Former Peacock Centre and Land at Pipewell Avenue, Gorton

Affordable Housing Statement

On behalf of **Clarion Housing Association Limited and Clarion Housing Property Development Services Limited**

Project Ref: 333102268/A5| Rev: 04 | Date: June 2026

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Document Control Sheet

Project Name: **Former Peacock Centre and Land at Pipewell Avenue, Gorton**

Project Ref: **333102268/A5**

Report Title: **Affordable Housing Statement**

Doc Ref: **Rev 04**

Date: **June 2026**

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For and on behalf of Clarion Housing Association Limited and Clarion Housing Property Development Services Limited				

Revision	Date	Description	Prepared	Reviewed	Approved
01	May 2026	Affordable Housing Statement	HB	DI	DI
02	May 2026	Affordable Housing Statement	HB	DI	DI
03	June 2026	Affordable Housing Statement	HB	DI	DI
04	June 2026	Affordable Housing Statement	HB	DI	DI

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1 Introduction

1.1 Introduction

1.1.1 This Affordable Housing Statement has been prepared by Stantec on behalf of Clarion Housing Association Limited and Clarion Housing Property Development Services Limited (the 'Applicant') and is submitted to Manchester City Council (the 'Council' / 'MCC') in support of a full planning application (the 'Application') for the erection of 75 new affordable homes, with associated vehicular access and parking, private amenity spaces, new and enhanced public spaces, including new informal play areas, and improved walking and cycling links, at the former Peacock Centre site and the land at Pipewell Avenue Sites, Gorton, Manchester (hereafter referred to as the 'Site').

1.1.2 Full details of the Site and the proposed development are provided within the accompanying Planning Statement and the Design and Access Statement, which have been submitted to support this application.

1.1.3 As set out within the aforementioned documents, the development to which this note relates proposes 100% affordable housing. The purpose of this Statement, therefore, is to highlight the opportunities offered by the proposed development in respect of the delivery of affordable housing, and to provide greater detail around the proposed tenure split of the housing, in the context of local and national planning policy.

1.2 Structure of the Statement

1.2.1 The Affordable Housing Statement forms a key supporting document to the planning application, and it should be read in conjunction the suite of information submitted in support of the planning application. The following sections of this Affordable Housing Statement are set out as follows:

- Section 2 sets out the relevant affordable housing policy context for the full planning application
- Section 3 sets out the proposed approach to affordable housing with the development in order to respond and adequately address relevant planning policy and guidance.
- Section 4 confirms the proposed strategy for securing the affordable housing on site.
- Section 5 provides a summary / conclusion of the report.

2 Planning Policy Context

2.1.1 This Section of the Affordable Housing Statement identifies key policy and guidance relevant to the consideration of affordable housing provision as part of the proposed development. A more thorough, full review of planning policy and guidance relevant to the consideration of all aspects of the proposed development is contained in the Planning Statement submitted with the application.

Statutory Development Plans

2.2 Places for Everyone (PfE) Joint Development Plan (2024)

2.2.1 The PfE Plan became part of the statutory development plan for each of the nine PfE authorities in March 2024. It is a long-term plan for jobs, new homes and sustainable growth across Greater Manchester

Policy JP-H2- Affordability of New Housing

2.2.2 Policy JP-H2 requires residential developments to contribute to the delivery of affordable housing in order to meet identified needs across Greater Manchester, including Manchester itself.

2.2.3 This policy sets out that affordability has been worsening in recent years. The policy sets out that around 38% of newly forming households are unable to afford to buy or rent a home at lower quartile prices. The policy works alongside the Greater Manchester Housing Strategy, setting out the aim to deliver at least 50,000 affordable homes across Greater Manchester by 2037.

2.2.4 The policy prioritises the delivery of additional affordable homes, increasing the supply of low-cost marking housing, to complement the provision of affordable homes and diversify options for low income households.

JP-H3- Type, Size and Design of New Housing

2.2.5 Policy JP-H3 states that development should seek to incorporate a range of dwelling types and sizes. The policy points out that all new dwellings must comply with nationally described space standards and built to the ‘accessible and adaptable standard in Part M4(2) of the Building Regulations.

JP-H1- Scale, Distribution and Phasing of New Housing Development

2.2.6 Policy JP-H1 identifies a minimum requirement of 175,185 net additional dwellings to be delivered across the Places for Everyone area over the period 2022-2039, equating to an average of approximately 10,305 dwellings per annum. The policy emphasises the need for housing that is of high-quality design, adaptable, and supported by the necessary infrastructure and local amenities to create sustainable communities.

2.2.7 Within this overall requirement, the policy specifies that Manchester is expected to deliver 60,061 new dwellings over the same period. This reinforces the need to significantly increase housing delivery across Greater Manchester, particularly within highly populated areas such as Manchester, to improve affordability and meet identified housing needs.

JP-P1- Sustainable Places

2.2.8 Policy JP-P1 sets out the overarching ambition for the Places for Everyone area to become one of the most liveable city regions in the world, creating high-quality places where people want to live. The policy emphasises that development should contribute to sustainable, attractive, and inclusive communities.

2.2.9 The policy outlines key principles that development proposals are expected to meet, including the creation of socially inclusive places that respond to the needs of all sections of society.

2.3 Manchester Core Strategy (2012)

2.3.1 The Manchester Core Strategy (herein referred to as the 'Core Strategy') was adopted by the Council in July 2012. The document sets out the strategic framework for growth and development in Manchester up to 2027.

2.3.2 Following the adoption of Places for Everyone, in 2024, the Core Strategy was subject to a series of amendments.

Policy H8- Affordable Housing

2.3.3 Policy H8 sets out the requirements for affordable housing provision across the city. It states that new residential development should contribute towards a city-wide target of 20% affordable housing. Developers are therefore expected to deliver at least 20% affordable housing on-site, with a tenure split of 5% social or affordable rented housing and 15% intermediate housing, to ensure a range of affordable home ownership options.

2.3.4 The policy further clarifies that the proportion and mix of affordable housing should reflect the scale, type, and characteristics of the overall development. Where appropriate, provision may be secured through a Section 106 agreement, with flexibility to adjust the level of affordable housing in response to changing economic conditions. Any such variation must be supported by a robust financial viability assessment.

2.3.5 In addition, the policy requires that affordable housing is inclusively designed, ensuring that homes are accessible, adaptable, and meet the needs of a diverse range of households.

Policy H1- Overall Housing Provision

2.3.6 Policy H1 of the Manchester Core Strategy sets out the overall approach to housing delivery across the city, supporting the provision of a significant level of new housing to meet Manchester's growing population and economic aspirations. The policy seeks to ensure that housing development contributes to the creation of sustainable communities and supports wider regeneration objectives.

2.3.7 The policy identifies Manchester as a key location for housing growth within the region and promotes the delivery of new homes across a range of locations, with a particular focus on accessible and sustainable areas, including the City Centre, district centres, and areas well served by public transport.

2.3.8 Policy H1 also emphasises the importance of providing a diverse mix of housing, including a range of sizes, types, and tenures to meet the needs of different households. This includes supporting the delivery of affordable housing in line with Policy H8, ensuring that new development contributes to addressing housing need and improving affordability across the city.

2.3.9 Overall, the policy aims to ensure that housing provision supports economic growth, enhances neighbourhoods, and delivers high-quality residential environments.

Policy H4- East Manchester

2.3.10 Policy H4 of the Manchester Core Strategy identifies East Manchester as a key area for residential-led regeneration and growth, building on significant investment and transformation in recent years. The policy supports the delivery of new housing as part of a wider strategy to create sustainable, high-quality neighbourhoods.

2.3.11 The policy promotes East Manchester as a priority location for new development, particularly due to its proximity to the City Centre, existing infrastructure, and capacity for regeneration. Development is expected to contribute to the ongoing renewal of the area, supporting both housing delivery and economic growth.

2.3.12 Policy H4 emphasises the importance of delivering a balanced and inclusive housing offer, including a mix of dwelling types, sizes, and tenures. This includes the provision of affordable housing, in line with Policy H8, to ensure that new development meets the needs of existing and future communities.

2.4 National Policy

National Planning Policy Framework (NPPF) (2025)

2.4.1 The National Planning Policy Framework (NPPF) (2025) sets out the Government's planning policies for England and how these should be applied. The document must be considered in preparing the development plan and is a material consideration in planning decisions

2.4.2 The NPPF establishes the core principle of linking housing with wider economic development and sets out the presumption in favour of sustainable development.

2.4.3 In relation to delivering a sufficient supply of homes, Paragraph 63 states that the size, type and tenure of housing need for different groups in the community should be assessed and reflected in planning policies (including, but not limited to, those who require affordable housing, families with children, older people, students, people with disabilities, service families, travellers, people who rent their homes and people wishing to commission or build their owns homes).

2.4.4 Where a need for affordable housing is identified, planning policies should specify the type of affordable housing required, and expect it to be met on-site unless (Paragraph 64):

a) *'an off- site provision or an appropriate financial contribution in lieu can be robustly justified; and*

b) *the agreed approach contributes to the objective of creating mixed and balanced communities.'*

2.4.5 Paragraph 65 states that provision of affordable housing should not be sought for residential development which are not major developments. To support the re-use of brownfield land, where vacant buildings are being reused or redevelopment, and affordable housing contribution should be reduced by a proportionate amount, equivalent to the existing gross floorspace of the existing buildings.

2.4.6 Paragraph 66 of the NPPF states that, where major development involving the provision of housing is proposed, planning policies should expect at least 10% of the homes to be available for affordable housing ownership, unless this prejudice the ability to meet the identified affordable housing needs of specific groups.

2.4.7 Paragraph 71 points out the benefits which can be gained from mixed tenure sites, due to the creation of diverse communities and timely build out rates. The Paragraph states that mixed tenure sites can include a mixture of ownership and rental tenures, including Social Rent, other rented affordable housing and build to rent.

Planning Practice Guidance

2.4.8 The Planning Practice Guidance (PPG), published by Central Government in March 2014, provides supplementary guidance to support the application and interpretation of policy set out within the National Planning Policy Framework (NPPF). The PPG offers detailed advice on a range of planning matters, including housing delivery and affordability, and is a material consideration in the determination of planning applications. This statement has been prepared with regard to the relevant guidance contained within the PPG.

2.5 Supplementary Planning Documents

Providing for Housing Choice SPD (2008)

2.5.1 The Providing for Housing Choice Supplementary Planning Document (SPD), adopted by Manchester City Council in 2008, the SPD establishes planning guidance to improve the affordability and increase housing choice.

2.5.2 The document establishes indicative targets for affordable housing provision, typically seeking up to 20% of units on qualifying sites, subject to scheme viability, site conditions, and market context. It promotes a tenure mix that reflects local housing need, including both social/affordable rented and intermediate products. The SPD also prioritises the integration of affordable housing within developments to create mixed and sustainable communities, avoiding segregation and ensuring consistent design quality.

2.5.3 Flexibility is embedded within the SPD, allowing for viability assessments to inform the level and type of provision where applicants can robustly demonstrate constraints. Overall, the SPD provides a framework to secure affordable housing contributions in a way that balances delivery with development viability, supporting inclusive growth and housing choice within Manchester.

2.6 Local Evidence Base and Strategies

Manchester Housing Strategy 2022-2032

2.6.1 The Manchester Housing Strategy 2022-2032, prepared by Manchester City Council, sets out a long-term framework to address significant housing demand driven by population growth, affordability pressures, and changing tenure patterns across the city.

2.6.2 The central objective of the strategy is to increase the supply of affordable housing, with a target to deliver 36,000 new homes by 2032, of which at least 10,000 are intended to be affordable. This includes a strong emphasis on genuinely affordable tenures, particularly social rent, alongside intermediate products such as the Manchester Living Rent model. The strategy highlights worsening affordability, driven by rising costs and a decline in social housing, and seeks to address this through planning policy, public-private partnerships, and the use of Council-owned land.

2.6.3 The strategy also places strong emphasis on the efficient use of land, prioritising the redevelopment of previously developed (brownfield) sites as the primary means of delivering new housing. This approach supports urban regeneration objectives, helps to protect greenfield land, and focuses growth within sustainable locations that are well served by infrastructure and services. Brownfield development is therefore identified as a key mechanism for delivering both market and affordable housing, particularly in areas of opportunity across the city.

2.6.4 In addition, the strategy promotes a balanced and inclusive housing market, supporting mixed-tenure communities, reducing homelessness, and ensuring that new development contributes to high-quality, sustainable neighbourhoods.

Manchester Housing Needs Assessment (2023)

2.6.5 The Manchester Housing Needs Assessment 2023 is the most recent official housing needs assessment published by Manchester City Council that forms part of the evidence base for housing policy. The document provides up-to-date evidence on housing need across Manchester over the period 2022-2039, forming a key evidence base for emerging planning policy and the Local Plan. It identifies overall housing demand, affordability challenges, tenure imbalances, and specific needs for different household groups, aligning with the National Planning Policy Framework (NPPF) and Planning Practice Guidance.

2.6.6 A core finding of the HNA is the significant shortfall of affordable housing in the city. Based on demographic projections and affordability analysis, there is an annual imbalance of approximately 1,142 affordable homes over the next decade, underscoring the need for robust affordable housing policy and delivery mechanisms. The assessment highlights that a large proportion of households are unable to access market housing due to high house prices and private rents relative to local incomes.

2.6.7 Stakeholder consultation within the report emphasises that Manchester's private rented sector is extensive, but often unaffordable for many local residents, and that the city has experienced a net loss of social housing over the past decade, contributing to rising homelessness and unmet need. There is a clear demand for a wider range of affordable tenure options, including social and affordable rented homes as well as shared ownership products, with a suggested tenure mix of approximately 80% rented and 20% affordable home ownership to better reflect identified needs.

2.6.8 The HNA also addresses housing need for specialist groups, including older people and those requiring accessible or supported housing, further strengthening the case for diverse affordable housing provision. It recommends a broad mix of dwelling sizes and tenure types to meet future needs across the city and supports planning policies that maximise affordable housing delivery on market sites, subject to viability.

The 2023/24 Authority Monitoring Report (AMR) of Manchester City Council

2.6.9 The Authority Monitoring Report 2023/24 (AMR) assesses how planning policies are being implemented over the period 1 April 2023 - 31 March 2024.

2.6.10 In 2023/24 Manchester delivered approximately 2,962 net new homes, with a recovery in overall housing completions following the economic downturn. Of these, the number of affordable housing completions increased by around 45 per cent to 603 new affordable homes, including a mix of social rent, affordable rent, shared ownership, discounted market rent and rent-to-buy units, reflecting a strengthened contribution to the city's affordable housing pipeline. A total of over 1,000 affordable homes were completed since the launch of the Manchester Housing Strategy 2022-2032, with around 1,800 homes under construction and a further 1,400 with planning permission as of October 2024.

2.6.11 Despite these gains, the report confirms that affordable housing need remains significant, with demand continuing to outstrip supply. The pipeline shows further units under construction or with planning permission, but shortfalls in social and affordable rent persist, highlighting the ongoing importance of planning policies and developer contributions to meet the city's housing requirements.

Places for Everyone Annual Monitoring Report (2024)

2.6.12 The Places for Everyone Annual Monitoring Report 2024 is the first formal monitoring report for the Places for Everyone Joint Development Plan (PfE), a statutory joint development plan covering nine Greater Manchester authorities, including Manchester City Council, adopted in March 2024. The report establishes the baseline of performance against the PfE Monitoring Framework and assesses delivery outcomes for the 2023/24 monitoring year.

2.6.13 Across the PfE area, there were 10,050 net new homes completed in 2023/24, with 2,962 in Manchester, contributing to phased delivery targets. Of these overall completions, there were 2,414 new affordable housing completions across Greater Manchester, including 603 in Manchester itself, demonstrating active delivery of affordable homes through market and planning-led mechanisms.

2.6.14 While these figures demonstrate progress against strategic housing delivery and affordable housing outcomes under PfE, the need for affordable homes remains acute in Manchester given ongoing housing demand, local affordability pressures, and the scale of unmet need identified in the Housing Needs Assessment and Housing Strategy evidence bases. The 2023/24 monitoring highlights the continued importance of planning policy implementation and developer contributions to sustain and accelerate affordable housing delivery over the PfE plan period to 2039.

Greater Manchester Housing Vision (2019)

2.6.15 The Greater Manchester Housing Vision (2019) sets out the city-region's long-term ambition that all residents should have access to safe, decent, and affordable homes. It highlights the urgent need to tackle housing affordability, increase the supply of genuinely affordable homes, and provide a diverse mix of tenures to meet the needs of current and future households. The Vision emphasises that housing delivery must support inclusive economic growth, sustainable neighbourhoods, and improved quality of life, while making efficient use of land and existing infrastructure. It also stresses the importance of collaborative action between local authorities, developers, and housing providers to achieve strategic housing objectives across Greater Manchester.

3 Former Peacock Centre and Pipewell Avenue Affordable Housing

3.1 Introduction

3.1.1 This section outlines how the proposed development of 75 homes, including 25 apartments, at the former Peacock Centre and Pipewell Avenue sites in Gorton will deliver 100% affordable housing, responding to the policy requirements and housing needs identified for Manchester.

3.1.2 The development fully aligns with the Local Plan, Places for Everyone Joint Development Plan (PfE), the Manchester Housing Strategy 2022-2032, and evidence from the Manchester Housing Needs Assessment 2023, which collectively highlight the urgent need for affordable homes, particularly rented tenures, across the city.

3.2 Proposed Affordable Housing Delivery

3.2.1 The Applicant is a registered provider of social housing and is a charitable organisation with a fundamental aim of delivering and managing affordable housing. As stated above, the development will deliver 75 affordable homes, exceeding the standard Local Plan and PfE minimum requirement of 20% on qualifying schemes. This demonstrates a clear and significant contribution to meeting Manchester's ongoing housing shortfall.

3.2.2 The proposed tenure mix is as follows:

- 48 social rent homes, equivalent to 64% of the total development; and
- 27 shared ownership homes, equivalent to 36% of the total development.

3.2.3 All homes will be tenure-blind and integrated throughout the site, supporting the creation of mixed, inclusive, and sustainable communities, consistent with Core Strategy Policy H8 and PfE Policy JP-H2. The quality of the development is evident through the supporting plans, as well as the Design and Access Statement which accompany the planning application submission.

3.3 Context and Justification

3.3.1 Manchester's Housing Needs Assessment 2023 identifies a substantial shortfall of affordable homes, with an annual imbalance of approximately 1,142 units. Delivering 100% affordable housing directly addresses this need, including the demand for secure rented accommodation and smaller shared ownership opportunities.

3.3.2 The development also aligns with regeneration objectives for East Manchester (Core Strategy Policy H4), making efficient use of brownfield land, enhancing local infrastructure, and providing high-quality housing within a well-connected area.

3.3.3 The proposal supports the strategic ambitions of the Greater Manchester Housing Vision (2019), contributing to inclusive growth, housing choice, and the creation of high-quality, sustainable neighbourhoods.

3.3.4 There are numerous benefits to the proposed development (as set out within the accompanying Planning Statement). The provision of affordable housing, at a rate well above the policy requirement, within a highly sustainable and accessible location on previously developed land is a benefit which is considered should attract very significant weight in the determination of this planning application.

4 Proposed Strategy for Delivering Affordable Housing

Proposed Strategy

4.1 In order to secure the affordable housing provision, it is necessary to set out a robust and viable strategy for the delivery of the affordable homes on site.

4.2 The Applicant proposes that the Council as Local Planning Authority (LPA) attach a planning condition to any grant of planning permission which secures details of the final mix and type of affordable housing to be submitted to the LPA prior to the commencement of development.

Proposed Condition

4.3 Having regard to the permissions of similar schemes within the borough, we have set out the proposed wording of the planning condition below:

Prior to the commencement of development, a scheme for the provision of affordable housing (Use Class C3) shall be submitted to and approved in writing by the Local Planning Authority. The affordable housing shall be provided in accordance with the approved scheme and shall include:

i. the type and tenure (such tenures being consistent with the definition of affordable housing in Annex 2 of the NPPF or any definition of affordable housing that replaces it);

ii. confirmation that the affordable dwellings will be made available on affordable housing terms for both first and subsequent occupiers of the affordable housing dwellings (subject to such exclusions and exemptions as may be approved by the Council); and

iii. the eligibility criteria to be used for determining who may occupy the affordable housing dwellings (which shall not be required to include any local connection criteria in the case of shared ownership housing).

iv. The approved affordable housing scheme shall be implemented as part of each phase of the development subject to the following exclusions and exemptions:

1. The affordable housing scheme shall not be binding upon a mortgagee, charge or any receiver (including an administrative receiver) appointed by such mortgagee or charge or any other person appointed under any security documentation to enable such mortgagee or charge to realise its security or any administrator (however appointed) including a housing administrator (each a receiver) of the whole or any part of the affordable housing or any persons or bodies deriving title through such mortgagee or charge or receiver.

2. The affordable housing scheme which is the subject of this condition shall cease to apply (and shall be of no further effect) to any dwelling that has been acquired by an individual owner/purchaser and/or their mortgagee OR any dwelling in respect of which a statutory or voluntary right to buy or acquire has been exercised."

5 Conclusion

5.1.1 This Statement has set out the relevant planning policy framework and key issues relating to the delivery of affordable housing as part of the former Peacock Centre and the land at Pipewell Avenue Sites.

5.1.2 Taken in isolation, the proposed development for the former Peacock Centre and Pipewell Avenue Sites will provide 75 new high-quality homes as 100% affordable housing, substantially exceeding the baseline requirement of 20% set out within the Places for Everyone Joint Development Plan and the Manchester Core Strategy.

5.1.3 The proposals respond directly to the priorities established within national and local planning policy, including the National Planning Policy Framework, by delivering a tenure-blind, fully integrated affordable housing scheme that supports the creation of inclusive, balanced and sustainable communities. The development aligns with the strategic objectives of the Manchester Housing Strategy 2022-2032 and is firmly grounded in the evidence presented within the Manchester Housing Needs Assessment 2023, which identifies a significant and ongoing shortfall in affordable housing provision across the city.

5.1.4 By bringing forward the comprehensive redevelopment of previously developed land in a sustainable and accessible location, the scheme will also contribute to the wider regeneration of East Manchester, in accordance with Core Strategy Policy H4. It will deliver not only new homes but also enhanced public realm, improved connectivity, and community-focused spaces, thereby supporting long-term social, economic, and environmental benefits.

5.1.5 Overall, the proposed development represents a robust and deliverable response to Manchester's housing challenges. It makes a meaningful contribution towards increasing the supply of affordable homes, supports strategic growth objectives, and reflects best practice in the delivery of high-quality, inclusive residential development. As such, the provision of affordable housing as part of this proposal should be afforded very significant weight in the determination of this planning application.