_091	Define Architects
Proposed Block Plan	060_PLN_92	Define Architects
Existing Lower and Ground Floor Plans	060_PLN_100	Define Architects
Existing First and Second Floor Plans	060_PLN_101	Define Architects
Existing Third and Roof Plans	060_PLN_102	Define Architects
Existing South East and North West Elevation	060_PLN_130	Define Architects
Existing South West and North Eat Elevation	060_PLN_131	Define Architects
Proposed Lower and Ground Floor Plans	060_PLN_200	Define Architects
Proposed First and Second Floor Plans	060_PLN_201	Define Architects
Proposed Third and Fourth Floor Plans	060_PLN_202	Define Architects
Proposed Roof Plan	060_PLN_203	Define Architects
Proposed Site Plan	060_PLN_210	Define Architects

Proposed South East and North West Elevation	060_PLN_300	Define Architects
Proposed South West and North East Elevation	060_PLN_301	Define Architects
Proposed 3D Visualisation- Bay Visual	060_PLN_805	Define Architects
Proposed 3D Visualisation- Street Image 1	060_PLN_806	Define Architects
Proposed 3D Visualisation- Street Image 2	060_PLN_807	Define Architects
Proposed 3D Visualisation- Street Image 3	060_PLN_808	Define Architects
Documents		
Planning Application Forms	August 2024	AshtonHale
Covering Letter	August 2024	AshtonHale
Planning Statement	August 2024	AshtonHale
Construction Management Plan Framework (included within Planning Statement)	August 2024	AshtonHale
Blue and Green Infrastructure Statement (included within Planning Statement)	August 2024	AshtonHale
Heritage Statement (included within Planning Statement)	August 2024	AshtonHale
Local Labour Agreement (included within Planning Statement)	August 2024	AshtonHale

Acoustic Assessment	August 2024	dBX acoustics
Design and Access Statement	August 2024	Define Architects
Environmental Standards Statement	August 2024	Quality Engineering Design Ltd
Student Management Plan	July 2024	
Transport Statement	August 2024	SK Transport
Travel Plan	August 2024	SK Transport
Crime Impact Assessment	July 2024	GMP
Odour Assessment	August 2024	Redmore Environmental

Appendix II

Site Location Plan


CAVENDISH STREET
OXFORD STREET
GROSVENOR STREET
OXFORD STREET

Appendix III

Local Labour Agreement

Local Labour Agreement

Proposed Development at 137 Oxford Road, Manchester

This agreement summarises how Soller Eight Limited and/or the scheme contractor (herewith referred to as "The Company"), will discharge planning conditions in relation to local labour attached to the above planning application. The Company will engage voluntarily with Manchester City Council's Work and Skills Team to maximise the recruitment of local residents in construction and related jobs.

If applicable and within the remit of The Company, this will extend to end use job opportunities as well. The Company, and if applicable the end user, will also consider links with schools, employment support organisations and community groups to offer careers information, skills development, work experience or other activities to be agreed.

Construction Phase

We will agree with the Work and Skills Team indicative targets against key performance indicators issued as part of this Agreement. We will endeavour to deliver and monitor these targets and we will provide regular updates as agreed with the Work and Skills Team.

End Use

Prior to completing the proposed development, The Company, the Work and Skills Team and the end users of the proposed commercial units (if known at that time), will explore how they can work together on recruitment for the end use. Sufficient lead in time will enable the Council and its partners to source and prepare suitable local candidates.

In the first instance, The Company will consider conduction a local candidate search using the Manchester Employers Suite and other local community networks. The Work and Skills Team will support this work.

If 2 months prior, or another period to be agreed, to the start of the end use of the commercial units not enough local candidates have been identified and recruited, The Company can broaden its search for suitable staff via whatever means it so chooses but ideally targets Greater Manchester first.

Scope of Agreement

There shall be no obligation to extend the above commitments for staff that are difficult to recruit locally because of specific or specialist qualifications, where The Company reserves the right to recruit as business needs dictate. However, The Company will explore with the Work and Skills Team how opportunities for local residents can be maximised.

Nothing in this undertaking shall be deemed to impose on The Company any obligation or require any action that would contravene any UK employment law or UK anti-discrimination law.

Appendix IV

Construction Management Plan Framework

Construction Management Plan Framework

The purpose of this section is to provide a framework for the preparation of the Construction Management Plan ("CMP") which will be prepared prior to construction and delivered via a planning condition. The CMP will provide details of how the proposed scheme will be managed during the construction.

A Construction Phase Plan is required by the CDM 2015 Regulations for any construction work carried out by contractors. This CMP will be prepared to satisfy these regulations. The CMP will be enforced by the Contracts/Project Manager on receipt of client pre-construction information.

The CMP will be checked by the client team or his appointed Principal Designer for accuracy and robustness before commencement of site works. Following agreement of the Plan, this will be issued to the construction team and be updated/maintained on site by the site manager.

Objectives of the CMP

The objectives of the CMP are to:

- Define the existing and proposed ground levels specific to the proposed development.
- Provide information on any environmental and sensitive local receptors relating to the construction of the development and associated infrastructure;
- Set out actions required to manage the specified environmental risks, through consideration of design requirements, monitoring schemes and appropriate method statements.
- Define the requirements for communication of the CMP to the project team, environmental training and awareness, stakeholder liaison.
- Define the processes for updating the CMP - management reviews, incident reporting and investigation, etc

The key function of the CMP is to highlight and manage the specific environmental effects of the construction phase and to ensure that the significant negative effects are mitigated, and where

practicable that additional environmental enhancements are delivered through completion of the proposed works.

Perceived Environmental Risk from Construction Activities

The perceived and potential risks which the CMP will set out to address are:

- Contamination of soils, surface waters and groundwater through spills, run-off etc;
- Production of dust from construction activities;
- Management of construction traffic;
- Production of noise and vibration from construction activities;
- Production of construction waste from construction activities and;
- Damage to habitats (including flora and fauna and watercourses) from construction activities.

The following sets out the framework and structure of the CMP:

Chapter 1: Project Method Statement

The section will provide a detailed description of the proposed approach to the enabling and construction programme and set out the following:

- The construction process – sets out the programme and key construction operations such as setting up of compounds, access, any remediation required, changes in levels etc. At this preliminary stage. It is anticipated that the entirely of the construction process will take 70 weeks to complete;
- Hours of operation – for the avoidance of doubt, the construction working hours will be 07:30 – 19:30 Mondays to Fridays and 08:00 to 13:00 on Saturdays. No construction work shall take place on Sundays or Bank Holidays.

Chapter 2: General Site Management

The project delivery team structure, roles and responsibilities for the overall development of the site will be presented. Roles include:

- Environmental Manager
- Ecological Liaison Officer
- Principal Contractor
- PCs Contract Manager

- Design Manager
- Sub-Contractors

Site induction procedures will be set out which will include instruction on emergency procedures and any training required for site-based staff. The project goal is zero reportable or major accidents and dangerous occurrences during construction. Other items covered under this section of the CMP include:

- Selection criteria for contractors and designers
- Security and fencing
- Offices and cabins
- Welfare facilities
- Emergency incidents and management
- Fire and emergency evacuation

Chapter 3: Arrangement for Controlling Significant Site Risks

Material placement, delivery, removal and waste management will be set out and measures to ensure that site services are protect and maintained. Consideration of adjacent land uses and protecting the public to ensure activities will not create unnecessary safety issues will be undertaken. All works will be planned to protect the public and adjacent site workers from the site's activities associated with construction site movement, deep excavations and movement of materials.

Preventing of falls is considered to be one of the highest control priorities and measures will be set out to control working at height. Fuelling and hazardous liquids has the most potential for environmental impact to surface and ground water and will be tightly controlled through measures set out in this chapter.

A subsection within this part of the CMP will set out measures to control deliveries and vehicle movement:

- Parking
- Deliveries

- Site access and vehicle movement
- Road Cleanliness

Chapter 4: Environmental Considerations and Management Measures

This section will set out the key environmental issues such as soil contamination and how any contaminated material will be handled, removal of any asbestos material, ground gas and set out techniques that will minimise noise and vibration. In addition to reduce the impact of dust and air emissions measures such as dust suppressants, stockpile management and speed limits on site will be considered. The site management team will ensure that all site personnel are appropriately briefed on any ecological issues at the site. Specific site related issues will be set out here.

Chapter 5: Health and Safety

This chapter will set out the information that will be required, by the Principal Designer, for inclusion in the Health and Safety File. The above sets out the framework for the CMP. The applicant invites the requirement for a CMP to be a condition to the planning consent.

Summary

In summary, this section of the Planning Statement has described various components of the CMP. This CMP will be prepared prior to construction and delivered via a planning condition. The final CMP once issued will provide details of how the proposed scheme will be managed during the construction.