

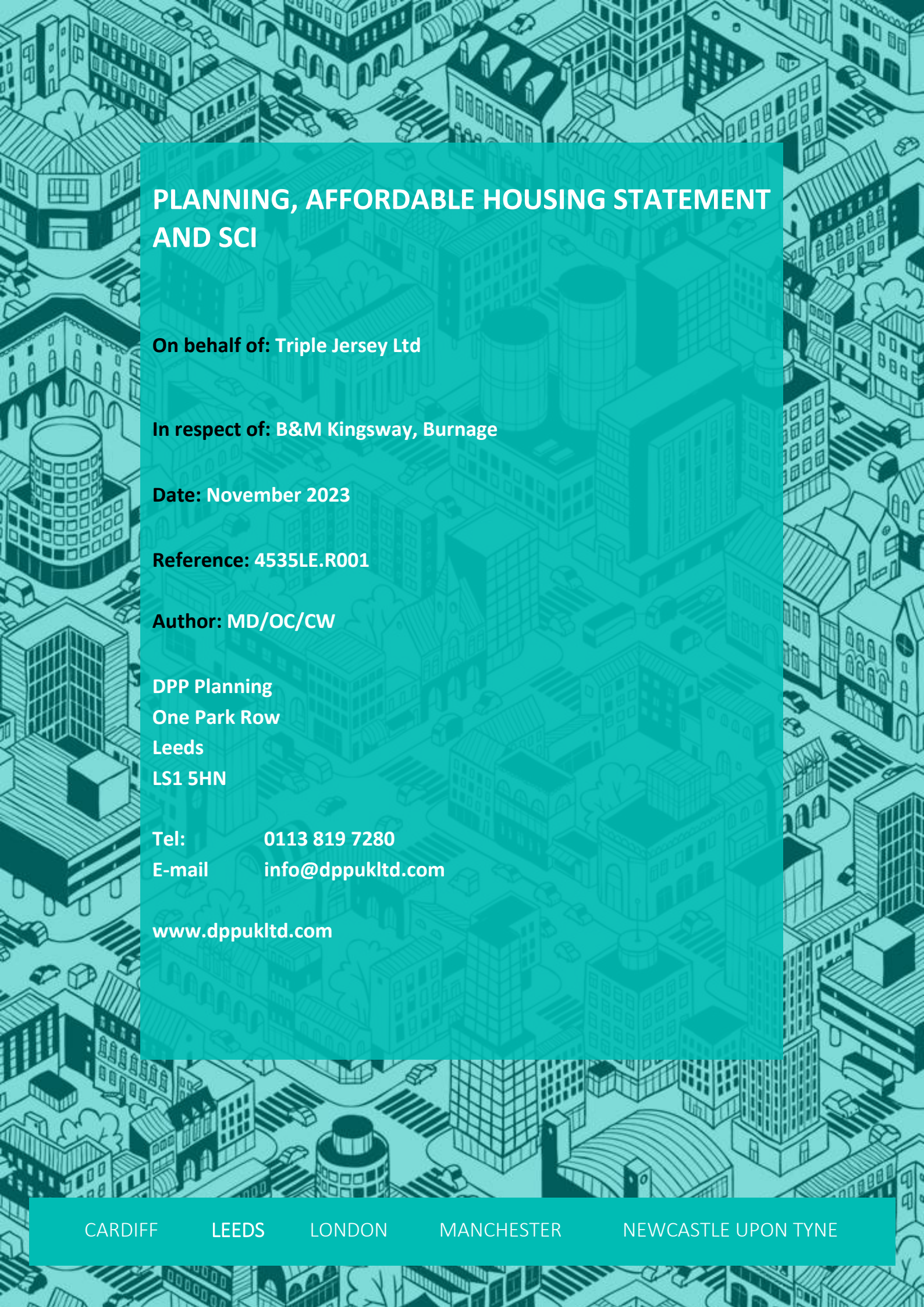


PLANNING, AFFORDABLE HOUSING STATEMENT AND SCI

TRIPLE JERSEY LTD

B&M KINGSWAY, BURNAGE



An isometric illustration of a cityscape with various buildings, streets, and vehicles, rendered in a light blue and white color scheme. The illustration is used as a background for the document.

PLANNING, AFFORDABLE HOUSING STATEMENT AND SCI

On behalf of: Triple Jersey Ltd

In respect of: B&M Kingsway, Burnage

Date: November 2023

Reference: 4535LE.R001

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1.0 Introduction

- 1.1 This Planning Statement has been prepared on behalf of our client, Triple Jersey Ltd, to assist Manchester City Council in their consideration of a full planning application for the proposed demolition of the existing B&M retail unit and associated garden centre and subsequent erection of a residential development with associated access, parking, landscaping and drainage at land off Kingsway, Burnage, Manchester, M19 1BB.
- 1.2 This statement will be presented in the following structure following this introduction:
- Chapter 2: Site Description & Planning History;
 - Chapter 3: Proposed Development;
 - Chapter 4: National Planning Policy Context;
 - Chapter 5: Local Planning Policy Context;
 - Chapter 6: Statement of Community Involvement;
 - Chapter 7: Affordable Housing Statement;
 - Chapter 8: Planning Assessment;
 - Chapter 9: Summary and Conclusions.
- 1.3 This statement should be read alongside the plans and documents listed in full in the following accompanying document:
- **DPP Document Register** – B&M Kingsway, Burnage - 4535LE.DR001 - 30.11.23 Ver. 1.0
- 1.4 This important scheme will deliver a number of significant planning benefits in Burnage and in a wider context. These include:

Social

- The proposals will contribute towards the national aim of significantly boosting the supply of homes by delivering 112 dwellings with an appropriate mix of unit types and sizes;
- The regeneration of a brownfield site to deliver high-quality Build to Rent residential accommodation which will house additional residents and result in increased investment in the local area; and
- Provision of 1 and 2-bedroom apartments can potentially allow for the release of family housing in the area (for example, from those looking to downsize) whilst also providing a more affordable housing product for smaller families and young couples;

Environmental

- The site is sustainably located adjacent to Mauldeth Road train station and is in a location which allows people to access public transport, services, and shops without using private vehicles.

- The site, consisting largely at present of a retail unit and car parking area, represents a significant opportunity to improve the visual amenity of the area and to facilitate more contact with nature for existing residents in the area.

Economic

- Along with the direct creation of a number of direct jobs through construction phase, it is likely that a number of indirect jobs will be created as contractors purchase building supplies and materials from local supply chains and businesses.
- Other nearby district centres which naturally contain a wider range of retail offerings can be expected to be boosted by the loss of the existing retail unit which is an out-of-centre retail store.

2.0 Site Description and Planning History

- 2.1 This chapter will describe the site and surrounding area and will provide an overview of the relevant planning history.

Site and Surrounding Area

- 2.2 The site measures 1.64ha in size, as shown in the aerial image below, and is located in the Burnage area on Kingsway (A34), which provides direct access to the centre of Manchester approximately 5 miles northwest of the site.



Figure 1 – Aerial Photo of Site with approximate Red Line Boundary

- 2.3 The site is currently occupied by a 2,787 sqm retail store and garden centre, currently occupied by B&M, with an accompanying customer car park with 175 spaces. The site is bound to the west by the railway line and Mauldeth Road train station, to the north by Talbot Road, to the east by Kingsway (A34), and to the south by a Texaco petrol filling station and retail units. The surrounding area is predominantly residential in character, with the site and the land immediately south forming a wedge of commercial/industrial uses between the two major pieces of transport infrastructure.

- 2.4 The site is accessed via a dedicated access road off Talbot Road. This road runs along the western boundary of the site in a north-south direction. It provides vehicular access to the existing customer car park of B&M in the northern part of the site, but it also provides access to the Mauldeth Road Railway Station's car park to the south of the site.
- 2.5 Mauldeth Road station provides half-hourly connections to Manchester Piccadilly. The nearest bus stop is located on Kingsway, approximately 150 metres to the south of the site. The stop is serviced by 4 different buses (approximately every 10 minutes), connecting the site with The Quays, Salford and Manchester City Centre and East Didsbury in the other direction.
- 2.6 The site lies approximately 1.5km away in either direction from shops and services provided within Fallowfield District Centre and Levenshulme District Centre which are located to the northwest and northeast of the site respectively.
- 2.7 The site is not within or adjacent to a conservation area, nor are there are listed buildings within the vicinity of the site.
- 2.8 The site is located in Flood Zone 1 as defined on the Environment Agency Flood Map for Planning, therefore is at low risk from flooding. However, the access point in the northern corner of the site is at medium-to-high risk of surface water flooding.

Planning History of the Site

- 2.9 The retail store has existed in its current form since the late 1980s/early 1990s and was previously a B&Q retail store.
- 2.10 A search of Manchester City Council's public access page highlights the following relevant planning applications:

031079

- 2.11 This consisted of an outline application which sought permission for:

"the erection of a non-food retail unit with garden centre, access roads, parking and landscaping."

- 2.12 Outline permission was granted in 1988.

032397

- 2.13 This consisted of a reserved matters application which sought permission for:

"Details of the landscaping for the erection of a non-food retail unit with a garden centre, access roads, parking and landscaping as approved in outline under ref, F31079 on 28/04/88."

- 2.14 Permission for the reserved matters was granted in 1988.

044268/JO/SOUTH1/93

- 2.15 This consisted of a section 73a application seeking permission for the following:

"Application under section 73a seeking permission for the continued use of the retail premises without complying with condition 3 of the planning permission dated 28-4-88 (ref F31079)"

- 2.16 The application was approved in 1993.

048298/FO/SOUTH1/95

- 2.17 This application sought the following works:

"Installation of security fencing and gates to existing service yard."

- 2.18 Approval was granted in 1995.

064097/LE/SOUTH1/02

- 2.19 This application sought the following permission:

"Use of premises for unrestricted A1 (retail) use."

- 2.20 The application was refused in April 2002.

066769/LE/SOUTH1/02

- 2.21 This Certificate of Lawful Use application sought the following permission:

"Use of the premises for unrestricted A1 (retail) use."

- 2.22 Approval was granted in December 2002.

Relevant Planning Application History in the Surrounding Area

130098/OO/2021

- 2.23 An application for outline planning consent on the site immediately south of the site was recently refused, and then subsequently dismissed at appeal. The application sought the following:

"The erection of a 3, 4 and 6 storey building to form 94 apartments (31 x 1 bed, 51 x 2 bed and 12 x 3 bed) with associated parking and landscaping and vehicle access/egress from Kingway and vehicle egress from Harwood Road."

- 2.24 The application was refused due to the scale and massing of the development, whilst the principle of development was considered to be acceptable. The principal reason given for dismissing the appeal was in relation to the effect of the proposal on the character and appearance of the area. However, the Inspector explained in paragraph 15 of the Appeal Decision that this referred to 2 proposed buildings of 5 and 6 storeys respectively being considerably higher than the surroundings and also, in paragraph 16, the proposed 6-storey building having a considerably larger mass compared with the existing built form (also owing to a relatively large footprint and size).
- 2.25 Despite reaching this judgement regarding height and massing, the Inspector stated their view at paragraph 17 of the Appeal Decision that a higher density apartment development would be appropriate on the site and confirmed that the principle of residential development on this site was acceptable in accordance with the Council's original conclusions.
- 2.26 Another of the relevant key issues explored by the inspector was whether the proposal would have an unacceptable impact on highway safety. In emphasising the various modes of transport available to future occupiers, the inspector was satisfied that parking provision would be sufficient to meet resident's requirements. The inspector was therefore clear in concluding that the appeal proposal would have had no unacceptable impact on traffic or highway safety.

3.0 Proposed Development

- 3.1 The proposal seeks full planning permission for the demolition of the existing B&M retail store and associated garden centre and subsequent erection of residential development comprising 112 dwellings with associated access, parking, landscaping and drainage at land off Kingsway, Burnage. Vehicular access will be provided from the north of the site via Talbot Road.
- 3.2 The accompanying Design and Access Statement prepared by Sten Architecture provides full details of the proposed development, however a summary is provided below.
- 3.3 The scheme's schedule of accommodation comprises the following:
- 112 dwellings (34 of which are to be apartments)
 - 584 sqm of external public amenity space
 - A minimum of 112 secure cycle storage spaces.
 - 86 parking bays (including 9 accessible parking bays)

Site Layout

- 3.4 The proposed layout, shown overleaf in **Figure 2**, depicts how the development will be achieved and features areas of public open space to the north and to the south of the site.
- 3.5 The proposed development is arranged to have outward facing frontages, with the proposed dwellings fronting onto the access road (off Talbot Road) and onto Kingsway along the site's western and eastern boundaries respectively.



Figure 2 – Proposed Site Layout

- 3.6 The built form is designed to protect and provide natural surveillance of the internal spaces including private amenity spaces, parking areas, and communal gardens.

Housing Types and Mix

- 3.7 The scheme will be comprised of a mix of 1, 2, 3 and 4-bed dwellings of different types including apartments and terraced townhouses. The proposed housing mix is broken down as follows:

Table 1 – Proposed Housing Mix

Bedrooms	Quantity	Dwelling Type(s)	Percentage
1	2 no.	Apartments	1.8%
2	54 no.	Coach Houses	76.8%
	32 no.	Apartments	
3	16 no.	Terraced houses	14.3%
4	8 no.	Terraced houses	7.1%
Total	112 no.	-	100%

- 3.8 The overall housing mix will include 34 no. apartments with the remaining units being a mix of four different house types as described and illustrated within the accompanying plans pack and Design and Access Statement.

Access and Parking

- 3.9 Access is to be maintained via Talbot Road to the north of the site and internal access is proposed along the existing road that runs along the western boundary of the site.
- 3.10 Parking provision will come in the form of car ports for the House Type 1 units that front onto the internal access road to the west and internal parking courts for the remaining dwellings. The parking courts have been distributed throughout the scheme to ensure that routes to and from the housing units are short in length and to facilitate bin collection points close to adoptable highways.
- 3.11 Each of the three and four-bed dwellings will be provided with an allocated parking space. The remainder of the parking spaces will be unallocated and therefore the use of these spaces will be flexible.
- 3.12 In total, 86 car parking bays are proposed, 9 of which are to be accessible parking spaces.

Design

- 3.13 The proposed development will use a material palette principally consisting of red brick so as to be sympathetic to the local area and reflect the vernacular architecture. The building frontages will use a limited palette of materials to create a pleasant and attractive response to the highway and internal access road.

- 3.14 The scheme will additionally include a feature building at the northern point of the site which is close to a major junction and will become an identifiable and recognisable feature adding to the sense of place of the proposed development.

Scale

- 3.15 The proposed scale and massing have been carefully considered in response to the site's surroundings, with a capacity for slightly larger buildings to the north of the site.
- 3.16 The vast majority of buildings will be three-storey houses or apartments, with the only exceptions being the 4-storey tall feature building to the north and the no. 6 House Type 1 units.
- 3.17 An example of the proposed streetscene, is provided in **Figure 3** below.



Figure 3 – Proposed Streetscenes (fronting onto Kingsway)

Landscaping

- 3.18 The main components of landscaping scheme include the retention of existing trees, the delivery of attractive communal spaces, and (in the case of houses) provision of appropriate private rear gardens.
- 3.19 The majority of the individual townhouses will have a private rear garden. Rear amenity space is defensible, defined by boundaries, and protected with the grouping of rear gardens which will combine to create a robust and private environment for residents.
- 3.20 The eastern edge of the site will be formed by a line of retained planting with the new development set behind this tree line. The combination of this landscape feature and the considered choice of materials and detailing of the proposed development will enhance the character of the highway and surrounding streetscape.
- 3.21 Blocks are proposed to be grouped together to ensure positive streetscenes whilst also reducing the amount of hard surfacing required to access homes.

4.0 National Planning Policy Context

National Planning Policy Framework (the 'NPPF') (September 2023)

Introduction

- 4.1 The NPPF was updated in September 2023 and sets out the Government's requirements and objectives for the planning system in England and its proposed economic, environmental and social planning policies, in order to ensure that decision making is positive, sustainable and provides for necessary development in the right areas.
- 4.2 The NPPF seeks to ensure that a positive framework for decision making is implemented, with the core principle of the framework being the presumption in favour of development. Sustainable development provides economic benefits to the country (by contributing to a strong responsive and competitive economy), social benefits (through supporting vibrant and healthy communities and an environmental role (by protecting and enhancing our natural, built and historic environment).

The Presumption in Favour of Sustainable Development

- 4.3 Paragraph 7 of the NPPF indicates that the purpose of the planning system is to contribute to the achievement of sustainable development.
- 4.4 Paragraph 10 of the NPPF states that:

"So that sustainable development is pursued in a positive way, at the heart of the NPPF is a presumption in favour of sustainable development".

- 4.5 As set out at paragraph 11, with regard to decision taking, this means:

"Approving development proposals that accord with an up-to-date development plan without delay; or

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

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

ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this NPPF taken as a whole."

Decision Making

- 4.6 The Development Plan remains the statutory basis for the determination of planning applications unless material considerations indicate otherwise and the NPPF is a material consideration in planning decisions.
- 4.7 At Paragraph 38, the NPPF states that local planning authorities should approach decisions on proposed development in a positive and creative way. It states that they should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.
- 4.8 At Paragraph 47, the NPPF states that applications for planning permission should be determined in accordance with the development plan, unless material considerations indicate otherwise.
- 4.9 Through Paragraphs 55 and 56, the NPPF outlines that local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. It states that agreeing conditions early is beneficial to all parties and can speed up decision making, and that conditions which are required to be discharged before development commences should be avoided, unless there is a clear justification.

Delivering a Sufficient Supply of Homes

- 4.10 Section 5 of the NPPF sets out the Government's objective of significantly boosting the supply of homes. Paragraph 60 further indicates that:

"It is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay."

- 4.11 Paragraph 65 sets out that:

"Where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the total number of homes to be available for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of specific groups. Exemptions to this 10% requirement should also be made where the site or proposed development:

(a) provides solely for Build to Rent homes;

....."

- 4.12 Paragraph 69 indicates that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built out relatively quickly.

Promoting Healthy and Safe Communities

4.13 Paragraph 92 sets out that decisions should aim to achieve healthy, inclusive and safe places through promoting social interaction specifically through street layouts allowing for easy pedestrian and cycle connections, active street frontages, the use of attractive, well-designed, clear and legible pedestrian and cycle routes and high-quality public spaces.

4.14 Paragraph 93 states that:

“Planning Policies and Decisions should:

a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;

b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;

c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs;

d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and

e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”

Promoting Sustainable Transport

4.15 Paragraph 110 sets out the criteria for assessing development proposals, prioritising the provision of opportunities for travel by sustainable transport modes, ensuring safe and suitable access for all users, and ensuring there are no significant unmitigated impacts on highways.

4.16 Paragraph 112 goes on to state that priority should be first given to pedestrian and cycle movements and second to facilitating access to high quality public transport.

Making Effective Use of Land

4.17 Paragraph 120 states that decisions should:

“Give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land”.

4.18 Paragraph 123 continues stating:

"Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs."

- 4.19 Paragraph 124 states that decisions should support development that makes efficient use of land taking into account the identified need for different types of housing, local market conditions and viability, the desirability of maintaining an area's prevailing character or of promoting regeneration and change and the importance of securing well-designed, attractive and healthy spaces.

- 4.20 Paragraph 125 states:

"Area-based character assessments, design guides and codes and masterplans can be used to help ensure that land is used efficiently while also creating beautiful and sustainable places. Where there is an existing or anticipated shortage of land for meeting identified housing needs, it is especially important that planning policies and decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site."

Achieving Well-Designed Places

- 4.21 Section 12 attaches importance to good design, stating that the creation of high-quality buildings and places is fundamental to what the planning and development process should achieve.
- 4.22 It sets out a list of design-based criteria against which policies and decisions should adhere to. In particular, Paragraph 130 states that:

"Planning policies and decisions should ensure that developments:

- *Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- *Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- *are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);*
- *establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- *optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and*

- *create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”*

4.23 Good design is a key aspect of sustainable development and is fundamental to the planning and development process, creating better places in which to live and work. As per paragraph 134 of the NPPF, great weight should be given to outstanding or innovative designs which promote high levels of sustainability or help raise the standards of design more generally in the area, so long as they fit in with the overall form and layout of their surroundings.

5.0 Local Planning Policy Context

5.1 The site is located within the authority boundary of Manchester City Council.

5.2 The adopted Development Plan comprises:

- The Manchester Core Strategy (CS) (2012)
- Manchester Proposals Map
- Saved policies of the Manchester Unitary Development Plan (UDP) (1995)
- Greater Manchester Waste Development Plan (April 2012)
- Greater Manchester Minerals Plan (April 2013).

5.3 Other documents for consideration:

- Emerging 'Places for Everyone' Joint Strategic Plan
- Strategic Regeneration Framework (SRF) – South
- Guide to Development in Manchester SPD (2007)
- Providing for Housing Choice SPD (2008)
- Manchester Residential Quality Guidance (2016)

Manchester Proposals Map

5.4 The proposals map for Manchester reflects the spatial policies of the adopted development plan. Shown below is an extract of the policies map:



Figure 4 – Proposals Map Extract

- 5.5 The map shows that the proposed site does not have any specific allocation other than being located within the South Manchester area.
- 5.6 The site lies just outside of the 'Manchester City Boundary' (light blue line) and the brown lines represent 'Major Road / Rail Environmental Improvement Routes'.

The Manchester Core Strategy (CS) 2012-2027

- 5.7 The Manchester Core Strategy was adopted on July 11th 2012 and is a key document in the Manchester Local Plan setting out the long-term strategic policies for Manchester's future development and forming the framework that planning applications are assessed against.
- 5.8 The relevant policies are as follows:
- 5.9 **Policy SP 1 – 'Spatial Principles'** sets out the key spatial principles to guide the strategic development of Manchester and states that outside the City Centre and the Airport, the emphasis is on the creation of neighbourhoods of choice. It also sets out the core development principles, including:
- creating well designed places;
 - making a positive contribution to health, safety and well-being;
 - considering the needs of all members of the community;

- protecting and enhancing the built and natural environment; and
 - improving access to education by being located to reduce the need to travel.
- 5.10 **Policy H1 – ‘Overall Housing Provision’** outlines that approximately 3,240 dwellings are to be delivered in South Manchester. Whilst the policy states that new housing will be predominantly in the Regional Centre and Inner Areas of Manchester, the policy prioritises sites which are in close proximity to centres or high frequency public transport routes.
- 5.11 **Policy H6 – ‘South Manchester’** states that South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy. High-density development in South Manchester will generally only be appropriate within the district centres. Outside the district centres, priorities will be for housing that meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing.
- 5.12 **Policy H8 – ‘Affordable Housing’** outlines that new residential developments on greater than 0.3 ha or 15 or more units are proposed; a 20% of affordable housing provision should be made. It is envisaged that 5% of new housing provision will be social or affordable rented and 15% will be intermediate housing, delivering affordable home ownership options.
- 5.13 **Policy EN 1 – ‘Design Principles and Strategic Character Areas’** development in Manchester will be expected to follow the seven design principles as follows:
- Character: a place with its own identity
 - Continuity and enclosure: a place where public and private places are distinguished
 - Quality of the public realm: a place with attractive and successful outdoor areas
 - Ease of movement: a place that is easy to get to and move through
 - Legibility: a place that has a clear image and is easy to understand
 - Adaptability: a place that can change easily
 - Diversity: a place with variety and choice
- 5.14 Development in the Southern Character Area of which the site forms part of is expected to retain the identity and focus of activity associated with historic District Centres. Additionally, appropriate development along the radial routes such as Princess Parkway should be commensurate in scale with the prominence of its location.
- 5.15 **Policy CC5 – ‘Transport’** states that proposals will be supported that improve pedestrian safety, improve air quality and increase the scope for accessible public realm improvements. Furthermore, the council seeks to ensure that development includes adequate parking provision for cars and bicycles according to the parking standards.
- 5.16 **Policy CC9 – ‘Design and Heritage’** requires new development to be high quality in design and to be of the highest standard in terms of appearance and function.

- 5.17 **Policy T 1 – ‘Sustainable Transport’** seeks to support proposals that deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public/active transport. The Council will particularly support proposals that -
- Improve choice by developing alternatives to the car.
 - Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car.
 - Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life.
 - Improve pedestrian routes and the pedestrian environment
- 5.18 **Policy T 2 – ‘Accessible areas of opportunity and need’** confirms that the Council will actively manage the pattern of development to ensure that new development: is located to ensure good access to the City's main economic drivers and to ensure good national and international connections; is easily accessible by walking, cycling and public transport; and connects residents to jobs, centres, health, leisure, open space and educational opportunities.
- 5.19 **Policy EN 4 – ‘Reducing CO2 Emissions by Enabling Low and Zero Carbon Development’** aims to reduce CO2 emissions and requires all development to follow the principle of the Energy Hierarchy and to be designed:
- to reduce the need for energy through energy-efficient designs; and
 - to meet residual energy requirements through the use of low or zero carbon energy generating technologies.
- 5.20 **Policy EN 6 – ‘Target Framework for CO2 reductions from low or zero carbon energy supplies’** states that applications for residential development of 10 or more units will be expected, as a minimum, to meet the CO₂ emission reduction target of +15% increase on Part L 2010 unless this can be shown not to be viable.
- 5.21 **Policy EN 8 – ‘Adaptation to Climate Change’** describes how all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces.
- 5.22 **Policy EN 15 – ‘Biodiversity and Geological Conservation’** states that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on-site or adjacent to the site, contributing to linkages between valuable or potentially valuable habitat areas where appropriate.
- 5.23 **Policy EN 14 – ‘Flood Risk’** requires all new developments to minimise surface water run-off, including through Sustainable Drainage Systems (SUDS) and the appropriate use of Green Infrastructure. It also states that developers should have regard to the surface water run-off rates.

- 5.24 **Policy EN 16 – ‘Air Quality’** states that developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development. When assessing the appropriateness of locations for new development, the Council will consider the impacts on air quality alongside other plan objectives.
- 5.25 **Policy EN 18 – ‘Contaminated Land and Ground Stability’** describes how the Council will give priority for the remediation of contaminated land to strategic locations as identified within this document. Any proposal for development of contaminated land must be accompanied by a health risk assessment.
- 5.26 **Policy EN19 – ‘Waste’** requires all developers to demonstrate the proposal’s consistency with the principles of the waste hierarchy and to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.
- 5.27 **Policy DM 1 – ‘Development Management’** outlines how all development should have regard to specific issues for which more detailed guidance may be given within a supplementary planning document. These issues include appropriate siting, layout, scale, form, massing, materials and detail; effects on amenity; and community safety and crime prevention.

Saved Policies of the Manchester UDP

- 5.28 The remaining/extant policies from the Manchester Unitary Development Plan (UDP) were saved on the 11 July 2012 and remain applicable to development proposals.
- 5.29 **Policy DC26.1-2** relates to Development and Noise:
- 5.30 **Policy DC26.1** confirms that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City and, for this purpose, the Council will consider both:
- a. the effect of new development proposals which are likely to be generators of noise; and
 - b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.
- 5.31 **Policy DC26.2** states that new noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced.
- 5.32 **Policy E3.3** relates to Environmental Improvement and Protection:
- 5.33 **Policy E3.3** outlines how the Council will upgrade the appearance of the City's major radial and orbital roads and rail routes. This will include improvements to the appearance of adjacent

premises; encouraging new development of the highest quality; and ensuring that landscape schemes are designed to minimise litter problems.

The Local Plan Review

- 5.34 Manchester City Council are currently in the early stages of reviewing their current local plan. The most recent update on the review listed on the Council's website states that a consultation on the Integrated Appraisal Scoping Report finished on the 1 October 2021. The next stage will be to undertake an assessment of any draft policies and potential options through a sustainability appraisal process, however there have not been any timescales given of when this might be prepared by.

Additional Relevant Planning Documents

- 5.35 The following Supplementary Planning Documents and additional documents are deemed to be relevant to the Proposed Development:
- Emerging 'Places for Everyone' Joint Strategic Plan
 - Strategic Regeneration Framework (SRF) – South
 - Providing for Housing Choice SPD (2008)
 - Guide to Development in Manchester SPD (2007)
 - Manchester Residential Quality Guidance (2016)

Emerging 'Places for Everyone' Joint Strategic Plan

- 5.36 Places for Everyone is a long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes and sustainable growth. The emerging plan has been prepared by the GMCA on behalf of the nine districts.
- 5.37 At the time of writing, representations have been invited, in what is described as the final stage of consultation, on the Proposed Modifications for a period of eight weeks from 11 October until 6 December 2023.
- 5.38 The relevant policies from this plan, at this stage, are as follows:
- 5.39 **Policy JP-H1**, according to the latest Proposed Modifications, outlines 60,061 units to be delivered in the Manchester authority area between 2022-2039.
- 5.40 **Policy JP-H 3 Type, Size and Design of New Housing** states that developments should seek to incorporate a range of dwelling types and sizes including for self-build and community led building projects to meet local needs and deliver more inclusive neighbourhoods. Where appropriate, this should include incorporating specialist housing for older households and vulnerable people. Most importantly it states that all new development must comply with the nationally described space

standards; and be built to the ‘accessible and adaptable’ standard in Part M4(2) of the Building Regulations, unless specific site conditions make this impracticable.

- 5.41 **Policy JP-H 4 Density of New Housing** confirms that the minimum net residential density for developments located within 400 metres of other rail stations with a frequent service is 70 dwellings per hectare.

Guide to Development in Manchester 2007

- 5.42 The Guide to Development in Manchester is a hybrid document acting as both a Supplementary Planning Document and planning guidance. The guide is divided into three parts, the first part dealing with development principles; the second part provides additional guidance on the character of various areas within the City, and part three of the guide explains how it should be used and how it relates to the wider planning considerations.

Providing for Housing Choice SPD (2008)

- 5.43 This document provides planning guidance about the mix of new housing provision required in Manchester to meet the requirements of the City’s planning policies and government guidance about planning policies for housing provision.

Manchester Residential Quality Guidance (2016)

- 5.44 This interim guidance was approved by the Executive at its meeting on 14 December 2016 and sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and seeks to raise the quality of life across Manchester.
- 5.45 The guidance includes Manchester’s emerging space standards which combine Nationally Described Space Standards and the London Housing Design Guide space standards.

6.0 Statement of Community Involvement

Manchester City Council Statement of Community Involvement (2018)

- 6.1 Manchester City Council adopted its Statement of Community Involvement (SCI) in June 2018. it covers the areas of Manchester City, setting out the Council's commitment to involving as many people and organisations in the planning process, including local plan preparation, neighbourhood planning activity, and the consideration of specific proposals subject to planning applications. The SCI sets out that, for significant development proposals, the Council encourages developers to consult with the community before they submit a planning application. The SCI notes that pre-application consultation is beneficial to both the community and the developer as it allows the developer to design a proposal, taking on board the opinions of the community.
- 6.2 It is acknowledged in the SCI that public involvement at this stage should ensure that schemes that may give rise to issues of significant impact are well understood by the local community and other interested parties and allow early consideration of the fundamental issues relating to whether a particular proposal would be acceptable in principle.

Pre-Application Engagement with Manchester City Council

- 6.3 A pre-application enquiry was submitted to the Council on May 25th 2022 and, subsequently three pre-application meetings have taken place with officers. The applicant has continued to proactively engage with the Council prior to submission of the application.
- 6.4 The first meeting was held on November 2nd 2022 via Microsoft Teams with Jennifer Connor and Des Jones. An initial plans pack including a site plan, floor plans, elevations and CGIs was presented in this meeting.
- 6.5 Feedback received from this meeting is summarised below as follows:
- It was confirmed that the site does not benefit from any policy protection in respect of the retail use and, as such, the principle of the loss of the existing store and garden centre would be acceptable;
 - A lower density traditional/mixed housing scheme would be the preferred option for the site although a mix including some higher density/apartment development could be supported;
 - It was acknowledged that some density may be required to make a viable scheme;
 - Heights above 4 storeys would be unlikely to be supported, however, 3/4 storey elements could be supported if accompanied by high-quality public realm and landscaping;
 - A general emphasis was placed on the importance of placemaking with appropriate levels of planting and landscaping;

- Subject to scheme viability, 20% affordable housing provision would be required in line with policy;
 - Acknowledgment was given to the site being a sustainable location next to Mauldeth Road train station and, accordingly, a lower proportion of parking than policy requirements could be supported for higher-density aspects although single family housing units would require at least 1 space; and
 - It was agreed that the pre-application process would continue going forwards.
- 6.6 Plans for a revised scheme were submitted in December 2022 and a second meeting took place on January 12th 2023. A third and final meeting was held on April 18th 2023 following the submission of further revisions of the plans.
- 6.7 The revisions to the scheme presented in the later meetings delivered changes to the scheme in line with the feedback received and specifically, a lower density traditional/mixed housing scheme emerged with placemaking principles and landscaping features such as communal garden areas and public open space given prominence in the revised iterations of the scheme.
- 6.8 A series of separate meetings were held with Highways officers to seek feedback on the access strategy and internal site layout. Some of the key elements that were agreed during these discussions are as follows:
- The principle of reconfiguring the access onto Talbot Road to provide two-way vehicle movements;
 - Provision of push button pedestrian crossing facilities on the Talbot Road arm of the Kingsway / Talbot Road / Grangethorpe Drive signalised junction; and
 - Provision of parking below the local standards given the highly sustainable location of the site.
- 6.9 A meeting with Ward Councillors took place on September 22nd at Manchester Town Hall and the following feedback was received:
- Support was expressed for the principle of development as it was viewed as an opportunity to deliver a significant number of new homes in Burnage.
 - The councillors were acutely aware a lack of availability of large sites in Burnage which has impacted upon the delivery of new housing in the area.
 - The overall design and layout appeared to be well received and support was clearly expressed for the proposed scale and massing.
 - Requests for an affordable housing element and the potential introduction of a convenience store/retail element were made, however, it was explained that both of these ideas had been explored and could not be progressed.
- 6.10 The reasoning given in relation to the suggestion for a convenience store/retail unit was that the tight linear nature of the site precludes against the incorporation of a retail element, which would cause issues with servicing and sharing access arrangements with residential properties.

Additionally, despite the presence of the B&M unit the site does not lie within an adopted town centre boundary and is not a sequentially preferable location for a convenience retail unit.

- 6.11 With regard to affordable housing, as is discussed below in Chapter 7 (Affordable Housing Statement), a Financial Viability Assessment (FVA) (prepared by Aspinall Verdi) has demonstrated that a policy compliant scheme would result in a deficit of £1.08m.

Community Consultation

Leaflet Drop

- 6.12 A leaflet was prepared which provided a brief summary of the proposals and directed residents to view further details of the proposals on the public consultation website (discussed below). A total of 245 leaflets were distributed on October 18th 2023 to local residents in the immediate vicinity of the site.
- 6.13 The extent of the consultation area can be found at **Appendix 1** and a copy of the consultation leaflet is provided at **Appendix 2**.

Website

- 6.14 All residents who received leaflets were directed to visit the website which provided further information, including a number of draft plans and computer-generated images of the proposed development. The website gave residents the possibility and also encouraged residents to provide their feedback on the proposals by email or post.
- 6.15 The website is still live and can be found at <https://www.dppukltd.com/Burnage>. Alternatively, a copy of the website information is attached at **Appendix 3**.
- 6.16 A total of **99** responses were received during the consultation period both via email and via post.
- 6.17 Of these responses, there was a total of **68** objections to the Proposed Development, including a letter which was then signed by 50 residents.
- 6.18 A total of **8** comments were received in support of the proposed development. A number of comments then were neutral in nature, requesting further details.
- 6.19 All comments have been divided into subject themes in the table below alongside our response. Some direct examples have been derived from the responses and are quoted in italics.
- 6.20 In respect of the comments in support of the proposed development we note the following key comments:

Theme	Key Quotes
Affordable housing/ provision of homes	<i>"I personally love the proposal. Having lived around the area most of my life I'm now a student ODP (Operating Department Practitioner) and soon I'll be ready to step on the property ladder and I would love nothing more than a new estate in the area that makes affordable housing and will bring more people to an amazing local community and would myself consider purchasing/renting one"</i> <i>"How do I go about putting my name down in preparation of purchasing one of the properties?"</i> <i>Please could I be given any future information so I can be sure an offer is made in time from my end."</i>
Quality of design	<i>"This an excellent sympathetic development which has good density next to public transport links. If anything it should include more flats to increase density further as it is such a sustainable location from a public transport perspective and there is a housing crisis. The inclusion of balconies is also a good feature."</i> <i>"I just wanted to say that I LOVE the vast majority of this proposal, from the brick, to the materials, to the balconies, and the roofs on the townhouses. My only issue would be that I believe this plot could use increased density due to it's proximity to the A34 and the rail station"</i>

6.21 In respect of the comments objecting to the Proposed Development, we have set out key concerns and addressed these below:

Theme	Key Quotes	Response
Traffic – Safety, Access, Parking	<i>"This is an already densely populated area and this proposal will only increase the traffic in the already built up area. There is a school directly behind the proposed location which this site will directly impact from a safety (when constructing) and after with increased traffic."</i> <i>"I'm a local resident and just wondering what your plans are for access to this road? There is already a lot of traffic in this area and if access is only from the North side this junction is already a nightmare."</i> <i>"It would affect those residing in this new development and mosque users too. Users of the mosque double park, park on pavements, block drives, park on double yellow lines, in bus stops and in the streets on the opposite side of Kings Way- there is currently no traffic enforcement around this site. Social cohesion would be gravely</i>	A Transport Assessment has been prepared by Andrew Moseley Associates and confirms that the proposed development is expected to lead to a reduction in traffic in the area. Indeed, the existing site generates 62 two-way trips in the morning peak hour and 198 two-way trips in the evening peak hour. Whereas the proposed development is only expected to generate a total of 47 two-way trips in the morning peak hour and 49 two-way trips in the evening peak hour. Traffic violations are to be enforced via Traffic Regulation Orders (TROs) and/or the highway authority and are therefore not a Planning issue.

Theme	Key Quotes	Response
	<i>impacted further should this development go ahead."</i>	
Loss of the B&M	<i>"BandM provides a valuable local service, with affordable prices to the local community of Burnage. It also stays open late"</i> <i>"Actually, I don't support this project as the B&M is very important in this area and very active to us in Mauldeth and Talbot Road residences.</i> <i>Our daily groceries bought from B&M and it is very easy to get it from it."</i> <i>"Are you going to relocate B + M some where else in burnage if not why are you taking the local community's Amenities away from the people of burnage and Ladybarn this is a very busy store a lot of local people rely on it for work and for cheaper food and goods than the supermarkets, you should be developing property on land that is no use to the community not demolish a very useful business for a private company to make a profit."</i>	We recognise that some will find the loss of this store unfortunate, however, there is no planning policy requirement to retain the store because it is not located in a designated retail centre and is therefore not afforded protection by the Planning system.
Suitability of site	<i>"There is land available that could be used for building purposes that is currently waste land- for example Burnage Cricket Ground which faces this site. The buildings that stand next to the mosque could be used to build a smaller more responsibly sized complex similar to the social housing on the opposite side of Mauldeth Road train station without affecting BandM. It also has secure parking which cannot be accessed from the street."</i>	Discussions with ward councillors have established that there is an historic lack of large sites in Burnage, which has exacerbated the shortage of new housing in the area. The site north of the mosque was subject to a recent planning application that was refused, and which had a subsequent appeal dismissed. Additionally, the Council's City Wide Open Spaces, Sport & Recreation Study (August 2009) identifies the Cricket Ground as an 'Outdoor Sports Facility' which is therefore protected open space.
Need for housing	<i>"I am against such development because to new houses in this region doesn't make sense because the whole ladybarn area has immense housing and rents for anyone who wants it."</i>	There is a recognised need for housing in the local area and discussions with ward councillors have made clear that a historic lack of large sites in Burnage (such as the

Theme	Key Quotes	Response
		site) has exacerbated the shortage of new housing in the area.
Design	<i>"No to new development!!! We need our local store and the new plans look hideous. Housing? Barracks more like. Don't do this!!!!!"</i>	The proposed design has been developed in conjunction with Manchester City Council following a series of pre-application discussions (as described above), and we consider the design to be an appropriate and measured response to the surrounding area in terms of scale, massing, density and materiality.
Strain on services	<i>"Is provision being made for more GPs, Schools, Dentists as people are already struggling to get seen."</i> <i>"More strain on the sewage system."</i> <i>"Not thinking if the impact on the residents around. Strain on the sewage works, doctors, dentists, schools etc. It's all about money not people."</i> <i>"There will also be increased pressure on the doctors surgery in the local area that are already over subscribed."</i> <i>"Has thought been given to local public services? Health, schools, dentists etc?"</i>	If a proposal for development would result in a need for additional school places (for example), it is normal practice for an authority to require a contribution via a S106 agreement to remedy any issue caused by the development. The applicant is prepared to discuss such requirements as part of the application process. Further, once the new dwellings are built, should they receive planning permission, the Council will receive a payment from the Government in the form of the New Homes Bonus ('NHB'). This is a payment made to the Council is based on the number of new homes delivered in each calendar year. The amount varies from year to year however, Manchester City Council received over £9.8 million in NHB payments in 2022/23 alone. This money can be used by the Council for the community and can help to meet educational and health requirements.
Crime	<i>"Near the train station is a hot spot for bike thefts etc recently as well so I worry about the increase in crime."</i>	A Crime Impact Assessment prepared by DPP has explored crime statistics in the area and has assessed that the proposals are designed efficiently and to be well aligned with the principles of 'Crime Prevention Through Environmental Design'. The

Theme	Key Quotes	Response
		report therefore argues that the proposals will facilitate a reduction in crime levels in this area.

6.22 In respect of the neutral comments to the Proposed Development, we have set out queries and answers below:

Theme	Key Quotes	Response
Scale of development	<i>"The scale of development sited adjacent to a fairly high frequency railway station is too low to achieve sustainable development principles."</i> <i>"This highly accessible site should provide at least 250 dwellings."</i> <i>"This is a unique opportunity and there should be more apartments provided in the scheme in order to alleviate the rental affordability crisis in the city."</i> <i>"I think you should be going for something a little more dense on this plot given how well connected it is to the city centre. It doesn't need a tower block or anything but it should be denser than what is proposed."</i>	Higher densities have been considered and explored, however, discussions with the Council and a recent planning application on an adjacent site (which was refused on appeal) have established that such high densities would not be supported or considered appropriate for this site due to the existing built character of the area and the heights of the surrounding dwellings.
Quantum of Parking	<i>"There is also scope for a reduction in car parking spaces on such an accessible site. The ratio seems higher than similar recent schemes."</i>	Whilst pre-application discussions have established provision of parking below local standards would be acceptable for the site (given its highly sustainable location), however, it was outlined that single family housing units require at least 1 space each.
Affordable Housing	<i>"Are the homes available at low rent ? Will they be managed by the council / housing association?"</i> <i>"will there be affordable housing and council housing? That is what the area truly needs, not overpriced homes further pushing the rental market costs up."</i>	An accompanying Financial Viability Statement prepared by Aspinall Verdi has assessed the proposed development and concludes that the scheme would be unviable if it were to provide any affordable housing units. However, the provision of new

Theme	Key Quotes	Response
		homes in a constrained market can assist in reducing house prices across the area by reducing demand.
Sustainability	<i>"Who will maintain the greenery and at what price? Is there a commitment to zero carbon energy efficiency?"</i> <i>"What about insulation, ventilation, energy generation i.e. triple glazing, mechanical ventilation heat recovery/ solar/photovoltaics/ground source heat pumps, etc?"</i> <i>"Looks as though it's traditional brick - are the bricks those with better insulation properties?"</i> <i>"Is there rain water harvesting/car parking on surfaces that allow rain to soak through the hard standing as a mesh?"</i>	Future management of the greenery will be subject to discussions with the Council through the application process. The Council could choose to adopt it or, otherwise, a management company will be appointed to ensure that upkeep and security of the space is maintained. The Sustainability Report which accompanies this application (prepared by Tace) confirms that the proposed buildings have been designed to maximise the reduction of carbon dioxide (CO2) emissions, whilst minimising energy consumption in line with the energy / carbon hierarchy. Building modelling software and passive construction techniques including enhanced insulation to the building envelope and windows with high thermal insulation have or will be employed to ensure that the buildings are efficient in terms of insulation. The report concludes that the most suitable sustainable technologies for incorporation within the buildings would be Air Source Heat Pumps for the generation of hot water and wastewater heat recovery/photovoltaics to generate electricity for a number of plots. These measures will achieve a minimum generation of 20% of the proposed development's energy demands from on-site renewables.

Theme	Key Quotes	Response
		Regarding sustainable drainage, a Flood Risk Assessment & Drainage Strategy has been prepared by Andrew Moseley Associates and confirms that permeable surfaces, tree pits rainwater harvesting could be feasible incorporated into the site. Detailed design of the drainage strategy will develop through the planning process but as many of these sustainable drainage elements as is feasible to introduce will form part of the final proposed development.

7.0 Affordable Housing Statement

- 7.1 The application is accompanied by a Financial Viability Assessment (FVA), prepared by Aspinall Verdi. This document has been shared with Manchester City Council at pre-application stage and is currently being assessed by the Council's independent advisors.
- 7.2 As set out in section 5, Policy H8 requires provision of 20% Affordable units on sites of more than 15 units. Part 4 of the Policy states the following:

“Either an exemption from providing affordable housing, or a lower proportion of affordable housing, a variation in the proportions of socially rented and intermediate housing, or a lower commuted sum, may be permitted where either a financial viability assessment is conducted and demonstrates that it is viable to deliver only a proportion of the affordable housing target of 20%; or where material considerations indicate that intermediate or social rented housing would be inappropriate”

- 7.3 As such, the policy allows for affordable housing to be tested in viability terms. The submitted FVA shows that a policy compliant scheme delivering 20% Affordable units would result in a deficit of £1.08m against existing use value. As far as residual appraisals are concerned, it is accepted that a landowner could expect to receive a 20% premium on existing use value to start the redevelopment process, meaning the entry price into the site is greater than existing use values, meaning the deficit is more like £2.25m

8.0 Planning Assessment

- 8.1 Section 38(6) of Planning and Compulsory Purchase Act 2004, Section 70(2) of the town and Country Planning Act 1990 and paragraph 11 of the NPPF requires that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise,
- 8.2 Paragraph 10 of the NPPF requires a presumption in favour of sustainable development to apply and Paragraph 11 of the NPPF goes on to state that, for decision taking, development proposals that accord with the Development Plan should be approved without delay.
- 8.3 The proposed development is now assessed as follows:
- The Principle of Development
 - Existing Retail Use of the Site and Related Policies
 - Principle of Residential Development on the Site
 - Affordable Housing and Core Strategy Policy H8
 - Density, Space Standards and Accessibility
 - Sustainable Development
 - Economic
 - Social
 - Environmental
 - Other Development and Site-Specific Considerations:
 - Design and Layout
 - Trees and Landscaping
 - Amenity
 - Highways and Parking
 - Design and Layout
 - Highways and Parking
 - Flood Risk and Drainage
 - Ecology and Biodiversity
 - Ground Conditions
 - Crime
 - Sustainability

Principle of Development

- 8.4 At the national policy level, the NPPF seeks to ‘*boost significantly the supply of housing*’ due to the nationwide shortfall of housing. It is therefore argued that the Council should attribute considerable weight to the proposed development as an additional 112 units will positively contribute towards housing need in the city.
- 8.5 At a local policy level, **CS Policy H1** and **Policy JP-H1** of the emerging 'Places for Everyone' Joint Strategic Plan outline that an average of 3,333 units or 3,533 units respectively are to be delivered in the Manchester authority area annually. Further, **CS Policy H1** makes provision for 3,240 no. new homes in the South Manchester area over the Core Strategy period.
- 8.6 Manchester is currently assessed to have a 6.12 year housing land supply and the site is currently identified within the most recent 2023 SHLAA as having the potential to accommodate new housing between the years 2028/29 - 2032/33. However, given that not all of the sites identified in the 2023 SHLAA are likely to prove achievable within their more immediate targeted 5-year timeframe, it is considered that the proposed development would play a role in continuing to ensure that sufficient housing land supply is brought forward in a timely manner.
- 8.7 As such, the proposed development will play an important role in easing the local and national housing crisis through the delivery of 112 housing units of and this should accordingly be given considerable weight.
- 8.8 We will now discuss the principle of development under the following headings: -
- Existing Retail Use of the Site and Related Policies
 - Principle of Residential Development on the Site
 - Affordable Housing and Core Strategy Policy H8
 - Density, Space Standards and Accessibility

Existing Retail Use of the Site and Related Policies

- 8.9 The site is not allocated for any specific purpose in the Local Plan and whilst the proposed development would result in the loss of the existing B&M unit and associated garden centre, the site is not within an allocated centre (town, district or otherwise). As such, the site is an out-of-centre location and, in accordance with national and local retail policy, the site does not benefit from any policy protection.
- 8.10 The pre-application feedback received from the Council confirmed that no policy protection is afforded to the existing retail unit and no significant concerns were raised regarding the loss of the retail unit. Additionally, the Council’s 2023 SHLAA (discussed further below) earmarks the site as land available for housing.
- 8.11 In light of the above and reasons discussed further below, such as the need to provide additional housing in South Manchester and the significant benefits of regenerating brownfield land in a

sustainable location, it is considered that there is no reason under adopted planning policy to prevent the granting of planning permission for redevelopment of this site for an alternative use.

Principle of Residential Development on the Site

- 8.12 The NPPF also encourages the effective reuse of previously developed land and part C of Paragraph 120 of the NPPF clearly states that substantial weight should be given to the value of using suitable brownfield land within settlements for homes.
- 8.13 **CS Policy H1** outlines how brownfield sites are the priority for development over greenfield sites with at least 90% of all new residential development required to occur on brownfield sites.
- 8.14 Additionally, whilst **CS Policy H1** states that new housing will be predominantly located within the Regional Centre and Inner Areas of Manchester, the policy prioritises sites which are in close proximity to centres or high frequency public transport routes. Supporting Paragraph 9.3 of CS Policy H1 also confirms that a considerable windfall allowance of 6,650 dwellings is factored into the Council's supply.
- 8.15 **CS Policy H6** states that South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy. Supporting Paragraph 9.27 relating to this policy justifies the small percentage of residential development to be delivered within South Manchester on the grounds of there being a lack of available land for new residential development within the area. However, this conclusion was based on 2010 SHLAA figures which are evidently now dated. Indeed, the site is currently identified within the most recent 2023 SHLAA as a potential housing site, which plainly demonstrates that the Council considers the site as being appropriate for residential development.
- 8.16 The Council agreed during pre-application discussions that the site is in a highly sustainable location given its proximity to Mauldeth Road train station and were supportive of the principle of residential development on the site. Accordingly, it is considered that a residential use is acceptable on this site. This is supported by the emerging 'Places for Everyone' Joint Strategic Plan **Policy JP-H 4**, which confirms that developments located within 400 metres of other rail stations should achieve a relatively higher minimum residential density (discussed further below).
- 8.17 Outside of district centres, **Policy H6** suggests that priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing. Similarly, **CS Policy H1** indicates that, outside the Inner Areas, the emphasis for housing provision will be on increasing the availability of family housing, and as such suggests that lower densities may be appropriate in such locations.
- 8.18 The proposed development will predominantly deliver family housing units in the form of 2- to 4-bedroom houses. However, the provision of 1 and 2-bedroom apartments are also of a significant benefit, potentially allowing for the release of family housing in the wider area by residents looking

to downsize for example, while also providing a more affordable housing product for smaller families and young couples.

- 8.19 It is considered that the proposed development of 112 Build to Rent residential units delivering a number of family housing units and a range of bedroom size units is in compliance with **CS Policy H1**, and although the scheme does not comply fully with **CS Policy H6** on the basis of residential density, it would comply with the more up-to-date Places for Everyone **Policy JP-H 4** in providing a higher density in close proximity to a rail station.
- 8.20 In summary, the proposed development will regenerate a brownfield site to deliver high-quality Build to Rent residential accommodation that will house additional residents and result in increased investment in the local area. The proposed redevelopment of brownfield land for residential use is therefore clearly supported by national and local policy, and this should be given substantial weight.

Affordable Housing and Core Strategy Policy H8

- 8.21 NPPF Paragraph 65 confirms that major housing developments should expect at least 10% of the total number of homes to be available for affordable home ownership. However, it goes on to set out an exemption for those developments which solely consist of Build to Rent units to provide 10% units for affordable home ownership.
- 8.22 Nonetheless, **CS Policy H8** requires new residential developments to provide 20% of affordable housing for sale, however, as is noted above, Policy H8 is subject to considerations of viability, and if a scheme cannot be viably delivered by including affordable housing provision or a contribution.
- 8.23 An accompanying Financial Viability Statement (FVA) prepared by Aspinall Verdi concludes that the scheme would be unviable if it were to provide any affordable housing units. Additionally, the submitted FVA shows that a policy compliant scheme delivering 20% Affordable units would result in a deficit of £1.08m against existing use value. As far as residual appraisals are concerned, it is accepted that a landowner could expect to receive a 20% premium on existing use value to start the redevelopment process, meaning the entry price into the site is greater than existing use values, meaning the deficit is more like £2.25m.
- 8.24 This is considered to be acceptable given the exemptions outlined for 100% Build to Rent schemes in Paragraph 65 of the NPPF.
- 8.25 With the proposed development comprising 100% Build to Rent units it is argued that the scheme will provide a more affordable and stable alternative option for those who outright home ownership remains unaffordable at present.
- 8.26 It is therefore considered that the Proposed Development is in accordance with the NPPF and **CS Policy H8**.

Density, Space Standards and Accessibility

- 8.27 Section 11 of the NPPF relates to making effective use of land and, in Paragraph 125 outlines that it is especially important that planning decisions avoid homes being built at low densities and ensure that developments make optimal use of the potential of each site.
- 8.28 The emerging 'Places for Everyone' Joint Strategic Plan ('emerging PfE Plan') Policy JP-H 4 confirms that the minimum net residential density for developments located within 400 metres of other rail stations with a frequent service is 70 dwellings per hectare.
- 8.29 Emerging PfE plan Policy JP-H 3 states that developments should seek to incorporate a range of dwelling types and sizes and that all new development must comply with the nationally described space standards and be built to the 'accessible and adaptable' standard in Part M4(2) of the Building.
- 8.30 Manchester's emerging space standards are set out within the Manchester Residential Quality Guidance (2016) and combine the NDSS and the London Housing Design Guide space standards.
- 8.31 The proposed development will achieve a density of 68.3 dwellings per hectare when considering the entire site area. Whilst this is slightly short of the minimum density outlined in the above emerging policy, this is considered acceptable given that it has been established via pre-application discussions and the adjacent dismissed appeal decision (ref. 130098/OO/2021) that the site is not appropriate for higher-density development and sits in accordance with the existing density of the residential dwellings in the area.
- 8.32 With regard to space standards, all units comply with the standards set out in the Manchester Residential Quality Guidance (2016) and therefore are in excess of NDSS requirements.
- 8.33 In terms of accessible units, it is acknowledged that the emerging PfE plan Policy JP-H 3 sets out a requirement for all units to be built to Part M4(2) standards, however, whilst the policy has some weight it is not an adopted policy at the present time.
- 8.34 There is no provision for M4(2) units within the proposed development, however, given that no adopted policies presently require the inclusion of such units, it is considered that this is acceptable.
- 8.35 It is therefore considered that the Proposed Development complies as far as is appropriate with Emerging PfE plan Policy JP-H 4 and is in accordance with the NPPF and Manchester Residential Quality Guidance (2016).

Summary

- 8.36 In summary, the proposed development would constitute a windfall development on an unallocated site that has been earmarked for residential development in the latest 2023 SHLAA. The existing retail unit is an out-of-centre retail use, and accordingly is not offered local or national

policy protection. In delivering a scheme predominantly comprised of family housing units, the proposals comply with local housing policies and would deliver social benefits in this area while regenerating a brownfield site. The proposed development complies with **Paragraph 60 and 120 of the NPPF** and **Core Strategy Policies H1, H6, and H8** and the principle of development is therefore considered to be acceptable.

Sustainable Development

- 8.37 The NPPF sets out that the purpose of the planning system is to contribute to the achievement of sustainable development which comprises three overarching objectives: economic, social and environmental, all of which are mutually dependent. To achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously. The application proposals contribute to all of these dimensions and the application will deliver sustainable benefits in each area of which are discussed in detail below:

Economic

- 8.38 In terms of economic benefits, the proposal will create a number of direct jobs through the construction phase, and it is likely that a number of construction jobs will be taken by residents of the Manchester area. Furthermore, it is likely that a number of indirect jobs will be created as contractors purchase building supplies and materials from local supply chains and businesses.
- 8.39 The scheme will increase the number of workers living in the Burnage area of Manchester which will enhance the local economy in terms of spending power.
- 8.40 The loss of the existing B&M retail unit is unfortunate, however, given that it is an out-of-centre retail unit, other district centres (such as Fallowfield and Levenshulme which are each located approximately 1.5km away from the site) which both naturally contain a wider range of retail offerings can be expected to be boosted by the loss of this unit.

Social

- 8.41 Insufficient houses have been built nationally and locally over a considerable period of time leading to unsustainable house price inflation and a widening in the affordability gap. This development will create 112 dwellings thereby directly helping to address the significant housing need. The proposed development will therefore help the Council to satisfy the housing needs of the City providing a form of tenure that offers longer term stability for residents unable to afford outright home ownership. The proposals will therefore contribute towards maintaining a five-year housing land supply as required by the NPPF and this benefit clearly coincides with the national aim of significantly boosting the supply of homes, as discussed previously in this report.
- 8.42 The provision of a range of dwelling sizes including 1 and 2-bedroom apartments are also of significant benefit, potentially allowing for the release of family housing in the wider area by

residents looking to downsize for example, while also providing a more affordable housing product for smaller families and young couples.

- 8.43 The proposed development will regenerate a brownfield site to deliver high-quality Build to Rent residential accommodation that will house additional residents and result in increased investment in the local area.
- 8.44 The upgraded internal access road will also improve pedestrian and cycle connectivity into and around the site and the nearby railway station, improving accessibility and movement for residents, workers and visitors in Burnage. Two public open spaces to the north and south of the site will also be delivered which will facilitate social interactions and outdoor activity for residents.
- 8.45 The proposed development will create a combined area of 584 sqm of external public amenity space for future residents.

Environmental

- 8.46 Environmental objectives will be met in the ways outlined in the ecology reports that accompany this application, and by the provision of an appropriately medium-to-high-density development. As is demonstrated through the supporting information, the existing Site is sustainably located adjacent to Mauldeth Road train station and is in a location which allows people to access public transport, services, and shops without using private vehicles.
- 8.47 Further, it is clear that Site constitutes previously developed land and therefore no habitats of high quality will be impacted upon, and no protected species harmed.
- 8.48 In addition to the above the Proposed Development seeks to reuse brownfield land. As we have already established, the NPPF indicates that substantial weight should be given to the reuse of such land.
- 8.49 Substantial tree planting and native hedge planting and is proposed throughout the site and along its eastern boundary. As previously developed land, the Site consists largely at present of a large retail unit and car parking with minimal landscaping. Accordingly, the Site as existing represents a significant opportunity to improve the visual amenity of the area and to facilitate more contact with nature for existing residents in the area.
- 8.50 A Biodiversity Net Gain comprising a net gain of 608.29% of hedgerow units and a net gain of habitat units in excess of 10% can be achieved (both on site) subject to the implementation of minor modifications to the proposed landscaping scheme.
- 8.51 In light of the above, the Site is sustainably located, and the Proposed Development will lead to the redevelopment of a parcel of brownfield land and will result in significant visual and landscape improvements and as such we consider that significant positive weight can also be attached the environmental benefits.

Other Material Considerations

Design and Layout

- 8.52 The planning application is accompanied by a Design and Access Statement (DAS), prepared by STEN Architecture and describes how the proposed development aims to deliver a modern, high-quality design, as informed by extensive pre-application discussions. The DAS further demonstrates that the design, layout, scale, massing and landscaping of the Proposed Development will deliver a vibrant and thriving development which is sympathetic to its context.
- 8.53 It is considered that the scale and massing of the proposed development also responds appropriately to the site's location and prominence along the Kingsway and railway line radial routes. The feature building at the northern point of the site is to be located close to a major junction and will become an identifiable and recognisable feature adding to the sense of place and overall design of the proposed development.
- 8.54 It is therefore considered that the Proposed Development complies with Core Strategy Policies DM 1 and EN 1.

Trees and Landscaping

- 8.55 An Arboricultural Impact Assessment and Method Statement (AIA) has been prepared by E3P and accompanies this planning application alongside a landscape masterplan prepared by Vector DC. The AIA describes guidance on tree protection measures and mitigation to be followed in order to protect retained trees within and adjoining the site. The landscape masterplan should be referred to for full details but demonstrates how the proposed development aims to deliver a modern, high-quality landscape design.
- 8.56 Given the above, the Proposed Development accords with the NPPF and Core Strategy **Policy EN 9** and **Policy DM 1**.

Amenity

- 8.57 A Noise and Vibration Impact Assessment and Air Quality Assessment have been prepared by E3P and Redmore Environmental respectively to accompany this planning application.

Noise

- 8.58 The Noise and Vibration Impact Assessment (NVIA) confirms that the assessment undertaken has shown that, with the recommended mitigation measures (detailed in the NVIA) in place, no adverse impact for future residents is predicted day or night due to existing sound sources. The NVIA also concludes that no adverse from railway vibration is predicted.

Air Quality

- 8.59 The Air Quality Assessment (AQA) outlines the possible impacts and mitigation measures in relation to the proposed development.

Daylight/Sunlight

- 8.60 A Daylight/Sunlight Assessment has been prepared by Smith Marston Building Surveyors and demonstrates that the majority of the proposed rooms and amenity areas meet or surpass the BRE recommendations. Whilst not all rooms and gardens meet the recommendations, this is considered acceptable given that the BRE guide explains that these guidelines should be interpreted flexibly, as natural lighting is only one of many factors to consider in the planning balance.

Summary

- 8.61 The Proposed Development therefore accords with **Core Strategy Policy DM 1** and the NPPF.

Highways and Parking

- 8.62 A Transport Assessment (TA) and Travel Plan (TP) have been prepared by Andrew Moseley Associates and these accompany the planning application for the Proposed Development.
- 8.63 The TA explores various assessment parameters (including trip generation) in chapter 6 and assesses capacity in future development impacts in chapter 7. The report concludes that the impact of the development on the local road network will not be material, and will not lead to any severe cumulative impacts, nor adversely impact upon the existing highway safety record.
- 8.64 The TP sets out a range of potential measures aimed at encouraging sustainable travel patterns at the site. It proposes clear targets and a monitoring regime aimed at enabling those responsible to measure, report upon and maximise the effectiveness of the TP.
- 8.65 Further, an appeal was recently refused on an adjacent site (ref. 130098/OO/2021) however, the inspector specifically considered highways impact and was clear in their conclusions that the appeal application would have no unacceptable impact on traffic or highway safety. The inspector emphasised the various modes of transport available to future occupiers of that development and, as such, has informed the proposed development and its proposed parking provision. Given the above, the Proposed Development is considered to accord with the NPPF and **Core Strategy Policy T 1**.

Flood Risk and Drainage

- 8.66 A Flood Risk Assessment and Drainage Strategy (FRAD) have been prepared by Andrew Moseley Associates and accompanies the planning application for the Proposed Development. The FRAD confirms that none of the dwellings are proposed to be located within Flood Zone 2 and, as such,

there is no risk of flooding to the properties. However, it recommends that finished floor levels are set at 0.15 m above the adjacent ground level. The FRAD also explores drainage (including foul water, surface water and SUDS) and features the proposed drainage layout drawing.

- 8.67 The Proposed Development, therefore, accords with **Core Strategy Policy DM 1**, **CS Policy EN 14** and section 14 of the NPPF.

Ecology and Biodiversity

- 8.68 To accompany this planning application a Preliminary Ecological Appraisal Report has been prepared by E3P. It states that Bat Activity Surveys will be required if the adjacent part of the railway cannot be maintained as a dark area, however, the accompanying Lighting Assessment prepared by Tace confirms that this part of the site will be maintained as a dark area and, accordingly, no further ecological at surveys will be required.
- 8.69 The accompanying Biodiversity Metric Report (BMR) also prepared by E3P confirms that a net gain of 608.29% of hedgerow units will be achieved on-site and a net loss of 23.08% habitat units could be incurred on-site as a result of development. However, minor modifications to the proposed landscaping (outlined in the BMR) will enable a net gain of habitat units in excess of 10% to be achieved.
- 8.70 Landscaping plans are accordingly being amended to incorporate the Biodiversity Metric Report recommendations and to achieve a 10% biodiversity net gain on site.
- 8.71 Therefore, subject to the implementation of the minor modifications recommended in the above-mentioned Biodiversity Metric Report, the Proposed Development is in accordance with Section 15 of the NPPF and **Core Strategy Policy EN 15**.

Ground Conditions

- 8.72 A Phase 1 Ground Investigation has been prepared by SEP and accompanies the planning application for the proposed development. It concludes that a Phase 2 Intrusive investigation will be required to assess potential environmental risks from the former occupation by railway sidings and a coal yard, and to obtain geotechnical data for foundation design. This intrusive investigation work can be secured by way of planning condition on any permission granted.
- 8.73 Therefore, the Proposed Development is in accordance with Section 11 of the NPPF and **Core Strategy Policy EN 18**.

Crime

- 8.74 The application is supported by a Crime Impact Statement, prepared by DPP, which demonstrates that the proposed development has incorporated design measures and methods that will decrease the incidence of crime or feelings of fear of crime, and it is argued that the proposals will facilitate a reduction in crime levels in this area.

- 8.75 It is considered that the design is efficiently and well aligned with the principles of 'Crime Prevention Through Environmental Design'. As such, the Proposed Development is in line with Section 12 of the NPPF, and **Core Strategy Policy DM 1**.

Sustainability

- 8.76 A Sustainability Report has been prepared by Tace and accompanies the planning application for the proposed development. The report concludes that the most suitable sustainable technologies for incorporation within the buildings would be Air Source Heat Pumps for the generation of hot water and wastewater heat recovery or photovoltaics to generate electricity for a number of plots. These measures will achieve a minimum generation of 20% of the proposed development's energy demands from on-site renewables.

9.0 Summary and Conclusion

- 9.1 This Planning Statement has been prepared on behalf of Triple Jersey Limited to assist Manchester City Council in the consideration of a full planning application for the proposed demolition of the existing B&M retail unit and associated garden centre and subsequent erection of a Build to Rent residential development comprising 112 dwellings at land off Kingsway, Manchester, M19 1BB.
- 9.2 Policy H1 of the Core Strategy outlines how brownfield sites are the priority for residential development over greenfield sites with at least 90% of all new residential development required to occur on brownfield sites. The proposed development will regenerate a brownfield site to deliver high-quality Build to Rent residential accommodation that will house additional residents and result in increased investment in the local area.
- 9.3 The document has also demonstrated the following:
- Policy H1 also prioritises sites for housing which are in close proximity to high-frequency public transport routes such as the site which is located adjacently to Mauldeth Road train station;
 - Core Strategy Policy H6 and Policy H1 emphasise the shortage of family housing outside of South Manchester district centres and outside of Inner Areas of the city. The proposed development of 112 Build to Rent residential units will deliver a number of family housing units and a range of bedroom size units in compliance with these policies;
 - The provision of some 1 and 2-bedroom apartments are also of significant benefit, potentially allowing for the release of family housing in the wider area by residents looking to downsize for example, while also providing a more affordable housing product for smaller families and young couples; and
 - Build to Rent is a form of tenure that offers longer term stability for residents unable to afford outright home ownership.
- 9.4 We have also demonstrated that the proposed development:
- Will not have a severe impact upon the existing road network; and
 - The proposed development falls within the definition of sustainable development as set out in the NPPF and provides social, environmental and economic benefits.
- 9.5 The proposed development is therefore in line with policies set out within the NPPF and the Development Plan and should be approved without delay.

Appendix 1: Map of Consultation Area



B&M Kingsway, Burnage
4535LE.R001

Appendix 2: A copy of the Public Consultation Leaflet

PUBLIC CONSULTATION

KINGSWAY, BURNAGE

Introduction

Triple Jersey Ltd are preparing to submit a full planning application for the demolition of the existing B&M retail store and associated garden centre and subsequent erection of a Build-to-Rent (BTR) residential development comprising 112 dwellings at land off Kingsway, Manchester.

TJL are keen to engage with local stakeholders, neighbouring residents and businesses in advance of submitting a planning application, and they have produced this leaflet to provide more information on the proposals and to give an opportunity for interested parties to comment on or ask questions about the scheme.

The Site

The site is located approximately 5km southeast of Manchester City Centre and is adjacent to the Mauldeth Road Train Station providing easy access to Manchester Piccadilly and other destinations. The site is currently occupied by B&M Bargains and a customer car park. The surrounding area is predominantly comprised of low-rise residential dwellings located to the east of Kingsway and to the west of the railway line. Within the immediate vicinity of the site there is a Texaco petrol station and vacant retail units to the south. The application site is indicated in the aerial image below:



The Proposal

The proposal is for the demolition of the existing B&M retail store and associated garden centre and subsequent erection of a Build-to-Rent (BTR) residential development comprising 112 dwellings at land off Kingsway, Burnage. Vehicular access will be provided from the north of the site via Talbot Road.

The proposed layout, shown overleaf, depicts how the development will be achieved and features areas of public open space to the north and to the south of the site. The scheme will be comprised of a mix of 1, 2, 3 and 4-bed dwellings of different types including apartments and terraced townhouses. The scheme aims to provide a genuine mix of accommodation options for all ages and household sizes.

Internal access roads are proposed within the site, in conjunction with provision for parking. 86 car parking bays are proposed, 9 of which are to be accessible parking spaces.

The majority of individual townhouses will each have a rear garden sitting within a carefully considered landscaped setting.

The proposed development will use materials sympathetic to the local area such as red brick to reflect the nearby architecture. This will be further reinforced with high quality hard and soft landscaping that will enhance the proposed development.

Proposed Street Scene

The proposed street scene is shown below with the view looking west from Kingsway towards the development's eastern elevations:



PUBLIC CONSULTATION

KINGSWAY, BURNAGE

Indicative 3D Visualisations



Indicative Site Plan



Have Your Say

We would like to hear your views before a planning application is submitted. Further information can be viewed on the following website <https://www.dppukltd.com/Burnage>

Please leave your comments on the feedback form on the website or, alternatively, please post your comments to **DPP, One Park Row, Leeds, LS1 5HN**.

Please send your comments to us by the **3rd of November 2023**.

Appendix 3: Public Consultation Website



HOME ABOUT OUR TEAM OUR SERVICES SECTORS NEWS OUR OFFICES CAREERS

REDEVELOPMENT OF THE EXISTING B&M FOR BUILD-TO-RENT (BTR) RESIDENTIAL DEVELOPMENT ON LAND OFF KINGSWAY, MANCHESTER M19 1BB

Redevelopment of the Existing B&M for Build-to-Rent (BTR) residential development on land off Kingsway, Manchester M19 1BB



Introduction

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The proposed site layout can be seen in the image below with further plans and CGIs shown at the bottom of the page.



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Providing your Feedback

We would welcome any feedback you may have on the proposed development. Please send any comments you may have via the feedback form below or to consultation@dppukltd.com where your feedback will be logged and any queries answered.

Alternatively, if you prefer not to use a computer, please feel free to post your comments to:

DPP, One Park Row, Leeds, LS1 5HN

Please provide your comments by 3rd November 2023.

Once the planning application has been submitted, full details will be available on the Council's website and there will be a further opportunity to comment.

We look forward to receiving your comments on the proposed development.

FEEDBACK FORM

YOUR NAME	YOUR EMAIL
YOUR MESSAGE	
SUBMIT	

Please be aware that comments left on any public consultation exercise, either by email or any other means, are subject to the terms of our [Privacy Policy](#). Please read this policy carefully as by submitting the information you are consenting to our use of your personal data in accordance with the [Privacy Policy](#).

Your personal data will be retained on our secure database and will not be passed to our clients.

We may also like to contact you to keep you informed about future developments relating to this consultation. You will be able to opt-out of these communications at any time.

Proposed CGI 1

[Download Proposed CGI 1](#)



Proposed CGI 2

[Download Proposed CGI 2](#)



Proposed CGI 3

[Download Proposed CGI 3](#)



Proposed CGI 4

[Download Proposed CGI 4](#)



Proposed Site Plan

[Download Proposed Site Plan](#)



Proposed Streetscenes

[Download Proposed Streetscenes](#)

