

EDEN

Land at Devonshire Street and Coverdale
Crescent, Ardwick

Planning Statement



Introduction

Jigsaw Homes Group provides specialist housing combined with onsite assistance to support people who would otherwise experience homelessness. Through its subsidiary Jigsaw Support, an established Community Benefits Society with 218 staff across Greater Manchester, this proposal will support up to 24 individuals, supported by four key workers and a health worker.

The location and design of this type of accommodation has very specific requirements, with a highly sustainable position close to services and amenities essential and, being linked to external funding, requires prompt delivery to meet funding deadlines.



Introduction

This site has been identified as suitable to meet a locally identified need for 24 high quality apartments, providing vital longer-term accommodation to help vulnerable people. It will support the Council's commitment to tackling homelessness identified within the Manchester Homelessness Strategy (2018-2023).

The proposal will provide an inclusive community that supports residents to achieve and sustain independence, and ultimately transition to alternative accommodation. The need for this very specific type of accommodation has been identified by the Applicant and is reflected by a joint bid between Jigsaw Homes North and Manchester City Council.



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ED2459 – December 2023

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01 Submission



Submission

This Planning Statement is submitted on behalf of the Applicant, Jigsaw Homes North Ltd, in support of a full planning application for specialist residential accommodation at Land at Devonshire Street and Coverdale Crescent, Ardwick [the site].

The description of development is:

“24 no. Self-contained apartments with ancillary communal and ancillary space within Use Class C3(a), with associated parking, access, landscaping and all other associated works”

The planning application is accompanied by the plans and documents listed opposite.

The Submission Package

Planning Drawings

- 1326-001-Location Plan - DK Architects
- 1326-002-Existing Site Plan – DK Architects
- 1326-100D-Proposed Site Plan - DK Architects
- 1326-101F-Proposed Ground Floor Plan - DK Architects
- 1326-102E-Proposed 1st Floor Plan - DK Architects
- 1326-103E-Proposed Roof Plan - DK Architects
- 1326-104B-Proposed Landscaping Plan - DK Architects
- 1326-105B-Proposed Boundary Treatments - DK Architects
- 1326-201E-Proposed Elevations - DK Architects
- 1326-202A-Proposed Street Scenes - DK Architects

Supporting Documents

- Planning Statement – Eden Planning
- Design and Access Statement – DK Architects
- Air Quality Assessment – Temple Group Ltd
- Drainage Strategy – Sutcliffe
- Drainage Layout – Sutcliffe
- Preliminary Ecological Assessment – Arbtech
- Biodiversity Net Gain Assessment - Arbtech
- Phase 1 Preliminary Risk Assessment – Sutcliffe
- Phase II Preliminary Risk Assessment - Sutcliffe
- Transport Statement including Waste Management Strategy – SK Transport Planning
- Green Travel Plan – SK Transport It
- Waste Proforma – DK Architects
- Arboricultural Impact Assessment – Mulberry Tree Management
- Affordable Housing Statement – Jigsaw Homes North
- Management Strategy – Jigsaw Homes North
- Broadband Connectivity Assessment – GTech Surveys
- Construction Management Plan – Tyson Construction

02 Site & Surroundings



Site & Surroundings

With an area of c.0.2ha, the site is located southeast of the junction with Devonshire Street and Coverdale Crescent, Ardwick. It lies outside of the defined 'city centre' identified within the Core Strategy.

The site is broadly rectangular in shape with a gentle slope of approximately 1m towards the northwest of the site. Currently devoid of structures, there are self seeded shrubs and trees to the east and western boundaries due to lack of maintenance. The site is not currently secured and has no established vehicular access point, a legacy of being part of an historic larger site. There are two telecommunications infrastructure cabinets immediately adjacent to the north western boundary.

Surrounding Area

The site is bounded by Coverdale Crescent to the north, residential properties (Polebrook Avenue) to the east, Devonshire House (a specialist brain injury rehabilitation centre) to the south, and the A665 Devonshire Street to the west.

Well located in relation to services and facilities, the site lies just to the northwest of a local centre at the A6 including a pharmacy, convenience shop and food and drink outlets.

The character of the area is mixed with commercial and medical uses, car parking and incidental open spaces. Buildings in the immediate vicinity are generally between two and three storeys and constructed from brick, some with render detailing to principal elevations.

Planning History

The site's planning history is summarised at [Appendix 1](#), confirming the site comprises previously developed land. Historically, the site and its surrounding area was significantly different, accommodating terraced housing and school buildings in the vicinity which have since been cleared.

The Devonshire House treatment centre to the south was permitted in 2005, with the current application site edged blue within this submission (indicating that it was then within the ownership of Manchester Ship Canal Developments & Alternative Futures Group).

Within a defined settlement and a sustainable location, this site lends itself in principle to the proposed development

Site & Surroundings

Pre-application Advice

The applicant has engaged in pre-application discussions with planning officers at the Local Planning Authority (LPA). In response to the feedback received, the proposal has been amended in line with comments as detailed by the Design and Access Statement. Specifically:

- The design incorporates a focal point at the corner position to respond to feedback received.
- Additional details are provided to the elevations in the form of brick detailing.
- Rainwater goods will be recessed.
- There have been some changes to boundary treatment.
- Permeable paving/surface will be used for internal road/car park
- Fully accessible apartments are included at ground level.
- All proposed apartments are compliant with National Described Space Standards.

The application submission pack of documents was also discussed and agreed with the Planning Officer.



Site & Surroundings



Site Stats

Flood Zone	Flood Zone One
Tree Presentation Orders	None
Site Area	0.2 ha
Public Footpaths	None
Development Plan Allocation / Designation	AB5: Economic Development Area To the east of the site is an area allocated for New Housing (AB3) which has now been built.
Heritage Designation	Not within a Conservation Area, nor does it include any designated or non-designated heritage assets.

03 Proposal



Proposal

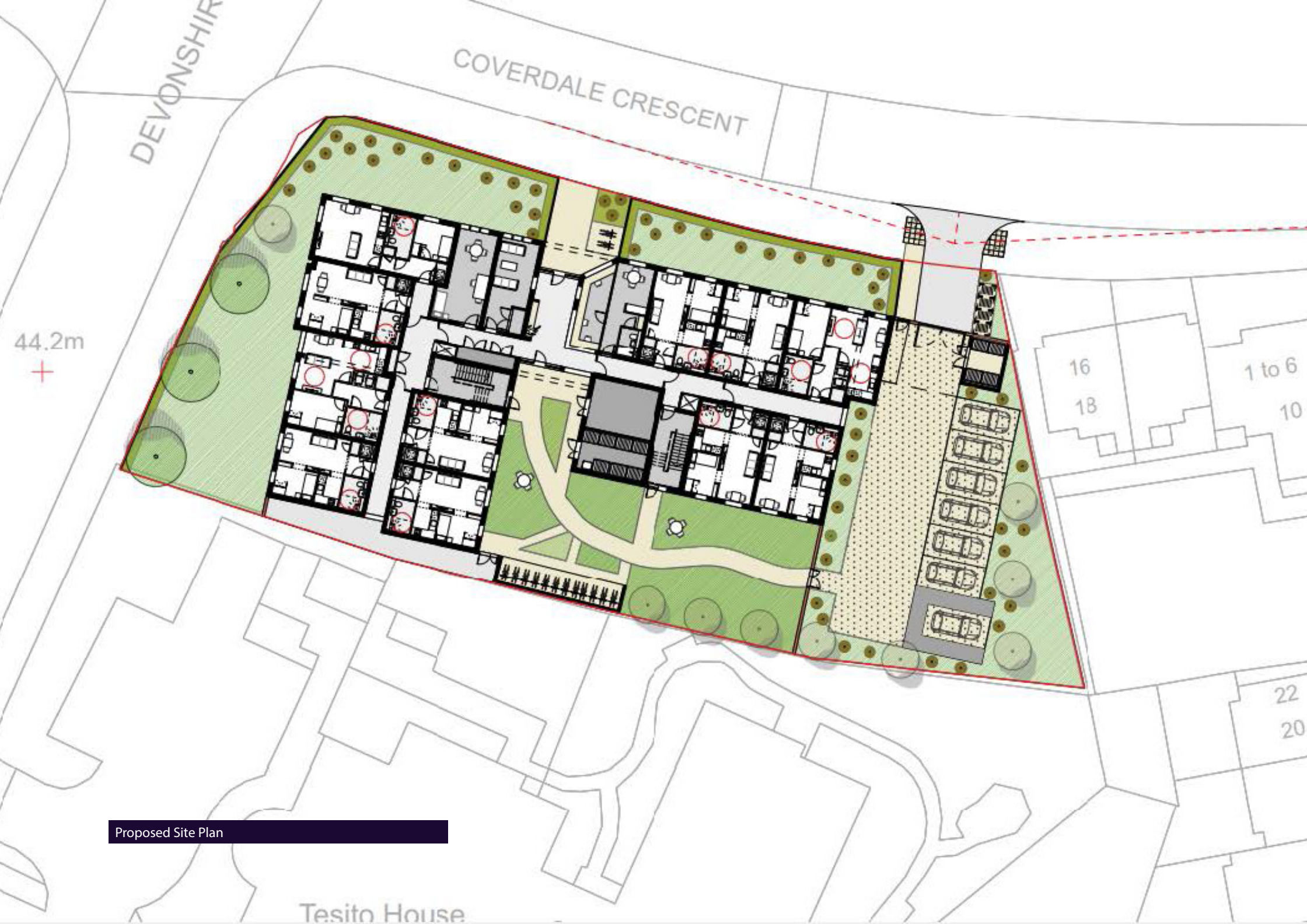
Responding to a specific and identified specialist housing need, the proposal comprises 24 self-contained apartments within a part single storey and part two storey building set in landscaped gardens accessed via a new access and parking area.

The dwellings will be paired with critical access to specialist health workers and onsite Jigsaw Support staff, helping residents achieve and sustain independence to transition away from intensive support. We understand that Jigsaw Homes North has entered into a joint funding bid with Manchester City Council. Through this funding is being secured for the development to provide these Class C3(a) homes supported by an onsite staff office (operational 24 hours, seven days a week), two treatment rooms and secure, private amenity space. Attached at [Appendix 2](#) is a letter from Jigsaw Support which sets out information about the type and level of support that will be provided.

The design provides for a dual frontage to both Devonshire Street and Coverdale Crescent beyond a soft landscaped boundary. It uses gable features to elevate the built form towards the corner in response to its landmark position, with lower heights proposed to the rear of the site closer to existing residential properties. Private and secure landscaped gardens form a key part of the proposal.

A new vehicular access would be provided from Coverdale Crescent, set away from the junction. The access will continue within the eastern boundary of the site, leading to a parking area for circa 7 vehicles, with space to manoeuvre and exit in a forward gear and service the development. 7 cycle stands are proposed to provide up to 14 cycle spaces within the site, positioned to the southern boundary.





COVERDALE CRESCENT

DEVONSHIRE

44.2m
+

16
18

1 to 6
10

22
20

Tesito House

Proposed Site Plan

Proposal

A screened bin store is proposed to the north east of the site screened where sufficient space is provided to accommodate three general refuse bins (1,100l in size), two pulpable recycling bins (1,100l in size), two mixed recycling bins (1,100l in size), and one food waste bin (240l). This level of waste storage has been calculated using the Manchester City Council Proforma. For the purposes of the calculation the development has been categorised as a 'High Rise Apartment Development' because this form of provision is deemed more akin to the proposal than the 'Low Rise' element of the proforma.

The proposal will provide Use Class C3(a) homes with support delivered via ancillary communal areas, the level of support detailed within Section 5, Assessment. In terms of tenure, the homes will be provided on a rental basis and all 24 will be affordable.

Private amenity space will be provided in the centre of the site, accessed either from the car park or separate pedestrian access points that link to both A665 and Coverdale Crescent. This will create a sheltered area whilst retaining permeability within the site for residents. This area will be maintained by a management company employed by Jigsaw Support.

Sustainability

The site is within a highly sustainable area in terms of access to services and public transport. Full details are provided within Section 4 of the Submitted Transport Statement prepared by SK Transport Planning Ltd.

In summary, the site is centrally location within Ardwick, is very well served by buses, and only 700m south of Ardwick Train Station, linking to Manchester City Centre and stations to the south of the City and beyond.

A Draft Green Travel Plan has also been submitted with this application which outlines the steps that will be taken to ensure that sustainable methods of transport are promoted at the site for both staff, residents and visitors.

Access and Parking

Access is proposed to be taken from a new access point onto Coverdale Crescent. A total of 7 car parking spaces is proposed within the site together with space for 14 cycles. Full details are within the Transport Statement prepared by SK Transport Planning Ltd.

Landscaping

A detailed landscaping scheme prepared by DK Architects is submitted with the application. It illustrates green boundaries retained and communal hard and soft landscaped areas within the site with tree planting within the garden areas.

04 Policy spotlight



Policy spotlight

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

The development plan for the site comprises the Core Strategy Development Plan (Core Strategy) (2012) and the saved policies of the Manchester Unitary Development Plan (UDP, Adopted 1995). There is no neighbourhood plan relevant to the site. Key policies include:

Core Strategy (2012):

SPC1 – Spatial Principles

H1 – Overall Housing Provision

H8 – Affordable Housing

H10 – Housing for People with Additional Support Needs

DM1 – Development Management

EN1 – Design Principles and Strategic Character Areas

EN 9 – Green Infrastructure

EN14 – Flood Risk

EN15 – Biodiversity and Geological Conservation

EN16 – Air Quality

EN18 – Contaminated Land and Ground Stability

EN19 – Waste

EC1 – Employment and Economic Growth in Manchester

T1 – Sustainable Transport

T2 – Accessible Areas of Opportunity and Need

Policy spotlight

Saved Policies of the UDP (1995):

Policy AB5 - Economic Development

Emerging Policy

Manchester City Council is undertaking a review of planning policy to create the 'Manchester Local Plan', but this is still at an early stage. The site sits outside of the Ardwick Green Neighbourhood Development Framework area.

Material Considerations

Material considerations relevant to the proposed development include:

National Planning Policy Framework (NPPF, 2023),

Guide to Development in Manchester SPD and Planning Guidance (2007),

Affordable Housing Strategy (2008),

Providing for Housing Choice SPD (2008), and

Special Needs and Supported Housing SPG (1998).

Air Quality and Planning Technical Guidance (2022).

A summary of the relevant policies and material considerations are summarised at [Appendix 3](#).

Key Policy Considerations

Examination of the site characteristics, the Development Plan and material considerations has led us to establish that the principle of the development and the proposed design, with a focus on protecting residential amenity are the key considerations to be examined by this Statement to demonstrate acceptability in planning terms. Technical considerations and policy requirements are also addressed to demonstrate full compliance with planning policy.

05 Assessment



Assessment

Within this section, we present the key matters for consideration in assessing the planning application. These include the principle of the development in terms of the site's allocation in the development plan, housing need and neighbouring land uses, and the proposed design which includes amenity considerations.

Principle of the Development

In assessing whether the site is suitable for the proposed use in principle, an assessment of the site's allocation, the need for the proposal and neighbouring uses are all key considerations.

Site Allocation

Within the Development Plan the site falls within the Ardwick Policy Area and is a small part of a wider allocation for 'Economic Development'. However, the Economic Development designation is approaching 30 years old. The land use designation has been superseded by more recent development of adjacent land for residential uses. Furthermore, the Core Strategy, which is a more recently adopted document, designated a large area of East and Central Manchester as a 'Strategic Housing Location'. The application site falls within the southern edge of this housing allocation.

The combination of the age of the Manchester UDP, the more recent allocation of the Core Strategy and development of residential uses surrounding the site lead us to conclude that the employment allocation is out of date and no weight can be applied to it in the planning balance.

Notwithstanding this assertion, Policy AB5, Economic Development of the UDP, specifies that the site suitable for 'shopping and community facilities'. However, the definition of 'Economic Development' within the more recent Core Strategy explains that this allocation "covers a range of uses which are employment generators, or which attract other employers into the locality. Examples include retail, leisure and office development".

It can be held that although it is not a traditional 'employment use' the proposed development actually aligns with this definition, providing new employment opportunities for staff working at the site, creating 6 full time equivalent (FTE) new jobs. It will also support other employment generators in the immediate vicinity by creating an active use on this long vacant, underutilised site, supporting local services and shops.

Paragraph 120 of the NPPF states planning 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", with reuse of underutilised land promoted. The proposal will achieve this sustainable reuse of a long vacant parcel of land and creating new employment opportunities in line with the allocation.

Assessment

Specialist Housing Need

In terms of housing need, the proposal responds positively to boosting housing choice, a key objective of local and national planning policy. Due to the additional support to be provided on site, the use will come under a C3(a) Use Class. This specialist housing type has been identified as meeting a specific need, and will play a significant role in avoiding longer term housing issues. Personalised support will be delivered to enable people to develop the skills necessary to move to independence, to include:

- Independent living skills.
- Finances and budgeting.
- Relationships and support networks.
- Personal interests and hobbies.
- Community connections.
- Employment, education, training and volunteering.
- Physical and mental health and well-being.

Residents will have a key worker to lead care and the service will also benefit from a Team Leader responsible for the daily management of the accommodation. There will be an emphasis on enabling residents to move on to long term housing, transitioning away from this more intensive level of support. Each flat will be self-contained with no shared living spaces. There will be access to two treatment rooms and communal amenity areas, and staff facilities will be within these communal areas.



Assessment

In spatial terms, and specifically in relation to Core Strategy Policy SP1, Spatial Principles and H1, Overall Housing Provision, the proposal is within a highly sustainable location, utilises brownfield land and responds to a specific local need.

These overarching policies are supported by Policy H10, Housing for People with Additional Needs. The proposal directly responds to the requirements of this policy. The site has been identified as suitable by the Applicant through a site selection process. There is not a high concentration of similar uses in the area, and this type of provision is needed locally to tackle issues of homelessness. The Manchester Homelessness Strategy 2018-2023 identifies a key aim to ensure there is easy access to specialist support and create opportunities for the right type of accommodation to prevent homelessness.

The provision of new, purpose-built dwellings at the site, together with the employment generation associated with this use, will contribute to the vitality and viability of the wider area. The onsite care provided will mean there would not be any undue stress on local infrastructure such as health facilities. Further, the accommodation is intended to serve the local community who already reside in the area but require additional support for a temporary period of time.

Guidance within the Council's Special Needs and Supported Housing SPG (1998) welcomes development of appropriately designed accommodation which enables people with special needs to maintain an independent lifestyle and recognises the work of housing associations and other agencies in delivering this type of specialist accommodation. Impact on residential amenity is considered under 'Design' below.

Other criteria are assessed in turn.

- The standard of accommodation is very high. It will be purpose built with onsite staff and facilities to cater for future residents' needs. This includes the availability of generous private outdoor amenity space. Being purpose built, not only will the buildings more effectively support the need identified, but it avoids the reuse of large family homes.
- The proposal includes the availability of adequate, safe and convenient arrangements for car parking and servicing.
- The design includes homes on the ground floor and both the building and grounds will be accessible to all including wheelchair users.
- There is not an over concentration of similar needs in the area. The need has been established through a selection process by the applicant and is close to where the need arises to avoid the need to travel a long way to access care. The character of the area will be retained. The proposal will elevate the design and facilitate an active use for a vacant site that has been allocated for development since 1995 with no progression towards it. This has resulted in the underutilisation of a prominent corner site in a highly sustainable location.
- The principle of the development seeks to respond to a the need to help members of the community to transition from homelessness to standard housing. Without this service in place, there is a risk that higher stress could be placed on health and local services in the long term.
- Design feedback has been incorporated into the proposals, which is considered in more detail below. The proposal will be in keeping with the mixed character of the area, and the uses which are also mixed with health care, housing and commercial uses within the vicinity.

Assessment



Neighbouring Land Uses

In terms of neighbouring land uses, the site is within a very mixed area. There are health services, commercial and residential neighbours within the immediate vicinity of the application site. Amenity considerations are dealt with under 'Design' below.

Relevant to the principle of development is the need in the Guide to Development in Manchester SPD noting that successful neighbourhoods should offer a choice of housing to enable residents to continue to live in an area as their needs and aspirations change.

Principle Summary

In summary, the site's employment designation is deemed to be out of date and can be attributed little to no weight in the planning balance. However, if this view is not shared it is also relevant to note that the proposed use does align with the aim of UDP policy by creating new jobs and the end use will bolstering shops and services through the active use of a long term derelict parcel of land.

The use fulfils an important need for specialist housing that has been identified by the Applicant and will be in keeping with the mixed character of the surrounding area. It is considered therefore that the principle of the proposed development is acceptable.

Assessment

Design

A Design and Access Statement has been prepared by DK Architects, which provides detail on the design strategy. Policy DM1, Development Management, identifies the key considerations for assessing the design of proposed development.

- The proposal is of a scale, form and massing which is in keeping to the mixed area around it. With two storey buildings proposed, the layout has sought to create a legible and attractive design.
- The proposal will have a positive impact on the surrounding areas in terms of the design, scale and appearance of the proposed buildings.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation have all been considered. Technical issues are assessed within Section 6 below.
- The proposal includes fully accessible accommodation.
- A sustainable location is vital for this type of accommodation, and this is demonstrated within the Transport Statement prepared by SK Transport Planning.
- Consideration to the design has included security to reduce the opportunity for crime, which is assessed by the submitted Crime Impact Statement prepared by GMP.

- Health is also a vital component of this proposal, with the improved health of residents paramount to the success of the development.
- Internal space standards are achieved, and there is a high level of amenity space within the site itself for residents to use.
- Attention has been given to refuse storage and collection.
- A new vehicular access, staff car parking and resident and staff cycle parking are proposed to allow access and egress with space to manoeuvre safely on site.
- Green Infrastructure is included within the proposal, with private areas for residents set within the site, and large green areas to the street scene, creating a soft boundary with buildings set back into the site.

The Design and Access Statement confirms that key requirements from guidance including Pre-application feedback from Officers has informed the design, and due regard has been given to the layout, materials, scale and massing as required by the Guide to Development in Manchester SPD and Planning Guidance (2007), Affordable Housing Strategy (2008), Providing for Housing Choice SPD (2008).

Assessment

Amenity

In general design terms, the proposed use of the site for a C3(a) residential use is in keeping with the mixed character of the area. Adjacent to an existing housing development, the proposed layout ensures there are adequate separation distances between the proposal and the existing dwellings. The site layout has purposely placed the built form away from the site's boundary with residential properties to the south east and orientated habitable rooms to ensure no overlooking would take place.

At its closest point the proposed building is 11m from the neighbouring house on Coverdale Crescent. At this point both properties present gable ends without habitable room windows. This is the only point on site where the proposal is proximate to other Use Class C3(a) properties.

There is a second point to the south west where the proposed building is also circa 11m from the neighbouring property. However, this again does not create a habitable room to habitable room relationship.



Assessment



- There will be additional vehicle movements as the site is currently vacant. However, the proposed residents will not own their own cars, vehicle movements will be confined to visitors and staff. Vehicle movements will also be minimised through the sustainable location of the site close to transport links and the implementation of a Green Travel Plan.
- There will be no intensive use of upper floors or impacts on party walls.
- The quality of external areas, as shown on the plans, is of a very high standard.

When assessing amenity, it is important to note that staff will be present on site 24 hours a day, 7 days a week to oversee the smooth running of the accommodation.

Conclusion - Key Issues

In conclusion, the key issues relating to the principle of the proposed development and the detailed consideration relating to design and amenity, the proposal positively responds to policy requirements, and meets the objectives of the development plan.

06 Technical



Technical

Access and Highways

Core Strategy Policies T1, Sustainable Transport and T2, Accessible Areas of Opportunity and Need require all new development to be directed to sustainable locations and facilitate good access for all. Guidance on parking standards is provided, and an assessment of any impact on the highway is a requirement for major application. This is supported by Section 9 of the NPPF, Promoting sustainable transport, which promotes opportunities for new development to be focussed close to existing public transport infrastructure.

A Transport Statement prepared by SK Transport Planning is submitted with the application. This Statement presents the detail on sustainability, access and parking within the site. It also considers impact on the highway of the proposed development. It concludes that the proposal would not have a significant impact on the operation of the highway and meets the requirements of the Council's adopted policies.

An interim Green Travel Plan has been prepared and is appended to the Transport Statement, which links to the recommendations of the Air Quality Assessment prepared by the Temple Group.

The Statement also identifies areas for servicing the site, and a waste collection point.

Reference: Transport Statement, SK Transport Planning

Ground Conditions

Core Strategy Policy EN18, Contaminated Land and Ground Sustainability requires new development to consider any historic uses of development sites and any risks associated with these. Where former mining areas are proposed for development, a Coal Risk Assessment will be required. The benefits of delivering new development on brownfield sites and the associated opportunity to remediate derelict land are promoted by Paragraph 120 of the NPPF, with Paragraph 183, which requires applications to consider risks associated with this.

As the proposal includes residential development, consideration of the ground conditions is required. A Phase 1 Preliminary Risk Assessment (PRA) has been prepared by Sutcliffe. The Assessment considers historic uses of the site and those nearby. The detailed findings are available in the submitted report.

The site is within an area that is potentially affected by historic Coal Mining activity. A Coal Mining Report is included within the PRA, which confirms that the site is not at risk of the various types of mine features assessed.

A Phase II Assessment has also been instructed and its findings will be submitted as soon as they are available.

In summary, the Assessment did not find any significant environmental issues. It is therefore considered that the site is suitable for the residential development proposed, and meets the requirements of Policy EN18.

Reference – Preliminary Risk Assessment, Sutcliffe

Technical

Ecology

Core Strategy Policy EN15, Biodiversity and Geological Conservation requires new development to protect existing wildlife and protected species, and seeks to achieve a net increase in trees across the City. This is supported by Section 15 of the NPPF, Conserving and Enhancing the Natural Environment.

In response, a Preliminary Ecological Assessment (PEA) prepared by Arbtech has been submitted with the application. The Assessment confirms that the main habitats on the site include self seeded woodland and amenity grassland. The Assessment was based on a site walkover which investigated the presence of protected species and confirmed that there were no suitable habitats for these including bats, badgers, invertebrates and amphibians.

The site's location within an urban area limits interconnectivity with wider ecological corridors. With this mitigation in place, and with enhancement proposed within the Assessment including native tree and hedgerow planting, the created of wildflower grassland, the introduction of bat and bird boxes and gaps to facilitate 'hedgehog highways', the proposed development meets the requirements of planning Policy EN15.

Reference – Preliminary Ecological Assessment and BNG Assessment, Arbtech

Trees and Landscaping

Policy EN9, Green Infrastructure and EN15, Biodiversity and Geological Conservation of the Core Strategy together with paragraph 131 of the NPPF require new development to retain trees where possible, and where trees are to be removed to enable development, mitigation will be required.

The trees on site have been surveyed by Mulberry Consulting, and the associated report is submitted with the planning application.

Mulberry Consulting found that the trees on site are all Category C2 (poor quality) self seeded groups of Birch, Alder, Willow, Sycamore and Ash, with two of these groups displaying signs of Ash Dieback. Due to the low quality of the trees and the evidence of Ash Dieback, it is considered that the removal of trees to facilitate the development will be acceptable in planning policy terms. This will be supported by mitigation with replanting of trees as part of the landscaping scheme.

In line with the Ecology consultants Arbtech, we are advised that the provision of replacement healthy trees together with selective planting will provide effective mitigation to boost biodiversity on the site.

The replacement trees and soft landscaping will be maintained regularly by the Applicant through a management company, including those parts which front the highway to maintain a high quality appearance.

Reference – Arboricultural Impact Assessment (AIA) and Method Statement Mulberry Consulting, BNG Assessment Arbtech

Technical

Drainage

[Core Strategy Policy EN14, Flood Risk](#), requires new development to minimise surface water run off through SUDs and appropriate use of green infrastructure. To respond to this requirement, a Drainage Strategy and associated Drainage Layout has been prepared by Sutcliffe.

The Strategy confirms that the site is within Environment Agency flood zone 1 which is at a low risk of flooding from rivers and the sea, and surface and groundwater. The proposal would not increase the risk of flooding either on site or off the site, and the surface water scheme allows for the 100 year plus 45% climate change event.

The Strategy considers how the proposal accords with the discharge hierarchy. It concludes that earlier stages are not suited to the technical requirements of the site and surface water will be discharged into combined water sewers within the site and restricted to a greenfield run off rate.

[Reference – Sutcliffe Drainage Strategy and Layout](#)

Air Quality

The Core Strategy and NPPF commands new development to consider any impacts on air quality. Paragraph 186 of the NPPF requires planning decisions to sustain comply with relevant limit values for pollutants and Air Quality Management Areas, with opportunities to improve air quality or mitigate impacts should be identified. Part of the site is within an air quality management area (AQMA).

This national policy is supported by [Core Strategy Policy EN16, Air Quality](#) which says new development should minimise and mitigate the local impact from emissions and consider impacts on air quality.

The submitted Air Quality Assessment examines all phases of the proposed development, and its cumulative impact alongside other planned development in the area. In summary, the impacts of the proposed development are considered to be acceptable subject to mitigation measures during the construction phase, outlined in Chapter 7 of the Assessment. The operational phase will meet policy requirements and will not expose future site users to poor ambient air quality.

The proposal will, therefore, meet the requirements of the NPPF, Policy EN16, Air Quality and the requirements of the Air Quality and Planning Guidance in August 2022.

[Reference – Air Quality Assessment, Temple Group](#)

Technical

Broadband Infrastructure

Policy EC1, Employment and Economic Growth in Manchester within the Core Strategy and the Guide to Development in Manchester SPD both identify the need for infrastructure to be accessible for all.

In response, the Applicant submits a Broadband Connectivity Assessment prepared by GTech Surveys. This assessment confirms that there is existing BT Openreach infrastructure surrounding the site with ducts, poles, boxes and fibre installed along the highway adjacent to the site, and directly into the site itself. It is considered that BT Openreach offers the most optimal connection, due to the beneficial locations and high number of network connection nodes adjacent to the site. Virgin Media has existing infrastructure within close proximity, but not to the site itself.

It is concluded that the proposed development will be well served by digital infrastructure, and meets policy requirements.

Broadband Connectivity Assessment – GTech Surveys

07 Employment



Employment

Additional information has been provided by the Applicant to demonstrate how the proposed development will contract labour to provide apprenticeship and employment opportunities.

As a group, Jigsaw Homes North appoint one apprentice for every £1m of contract sum.

For every project, the Contractor shall meet with the Employer (including the Development Project Manager and the Social Investment Team) to discuss and agree initiatives to secure wider social, economic and environmental benefits through the project.

Should the scheme be too short to allow an apprentice to complete their training, an initiative called 'Toolbox' will be used to co-ordinate all training, employment and other added value opportunities made available the group's wider development programme. Toolbox is centrally administrated by Great Opportunities (part of the Employer) and shall be used by all contractors across the Partnership.

The objective is for Toolbox to work with contractors and stakeholders to ensure that any new opportunities are maximised and focused on the needs of the communities in which the Applicant works throughout the construction phase. Toolbox will also monitor all outcomes and reports positive outcomes to Homes England.

Toolbox will deliver and co-ordinate the following activities:

- School work experience and careers advice.
- Adult work experience.
- Voluntary Work Placements.
- Apprenticeships.
- Work based training.
- Employment Opportunities.
- Pre Employment Support and Training.
- Links to Social enterprise.

Toolbox aspires to create meaningful opportunities which target:

- Long term unemployed.
- Young people not in education, employment and training (NEET).
- Those generally disadvantaged in the labour market this may include lone parents, people with physical & learning difficulties, ex-offenders, people with mental health needs.

Great Opportunities takes into account the length, value and type of project and Toolbox will work with contractors on an individual basis, or coordinate with other contractors, to ensure realistic and deliverable employment opportunities are achieved.

Employment

Toolbox will also signpost contractors to any existing training or employment initiatives, or schemes already up and running, to identify suitable placements. This structure will ensure opportunities for the new jobs to be created through the proposed development.

The Applicant is committed to creating local labour opportunities and is agreeable to entering into a Local Labour Agreement should planning permission be granted, the completion of which can be secured by way of a suitably worded condition.

Engagement has already taken place with the Council's Growth and Development Directorate. The Work and Skills Officer has advised that the condition wording opposite would be acceptable to them and the Applicant is agreeable.

"a) Prior to the commencement of the development, details of a Local Labour Proposal, in order to demonstrate commitment to recruit local labour for the duration of the construction of the development, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction of the development.

In this condition a Local Labour Proposal means a document which includes:

- i) the measures proposed to recruit local people including apprenticeships*
- ii) mechanisms for the implementation and delivery of the Local Labour Proposal*
- iii) measures to monitor and review the effectiveness of the Local labour Proposal in achieving the objective of recruiting and supporting local labour objectives*

(b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

Reason – The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1, EC1 and DM1 of the Manchester Core Strategy (2012)."

08 Conclusion



Conclusion

Evolving with the benefit of pre-application advice, the proposed development represents the opportunity to bring this vacant, underutilised and previously developed land back into an active use in a way which responds to an identified need for specialist housing provision and creates new employment opportunities.

With units fully affordable and available on a rental basis, residents will be able to access the specialist support and services that are needed to facilitate a move to permanent housing options. The overall site will be staffed at all times, and the grounds actively maintained and managed.

The highly sustainable location of the site is fundamental to the locational requirements set by Jigsaw Homes, and the use is recognised as being aligned to the definition of 'economic development' within the Core Strategy, with jobs being created for this new facility.

All technical issues are summarised with reference to the full reports and assessments submitted with the application to confirm that the proposal meets policy requirements.

In conclusion, the proposal accords with the development plan, positively boosts housing choice and specifically a housing type to support an identified local need and brings a brownfield site back into active use.

Appendix 1 Planning History

Appendix 2 Jigsaw Support Letter

Appendix 3 Planning Policy Summary

Appendix 1

Reference	Description	Decision and Date
105110/FO/2014/N2 Only part of the site (strip to the west)	Installation of proposed district heating network comprising of laying of pipes under highway	Withdrawn 22 Oct 2014
105425/FO/2014/N2 (Part of a wider site)	Development of 2 geothermal exploration deviated bore holes to an approximate depth of 3,200 metres (vertical borehole to a depth of 740m before deviation occurs), to be used subsequently as operational wells, in conjunction with planning application ref: 101118/FO/2012/N2 for a geothermal heat plant.	Approved Fri 17 Oct 2014
101118/FO/2012/N2	Development of a geothermal heat plant comprising 2 exploration vertical bore holes (to be used subsequently as operational wells) to an approximate depth of 3,200 metres with underground operating centre, associated single storey structure, associated plant and machinery, car parking, boundary treatment and lighting.	Approved Fri 25 Oct 2013
064229/AOH/NORTH2/02	Erection of 2 x 96 illuminated display panels and 6 x 48 illuminated freestanding displays with associated fencing for a temporary period of 18 months	Approved Wed 20 Mar 2002
049828/AO/CENTL2/96	A) 3no.illuminated 48 sheet advertisement panel B) 1no.illuminated 96 sheet advertisement panel	Refused 25 June 1996
026080	6, Avon House, Coverdale Crescent, Ardwick (Small rectangular shape within the site). Change of use from residential to office	Approved 12 March 1986

Appendix 1 Planning History

Appendix 2 Jigsaw Support Letter

Appendix 3 Planning Policy Summary

Appendix 1 Planning History

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Appendix 3 Planning Policy Summary

Appendix 3

Policy SP1 – Spatial Principles This policy highlights that all development proposals should deliver high quality and diverse housing around district centres. Developments should also make a positive contribution to neighbourhoods by:

- creating well designed places that enhance or create character.
- making a positive contribution to the health, safety and wellbeing of residents considering the needs of all members of the community regardless of age, gender, disability, religion, sexuality, ethnicity, culture or income.

Policy H1 – Overall Housing Provision This policy highlights that 60,000 new dwellings will have to be provided in Manchester between March 2009 and March 2027. It also states that the type, size and tenure of the housing mix will be assessed on a site by site basis and be influenced by local housing need and economic viability

It says that proposals for new residential development should take account of the need to interalia:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution outlined by the policy, supporting growth on previously developed sites in sustainable locations;
- Prioritise sites which are in close proximity to centres or high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.

Policy H8 – Affordable Housing The policy sets a threshold for affordable housing provision within new residential development.

Policy H10 – Housing for People with Additional Support Needs Proposals for accommodation for people with additional support needs will be supported where:

- There is not a high concentration of similar uses in the area already.
- Where it will contribute to the vitality and viability of the neighbourhood.
- Where there would not be disproportionate stress on local infrastructure such as health facilities.

EN1 – Design Principles and Strategic Character Areas

The policy states that all development must follow the seven principles of urban design.

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice

The site is within the 'Central Arc' Strategic Character Area. Policy EN1 identifies the opportunity for development on a large scale using innovative urban design solutions, using District Centres and key nodes of public transport as focal points and involve existing communities. The opportunity to use the canals is also cited.

Appendix 3

EN 9 – Green Infrastructure

- This policy seeks the retention of green infrastructure in terms of quality, quantity and multiple function, and for this to be enhanced where an opportunity to do this exists. Green infrastructure to allow for the adaption to climate change in heavily urbanised areas is encouraged.

EN14 – Flood Risk

- Development should be directed away from sites at the greatest risk of flooding, and all new development should minimise surface water run-off through SUDs and green infrastructure.

EN15 – Biodiversity and Geological Conservation

- The retention and enhancement of biodiversity is a key requirement of this policy, with the aim for a net increase in trees across the city.

EN16 – Air Quality

- This policy request developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by a development. Planning decisions will consider the cumulative impact on Air Quality Management Areas (AQMA).

EN18 – Contaminated Land and Ground Stability

- Priority is given by the Council to remediation of contaminated land in strategic locations, and land within former mining areas shall undertake an assessment of risk.

EN19 – Waste

- This policy states that new developments will have to have a Waste Management Plan in place to demonstrate how waste will be minimised and recycled on site wherever possible.

EC1 – Employment and Economic Growth in Manchester

- This policy identifies employment land and also includes priorities for ensuring continued economic growth, which includes improving access and digital infrastructure delivery to businesses and residents.

T1 – Sustainable Transport

- This policy states that support will be given to development that improves choice by developing alternatives to the car and improves access for all.

T2 – Accessible Areas of Opportunity and Need

- States that the Council will actively manage the pattern of development to ensure it is easily accessible by walking, cycling and public transport. Car parking standards are maximum standards and cycle and accessible spaces are minimum standards. Traffic Impact Assessments and Travel Plans are required for all major applications.

Appendix 3

DM1 – Development Management

A key policy outlining the general principles of development management, emphasising that all development should follow specific design guidelines.

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, sustainable construction techniques.

Appendix 3

Saved Policies of the UDP

Policy AB5 Economic Development

The site is identified on the Proposals Map within Area 8, Ardwick, Brunswick and West Gorton as being allocated for 'Economic Development'. The associated saved policy is listed as AB5 within the saved policies of the UDP. The written part of this policy refers to 'Shopping and Community Facilities' and states:

"The site on the corner of Devonshire Street/Stockport Road is allocated for a local supermarket and other related commercial uses". The reasoned justification is "To provide greater choice for existing and future local residents and to consolidate the local shops at Guide Post Square".

This description appears to refer to the site to the south of the application site, which was formerly allocated for 'new shops', which is now within a health service use. The allocation purple shading appears to be closer to the 'economic development' allocation to the north, but this is specified on a list, whereas the site itself is not included on the list of economic development sites. In summary, it is not expressly clear which saved policies from the 1995 UDP the allocation relates to.

The Core Strategy includes a definition of Economic Development which "covers a range of uses which are employment generators, or which attract other employers into the locality. Examples include retail, leisure and office development".

National Planning Policy Framework (NPPF, 2023)

Includes national planning policies which are a material consideration in the assessment of an application. National Planning Policy Framework (publishing.service.gov.uk)

Guide to Development in Manchester SPD and Planning Guidance (2007)

Provides advice on the layout of new development ensuring safety and good design principles are adopted.

Providing for Housing Choice SPD (2008)

Para 5.30 notes that "specialist provision can be delivered in a number of ways and the Council would seek to adopt a flexible approach to delivery, in order to accommodate both scheme viability and housing need requirements."

Paragraph 5.31 states that housing mix should form part of pre-application discussions with the Council will welcome.

Special Needs and Supported Housing SPG (1998)

The guidance emphasises the need for the City's communities to remain or become sustainable and, as part of this, welcome accommodation for people with special needs. This includes sign homeless, those with health problems and who suffer illness.

It also welcomes appropriately designed accommodation to enable people with special needs to maintain an independent lifestyle. The guidance notes that a balance needs to be provided between different kinds of residential uses.

E D E N

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