

Application Number	Date of Appln	Committee Date	Ward
133746/FO/2022	11th May 2022	28 July 2022	Didsbury East Ward

Proposal Erection of a 6 storey residential building (Use Class C3) comprising 75 no. apartments together with ground floor residential amenity space, landscaping, cycle parking, car parking and associated works, space, car parking, cycle parking as well as landscaping, highways and other associated works

Location Land Junction Of Parrs Wood Lane, Manchester, M20 5AA

Applicant Ms Rachel Allwood , Dandara Living Developments Limited, C/o Agent

Agent Mr John Cooper, Deloitte LLP, Hanover Building, Floor 2, Corporation Street, Manchester, M4 3AN

Executive Summary

This proposal relates to the erection of a 6 storey building to form 75 no. residential apartments, and associated car and cycle parking, landscaping and highway works.

The application site currently forms part of the existing car parking area to the south of the associated Tesco Store located off Parrs Wood Lane located within the Didsbury East ward. As well as hardstanding associated with the car parking area the site also contains associated landscaping and trees.

The proposals were subject to notification by way of 272 letters to nearby addresses, site notice posted at the site and advertisement in the Manchester Evening News. In response 235 comments were received, 228 of these are objecting to the proposals. Didsbury East Councillors Foley, Simcock and Wilson have submitted comments objecting to the proposals.

Amongst other matters that are set out within the main body of the report it is considered that the principle of high density residential development in this part of South Manchester does not accord with the adopted planning policies in place in Manchester; that the proposals do not provide for an adequate level of on-site car parking to serve the development; and, the applicant has failed to demonstrate that the proposals would not give rise to unacceptable impacts on the highway network in the vicinity of the site.

Other matters raised by objectors are also fully addressed.

Description of site

The application site relates to a parcel of existing car parking serving the Tesco Store at Parrs Wood Didsbury 0.24 hectares in size. The site is bounded by Kingsway to the East, Parrs Wood Lane to the South and the Tesco store and car park to the North and West [1].

On the opposite side of Kingsway, is the East Didsbury Metrolink stop [2] and associated surface car park, also to the east and south, on the other side of Kingsway, is a hotel and the Parrs Wood Entertainment centre [3]. To the south, on the other side of Parrs Wood Lane, is a park [4] that occupies the space between the junctions of Parrs Wood Lane, Kingsway and Wilmslow Road. There are a series of residential blocks of apartments to the south west in the form of a 5 storey 1930s block at Parrs Wood Court [5] and modern blocks from the early mid 2000s [6] that sit to the east of the railway line and East Didsbury Station [7] located approximately 180m to the south west from the site.

A clock tower [8], retained from a historic bus depot that previously stood on the site until the 1980s, is located adjacent to, but outside of, the site boundary to the east.

There are level differences between Kingsway as it rises to bridge over the East Didsbury Metrolink line and the site which sits at lower ground level.



Application site edged red with numbered points of interest referenced in the paragraph above.

Description of proposals

The application proposals seek planning permission for the development of part of the existing Tesco Car Park to form a six storey building of 75 no. residential apartments, ground floor residential/community space and associated car and cycle parking, and landscaping.

The proposed building would provide accommodation in the form of 25 one bedroom (33.4%), 40 two bedroom (53.3%), and 10 three bedroom (13.4%) self-contained apartments. 15 of the proposed flats have been identified as providing affordable rent properties. On the ground floor it is also proposed to provide 114 sq.m. of flexible community space. 36no car parking spaces are provided together with secure cycle parking for each of the proposed apartments.

The main entrance to the apartments is located on the western elevation close to Parrs Wood Lane and the access road, a secondary entrance is to the east and a third entrance is available to the north of the site, closest to Tesco car park.

Access for the car parking is gained from the main Tesco car park to the north and the proposals has been designed to allow external access to the bike store, bin store, substation, and community spaces.

The apartments are arranged over each floor with a mix of 1, 2 and 3 bedroom apartments, the submitted documents set out that all have private amenity space in the form of inset and juliet balconies to the south and projecting balconies to the north, as well as 4 garden terraces to the south east.

The applicant that the design and scale of the building has been chosen to reflect the surrounding context in Parrs Wood particularly the residential blocks to the south and west at Parrs Wood Court, Citipeak apartments and the commercial buildings at the Parrswood Entertainment Centre.

The scheme submission indicates that the proposed materials for the building are brick with grey metal window frames to match the brickwork together with the inclusion of a bronze coloured cladding to window openings and the top floor.



CGI Image of the proposed building looking north east along Parrs Wood Lane



CGI Image of the southern elevation of the proposed building with the existing clocktower to the right

EIA Screening Opinion

The proposed development does not fall within a relevant description in Schedule 1 of the EIA Regulations that automatically require an EIA.

The proposal type is listed in category 10 (b) 'Urban Development Projects' of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) (England) Regulations 2017. For these types of project, it is recommended that screening should be undertaken where: (i) the development includes more than 1 hectare of urban development which is not dwelling house development; or (ii) the development includes more than 150 dwellings; or (iii) the overall area of the development exceeds 5 hectares. In this regard the proposals do not meet any of the thresholds. However, having taken into account the criteria in Schedule 3 to the

above Regulations, it is considered that the proposal would not be likely to have significant effect on the environment that would require the preparation of an Environmental Impact Assessment.

Publicity

The proposal due to the scale of development has been classified as a major development. As such it has been advertised in the local press (Manchester Evening News) as a major development. A site notice was displayed at the application site. In addition, statutory consultees have been consulted and notification letters were sent to 272 local addresses and businesses.

The applicant undertook pre-planning consultation, as part of the planning submission a statement has been provided which outlines the consultation undertaken and responses to matters raised by those who participated.

Consultation responses

Following the neighbour notification and advertisement of the proposals, 234 responses were received objecting to the proposals, 5 responses received were in support and 2 responses expressed neither support or objections. A summary of the key points being raised through the notification process is set out in the section below.

Ward members

Councillor Linda Foley and Councillor Andrew Simcock - The principal reasons for objecting are the impact on traffic in the vicinity, the inadequate levels of parking provision within the scheme and the height of the building.

They would also like to request that the application is considered by the Committee rather than by officers using delegated powers and also request a site visit by the Committee.

They add that they have met the applicant on several occasions to discuss the proposals, including a visit to another development that the company have built in Salford and a meeting at their offices.

They would however like to thank the applicant for doing one thing that we requested. They did hold two pre-application consultation events for local residents to attend. Local residents however were overwhelmingly against their initial plans and not much changed in their views when minor amendments were made. For consultation to be truly meaningful they would suggest that the applicant take the results seriously and withdraw the application.

Councillor James Wilson – My objection is on the basis of three principle reasons:

Traffic -The junction around Parrs Wood Lane gets very congested and at rush hour, there are tail backs past the cricket club on Wilmslow Road and along Didsbury Road. This junction is already over capacity so the effect of additional traffic

generated by residents of, deliveries to and construction and maintenance of the apartment complex without mitigation of congestion would be unacceptable.

The development will have a detrimental impact upon the levels of pedestrian and highway safety enjoyed at these junctions and in the vicinity of the site, contrary to Policies DM1 and T1 in the Core Strategy Development Plan Document. It should also be noted that this junction is one which hundreds of pupils travel through so there are also safety implications for children of increasing traffic to the area.

There are significant flaws in the reasoning in the documents submitted by the applicant on this front. The traffic modelling took place in 2021 at a time when some coronavirus restrictions were still in place so was hardly representative of what conditions are likely to be when the development is under construction or completed.

The applicant has also assumed that the loss of car parking spaces for use by Tesco customers will reduce traffic movements. This is not true as the car park is constantly under-capacity. In fact, the documents also contain the contradictory claim that these spaces are not required by Tesco (something that is pointed out in the correspondence with officers which is included in the documents). The construction of this development can only lead to a net increase in the number of traffic movements at this junction and, therefore, an increase in congestion.

As local councillors, we have made it clear to the applicant that we would expect to see a scheme to mitigate the impact of additional traffic on a congested junction as part of their proposals at every stage of this process. It is disappointing that, despite both this and the overwhelming feedback from residents raising traffic congestion as a major concern during the consultation process, this has not been included.

I would support my colleagues' request for a site visit to see the congestion problems at this junction.

Parking - I believe the parking ratio is unacceptable for this development and will result in residents of and visitors to the flats parking on surrounding streets. While the Council has an aspiration to become carbon neutral by 2038, the planning process does need to be realistic in how many residents of the development are likely to use cars given the developer will not make this a condition of tenancy. The Travel Plan relies on making residents aware of options which already exist and does not contain any significant incentives to stop them using cars or to encourage them to use alternatives.

Although it is true that the proposed development enjoys very good public transport links, every other apartment block constructed or converted in the last 40 years (e.g. Citipeak Apartments, Didsbury Lodge Hall, Parklands, Silver Birches) in the vicinity has at least a 100% parking space to flat ratio.

In the Planning Statement, the applicant seeks to prove that the parking ratio is adequate by providing examples of what they claim are similar properties with lower parking ratios. However, all are either in Manchester City Centre or Stockport Town Centre except one which is near the Oxford Road corridor, within walking distance to the universities and central hospitals and is marketed at students. It would be

misleading to transpose city and town centre assumptions into suburbs such as East Didsbury even when there are good public transport connections. People who choose to live in the suburbs have very different expectations of their lifestyle from those who live in the city centre (where they can often walk to where they walk and socialise) and are far more likely to own a car. There are not good reasons provided by the developer why the parking ratio should be significantly less than 100%

Scale - The scale of the development is unfitting for the area. It is taller than the clock tower which is a historic landmark in the area. It is also tall enough to overlook properties the other side of the railway line on Parrs Wood Avenue.

Consultation - The introduction of the 'Design and Access Statement' states that 'The application has been developed through close consultation with Manchester City Council through pre application meetings, public consultation (including a webinar and in-person exhibition event) and engagement with local Councillors. Feedback from all of these consultation exercises have helped to inform and improve the final submitted design.' Unfortunately, I believe this is only partially true.

While they have extensively consulted with the community and councillors, the three issues I have highlighted and have objected on the basis of are shared by many residents who live nearby and this came through strongly at the consultation events. The developer has offered very modest concessions on scale and parking (which did not seem to satisfy residents at the second consultation event) and have not offered any concessions on traffic congestions or proposed to offer meaningful investment for improving local infrastructure.

Local Residents comments

The proposals do not accord with the Core Strategy and the most relevant policy – H6. The policy states that outside district centres, housing which meets identified shortfalls including family housing, affordable housing, and that which meets the need of elderly people should be met. The proposed development does not deliver any of these and, as a Build to Rent scheme, is clearly targeted at young professionals.

It is alleged that the applicant has not signed up to the Building Safety Repairs Pledge signalling their intent to remediate critical fire safety in buildings. I believe that the clear Government's written statements are clear on expectations from housebuilders and that this should have some bearing on deciding this application.

The analysis behind the justification to the car parking provision feels flawed. The comparison between the proposals and the applicants other Build to Rent schemes confusing. East Didsbury is very different to Chapel Wharf's city-centre location and to say that these are "areas with similar characteristics" is stretching the imagination.

The level of proposed parking in the scheme is inadequate and would add to the already existing parking problems in the area and on surrounding residential streets particularly as Tesco car park has restrictions at times. The surrounding streets are already used on a daily basis by commuters who take the train from East Didsbury.

The local recently approved residential schemes of a similar scale all offer far greater provision.

The occupants will be renting not buying their apartment and some will inevitably move on which means the applicant will not be able to predict what the parking needs of their tenants will be at any point in time.

This site is on a complex road junction with the major road A34 Kingsway having the main right of way. As a result all surrounding roads to/from Didsbury/Stockport and Cheadle are already totally blocked during rush hours and the proposals would add to those pressures.

The infrastructure of the area is already overstretched in the area particularly in terms of doctors and schools.

Whilst the proposals have been amended from those originally shown to residents a six storey building of that scale on such a small piece of land constitutes overdevelopment.

The proposals would dominate the location including the pleasant green area opposite. The proposals would also require the removal of several mature trees in the car park.

As there is only one entrance into the site the construction of the proposal would cause disruption particularly construction traffic and car parking demands from contractors at the site.

The proposed use is inappropriate for the site location and the quality of the amenity for proposed residents is poor given it is located adjacent busy roads, railway line, entrance facing onto the current access road of the store, lies opposite the recycling points associated with the store, and the store illuminated signage.

The proposals offer no amenity space for the residents other than a balcony. Given poor local air quality the opportunity for natural ventilation would be hampered.

The current landscaping offers a clear vista across the car park from Kingsway interrupted only by mature deciduous trees. The proposals maximise the site area and at 6 storeys would be unprecedented and excessive, would obstruct that view.

The corner of the site already has a gateway feature, the former Bus Station clock tower, the proposed building would make this feature subservient, at best and would block the view from Parrs Wood Lane.

The design and choice of materials for the building is inappropriate for the character of the area.

The proposals include for a community space, however Didsbury already has plenty of community spaces. We don't need another one in that locality.

Only 15 homes in the scheme are affordable, 80% aren't. What is classed as affordable rent and what are the safeguards against rocketing rents?

The traffic survey was carried out in Sept 2021 when still in lockdown with many people WFH so not a true assessment.

The community involvement report shows the community don't support the development nor a positive contribution to East Didsbury (85.5%). Updated proposals are not supported by the community and the applicant responses to residents concerns are not adequate.

Comments have also been received in support of the proposals.

The proposals would increase the housing density near to tram, bus and train hubs, and makes for an excellent change of use from unrequired car parking. The proposal is compliant with key housing and transport policy in the Core Strategy.

I support this development, but the cycle route which runs along the tramline and into Tesco Car Park should have the surface improved, it is currently loose gravel. This would help alleviate additional traffic caused by the development.

Statutory consultee responses

MCC Environmental Health – Have reviewed the submitted details and are satisfied with the construction management plan, waste management strategy, air quality, but make recommendations that conditions be attached to any approval relating to: construction hours; residential sound insulation and overheating; acoustic treatment of any external plant and equipment; electric vehicle charging points; and, contaminated land matters.

MCC Highway Services - MCC Highways and colleagues from within TfGM HFAS (Highways Forecasting Analytical Services) and TfGM UTC (Urban Traffic Control) have reviewed the Transport Assessment (TA) submitted with the application.

Traffic surveys including turning counts and queue lengths were undertaken in September 2021 and a car park occupancy count was also undertaken on a Friday and Saturday in September 2021. MCC Highways have significant concerns regarding the use of this data given there were still covid restrictions in operation during the count period. The junctions in the locality of the site are already heavily congested and any additional traffic movements associated with the new development are expected to further saturate traffic levels at these junctions.

It is also noted that the modelling assessments have been undertaken using the sites proposed 48% parking provision, as will be detailed later in this response, this level of parking is substantially below the 100% parking provision MCC Highways would expect in this location.

The applicant has therefore failed to demonstrate that the development will not significantly impact on the surrounding local highway network.

The development proposes 36 car parking spaces (48% provision) located on the ground floor. The car park will comprise 31 standard spaces, 2 accessible spaces, 2 visitor spaces and one car club space. The car club space will be for the use of residents and the local community. Three motorcycle spaces will also be in place. As discussed previously, Highways would require this development to provide a minimum 100% parking provision. Given the existing parking pressures in this area, Highways have significant concerns that any shortfall in parking will result in development related parking taking place on surrounding residential roads that are already heavily congested in parking terms. As a result, Highways cannot support the application in its current form.

It is also proposed that the operator of the site will charge a leased fee for the use of residential parking spaces on site. MCC Highways have concerns that this will displace development related vehicles onto surrounding residential roads.

The Transport Assessment states that the visitor parking spaces are likely to be managed by Dandara Living via a booking system. MCC Highways consider 2 visitor parking spaces to be insufficient for a development of this scale in this location.

Vehicular access to the site would be from the existing Tesco access road off Parrs Wood Lane. The submitted details indicate that adequate visibility can be achieved and that safe access can be achieved by a large car. The existing zebra crossing on the access road would need to be improved. Pedestrian access is proposed along the western edge of the site along the existing Tesco access road.

All the car parking spaces will be equipped with passive electric vehicle charging infrastructure, with 20% active provision (charger in place) upon completion of the development.

The site is located close to cycle routes and within walking distance of bus services, East Didsbury Metrolink Station and East Didsbury Railway Station.

75 cycle parking spaces would be in place in the form of a sheltered and secure cycle store on the ground floor for residents. A further 12 short-stay cycle spaces would be in place for visitors. Charging facilities will be in place to accommodate e-bikes.

The Transport Assessment suggests that waste collections could be undertaken outside of peak hours. Highways requests that any servicing is undertaken outside of the peak hours. It is requested that a service management plan is produced.

Any alterations to the highway would be undertaken through a Section 278 such as any alterations to the existing highways on Parrs Wood Lane.

An Outline Construction Management Plan (OCMP) has been produced by the applicant. A full CMP would need to be in place prior to the development work being started and the document would be required to consider ongoing construction works and contractor parking in the locality. MCC Resilience Team states that they have concerns that parking within the local area is at saturation point and therefore will impact on potential parking for construction operatives. Additionally, any new utility connections outside the site will have major pedestrian and traffic flow implications.

Large amounts of construction supply deliveries during the day will have traffic flow implication and these combined with the construction traffic will impact on the safety of local schools.

Highway Services conclude that they have significant concerns regarding the impacts of the development on nearby, already heavily congested, junctions. The current levels of on-site parking also fall well below the expected 100% parking provision for a development in this location. Given the existing parking pressures in the surrounding area it is unacceptable for development related parking to impact on existing residential roads. As a result, Highways are unable to support the application in its current form.

MCC Flood Risk Management Team – Recommend conditions relating to the submission of a surface water scheme together with a maintenance and management condition of any agreed scheme.

MCC Work and Skills Team – Recommend a condition be attached to any planning approval relating to local labour agreement for the construction phase.

United Utilities – The drainage proposals are acceptable from a UU perspective, and it is requested that conditions are attached to any approval for surface water to not be drained directly or indirectly to the public sewer.

Greater Manchester Police (Design for Security) – Support the application subject to the layout issues identified within the submitted Crime Impact Statement being addressed. It is recommended that a condition relating to the recommended physical security measures being implemented be attached to any approval of the scheme.

HSE (Planning Gateway One) – Have confirmed that the application proposal does not fall under the remit of planning gateway one because the height of the proposed building does not meet the condition gateway one.

Network Rail – No works should block access or egress to East Didsbury Train Station. It is recommended that the train operating company be consulted regards to impacts, including increased footfall at the station.

In terms of noise it is recommended that work is undertaken to ensure the most appropriate measures to mitigate noise and vibration from the existing railway operation are included within the proposals.

A method statement for works involving vibro compaction machinery/piling machinery and ground treatment works are required and should be subject to an appropriately worded condition attached to any approval.

All roads, paths or ways providing access to any part of the railway undertaker's land both temporary and permanent, must remain open and unblocked (24/7, 365 – around the clock) both during construction works and as a permanent arrangement.

The proposal must not encroach onto any Network Rail access road, paths or ways of access to any part of Network Rail land. This also includes emergency vehicle's

ability to access and exit Network Rail land. The applicant is reminded that each Network Rail has a specific right of way and as such any developer is requested to contact the Network Rail Property Services Team to discuss the impact of the proposal upon our access.

Transport for Greater Manchester (Metrolink) - The location of the proposed development is sufficiently remote from Metrolink that we therefore have no comments to make from a Metrolink perspective in respect of this application.

Greater Manchester Ecology Unit - The information submitted with the application includes a preliminary ecological appraisal. The appraisal found the site to be generally of negligible ecological value being largely hardstanding and a car park.

The proposal does include the loss of some trees and therefore the only issue would be associated with nesting birds and the clearance of tree and scrub during the bird breeding season. It is recommended that a condition be attached to any permission, should it be granted to ensure removal of trees and vegetation clearance be undertaken outside of bird nesting season unless a check for active birds nest is undertaken immediately prior to removal by a competent ecologist.

It is expected any scheme to include measures to enhance biodiversity at the site and to provide a net gain for biodiversity, in line with the requirements of the National Planning Policy Framework. A condition to secure this is recommended.

Policy

Section 38 (6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the adopted development plan unless material considerations indicate otherwise. The adopted development plan consists of the Core Strategy (adopted 2012) and the saved policies of the Unitary Development Plan. Due consideration in the determination of the application will also need to be afforded to national policies in the National Planning Policy Framework (NPPF) which represents a significant material consideration.

Core Strategy Development Plan Document

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Relevant policies in the Core Strategy are detailed below:

Policy SP 1 Spatial Principles – The proposal would be contrary to policy SP1 as it would provide for high density residential development in an area outside of a district centre which does not reflect the strategy for development in South Manchester.

Policy H1 Overall Housing Provision – Identifies the requirements for provision of new residential development across the City. High density development (over 75 units per hectare) is identified as being appropriate in the City Centre and parts of the Regional Centre.

Within the Inner Areas in North, East and Central Manchester densities are identified as being lower but generally around 40 units per hectare. Outside the Inner Areas (where the application site is located) the emphasis will be on increasing the availability of family housing therefore lower densities may be appropriate.

The policy clarifies that the proportionate distribution of new housing, and the mix within each area, will depend on amongst other things:

- The number of available sites identified as potential housing sites in the SHLAA;
- Land values and financial viability;
- The need to diversify housing stock in mono-tenure areas by increasing the availability of family housing, including for larger families; and the availability of other tenures to meet the identified needs of people wishing to move to or within Manchester

The proposals seek the redevelopment of this site for 75 residential units, given the sites size (0.24 ha) the proposals would be considered as high density. In addition the site is not identified as a housing capacity site within the most recent Strategic Housing Land Availability Assessment to meet the requirements of housing delivery in the city. As such this site within South Manchester is not considered appropriate for high density apartment development of the form proposed.

Policy H 6 South Manchester – South Manchester is identified as providing 5% of new residential development over the plan period. It identifies that high density development will generally only be appropriate within the district centres of Chorlton, Didsbury, Fallowfield, Levenshulme, and Withington, as part of mixed-use schemes. “Outside of district centres priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing”. The proposals are outside of the district centre and whilst they would be compliant with the Council’s affordable housing policy it is not considered that it would meet the identified shortfalls of housing types within South Manchester. This matter is considered in more detail within the issues section of this report.

Policy H8 – Affordable Housing - New development will contribute to the City-wide target for 20% of new housing provision to be affordable. The applicant has indicated that 20% of the proposed residential units (15 no.) would be available at an affordable rent. This provision and delivery of affordable housing in this scheme would be subject to a section 106 agreement.

Policy T1 Sustainable Transport – The development would provide low levels of on site car parking and secure cycle parking facilities for each residential unit and is located in close proximity to a range of public transport modes. However, it is not considered that the proposals would relieve traffic congestion in the area. This matter is discussed in more detail within the issues section of this report.

Policy T2 Accessible Areas of Opportunity and Need – The proposed development would provide low levels of on site car parking which is not considered appropriate for the sites location.

Policy EN1 Design Principles and Strategic Character Areas – The southern character area in which the site is located is indicated as appropriate for development along the radial routes that are commensurate in scale with the prominence of its location.

The applicant has indicated that proposal has been designed to reflect the context of development in the vicinity and to the south and east. Discussion about the sites context and character is set out in more detail within the issues section of this report.

EN2 Tall Buildings – Tall buildings are defined as buildings which are substantially taller than their neighbourhoods and/or which significantly change the skyline. Whilst there are buildings of similar height in the vicinity, the application site forms part of a much lower scale of development to the north of Parrs Wood Lane. It is considered that this policy is relevant to the consideration of this application proposal.

Proposals for tall buildings will be supported where it can be demonstrated that they

- Are of excellent design quality,
- Are appropriately located,
- Contribute positively to sustainability,
- Contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance, and
- Will bring significant regeneration benefits.

Suitable locations are identified as within and immediately adjacent to the City Centre, elsewhere within Manchester tall building development will only be supported where, in addition to the requirements listed above, it can be shown to play a positive role in a coordinated place-making approach to a wider area. Suitable locations are likely to relate to existing district centres. The height of tall buildings in such locations should relate more to the local, rather than the City Centre, urban context. Further consideration of the scale and design of the proposals is set out within the issues section of this report.

Policy EN4 Reducing CO2 Emissions by Enabling Low and Zero Carbon.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies.

The Proposed Development takes a fabric led approach to minimising energy demand by minimising heat loss from the building envelope and building systems.

This is driven by a low air permeability and optimised solar gain controls in summer months.

Policy EN 8 Adaptation to Climate Change - The energy statement sets out how the building has been designed to consider adaptability in relation to climate change. This includes reducing the carbon emissions that arise as a consequence of the occupied development, through provision of:

- An array of PV panels for on-site micro-generation;
- Heat recovery systems to further reduce energy demand; and,
- The development would take advantage of the decarbonating status of the electricity grid with its full electric heating strategy, ultimately facilitating a 'near-zero' or zero carbon scheme, as the grid mix electricity supply is decarbonised over time

Policy EN9 Green Infrastructure – The development incorporates a landscaping scheme and tree planting to mitigate the loss of existing trees on site to facilitate the proposed development.

Policy EN14 Flood Risk – The site falls within Flood Zone 1 and is at low risk of flooding. A Flood Risk Assessment and drainage strategy has been prepared.

EN15 Biodiversity and Geological Conservation – Whilst no ecological mitigation is set out within the submitted Preliminary Ecological Appraisal, a landscaping scheme is proposed and is considered to provide an opportunity to secure ecological enhancement on site.

Policy EN 16 Air Quality - An air quality assessment has been submitted alongside the application.

Policy EN 17 Water Quality - The development would not have an adverse impact on water quality. Surface water run-off and grounds water contamination would be minimised.

Policy EN 18 Contaminated Land and Ground Stability – Given the previous use of the site as a bus depot there are contaminated land risks associated with the sites redevelopment. A Phase 1 Geo-environmental Report has been prepared, which identifies possible risks arising from ground contamination. If the proposals are granted approval further site investigations would be required, secured via an appropriately worded condition.

Policy EN19 Waste – The development would be consistent with the principles of waste hierarchy. The application is accompanied by a Waste Management Strategy which is considered acceptable.

Policy DM 1 Development Management – This policy sets out the requirements for developments and outlines a range of general issues that all development should have regard to. Of these the following issues are or relevance to this proposal:

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- adequacy of internal accommodation and amenity space.

- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The application is considered in detail in relation to the above issues within the Issues section below.

Saved Unitary Development Plan Policies

DC26.1, DC26.2 and DC26.5 Development and Noise – A noise assessment has been prepared to accompany the application which makes recommendations in terms of mitigating noise from nearby noise generating activities such as road traffic and railway lines. Further information is required and a suitably worded condition would be recommended to be attached to any approval.

Relevant National Policy

The National Planning Policy Framework (July 2021) sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and environmental role. The NPPF outlines a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan and where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

The following specific policies are considered to be particularly relevant to the proposed development:

Section 5 (Delivering a sufficient supply of homes) – High-density residential accommodation is not considered appropriate on this site

Section 6 – (Building a strong and competitive economy) - The proposal would create jobs during construction that would support commercial premises within the local area.

Section 8 (Promoting healthy and safe communities) – The proposals are accompanied by a Crime Impact Statement which indicates measures to be included into the development to reduce the opportunities for crime and the fear of crime .

Section 9 (Promoting Sustainable Transport) – The proposal is in a location accessible to a variety of public transport modes.

Section 11 (Making Effective Use of Land) – The proposal would re-use previously developed land for the provision of residential properties.

Section 12 (Achieving Well-Designed Places) – The proposals are supported by a Design and Access statement that sets out the context of the site and the design process undertaken.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The proposal has been designed to reduce energy demands and incorporate renewable energy solutions. The site is within Zone 1 of the Environment Agency flood maps and has a low probability of flooding.

Section 15 (Conserving and enhancing the natural environment) – The documents submitted with this application have considered issues such as ground conditions, noise and the impact on ecology and demonstrate that the proposal would not have a significant adverse impact in respect of the natural environment.

Other Material Considerations

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (April 2007)

This Supplementary Planning Document supplements guidance within the Adopted Core Strategy with advice on development principles including on design, accessibility, design for health and promotion of a safer environment. The design, scale and siting of the proposed development is considered in more detail within the issues section of this report.

Manchester Green and Blue Infrastructure Strategy 2015

The Manchester Green and Blue Infrastructure Strategy (MGBIS) sets out objectives for environmental improvements within the City within the context of objectives for growth and development.

Manchester Residential Quality Guidance (July 2016) (MRQG) – This document provides specific guidance on what is required to deliver sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester.

Residential Growth Strategy (2016) – This recognises the critical relationship between housing and economic growth. There is an urgent need to build more new homes for sale and rent to meet future demands from the growing population. Housing is one of the key Spatial Objectives of the Core Strategy and the Council aims to provide for a significant increase in high quality housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place as confirmed within other policies of the Core Strategy.

Manchester Housing Strategy 2022 to 2032

A report prepared for the Executive Committee meeting on the 22nd July 2022 indicates that the Manchester Housing Strategy (2022-2032) sets out a long-term vision which considers how best to deliver the city's housing priorities and objectives, building on progress already made, whilst tackling head on the scale and complexity of the challenges ahead. The priorities for the new Housing Strategy are:

1. Increase affordable housing supply & build more new homes for all residents
2. Work to end homelessness and ensure housing is affordable & accessible to all
3. Address inequalities and create neighbourhoods & homes where people want to live
4. Address the sustainability & zero carbon challenges in new and existing housing stock

The South Manchester Strategic Regeneration Framework (2007)

The South Manchester SRF was adopted prior to the preparation of the Core Strategy policies, however it formed an important document in the formulation of the priorities for South Manchester that were subsequently contained in a number of the subsequently adopted policies particularly in relation to housing priorities.

The SRF set out that the key characteristics of South Manchester that shaped the vision and objectives for the SRF are based on a number of key facts one of which relates to the pressure for development and densification which threatens the inherent urban character of the area that makes it attractive in the first place.

It is noted that the pressure created by the student, apartment and buy-to-let markets has limited the amount of newbuild family accommodation coming to the market. The SRF also commented that there had been a trend for large villa/family housing conversions for flats and offices placing a further restriction on the supply of larger accommodation.

One of the key issues identified in the SRF was to provide a wider choice of housing for attracting and retaining residents and that future housing developments need to focus on providing high-quality family accommodation.

Climate Change

Our Manchester Strategy 2016-25 – sets out the vision for Manchester to become a liveable and low carbon city that will:

- Continue to encourage walking, cycling and public transport journeys;
- Improve green spaces and waterways including them in new developments to enhance quality of life;
- Harness technology to improve the city's liveability, sustainability and connectivity;
- Develop a post-2020 carbon reduction target informed by 2015's intergovernmental Paris meeting, using devolution to control more of our energy and transport;
- Argue to localise Greater Manchester's climate change levy so it supports new investment models;
- Protect our communities from climate change and build climate resilience.

Manchester: A Certain Future (MACF) – This is the city wide climate change action plan, which calls on all organisations and individuals in the city to contribute to collective, citywide action to enable Manchester to realise its aim to be a leading low carbon city by 2020. Manchester City Council (MCC) has committed to contribute to the delivery of the city's plan and set out its commitments in the MCC Climate

Change Delivery Plan 2010-20. Manchester Climate Change Board (MCCB) Zero Carbon Framework - The Council supports the MCCB to take forward work to engage partners in the city to address climate change. In November 2018, the MCCB made a proposal to update the city's carbon reduction commitment in line with the Paris Agreement, in the context of achieving the "Our Manchester" objectives and asked the Council to endorse these new targets.

The Zero Carbon Framework – This outlines the approach that will be taken to help Manchester reduce its carbon emissions over the period 2020-2038. The target was proposed by the Manchester Climate Change Board and Agency, in line with research carried out by the Tyndall Centre for Climate Change, based at the University of Manchester. Manchester's science-based target includes a commitment to releasing a maximum of 15 million tonnes of CO₂ from 2018-2100. With carbon currently being released at a rate of 2 million tonnes per year, Manchester's 'carbon budget' will run out in 2025, unless urgent action is taken. Areas for action in the draft Framework include improving the energy efficiency of local homes; generating more renewable energy to power buildings; creating well-connected cycling and walking routes, public transport networks and electric vehicle charging infrastructure; plus, the development of a 'circular economy', in which sustainable and renewable materials are re-used and recycled as much as possible.

Legislative requirements

Section 149 of the Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

Section 17 of the Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

Issues

Principle – The general principle of the redevelopment of previously developed land for the provision of residential development in the City is long established and set out within the adopted development plan policies of the Core Strategy and in the NPPF. However, in this instance the provision of a high-density development of residential apartments for private rent with 20% of units to be of affordable rent are not considered to be in accordance with the housing delivery framework of the Core Strategy as set out within policies H1 and H6, and this is set out in more detail below.

Residential development – The application site currently forms part of the car parking area associated with the Tesco store located to the north of the site. The site has been previously developed in the form of a bus depot prior to the development of the store in the 1980s, the site lies in close proximity to bus stops, the East Didsbury Train Station and the Metrolink line located across Kingsway to the east. As such the

site does have the characteristics that would generally be supported for residential development.

It is noted that there are higher density residential developments to the south-west of the site, all of these pre-date the production of the Core Strategy and the policies it contains which directs high density development to other locations in South Manchester. Other apartment developments that have taken place in the South Manchester area since 2012 have generally been granted following the production and adoption of strategic regeneration frameworks such as at Siemens Headquarters on Nell Lane and the Former Manchester Metropolitan University Campus at Didsbury. These sites have delivered a variety of family housing development together with apartments as part of comprehensive regeneration projects including securing the long terms use and viability of listed buildings in the case of the Former MMU campus.

In this instance the proposals seek the provision of 75 units on a site 0.24 hectares in size with a development density of 312 dwelling per hectare. As indicated in Core Strategy policy H1 such a level of high density (i.e above 75 units per hectare) would be reflective of a proposal within the City and Regional Centre. In a location such as the application site outside of a district centre, a density as proposed is not considered to reflect the character or type of housing development identified as being required within South Manchester.

It is noted that in the Council's most recent Strategic Housing Land Availability Assessment (SHLAA) published in 2020 for the period up to 2025 the Council had demonstrated a five year supply of deliverable housing site. The application site is not identified as a capacity site in the SHLAA.

As such the proposal for a high density residential apartment scheme in this location is not considered to accord with policies H1 and H6 of the Core Strategy which prioritise residential development in South Manchester that lies outside of district centres for family housing and older person accommodation, the principle of the proposed development cannot be supported.

Affordable Housing - The proposals would contribute 20% affordable rental units on site in accordance with the requirement of policy H8. The application documents do not indicate which type of unit would be provided as affordable rent and if the scheme were considered to be acceptable further details would be sought and a section 106 legal agreement would be required to be entered into to secure this provision.

Whilst the scheme would be in general compliance with policy H8 this is not considered to overcome the principal concerns with the type of development proposed in this location.

Car Parking – The proposals would provide 36 car parking spaces (31 standard bays, 2 accessible bays, 1 car club bay and 2 visitor spaces to serve the proposed residential development. The majority of the car parking would be sited on the ground floor of the building (24 spaces) with the remainder including the visitor and car club space being located externally to the building. All the car parking would be accessed via an amended internal road that would also serve the remainder of the Tesco store

car park. The proposed development together with the amendment to the internal road would result in the loss of 94 car parking spaces serving the Tesco store.

The proposals incorporate cycle parking for each residential unit within a covered and secured room within the ground floor of the proposed building. This level of provision is considered to be acceptable.

The applicant has submitted a Transport Assessment alongside the proposals which reviews the impacts of the loss existing spaces serving the store following a car park survey together with the impacts of the proposals on the highway network and an assessment of the proposed level of car parking to serve the residential units.

In terms of the loss of car parking to serve the Tesco store, it is noted that based upon the maximum levels of car parking for retail in an out of centre location the Core Strategy parking standards would expect a new retail development to have a maximum level of approximately 340 spaces for the size of store on the site. However, this figure is a maximum and the surveys undertaken by the applicant in 2021 and previous surveys undertaken in 2016 and 2019 indicate that there is spare capacity in the car park and the applicant concludes that the proposed removal of 94 spaces would not lead to an under-provision of car parking for customers.

The level of on-site car parking for the proposed development is considered to be low for the location of the site. The applicant has included within their transport assessment a justification of the proposed level of car parking based upon similar 'build to rent' developments and the likely occupier age group attracted to this type of rented accommodation. Examples are provided in Salford and Stockport together with schemes in Hulme, the Oxford Road Corridor and Port Street in the City Centre and another site in New Islington. Whilst the residential product is comparable it is not considered that the site context of these examples reflects the character and context of the application site which has a very different suburban, lower density character to the examples provided.

It is noted that Didsbury East ward does have high levels of access to a car in a household (approx. 19% of households without a car based upon the 2011 census), these levels of a cars within the household are significantly higher than Hulme and other areas of the city where examples of build to rent developments are identified within the applicant's assessment. This is also reflected in recent residential developments nearby to the site at the MMU Didsbury Campus, 825 Wilmslow Road and The Limes on Wilmslow Road where provision has been more in line with one car parking space per residential unit. The result of insufficient car parking on site would be to push demand for car parking onto nearby residential streets which do not have restrictions in place. These streets already experience increased demands as a result of commuter parking.

It is, therefore considered that the application proposals would provide an insufficient level of on-site car parking in this location and as such the proposal is not considered to accord with policy T2 of the Core Strategy.

Highways impact – As indicated above the application is supported by a Transport Assessment. This has been reviewed and there is significant concern regarding the use of the Traffic surveys which were undertaken in September 2021.

MCC Highway Services confirm that the junctions in the locality of the site are already heavily congested and any additional traffic movements associated with the new development are expected to further saturate traffic levels at these junctions. The highway modelling assessments have been undertaken using the sites proposed 48% parking provision, as set out above this level of parking is substantially below the 100% parking that would be expected in his location.

Design – The proposed design and siting of the building would present its main front and built form to the Parrs Wood Lane frontage of the site in the form of a contemporary purpose built residential block with surface car parking located to the rear. The application documents indicate that the external envelope of the building would be finished in high quality materials consisting of brick and matching grey coloured metal windows and balconies and a bronze coloured metal cladding to the upper storey with similar coloured infill panels on floors below.



The proposals also seek to introduce a landscaping scheme which includes tree planting to mitigate the loss of 11 no. 'B' category trees, 9 no. trees and one hedge of 'C' category, and 2 trees of 'U' category within the existing car park. In addition to these tree removals a category B street tree within Parrs Wood Lane (ref T14 on the extract below) would need to be pruned on its northern extent due to the position of the proposed building – none of the trees on site are subject to Tree Preservation Orders.



Trees to be removed on site are coloured red



Proposed landscaping scheme and tree replacements

The proposed building has been sited to retain a gap and visual separation between its eastern elevation and the existing Clock Tower which currently forms the landmark feature on this particular corner of the road junction. The proposed building would be both taller and wider than the Clock Tower which would result in the loss of views of this feature when travelling east along Parrs Wood Lane from Didsbury. There would be altered views when looking west from the opposite side of Kingsway, however, given the presence of trees along Kingsway and the park opposite the site, views of the proposed building from the north and south would be more limited. The Clock Tower whilst being a recognisable local landmark is not a listed structure.



View west from Parrs Wood Lane/Kingsway Junction – Approximate location of proposed building edged red



View east along Parrs Wood Lane towards the junction with Kingsway, application site identified with red edge



View south towards Parrs Wood Lane from the Tesco car park – application site to the left edged red

Residential Amenity – The application site is separated from the nearest residential properties by the road and rail network in the immediate vicinity. The apartment buildings to the south west are approximately 82 metres away whilst the nearest two storey residential properties are located on Parrs Wood Avenue approximately 60m to the west of the application site separated by the railway embankment and associated infrastructure. As such the application proposals, given the character and context of the site adjacent the highway and railway network and associated infrastructure, are not considered to give rise to unacceptable impacts on residential amenity either from overlooking or loss of privacy. The applicant has prepared a daylight assessment to accompany the proposal, and this confirms that a building of the height proposed would not give rise to impacts on daylight to these residential properties.

Sustainability – The proposals are accompanied by an Environmental Standards Statement. This confirms that the proposals have been designed and specified in accordance with the principles of the energy hierarchy and will achieve the following:

- The building specification is expected to achieve an approximately 9% betterment in dwelling emissions over Building Regulations Part L1A (2013);
- The Dwelling Fabric Energy Efficiency (DFEE) reduction for the dwellings is at least 11% better than the Part L1A (2013)
- Water consumption of the development will be minimised to achieve a calculated daily consumption of <110litres/person/day
- through the specification of efficient water fixtures.

- The site drainage strategy will be designed to withstand a 1 in a 100-year storm event plus an allowance for climate change.
- Minimising the impacts of climate change is a key element of the proposed design, the proposals include for:
 - An array of PV panels for on-site micro-generation;
 - Heat recovery systems to further reduce energy demand.

Conclusion

Whilst it is recognised that there are existing buildings of scale in the surrounding area to the south, these were planned and constructed prior to the adoption of the housing policies in the Core Strategy.

The emphasis for high density forms of development in South Manchester, such as the application proposals, are directed towards District Centres to ensure the right balance of housing in this part of the City is delivered. It is acknowledged that the area is well served by public transport, however, the application proposals for apartment led high density development are not considered to meet the adopted housing policies or needs for this part of city which are to provide family housing and older person accommodation as set out in the Core Strategy.

As a result of the low level of on-site provision for car parking to service the development it is considered that the proposals would give rise to an increase in demand and requirement for on street car parking in the vicinity of the development in an area already experiencing high levels of on-street car parking. As identified in the consultee responses to the proposals the submitted transport assessments are considered to have failed to demonstrate that the application proposals would not give rise to unacceptable impacts on the highway network in the vicinity of the site.

Given the above, it is considered that the proposal for a high density apartment development in this location would be inconsistent with national and local planning policy and should be refused for the reasons set out below.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the of the application is proportionate to the wider benefits

of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

Article 35 Declaration

The application has been determined in a positive and proactive manner. In this instance the principle of the proposed development is considered to fail to accord with the adopted planning policies in place in the City and no amendments to the proposal were considered to be able to be made to overcome these concerns.

Reason for recommendation

- 1) The proposal is for a high density form of residential development outside of an identified district centre that does not address the housing needs of the area. As such the proposals do not accord with policies SP1, H1 and H6 of the adopted Manchester Core Strategy.
- 2) The proposals fail to provide an adequate level of on-site car parking to serve the proposed residential units contrary to policies DM1 and T2 of the adopted Manchester Core Strategy.
- 3) The applicant has failed to demonstrate that the proposed development would not give rise to unacceptable impacts to congestion on the highway network contrary to policy T1 of the adopted Manchester Core Strategy.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 133746/FO/2022 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

**Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
Work & Skills Team
Housing Strategy Division
Greater Manchester Police
Transport For Greater Manchester
United Utilities Water PLC
Health & Safety Executive (Fire Safety)
Greater Manchester Ecology Unit
Didsbury Civic Society**

Network Rail
Stockport Metropolitan Borough Council

A map showing the neighbours notified of the application is attached at the end of the report.

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