

Application Number	Date of Appln	Committee Date	Ward
138126/OO/2023	29 Sep 2023	18 January 2024	Fallowfield Ward

Proposal Outline planning application (with access only in detail) for the phased demolition of existing buildings and phased development of up to 3,300 Purpose Built Student Accommodation bedrooms (Sui Generis use class) with associated facilities including waste storage, laundry and cycle storage; up to 4,500 sq m of floorspace to be used for ancillary purposes associated with the student residential use of the site within Use Class F1a, Class E(a), E(b), E(c), E(d), E(g), Sui Generis (drinking establishment and hot food takeaway); ancillary supporting staff accommodation (up to 55 bedrooms) (Sui Generis use class), and up to 1,200 sq m of ancillary residential dwellings (Use Class C3), plus associated car parking, hard and soft landscaping, open space, utilities, footpaths and roads.

Location University Of Manchester, Fallowfield Campus, Wilmslow Road, Manchester, M14 6HD

Applicant Mr Russell Dyson, University of Manchester

Agent Mr Ollie Thomas, Turley

Policy update

Since this application was reported to the December committee meeting, the Government have published on the 19th December 2023 an updated National Planning Policy Framework (NPPF). Whilst the updated National Planning Policy Framework seeks to place 'beauty and sensitivity' to the existing built environment at the centre of the decision-making process the general thrust of making effective use of land and particularly the re-use of previously developed land where this meets identified needs is still a core element of the NPPF. It is considered that the assessments of the issues and matters arising from the application proposals set out in this report remain valid as a result of the publication of the updated NPPF and the recommendation set out at the end of this report remains unchanged as a result.

Executive Summary

The application relates to the redevelopment of part of the University of Manchester student halls of residence at its Fallowfield Campus within the Fallowfield ward. Planning permission has previously been granted for its demolition and redevelopment as part of a wider scheme to provide additional bedspaces at the Campus. The current proposals seek to update the University's proposals to modernise the campus and provide further additional capacity at the site to address the need within the City for further purpose built student accommodation (PBSA).

The application is submitted as an Outline planning application with only access to the site being considered in detail. At this stage consideration is only being made of the general principles of the proposals with more detailed matters of design, layout, appearance, and landscaping being reserved for future 'reserved matters' applications. To assist in the assessment of the proposals and the amount of development proposed, the applicant has prepared a series of parameter plans that set overall heights of proposed buildings, developable area within the site and an illustrative masterplan that indicates how buildings could be arranged on the site to meet these parameters.

The key issues to consider in this application are:

- The impact of the demolition and construction works on the surrounding environment, traffic, noise, air quality, and heritage assets.
- Whether the proposed parameters of the development of the site would be appropriate with the existing character and context of the area.
- The provision of adequate open space, landscaping, and biodiversity measures, to enhance the amenity and sustainability of the campus.
- Impacts arising from the amount of bedspaces proposed on the amenity of existing residents and the wider area.
- The demand for and supply of student accommodation in the city and in this location.
- The benefits of the proposal for the university, the students, and the city in terms of improving the quality of the student experience, supporting academic and research excellence, and contributing to the economic and social development of the city.

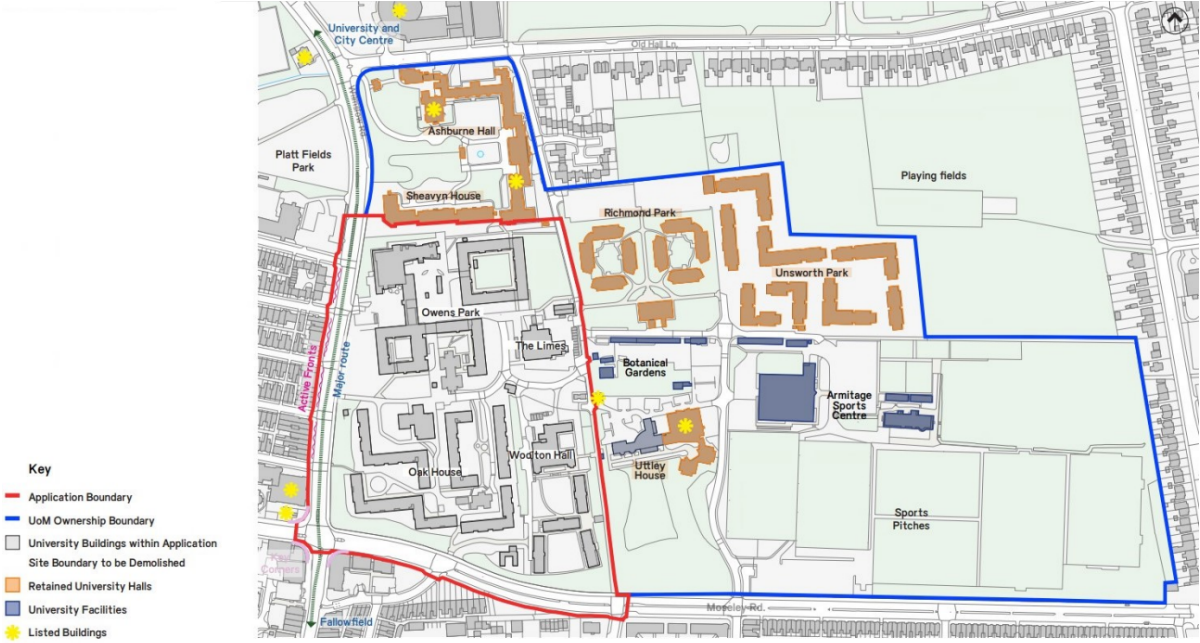
Site Description

The site relates to the western part of the University of Manchester's Fallowfield Campus which contains PBSA and support ancillary services. It is at the junction of Wilmslow Road and Moseley Road, immediately adjacent Fallowfield District Centre, about 4km south of Manchester City Centre and 2.2km south of the main University campus. It is 9.49 hectares and is part of a campus housing other University of Manchester accommodation, including Owens Park Tower, Sheavyn House, Ashburne Hall, Richmond Park and Unsworth Park. It slopes from north to south by approximately 5 metres and has been shaped by cutting in some places, filling in others, to create level terraces, with changes of level of between 1.0 - 1.2 metres.

The site is close to the Oxford Road Corridor, which is the main focus of the city's higher education campuses and can be reached by walking, cycling or public transport.

Fallowfield is densely populated, with different housing types, such as red brick terraces, modern homes and apartment blocks and campus-style accommodation. Platt Fields Park is on the opposite side of Wilmslow Road. Fallowfield has been a popular area for students for many years, and many houses are rented to students as HMO's. The site is immediately adjacent to Fallowfield district centre.

The buildings on the site are mostly 3 and 4 storeys, except for the 20 storey Owens Park tower. They date from the late 1950s to mid 1970s (Woolton Hall – 1959, Owens Park – 1966 and Oak House 1970s). They are of varying quality but are no longer suitable for modern student living. Until recently, Owens Park also had a central hub and reception for the campus, with student services and facilities. These have now been moved to the Richmond Park Amenity Building, which is outside the site but on university owned land. There is a dense belt of trees on the eastern, western and southern edges of the site, which provide a green setting and screen the buildings. These trees are not protected by TPO's but there are a high number of mature, good quality trees and this reflects the general verdant feel of the campus. The site is contained by a metal railing fence sat on a low wall, which controls access to specific points.



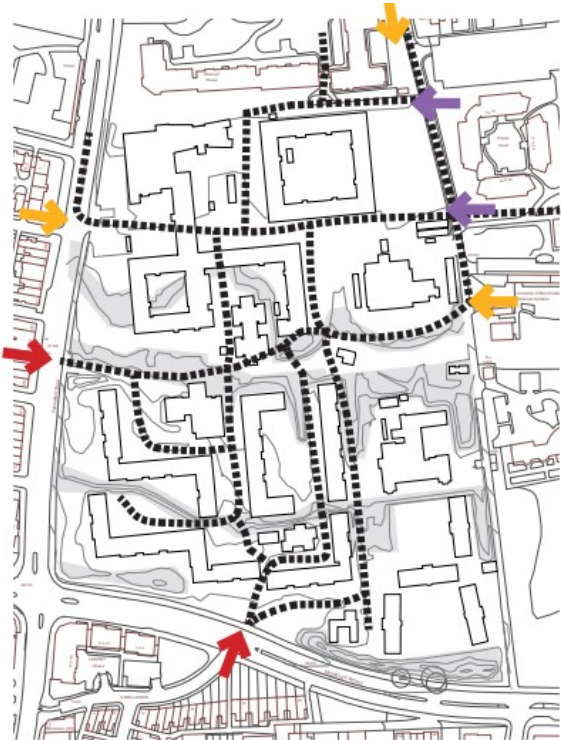
Existing site layout (edged in red) and relationship to the wider Fallowfield Campus buildings (edged in blue) and nearby listed buildings (marked by yellow Asterix)



Aerial view of the existing campus showing the 20 storey Owens Park tower and surroundings buildings

The site has several access points for pedestrians and vehicles. The main pedestrian access is from Wilmslow Road, where there are bus stops and pedestrian crossings.

There is a surface car park on Wilmslow Road, but this is contained and does not allow vehicular access to the rest of the campus and only pedestrians can access the campus from that point.



Access and circulation

- Key
- Vehicle and Pedestrian Gate
 - Vehicle and Pedestrian Access
 - Pedestrian Gate
 - Circulation

Existing access routes into and across the site

Service access is from Whitworth Lane to the north. There is no parking for students on the site, apart from accessible parking provided in the surface car park. Pedestrian access is open but can be controlled by gates. There are no public footpaths that cross the site although there are internal circulation routes for pedestrians and service vehicles. Whitworth Lane is a north south public footpath (and in part adopted highway from its junction with Old Hall Lane to just south of its junction with Redshaw Close). Whitworth Lane separates the site from the rest of the campus to the east.



View north along Whitworth Lane from its junction with Moseley Road

The site is opposite a large bus stop providing services to the City Centre and the Oxford Road Campus. There are bus stops at regular intervals along Wilmslow Road as well as other roads around the site such as Moseley Street, and Birchfields Road.



Existing northbound bus stop on Wilmslow Road opposite main entrance into the Campus

The site is not in a Conservation Area and there are no listed buildings or structures on the site but the following are in close proximity:

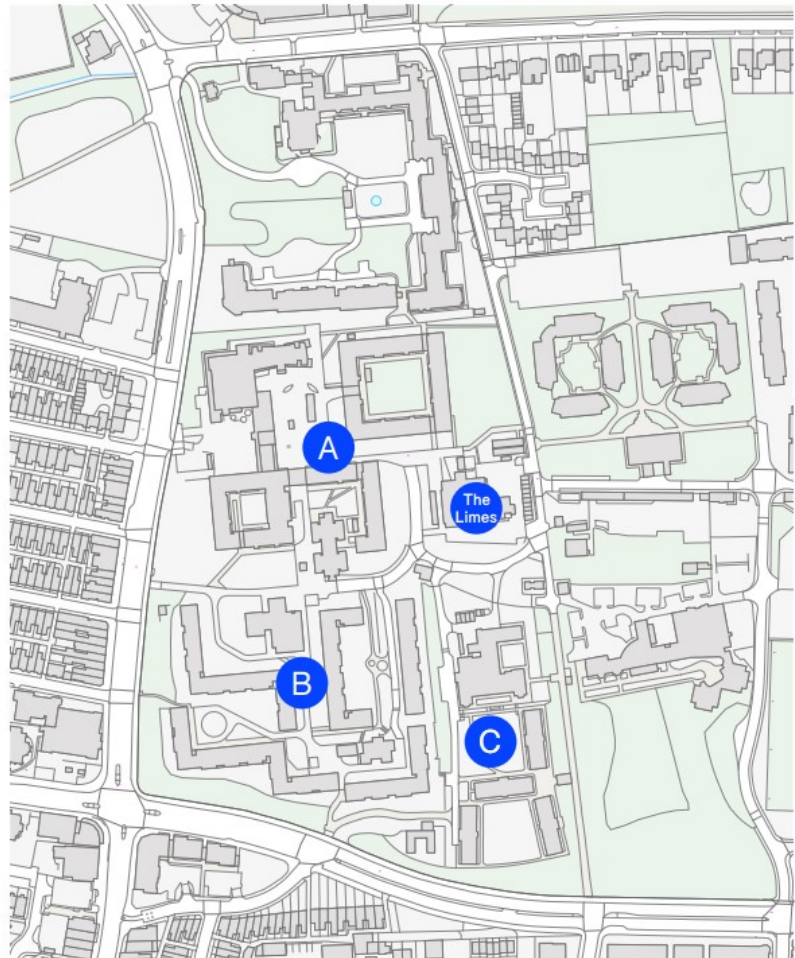
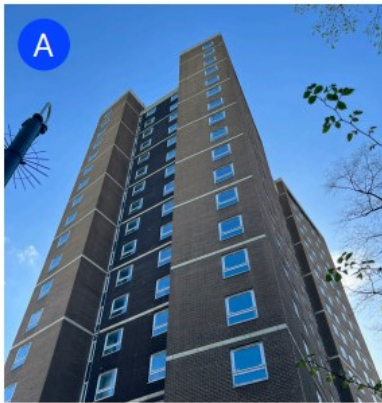
- Lodge of the Firs, With Attached Gateway, Whitworth Lane (Grade II) (immediately east of the site)
- The Firs and Attached Annex, Whitworth Lane (Grade II) (immediately east of the site)
- Queen of Hearts Public House, Wilbraham Road (Grade II) (c. 50m to the west)
- Fallowfield War Memorial, Wilbraham Road (Grade II) (c. 65m to the west)
- Church of the Holy Innocents and St James, Wilbraham Road (Grade II) (c. 100m to the west)
- Behrens Hall, Old Hall Lane (Grade II) (c. 90m to the north)
- Ashburne Hall (Grade II) (c. 70m to the north)

There are a number of special features on the site, including:

- The wall-mounted relief sculpture by Mitzi Cunliffe at the foot of Owens Tower a fibreglass relief artwork completed from 1964-65.
- The wrought iron gates and brick piers to Woolton Hall.



Mitzi Cunliffe relief at the base of Owens Tower



Existing Halls of Residence buildings on site – A – Owens Park Tower, B – Oak House and C – Woolton Hall

Application proposals

This is an outline application with only access being considered. All other matters such as the design, layout, scale and landscaping are reserved for later approval. This application seeks to establish the parameters and design principles for the subsequent detailed applications that would come forward.

The site has housed students for over 60 years and is attractive due to its proximity to the main campus, transport links, diversity of residential offer, local amenities such as shops, cafés, bars, and parks, and its verdant character. The applicant has identified a need for better quality student accommodation in Fallowfield to meet current demand in student numbers and social/ study facilities for the wider campus. The continued use of the site for PBSA is a desirable and viable use.

The submission indicates that the existing buildings could be reused, but their functionality and layout do not meet modern student needs. The applicant proposes to create modern and sustainable PBSA that meets the University and its students' needs and expectations.



Existing Campus Building (Beech Court)

The Fallowfield campus currently has approximately 4,427 bedrooms, some of which are outdated and unused, and other facilities, including sports venues. The campus is part of the University's wider masterplan which aims to improve faculty facilities and the wider environment for staff and students. They believe that the residential experience is essential for the academic success and wellbeing of students, especially first years who mainly live on the Fallowfield campus. They acknowledge that there are issues at the campus, including:

- Poor quality and accessibility of some buildings and services
- Inadequate waste management and site infrastructure
- Unattractive and inactive design and appearance of the campus

The applicant engaged with the public prior to submission and revised the plans to address issues that were raised to improve the quality of the campus.

The objective is to transform the Fallowfield campus to create green, sustainable, and attractive PBSA that meets modern standards and expectations. The following objectives have been set for the project:

- Providing high quality and diverse student accommodation
- Improving the relationship with the local community
- Enhancing the pedestrian and cycle access and safety
- Contributing to the student and staff satisfaction and wellbeing
- Preserving and promoting the natural and heritage features of the site

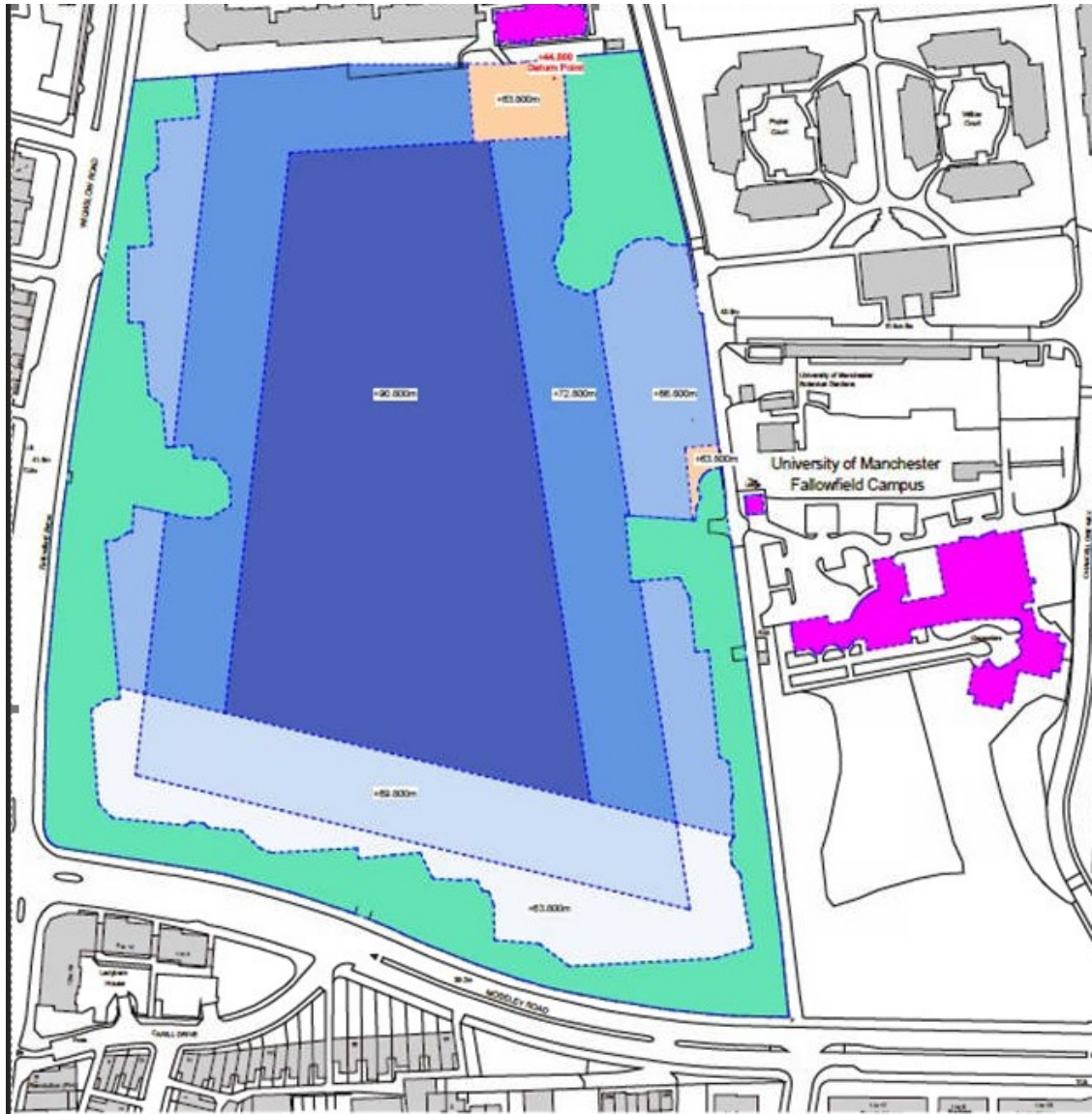
It is anticipated that the project would be complete by 2030. Owens Park, which has been closed, is the first phase and would be demolished in 2024. Parts of the campus would remain in use while others are being redeveloped to minimise disruption and loss of accommodation.

Parameters of development being applied for:

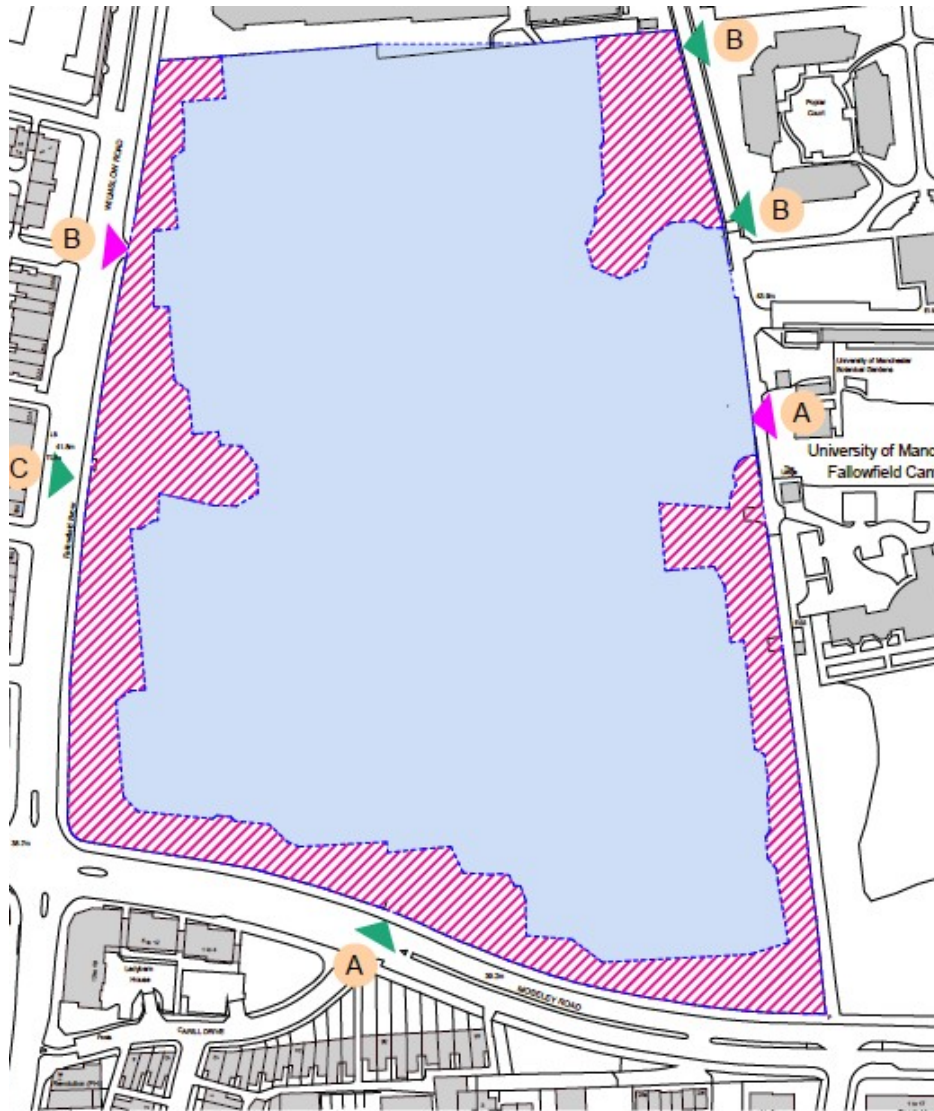
The applicant proposes to demolish and replace all existing buildings in the application site. The proposal includes:

- Up to 3,300 student bedrooms and 55 support staff bedrooms (Sui Generis use)
- Up to 1,200 sq m of ancillary residential dwellings for support staff (C3 use class)
- Up to 4,500 sq m of floorspace for ancillary purposes such as education, retail, food and drink, etc. (F1a, E, Sui Generis use classes)
- Car parking, cycle parking, circulation space, public realm, green infrastructure and open space
- Use of existing access points from Wilmslow Road, Moseley Road and Whitworth Lane

The proposal would provide 950 additional student bedrooms than the current capacity of the campus. The 'parameter plans' show a single development area with no permanent development outside of this. The height of buildings would be set in the parameter plan. The tallest buildings at 46 m (up to 15-storeys) would be located centrally. Buildings along the western and southern edges would be lower at between 19 -25 m, where the campus is more visible from the neighbourhood. The development area reflects the current extent of the developed area, and the dense tree belt around the site would be kept as an important feature of the site. The proposal would also limit the amount of buildings to a maximum of 35% of the site area, to maintain public realm and green space.



Parameters plan indicating maximum building heights - the darker blue being those tallest building heights (46 metres in height) – with lightest blue and light orange adjacent to listed buildings marked pink being the lowest heights (19 metres)



Parameters plan showing developable area (lilac area) and retained tree belt (hatched red areas)

Design Guide

A Design Guide sets out a framework for the detailed design of the scheme and covers topics such as: green infrastructure; building materials; external spaces; wayfinding and signage; accessibility; and, street furniture. It sets out the approach towards achieving a development of high quality to meet the vision and objectives for the Fallowfield campus. Future reserved matters applications would have to follow the Design Guide. The parameter plans and the Design Guide would guide and manage the scale and form of detailed proposals. The details set out how the amount of development responds to the sites context, avoids significant negative environmental effects, delivers the necessary environmental mitigation, and maximises the benefits of the scheme.



Applicants aerial view visualisation of the Illustrative Masterplan



Applicants visualisation of the Wilmslow Road frontage and main entrance

Illustrative masterplan

An Illustrative Masterplan shows how the parameters and Design Guide could create a high-quality scheme. It shows how the amount and type of development could fit on the site, and how the design principles can be applied in practice. It is based on the provision of a range of accommodation types, predominantly cluster flats, all with ensuite rooms.

It has focused on the key themes of connection, green space and social nodes and includes: retained and improved east-west connections through the site that link

Unsworth and Richmond Park and eastern part of the campus; student hubs and open green spaces for social and recreational activities; and, quality of the residential environment and student experience.

The massing and height strategy aims to minimise the impact on Fallowfield, with the taller buildings in less visible central parts of the site, and the retention of the dense tree belt along the southern and western boundaries, which provides a setting and a buffer between the site and the neighbourhood.



Illustrative Masterplan – showing a potential site layout



Illustrative Masterplan overlaid on the building height parameters plan (indicative number of storeys of buildings plus roof top plant in blue)

Phasing

The development would be phased to avoid disrupting occupied accommodation with the initial focus on the vacant Owens Park buildings. A detailed phasing strategy would be prepared once a development partner has been appointed and would be provided with or before the first reserved matters application.

Owens Park would be demolished in 2024 as the first phase and would allow the delivery of new bedrooms as soon as possible, while the detailed designs are being developed. An Outline Demolition Method Statement explains how the demolition would be undertaken and how the environmental impacts would be minimised.

Relevant Planning History

University of Manchester Fallowfield Campus - Reference 110184/FO/2015/S1 -

“Full planning application for development comprising the erection of buildings between two and six storeys in height to form: student accommodation (2312 bedrooms), wardens accommodation, kitchen and maintenance facility, student facilities, energy centres and associated parking, landscaping, boundary treatments and other infrastructure works following demolition of The Limes and Oak House Halls of residence and associated buildings; and, Outline application with all matters reserved for development comprising the provision of student accommodation (896 bedrooms), retail floorspace (for A1, A2, A3 use class to a maximum of 1400m2 Gross Internal Area), Doctors Surgery (maximum floorspace 200m2 Gross Internal Area), and student facilities, in building to a maximum height of 15.1 metres following the demolition of Owens Park Halls of residence and associated buildings”
APPROVED - 11th December 2015

A total of 1,104 student bedrooms within Phase 1 have been delivered through the part implementation of the 2015 approval, these being at Unsworth Park to the east of the current application site.

Chancellors Hotel And Conference Centre, 77 Moseley Road – Reference 125747/FO/2019 – “Change of use from hotel (Class C1) to student accommodation (sui generis)” & 125748/LO/2019 - Listed Building Consent for internal and external alterations to building to facilitate a change of use of use from hotel (Class C1) to student accommodation (sui generis)
APPROVED – 14th October 2020

Oakley, 188 Wilmslow Road - Reference 129020/FO/2020
“Erection of 1 no. 13 storey building and 1 no. part 4 and part 5 storey building to form purpose built student accommodation together with a single storey side and rear extension to the retained and refurbished Oakley Villa and conversion to form amenity and communal space together with associated landscaping, cycle parking, car parking and associated works following the demolition of existing office accommodation on the site”.

REFUSED - 03.09.2021 for 6 reasons including the following:

- I. The proposal would not give rise to a positive regeneration impact or address the requirement for housing in the area. The proposals do not contain a mix of uses that would support Fallowfield District Centre, would not closely integrate with existing neighbourhoods and are considered to give rise to unacceptable impacts by reason of the density of development and level of proposed occupation. As such the proposals are not considered to accord with policies H6 and H12 of the Core Strategy.
- II. The applicant has not demonstrated a formal agreement is in place with a University, or another provider of higher education for the supply of all or some of the proposed bed spaces, or that there is a need for additional student accommodation within this location, as such it is not considered that the proposals satisfy policy H12 of the Core Strategy.
- III. The scale and massing of the proposed development in close proximity to lower scale residential buildings and the non-designated heritage asset of Oakley House, would give rise to an overbearing visual impact and provide a significant urbanising effect on the edge of Platt Fields Park. It would form an

over-dominant feature within the street scene and area, which would have a detrimental effect on visual amenity and character of the area. It is therefore considered to be contrary to policies SP1, EN1, EN2, EN3 and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the NPPF.

- IV. The proposed development would introduce up to 425 students into an area already experiencing high levels of student accommodation and occupation. It is considered that this provision would give rise to unacceptable impacts on the residential amenity of nearby residential occupiers by reason of noise, disturbance and general activity associated with the comings and goings and occupation of the proposed development contrary to policy H12 and DM1 of the Core Strategy.

Subsequent Appeal – Dismissed by the Secretary of State 12.07.2022 with reasons of refusal i), ii), iii) - (in part in relation to impacts on the character of the area) being upheld.

Of particular relevance to the current application proposals and matters arising from reason for refusal iv) and impacts on residential amenity, in dismissing this reason for refusal the inspector decision noted the following:

“Both the Council and interested parties have drawn my attention to a number of matters which they attribute to having a high proportion of students in the area. The concerns raised include late night activities and associated noise, crime and anti-social behaviour, and rubbish and littering. This has had an impact on the lives and well-being of local residents who have had to experience the consequences of a lifestyle which does not always easily coincide with that of the more settled local population”.

The Planning Inspector concluded on these points that :

“Whilst..... largely dependent on the individual actions of those concerned, given the number of students in the area, this leads to a propensity of such issues arising which are of detriment to the living conditions of local residents. It is also evident that students have also themselves suffered because of some of these activities.....

From what I heard, particular issues arise from where the students are occupying the terraced properties as HMO because of a purported lack of management and with their juxtaposition to properties that are occupied by settled local residents. This has the potential to heighten the detrimental effect on their living conditions.

In contrast, the proposal would operate in a manner that would be more effectively managed, even with the level of occupation that would result. In particular, it would have a concierge, 24 hour on-site management and CCTV. These measures would limit the potential for late night activities and associated noise, crime and anti-social behaviour. It would also include measures for the management and disposal of waste with regard to rubbish and littering.

Outside of the site, it would be substantially more difficult to manage such matters, although if this was thought to be attributable to its occupiers, those who manage the

proposal could be approached by the relevant authorities. In addition, the proposed student management plan would include measures that seek to keep such noise and disturbance to a minimum.”

Environmental Impact Assessment

The Town and Country Planning (Environmental Impact Assessment) Regulations 2017 specify that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken. In this instance the application has been supported by an Environmental Statement (ES) prepared to investigate the environmental effects of the proposals both during the construction and operational phase as well as cumulative effects. The submitted ES confirms that overall, the development has limited adverse environmental impacts, and the majority of impacts associated with the proposals are of a negligible or beneficial nature.

Notifications

Given the scale of the proposals the applicant undertook pre-application consultation and engagement with elected ward members and residents. They have submitted a statement of community engagement which included:

- A four week public consultation for residents, local groups, students and staff to share their feedback on the proposals this was advertised by way of a consultation leaflet distributed to 3,313 residents, and site neighbours around the Campus together with social media posts on the applicants social media channels
- A dedicated consultation website and included details of the wider site context, the proposals, illustrative plans and the events – along with contact methods for the consultation project team, which included an online feedback form, dedicated email address, and Freepost address and Freephone consultation number.

The statement sets out the main issues raised through the various consultation methods and the applicant's response.

As the application is accompanied by an Environmental Statement (ES) and is classed as a major development, 2137 nearby properties have been notified, site notices were posted around the site and an advertisement was placed in the Manchester Evening News.

205 comments have been received, 198 objected whilst other comments were made in support or suggested amendments. Comments were also received from Fallowfield ward members and ward members from Withington which has its northern ward boundary approximately 120 metres to the south of the site. Objections have been received from the following interested groups: Platt Claremont Residents Association; Rector of Holy Innocents Church; Sherwood Tenants & Residents Association; BMBB Residents Group; South East Fallowfield Residents Group; Fallowfield and Withington Community Guardians; Withington Civic Society; and, Friends of Platt Fields.

A summary of the comments received is set out below:

Fallowfield Ward Members: Cllrs Jade Doswell and Cllr Illyas – Oppose the plan to increase the number of bedrooms. They support the regeneration of the campus in principle, but the area already has a high-density population and a large number of student housing units, which cause problems for the local amenities and the community cohesion.

They question the clarity of the proposal, especially those elements relating to ancillary class C3 residential dwellings, which they do not know the purpose or the management of.

They mention that several resident groups and individuals have raised similar concerns and objected to the proposal, showing the strength of feeling within the community. The Cllrs acknowledge the positive contribution of the student population to Fallowfield, but they also highlight the negative impact of the noise, anti-social behaviour, litter and waste disposal that they and the longer-term residents have to endure. The Cllrs refer to the special licensing policy in Fallowfield, the Cumulative Impact Policy, as evidence of these problems.

They understand the efforts that the University of Manchester (UoM) makes to manage student behaviour on-campus, but they point out that most students move out of the campus after their first year and into the local residential community, where they cause more problems. The Cllrs believe that this is untenable, for both the local residents and the Council, who have to deal with the issues of rubbish collection, fly tipping, behaviour expectations, safety, community relations and advising residents of their rights and responsibilities.

They express concerns about existing infrastructure which is not equipped to withstand the current situation and would be further harmed by the development. They mention the local parks, transport network, supermarket and GP services/facilities as examples.

They raise the issue of affordability, and say that they do not want a situation where only the more well-off students can access the new development and push the less well-off students into the older accommodation in HMOs off-site.

The proposals are not in line with the adopted policy, which seeks to encourage the development of PBSA within the city centre and the Oxford Road Corridor. It does not comply with Planning policy H12. They conclude by asking the Council to reject the proposal and to consider the views of the residents.

They state that they believe that there is no positive justification for increasing the number of bedspaces in this location, and that it would only worsen the existing problems. The Cllrs request assurances from the University of Manchester (UoM) of the following for them to reconsider their objections to this application and any potential applications for reserved matters:

- That the bedspaces in the final plan would not exceed the current offering (including the condemned Owens Park tower),

- That the UoM representatives would discuss with the ward members and the local resident groups to understand the problems that arise from living in a mixed student/long-term resident community and the support required.
- That the planning obligations are sought to address the principal goal and effect of improving the visual appearance, cleanliness, safety and noise levels in the Fallowfield Brow area, including the key streets where the highest proportion of students reside.
- That the affordability strategy is published swiftly, has engagement and input from the student body, and contains provision for rooms that are affordable in accordance with the NUS definition of affordable.
- That there is a guarantee that all of the beds would be for 2nd and 3rd year students, and that rents would be comparable with those in HMO accommodation in the area;
- That the UoM commits to funding ped orderlies who would be responsible for covering the area in and around areas of high-density student populations, including streets predominantly comprising of HMOs for students.

The Cllrs request that the application be refused and to consider the views of the residents.

Withington Ward Members: Councillors Chris Wills and Becky Chambers

The Cllrs oppose the plan to increase the number of bedrooms in the campus, as they are concerned about the impact that the proposed development would have on the local area. The Cllrs recognise that the existing campus is badly in need of modernisation, but they argue that the proposals represent a significant increase in the number of student beds at the campus, which would have a detrimental impact on the local residential amenity and public services, such as transport, parks and primary care facilities. They also mention the problems of crime, antisocial behaviour, litter, and community cohesion caused by over-studentification, which they say would be exacerbated by the proposals with no mitigation or resource offered by the University.

They are concerned that the level of parking would place pressure on existing parking, with overspill onto residential roads. The proposal goes against the established trend of students moving away from Fallowfield and Withington, towards purpose-built student accommodation (PBSA) on and near the campuses at City Centre and Oxford Road Corridor. It is contrary to Policy H12 and list some of the clauses that it doesn't meet, such as compatibility with existing developments, positive regeneration impact, contribution to mixed-use neighbourhoods, design and layout, and effect on residential amenity.

The residents they represent want to see a more balanced community, with former HMOs going back into family ownership. They are unclear as to the extent to which this development would help achieve that aim. They ask for more information about the number of beds, the year of study, and the rent of the students who would occupy the proposal and how they compare with the current situation. They are unable to support the application unless the following conditions are met:

1. There is a guarantee that the number of beds does not exceed those in current use, or at the very most the current bed provision at Fallowfield campus;

2. There is a guarantee that all of the beds - or at the very least the majority of beds equivalent to the current bed provision - any beds would be for 2nd and 3rd year students, and that rents would be comparable with those in HMO accommodation in the area;
3. That the University of Manchester commits to funding a ped orderly who would be responsible for covering an area comprising Egerton Road and Ladybarn Lane (both south of Lees Hall Crescent), and all roads off these.

They request that the application is refused. If it is approved, they request that the above requirements are accepted as conditions.

Comments received objecting to the proposals -

- The proposal would have a negative impact on the local area, which is already suffering from the effects of studentification. It would increase the demand for housing, services, and facilities by students, and reduce the availability and affordability for longer term residents. It would change the character and diversity of the area and create more traffic and anti-social behaviour.
- The consultation process was insufficient and did not take into account the views of the local community, who would bear the brunt of the development. The development does not align with the city's aims of limiting the density of student occupation in individual districts.
- The density and height of buildings would be visually intrusive and out of scale with the surrounding area. The quality of living experience for the students would be compromised by the overcrowded conditions. The plan would make accommodation more expensive and less accessible for many students.
- The University should consider alternative options for providing student accommodation, such as using other properties scattered around the city, or improving the quality of the existing buildings without demolishing them. The University should also be more mindful of its role as a "good neighbour" and respect the needs and interests of the local residents.
- The plan does not take into account the environmental and social impacts of demolishing the existing buildings and replacing them with new ones. The plan does not provide enough accessible and affordable accommodation for disabled and low-income students, which may exclude them from the university and the community.
- The plan would increase the number of students in Fallowfield, which would exacerbate the existing problems of housing shortage, service pressure, noise pollution, anti-social behaviour, and park littering. The plan would also reduce the diversity and quality of life of the local residents, who are already outnumbered and neglected by the students and the landlords.
- The University should also provide adequate healthcare services, staff supervision, and student education to address the issues of health, safety, and behaviour.
- The development would also create more noise, litter, and anti-social behaviour, which would affect the residents, especially the elderly and the children.
- The proposal would demolish the existing buildings and replace them with seven towers that are much taller than the surrounding houses. The development would cause loss of - light, privacy, visual amenities, and mature trees for the residents.
- The development would have negative impacts on the cultural heritage and conservation areas in the vicinity.
- The proposal would make all rooms en- suite, which would increase the cost and reduce the demand for the accommodation. The development would also only

include 21 accessible bedrooms out of 3300, which would exclude disabled people from the university and the community.

- The proposal would put more pressure on the local housing stock, as more students would look for accommodation in their second and third years. The development would also cause a loss of income from council tax for the council, as more houses would be converted into HMOs for the students.

- The proposal does not consider the feasibility of retrofitting the existing buildings, which would be more environmentally friendly and less disruptive. The development also does not align with the university's aim of housing students over a wider range of areas, so that one area is not overused.

- It would affect the local community, especially the long standing residents and the parishioners of Holy Innocents Fallowfield, who have a high turnover of population and a limited social range.

- It would reduce the availability and affordability of family housing, as more landlords would convert houses into HMOs for the students.

- It would contradict the council's own policy of locating student accommodation close to the university campus and distributing students evenly over the city. The development would also go against the council's age friendly neighbourhood strategy, which aims to make Manchester a city where people can grow old with a sense of wellbeing.

- It would demolish the existing buildings and replace them with new ones, but there are no drawings of the proposed elevations. The development would also have an impact on the landscape and the heritage of the area.

- It is not in line with the council's policy of locating student accommodation near the university core areas, such as the Oxford Road Corridor and the city centre. The development would also not meet the need for mixed-use and affordable housing, including supported housing, in south Manchester.

- It would have a negative impact on the access to and quality of green spaces, biodiversity, and nature in the area. The development would also reduce the safety and well-being of the local residents.

- It would also involve the loss of mature trees, which are important for the wildlife corridors and the green cycling and walking routes.

- It would generate a large amount of CO2 emissions from demolition and construction, which is unacceptable in the context of the climate emergency declared by the city in 2019. The development would not improve the environment or the sustainability of the area. The development would also have significant consequences for the health and well-being of the communities around the park.

- It would also set a precedent for further high-density developments in south Manchester, which may transform the suburban character of the built environment.

- It would change the retail landscape of the area, which would cater more to the student market, such as takeaways and drinking establishments, rather than serving the day to day needs of the local population.

- It would also remind the residents of the student riots and illegal occupation of the tower block during Covid, which the university failed to handle.

- It contradicts the city's need to alleviate and dissipate the concentration of students in Fallowfield, Victoria Park, and Rusholme, which are already overpopulated by students.

- It would also reduce the passive surveillance and street activity along Wilmslow Road, which would make the area feel unsafe and isolated.

- it would reinforce the separation between the student village and the neighbourhood, which is bad for social cohesion.
- it would not maximise the number of units that could be accommodated on the site, and that it is a missed opportunity to create a better connection to Fallowfield and to address the wider housing issues in the city.
- it would not provide enough ancillary space and facilities for the students, and that some of the current facilities would be demolished. The development would also make the accommodation less affordable and accessible for some students.
- Accept that the proposed development is likely to be better managed than houses mismanaged by private landlords, but the expansion of student numbers envisioned by the proposal would considerably extend the student presence along Wilmslow Road.
- Concern has been raised regarding the potential impacts on bat at the site. The significant construction work could have a detrimental impact on the site and roosting bats in surrounding areas. This could have consequences on their local populations and needs to be addressed in the decision making process.
- It is considered that the proposals are contrary to the Council's adopted policies including those relating to Purpose Built Student Accommodation (PBSA) H12, tall buildings policy EN2, and the creation of sustainable neighbourhoods (SP1,H6,and DM1).
- The proposals would not free up family homes.
- Impacts on the residential community, would put pressure on services in the area; and, environmental problems including anti-social behaviour would continue to impact on the community.
- Further information in the form of video footage of anti-social behaviour, and environmental problems which are attributed to students living in Fallowfield have been received.

Comments in support of the proposals:

- it would make use of a valuable land asset and address the PBSA crisis in the city, which affects the availability of other housing stock.
- it would improve the quality of the campus accommodation, which is in need of renovation.
- it would benefit the students, who are the future of the society and the economy, and who contribute to the improvement of the area and the infrastructure.
- it would not worsen the co-existence of students with permanent residents, which is improving with the help of the university and the council, who provide leaflets, out-of-hours numbers, and support for behaviour, noise, rubbish, and recycling issues.

Statutory and non-statutory consultees

MCC Highways – The TA demonstrates that the site is well accessed by public transport with a GMAL rating of 6 which indicates a good level of accessibility. The closest bus stops are on Wilmslow Road and Moseley Road.

The 825 cycle parking spaces are acceptable, but additional long stay provision should be available for staff, and short-stay provision for visitors. Demand should be monitored and implemented as part of the Travel Plan. An updated Student Moving-in/Moving-out Strategy should be a condition.

The proposal would generate several other delivery/servicing and taxi movements. Such provision should be internal and should discourage parking/loading on surrounding roads. A Delivery and Servicing Management Strategy should be a condition. An updated Travel Plan should include both staff and residents and should be a condition.

Demolition vehicle access would be from Wilmslow Road via the Owens Park car park and Whitworth Lane. This is acceptable in principle but an up-to-date DEMP with details on traffic management measures should be a condition. A Detailed Construction Management Plan would be required before construction works commence.

MCC Flood Risk Management – Recommend conditions for the submission and agreement of a surface water drainage scheme and a maintenance and management scheme for the installed drainage scheme.

MCC Environmental Health - Recommend conditions relating to: ground conditions and contamination, fume and odours scheme, opening hours, delivery hours, lighting scheme and verification requirement, acoustic insulation scheme and verification requirement of residential and ancillary elements, waste management, demolition and construction management plans, acoustic treatment of external plant and equipment, and agreement of air quality mitigation measures and verification requirement.

Greater Manchester Ecology Unit - Bat roosts have been identified across the campus. Other potential ecological issues include nesting birds, hedgehog, invasive species and biodiversity net gain.

Five buildings have bat roosts. A Natural England license would be required in addition to planning permission for phases 1 and 2. Eight trees have bat roosting potential. Conditions are recommended to mitigate impacts to Bats which are a protected species in relation to demolition of buildings to ensure these works are undertaken in accordance with the bat surveys and an appropriate license issued by Natural England pursuant to Regulation 55, of the Conservation of Habitats and Species Regulations 2017 authorising the specified activity/development go ahead.

No evidence of any other protected species was found.

The majority of the trees and woodland would be maintained with the percentage of the site divided between developed and amenity landscaping not significantly changed and green roof proposed. GMEU are satisfied that net gain is achievable as part of reserved matters applications. A condition is recommended.

Conditions are recommended: to avoid nesting birds during any vegetation clearance works; a reasonable avoidance measures method statement to be provided for other wildlife; to deal with invasive plant species - japanese knotweed was identified on the site, Cotoneaster and Monbretia.

Greater Manchester Archaeological Advisory Service - The site was developed during the post-medieval period and could retain below-ground remains of

archaeological interest deriving from a key period in Manchester's rapid expansion as an industrial centre of international repute. GMAAS concurs with the conclusion drawn from the assessment report, and recommend that the site is subject to intrusive archaeological investigation in advance of development via a condition.

Active Travel England – There is an opportunity to embed healthy transport choices and influence the long-term travel behaviour of students as part of these proposals. A Travel Plan that seeks to deliver these aspirations at the earliest opportunity is recommended. The uplift in cycle parking is supported and should be monitored through the Travel Plan to ensure increases can occur if required.

Environment Agency - recommend conditions relating to the submission and approval of a remediation strategy.

United Utilities - Recommend conditions relating to a co-ordinated approach to drainage as reserved matters applications are brought forward and to ensure the protection of United Utilities infrastructure.

Manchester Airport Aerodrome Safeguarding Officer- Recommend conditions relating to: ensuring demolition and construction phases to mitigate dust and smoke emissions, agreement of landscaping scheme for the site, lighting scheme, and details of any renewable energy installation to minimise impacts on flight safety. An informative is also recommended relating to the use of tall equipment/cranes.

Cadent Gas- no objection and request an informative to notify the applicant of potential gas infrastructure in and on the site.

Health and Safety Executive – no objection but recommend a condition requiring the submission of a further satisfactory fire statement (including a fire service site access plan) with any reserved matters application.

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.

Local Plan Policy

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 redevelopment of previously developed land to improve the built environment and local character on a site accessible by public transport proposed is considered to accord with the spatial principles of the Core Strategy subject.

Policy H1 Overall Housing Provision – The proposal would re-provide and increase in PBSA at an established site.

Policy H 6 – This would be a high density PBSA development on a site recognised as being appropriate for further high density PBSA.

Policy H 11 - (Houses in Multiple Occupation) - The proposal does not propose Houses in Multiple Occupation. Concern has been expressed that the proposal would exacerbate the provision of this type of property in the surrounding area.

Policy H12 - Purpose Built Student Accommodation - the provision of new PBSA will be supported where the development satisfies the criteria below. Priority will be given to schemes which are part of the universities' redevelopment plans or which are being progressed in partnership with the universities, and which clearly meet Manchester City Council's regeneration priorities.

1. Sites should be in close proximity to the University campuses or to a high frequency public transport route which passes this area.
2. The Regional Centre, including the Oxford Road Corridor, is a strategic area for low and zero carbon decentralised energy infrastructure. Proposed schemes that fall within this area will be expected to take place in the context of the energy proposals plans as required by Policy EN 5.
3. High density developments should be sited in locations where this is compatible with existing developments and initiatives, and where retail facilities are within walking distance. Proposals should not lead to an increase in on-street parking in the surrounding area.
4. Proposals that can demonstrate a positive regeneration impact in their own right will be given preference over other schemes. This can be demonstrated for example through impact assessments on district centres and the wider area. Proposals should contribute to providing a mix of uses and support district and local centres, in line with relevant Strategic Regeneration Frameworks, local plans and other masterplans as student accommodation should closely integrate with existing neighbourhoods to contribute in a positive way to their vibrancy without increasing pressure on existing neighbourhood services to the detriment of existing residents.

5. Proposals should be designed to be safe and secure for their users and avoid causing an increase in crime in the surrounding area. Consideration needs to be given to how proposed developments could assist in improving the safety of the surrounding area in terms of increased informal surveillance or other measures to contribute to crime prevention.

6. Consideration should be given to the design and layout of the student accommodation and siting of individual uses within the overall development in relation to adjacent neighbouring uses. The aim is to ensure that there is no unacceptable effect on residential amenity in the surrounding area through increased noise, disturbance or impact on the streetscene either from the proposed development itself or when combined with existing accommodation.

7. Where appropriate proposals should contribute to the re-use of Listed Buildings and other buildings with a particular heritage value.

8. Consideration should be given to provision and management of waste disposal facilities that will ensure that waste is disposed of in accordance with the waste hierarchy set out in Policy EN 19, within the development at an early stage.

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

10. Applicants/developers must demonstrate to the Council that their proposals for PBSA are deliverable.

The development is considered to be in accordance with policy H12 for the reasons set out in the Issues section of this report.

Policy C 6 (South Manchester District Centres)–This policy identifies that development of the site would be supported as a means of improving the balance of uses within the centre.

Policy C10 (Leisure and the Evening Economy) – Encourages the provision of new development and redevelopment that supports the evening economy, contributes to the vitality of district centres and supports a balanced and socially inclusive evening/night-time economy.

Policy EN1 (Design Principles and Strategic Character Areas) – The proposals would enhance the built environment and provide modern student accommodation.

EN2 (Tall Buildings) – The illustrative masterplan indicates that a number of tall buildings can be developed in an acceptable and appropriate manner and would contribute positively to sustainability, place making, and would bring significant regeneration benefits.

Policy EN3 (Heritage) –There are no designated heritage assets in the site but there are a number within the wider area. It would be necessary to ensure at reserved

matters stage that the design and architectural detailing does not unacceptable effects on designated heritage assets. Consideration of these matters is set out in more detail within the issues section below.

Policy EN 4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) & Policy EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies) – Energy and Environmental Sustainability statements confirm that the proposals would reduce energy use.

Policy EN 8 (Adaptation to Climate Change) - Mitigation measures have been identified to increase resilience to the likely effects of climate change.

Policy EN 9 (Green Infrastructure) - The application demonstrates a commitment to the creation of green infrastructure across the site including green and blue roofs, landscaping and tree replacement scheme should this be required.

Policy EN14 (Flood Risk) – The site is in flood zone 1 and is at low risk from flooding. Outline proposals have been submitted but final details and a maintenance strategy of any drainage would be provided as part of reserved matters applications and would be subject to condition.

Policy EN15 (Biodiversity and Geological Conservation) - The site contains habitats for protected species including bats. Ecological and tree surveys have been provided and as set out in the report the proposals would be consistent with the principles of this policy subject to conditions.

Policy EN16 (Air Quality) – The site is adjacent a major arterial road in the City and a chapter within the ES addresses air quality. This demonstrates that local air quality impacts would not be a constraint and the development would not give rise to unacceptable impacts in terms of air quality.

Policy EN 17 (Water Quality) - The proposal would not have adverse impacts on water quality, surface water drainage and contaminated land subject to conditions.

Policy EN 18 (Contaminated Land and Ground Stability) - The ground conditions are not unusual or complex and would not constrain development subject to conditions.

Policy EN 19 (Waste) - An outline demolition management plan and operational waste management strategy have been provided. Further details would be required by condition to deal with the phased nature of the proposals.

Policy T1 (Sustainable Transport) – The site is well located in relation to sustainable modes of transport and also public transport, the proposals include a reduction of on-site car parking which would assist in encouraging a modal shift away from car travel to more sustainable alternatives.

Policy T2 (Accessible Areas of Opportunity and Need) – This is a highly sustainable location with good pedestrian, cycle and public transport provision.

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 including: 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.

Unitary Development Plan (1995)

The majority of the previous UDP policies have been replaced by the Core Strategy, however there are still saved policies that remain extant. The relevant policies for this application are set out below.

Policy DC19.1 (Listed Buildings) - This policy promotes the desirability of securing the retention, restoration, maintenance and continued use of listed building and to protecting their general setting.

DC20 (Archaeology) - states the Council will give particular careful consideration to development proposals which affect scheduled Ancient Monuments and sites of archaeological interests, to ensure their preservation in place.

DC 26 (Noise)

DC26.1 – Indicates that the Council will use the development control process to reduce the impact of noise on people living and working in, or visiting, the City.

Policy DC26.2 - States that new noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced.

Policy DC26.4 - States that where the Council believes that an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, it will in either case require the applicant to provide an assessment of the likely impact and of the measures he proposes to deal satisfactorily with it.

The applicant has provided a noise assessment alongside the application which assess the impact of surrounding uses and road network on the proposed development. Consideration of noise issues is set out within the main issues section

of this report, however with the imposition of suitable conditions to mitigate against existing noise levels in the area it is considered that the application proposals accord with these policies.

Relevant National Policy

The National Planning Policy Framework (September 2023) - 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.

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) – The proposals seek to provide additional student accommodation on an existing site that has been used for student halls of residence for in excess of 60 years.

Section 6 – (Building a strong and competitive economy) - The proposal would create jobs during construction and operational phases.

Section 7- Ensuring the Vitality of town centre – The proposals seek to provide a range of support services for occupiers of the development.

Section 8 (Promoting healthy and safe communities) – The proposals are accompanied by a preliminary Crime Impact Statement which identifies the proposals as an opportunity through future reserved matters applications to resolve existing issues with the site.

Section 9 (Promoting Sustainable Transport) – The proposal is in a highly sustainable location, the site is on a direct public transport routes to the University corridor, with dedicate segregated cycle lanes and pedestrian footways being in place serving the Oxford Road Corridor and University teaching campus.

Section 11 (Making Effective Use of Land) – The proposal would increase the number of bedspaces and overall density of development at the site. The land is currently occupied by buildings and its redevelopment would enable the sustainable reuse of land within an urban context that is accessible by sustainable modes of transport.

Section 12 (Achieving Well-Designed Places) – The application is accompanied by a Heritage and Townscape Visual Impact Assessment and Design Guide to inform future reserved matters applications. These indicate that the site can be developed to provide a high quality of design and layout that can achieve a well-designed place.

Section 14 (Meeting the challenge of climate change, flooding and coastal change) – The proposals are supported by documents and strategies that indicate that it can meet the challenge of climate change.

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.

Section 16 (Conserving and Enhancing the Historic Environment) - The application is accompanied by a Heritage and Townscape Visual Impact Assessment and Design Guide that indicates that through appropriate high quality design, siting and layout the proposals can be accommodated on the site and would not have significant impacts on heritage assets.

Planning Policy Guidance (PPG)

The PPG provides additional guidance to the NPPF and the following points are specifically highlighted.

Air Quality provides guidance on how this should be considered for new developments. Paragraph 8 states that mitigation options where necessary will be locationally specific, will depend on the proposed development and should be proportionate to the likely impact. It is important therefore that local planning authorities work with applicants to consider appropriate mitigation so as to ensure the new development is appropriate for its location and unacceptable risks are prevented. Planning conditions and obligations can be used to secure mitigation where the relevant tests are met.

Examples of mitigation include:

- the design and layout of development to increase separation distances from sources of air pollution;
- using green infrastructure, in particular trees, to absorb dust and other pollutants;
- means of ventilation;
- promoting infrastructure to promote modes of transport with low impact on air quality;
- controlling dust and emissions from construction, operation and demolition; and
- contributing funding to measures, including those identified in air quality action plans and low emission strategies, designed to offset the impact on air quality arising from new development.

Noise - states that local planning authorities should take account of the acoustic environment and in doing so consider:

- whether or not a significant adverse effect is occurring or likely to occur;
- whether or not an adverse effect is occurring or likely to occur; and
- whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- engineering: reducing the noise generated at source and/or containing the noise generated;
- layout: where possible, optimising the distance between the source and noise sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

Design - states that where appropriate the following should be considered:

- layout – the way in which buildings and spaces relate to each other
- form – the shape of buildings
- scale – the size of buildings
- detailing – the important smaller elements of building and spaces
- materials – what a building is made from Health and wellbeing states opportunities for healthy lifestyles have been considered (e.g. planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces and opportunities for play, sport and recreation).

Travel Plans, Transport Assessments - in decision taking states that applications can positively contribute to:

- encouraging sustainable travel;
- lessening traffic generation and its detrimental impacts;
- reducing carbon emissions and climate impacts;
- creating accessible, connected, inclusive communities;
- improving health outcomes and quality of life;
- improving road safety; and
- reducing the need for new development to increase existing road capacity or provide new roads.

Other material considerations

Places for Everyone Plan - The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan.

To date, five consultations have taken place in relation on the Plan. The Examination of Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation.

The City Council's Executive committee, on the 4 October 2023, has now agreed the Main Modification and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023.

Once the consultation has been complete, the representations received will be forwarded to the Examination team managing the Plan. The Inspectors will consider all the representations made on the proposed Modifications before finalising the examination report.

Given the stage the Plan has reached, and level of public consultation and scrutiny it has received, the Plan and its policies is now a material planning consideration in the determination of planning application in Manchester. The Plan and its policies must therefore be given considerable weight in the planning balance.

The Plan identifies the essential aspect of the efficient and effective use of land with the preference to be given to making as much use as possible of suitable previously developed brownfield land and vacant buildings when meeting development needs. Securing higher densities in the most accessible locations is identified as helping to maximise the ability of people to travel by walking, cycling and public transport and reduce the reliance on the car.

The universities and knowledge economy, with a high concentration on the Oxford Road Corridor is identified as an internationally important location and asset.

Relevant policies of PfE in this instance are:

JP-P5: Education, Skills and Knowledge
JP-S1: Sustainable development
JP-S2: Carbon and Energy
JP-S5: Flood Risk and the Water Environment
JP-Strat13: Strategic Green Infrastructure
JP-Strat14: A sustainable and integrated transport network
JP-G 7: Trees and Woodland
JP-C5: Walking and Cycling
JP-C7: Transport Requirements of New Development

Guide to Development in Manchester Supplementary Planning Document (SPD) and Planning Guidance (April 2007) - This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures and environmental sustainability. Sections of relevance are:

- Chapter 2 'Design'
- Chapter 8 'Community Safety and Crime Prevention'
- Chapter 11 'The City's Character Areas'

Hot Food Takeaway Supplementary Planning Document (SPF) March 2017 – Builds on the Council's priorities to support neighbourhoods which meet the needs of a growing population and where people are supported in living healthy lives and encourage vibrant district centres.

The policies in the SPD seek to prevent development of HFTAs that would be harmful to the vitality and viability of a centre if it: increases the concentration of hot

food takeaway ground floor frontages in a centre to more than 10%. If greater than 10% then consideration of the impacts on the character of the area surrounding the site would be required; and creates a cluster of more than two HFTAs together. Other policies in the SPD are concerned with ensuring the amenity of an area is protected and that where they are within 400m of a school restrictions and all other areas of the policy are acceptable then the opening hours of a facility would be restricted.

Manchester Residential Quality Guidance (2016) - The City Council's Executive has endorsed the Manchester Residential Quality Guidance. As such, the document is now a material planning consideration in the determination of planning applications and weight should be given to this document in decision making. The purpose of the document is to outline the consideration, qualities and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester. Above all the guidance seeks to ensure that Manchester can become a City of high-quality residential neighbourhood and a place for everyone to live. The document outlines nine components that combine to deliver high quality residential development, and through safe, inviting neighbourhoods where people want to live. These nine components are as follows:

- Make it Manchester;
- Make it bring people together;
- Make it animate street and spaces;
- Make it easy to get around;
- Make it work with the landscape;
- Make it practical;
- Make it future proof;
- Make it a home; and
- Make it happen.

Report to the City Council's Executive on PBSA - The Council's Executive endorsed a report regarding PBSA on 9 December 2020 following the outcome of a public consultation exercise with key stakeholders, on PBSA in Manchester. The report was endorsed by the Executive to help guide the decision-making process in advance of a review of the Local Plan. The report is clear that Core Strategy Policy H12 retains relevance in how PBSA is developed in Manchester and it was requested by the Council's Executive that the report on PBSA in Manchester be considered as a material planning consideration until the Local Plan has been reviewed.

In May 2023 a further report was endorsed by the Executive, as well as discussing issues that had arisen since the preparation of the previous report it also recommended the establishment of a pipeline of schemes in order to address a projected shortfall of this type of accommodation up to 2030. The report acknowledges that it is broadly recognised and accepted that there is a shortage of PBSA in Manchester.

The report acknowledges the significant economic contribution students make to Manchester whilst they live and study in the city and that providing a residential offer for students to address the needs has been a long-held Council objective as part of the housing strategy and planning policy framework. The report also sets out that 50% of students go on to remain in the city after graduation further contributing to the

city's economy, diversity and vibrancy and help underpin a broad based, highly skilled economy essential to some of the City's most valuable growth sectors.

The report sets out that projections estimate that demand for new PBSA could be between 5440 bedspaces (representing a 1% growth per annum) and 11320 (representing 2% growth per annum) up to 2030. This demand is dependent on a range of factors outside the Councils control but the report sets out an approach that around 750 new bedspaces are required per annum up to 2030.

In order to address the outcomes of two planning appeals where the need for PBSA in certain locations was challenged the report provides an indication of potential sites for PBSA and includes those within estate plans of the University of Manchester and Manchester Metropolitan University. Owens Park in Fallowfield is identified as one of the potential sites.

The approach to the provision of PBSA was endorsed to help guide decision making and the committee are requested to take this into account as a material consideration.

The Fallowfield Campus Development Framework (December 2014) - Manchester City Council adopted a Development Framework for the University of Manchester's Fallowfield Campus at the meeting of the Councils Executive Committee in December 2014. This followed a period of consultation on the draft version of the Development Framework in the summer of 2014. The approved framework is a material consideration for the Council as Local Planning Authority.

The framework acknowledges that the existing Campus had operated for many years and had played a valuable role for the University by providing the majority of its first year accommodation. The Development framework recognises that a key component of the University's Vision, is the need to enhance the student experience within the University of Manchester's largest student Campus in Fallowfield. The Framework did not set out a physical masterplan for the site but set out guiding principles which envisaged an increase in the number of bedspaces on site of 800.

With regard to the mix of accommodation the Framework indicates that there is an opportunity as part of the enhanced facilities to establish a broader mix of students incorporating higher numbers of returners than is currently the case.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) - The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development. Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is: By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce.

Four objectives have been established to enable the vision to be achieved:

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

South Manchester Regeneration Framework - South Manchester is identified as an area with a rich and diverse group of neighbourhoods, with a wide range of issues and needs.

The opportunity for the SRF is to build on and improve its assets – the distinctive, successful neighbourhoods and centres, the high quality parks and the strong heritage and character of South Manchester – and use these as a model to drive forward the future of the area.

In terms of student accommodation, the SRF indicates that in line with wider policy objectives, a more proactive approach to meeting demand for new student housing is needed in South Manchester. The Council, working in partnership with the universities, will develop detailed plans that will lead to the following outcomes:

- Greater regulation and management of private rented stock currently occupied by students in South Manchester.
- Further development (where sustainable) of existing campus/student halls of residence to increase the quantity of bespoke student housing available on managed sites in South Manchester.

The SRF also identifies the opportunity to intensify the use on current student village sites such as Owens Park accompanied by some further development on sites close to public transport routes and the University campuses.

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.

Section 66 of the Listed Buildings Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting.

Issues

Principle

The Fallowfield Campus has provided student accommodation for over 60 years, and its use for student accommodation is long established. The principle of the redevelopment of part of the campus to provide higher density PBSA was established when the Council's Executive endorsed the Fallowfield Campus Development Framework in 2014 and planning permission was granted in December 2015, as set out in the planning history section above.

The 2015 approval was part implemented when 1,104 bed spaces were delivered at the 'Unsworth Park' part of the campus, to the east of this site. As such the proposed further increase in bedspaces at the site together with the amount of development required to accommodate that increase requires further consideration and is set out below together with consideration of other detailed matters.

The need for the development

The site has housed Manchester University students for over 60 years and is expected to continue to be an attractive location due to its proximity to the main campus, transport links, diversity of residential offer, local amenities such as shops, cafés, bars, and parks, and the verdant character of the site.

The applicant has identified a need for better quality PBSA at Fallowfield to meet demand in student numbers and social/ study facilities for the wider campus. Whilst the existing buildings upgraded, their functionality and layout no longer meet student needs. Their retention would not sufficiently improve their environmental performance and would not meet the modern requirements and standards or match the quality of other student accommodation in the city. Reuse would reduce the number of bedspaces at the site with the consequence of worsening the accommodation shortage. Therefore, all existing buildings would be demolished.

The applicant has set out its strategic need for additional bedspaces at the site in addition to the need for the qualitative improvements. The University has an obligation under its 'Accommodation Guarantee scheme' which means all students are guaranteed the offer of accommodation in a University managed hall of residence for their first year of study and all International students are guaranteed an offer of University accommodation for the duration of their studies.

Around 20,000 students benefit from the Accommodation Guarantee annually which places a significant demand on the University's accommodation infrastructure. In 2022/23 they had access to approximately 8,500 student rooms at Fallowfield and Whitworth Park and a limited number of privately owned PBSA facilities. In 2021/22 they were able to provide 1 bedroom for every 2.6 students eligible under the

Accommodation Guarantee and received approximately 14,000 applications for accommodation.

The submission indicates that a high number of students, particularly international students, appear to access the mainstream housing market in BTR accommodation in the city centre due to the quality of the accommodation offered by the University. There is an imbalance between the number of those eligible under the 'Accommodation Guarantee' and the supply of bedrooms. This means the University can't accommodate students in their own accommodation which offers other benefits in terms of on-site pastoral support, community life in a campus setting, and, accommodating students who have specific accommodation needs and for whom the University have a duty of care. The applicant indicates that there are significant advantages in them supporting and managing students in their own accommodation and providing this at a limited number of locations. The provision of additional bedrooms at Fallowfield would support this.

Increase in student bedspaces

The proposal would increase the capacity of the campus by 950 bedspaces. This is the maximum number of additional bedspaces that could be delivered through this proposal. The capacity of the site was increased following the part implementation of the 2015 permission which included the development of Unsworth Park halls and the change of use of the former Chancellors Hotel and Conference Centre to PBSA.

Existing/Proposed Accommodation	Current number of bedspaces (capacity)	Number of bedspaces to be lost	Number of bedspaces retained/proposed
Application site	2,350 ¹	2,350	3,300
Wider Campus (2023)	2,077	0	2,077
Total	4,427	2,350	5,377

¹ - Owens Park within the application site currently has 1,071 bedspaces that are vacant, these are included in the overall capacity figure above

Concerns have been raised about this increase in bedspaces. The proposal must be determined on its planning merits in the context of local and national planning policy and whether it would give rise to unacceptable impacts. The PBSA use is established and the Core Strategy identifies the site as being suitable for high density development.

For the reasons set out below, the increase in PBSA at the campus is acceptable and would not give rise to impacts that would warrant refusal of the application.

Compliance with Core Strategy Policy H12 'Purpose Built Student Accommodation'

Core Strategy policy H12 sets out criteria that proposals for PBSA are required to meet. It was introduced to ensure that proposals for PBSA can be managed effectively and to ensure that they are located appropriately to support the Councils

regeneration priorities and to ensure that the provision of further PBSA encourages students to choose managed accommodation over HMOs.

In order for a proposal to be acceptable it is expected to satisfy all the criteria of the policy which are set out in full within the policy section of this report.

1) This site is adjacent a high frequency public transport route linking directly with the University Campus. Given the distance to the main campus and the enhanced cycle infrastructure along this corridor installed since 2015, the site is in a sustainable location and accessible by cycle and on foot.

2) The proposal would address the energy use and carbon reduction requirements of planning policy. The submitted documents indicate commitments to these requirements and future reserved matters applications would accord with these parameters.

3) The site is immediately adjacent Fallowfield District Centre and close to shops and services. The proposal includes new onsite facilities for students. Students are allowed to park their cars at the Fallowfield Campus by applying for a permit. The proposal indicates through parking utilisation surveys, that the existing car parking at the campus is underutilised and on-street car parking spaces on Moseley Road are also available. The proposal is not expected to give rise to an increase in on-street car parking in the surrounding area.

4) The illustrative masterplan and Design Guide show a high-quality well-designed development that would physically and visually improve the site and Fallowfield. The on-site facilities would take some pressures off the district centre but continue to support existing services and facilities within the centre.

5) The illustrative proposals indicate that future reserved matters applications would improve legibility at the site and could enhance public routes such as Whitworth Lane. The Crime Impact Statement identifies the opportunities to improve the safety and security of the site through reserved matters.

6) The illustrative masterplan and parameter plans demonstrate that development can be designed and sited to minimise impacts on residential amenity. Concerns have been raised about height of some buildings, this would not result in unacceptable impacts in terms of overlooking or privacy.

7) The site does not contain any buildings of heritage value.

8) A waste management strategy sets out the approach to managing waste in accordance with the waste hierarchy. The full details would be brought forward as part of reserved matters applications, it has been demonstrated that this could be complied through future reserved matters applications.

9) The proposal is part of the University's masterplan to deliver the quality and scale of managed PBSA commensurate with its status and profile as one of Europe's most popular places to study. Evidence supports the need for PBSA

and need for the University to have a suitable supply of good quality accommodation under its accommodation guarantee. The quality and quantity of its accommodation is putting pressure on the mainstream housing market within private rented accommodation - including HMOs.

It is considered that the application proposals accord with the principles set out in Core Strategy Policy H12.

Phasing of development

Development would be phased in order to ensure that bed spaces remain available on the Campus during construction. The northern part containing the vacant Owens Tower is likely to be the first phase of development with the southern part of the site being a later phase. The first phase would be the demolition of Owens Park tower and the buildings in this part of the site. The second phase would be the redevelopment of this area and further reserved matter applications would be submitted for assessment prior to those works commencing. The applicant intends to engage a development partner to bring forward those reserved matters applications and it is at this point the details of the phasing of the whole development should be finalised. The construction programme indicates completion by 2030.

Visual Amenity and effects on designated heritage assets

A Heritage, Townscape and Visual Impact Assessment (HTVIA) has been submitted based upon the parameter plans. It assesses the potential impact of the outline proposals on the significance and setting of nearby heritage assets, local townscape character, and views towards the site, including the amenity of those experiencing the view.

The application site is not in a conservation area and does not contain any designated heritage assets although there are 11 within a 250m radius, namely

- 1) Behrens Hall (Grade II)
- 2) Ashburne Hall (Lees, Mary Worthington, Ward and Central block), including the Alice Barlow memorial gates and Ashburne Hall Lodge (Grade II)
- 3) The Firs and Attached Annex (Grade II)
- 4) Lodge of the Firs, with Attached Gateway (Grade II)
- 5) Queen of Hearts Public House (Grade II)
- 6) Church of the Holy Innocents and St James (Grade II)
- 7) Fallowfield War Memorial (Grade II)
- 8) Synagogue (Grade II)
- 9) Unitarian Chapel (Platt Chapel) (Grade II)
- 10) Hollings Building at Manchester Metropolitan University (Grade II)
- 11) Section of an early medieval boundary ditch known as the Nico Ditch in Platt Fields 480m SSE of Platt Hall (Scheduled Monument)



Location of identified heritage assets numbers on plan correspond with list numbers above

The relationship of the site and buildings to the northern boundary and the grade II listed buildings at Behrens (1) and Ashburne (2) Halls means that new buildings could have minor beneficial and minor adverse effect on these listed buildings respectively. The minor adverse impacts would arise from the potential increase in built form in this location. The parameter plans indicate a reduction in height of future buildings closest to Ashburne Hall whilst the HVTIA states that mitigation of these impacts would be through detailed consideration of the architectural design and relationship of proposed buildings with these heritage assets.



Wireline diagram showing respective heights of proposed buildings set out in the parameters plan view from Whitworht Lane looking south-west – Ashburne Hall to the right with Owens Tower in the background

The HVTIA indicates a negligible -minor adverse effect of the proposals on the grade II listed buildings of the Firs (3) and associated Lodge (4). This would result from the impact of new development in the setting of the listed buildings in views outside of the site. Mitigation of these low-level effects would be achieved through the architecture, design and relationship of the new buildings with the heritage assets.



Wireline diagram showing respective heights of proposed buildings set out in the parameters plan view from Gunnery Lane looking west towards the application site

A negligible-minor adverse effect has also been identified on the Grade II listed Church of the Holy Innocents and St James. This is as a result of the potential impact of new buildings on the setting and appreciation of the church, which is an important local landmark through its tall, prominent tower. The tallest buildings could form a backdrop the roofscape of the church, and could reduce the prominence of the tower in views along Wilbraham Road and diminish its landmark quality to a limited degree. The detailed design in the future reserved matters applications must minimise this impact through the use of appropriate materials and design quality.



Wireline diagram showing respective heights of proposed buildings set out in the parameters plan view from Wilbraham Road looking towards Holy Innocents Church

The demolition of Owens Tower and the lower scale buildings proposal would remove a substantial built form from the area and townscape. The impact this would have on the character of the area was considered acceptable when planning approval was granted in 2015. There have not been significant changes in planning policy or in the local area to alter the conclusion that demolition of the existing buildings would be acceptable.

The parameters plan indicates building heights that would be lower than the current Owens Tower but would introduce greater height across the site overall. Concerns have been raised about the proposed density and heights in the parameters plan and the impacts of this on the character of the area. The illustrative masterplan sets out how development could be undertaken within these parameters with the retention of the tree belt around the site. It is accepted that the proposal would alter the character of this part of Fallowfield. However, with the positioning of taller buildings in the centre of the site, appropriate siting and quality of design, landscaping and retention of trees, the proposal should not have unacceptable impacts on visual amenity, the character of the area or nearby designated heritage assets.

Tall Buildings

The proposal involves taller buildings than those that surround it (up to 15 storeys). The application is supported by a Tall Buildings statement which assesses the height against the Council's Tall Buildings policy and English Heritage advice note on Tall Buildings.

The parameters plan and IM indicate that the site is an appropriate location for taller buildings which could signpost a significant facility. The IM, visualisations and Design Guide indicate that proposals of excellent design quality could be brought forward. Further consideration of the design quality against the tall building policy would be required at the reserved matters application stages to comply with this policy.

Design

The design intent for future reserved matters applications has been set out in the Design Guide. This would inform the detailed design, setting out the key principles to ensure the development is of high-quality that delivers the overall vision and objectives of the scheme. The Guide would ensure that matters identified in the supporting assessments, such as those in the HVTIA set out above, are fully incorporated to ensure mitigation is embedded in the future design.

It is considered that the guide provides an acceptable level of information to inform future applications and would help to deliver a high quality design and layout that responds to its context and on-site constraints.

Residential Amenity

There are homes around the site, generally separated by Wilmslow Road to the west or Moseley Road to the south, these include the three storey flats at Hilltop Court opposite the main entrance on Wilmslow Road about 30 metres away; two and three storey homes to the south on Carill Drive and Moseley Road between 25 and 60 metres away; and two storey homes on Redshaw Close off Whitworth Lane approximately 35 metres away.

Overlooking and Privacy -The Design Guide would set out minimum distances of 21 metres, including between new buildings and existing non-university buildings. Given the distances between the site and existing homes and the landscaping and trees to be retained, the proposal should not result in unacceptable impacts on residential amenity in terms of loss of privacy or overlooking.

Noise – A Noise and Vibration chapter in the ES assesses demolition, construction and operational effects following completion of development. It concludes that without mitigation the demolition and construction phases could have significant major adverse impacts in terms of noise on nearby residents and minor adverse impacts from vibration. An Outline Demolition Environmental Management Plan (ODEMP) has been produced which includes measures to mitigate and manage noise from the demolition works based on the concept of best practicable means (BPM). Mitigation measures would include the selection of plant and methods that produce lower levels of noise, and the use of localised screening and enclosures around noisy plant and activities. Environmental Health consider this to be acceptable subject to production of a final document.

As detailed proposals have not yet been developed, a baseline noise assessment has been undertaken and recommendations have been suggested to acoustically insulate the buildings and establish noise levels of any external plant and equipment

to meet the Council's guidance. Environmental Health are satisfied that these elements can be controlled by conditions and considered through future applications.

Daylight and Sunlight Assessment – A Daylight and Sunlight Assessment has been undertaken in accordance with the criteria and methodology within the Building Research Establishment handbook (BR209, 2022)

It reviewed the maximum parameters set out in the supporting documents and the illustrative masterplan. It assessed surrounding homes and Student Halls of residence at Sheavyn House and Ashburne Hall, homes south of Moseley and Ladybarn Road and Carill Drive and also Ladybarn House (student halls of residence) and homes to the west on Wilmslow Road.

The analysis demonstrates that developing the site to the full extent of its boundary under the maximum proposed parameters would result in some noticeable changes to many of the properties. The gaps between the blocks of the illustrative masterplan would mitigate the majority of these effects.

The assessment noted that properties which remain more materially affected are limited to student accommodation. The BRE guide that student accommodation is less sensitive than traditional homes. The Design Guide also sets out minimum distances between proposed and existing student accommodation to ensure both receive appropriate levels of daylight.

It concludes that the impacts are considered acceptable when considered against the reduced sensitivity of these buildings and the way in which the BRE guidance is intended to be used.

The analysis provides an assessment based upon the parameters and illustrative layout. When the scale and layout of buildings is provided in future applications, a further assessment would be required to ensure there are no unacceptable impacts on the daylight and sunlight at existing homes.

Off-site issues

A majority of responses from residents and residents' groups have raised concerns with the impacts of the proposals on current off-site issues. The issues raised include: anti-social behaviour of students within the area, litter and waste, and transient noise impacts late at night/early in the morning. The concerns raised suggest that an increase in bedspaces at Owens Park would create further instances of anti-social behaviour, litter and noise nuisance and further exacerbate an unbalance in the make-up of the local community and increase the pressure on local services including the Police and Council.

The Council recognises that there are issues that residents face due to the behaviour and impact of some students living in the wider community. These can affect the living conditions and well-being of permanent residents. The Council has taken several planning measures to address some of these concerns.

One of the early measures was to require planning permission for converting a family dwellinghouse to a small House in Multiple Occupation (HMO) (3 -6 persons) from October 2011. This was achieved by removing the permitted development rights through an Article 4 direction. The Council did this because these types of properties, which are popular with students in traditional student areas, had caused an imbalance and disruption in residential areas. In July 2012, the Council also introduced policy H11 in the Manchester Core Strategy which provides the criteria for deciding planning applications related to changes of use to HMOs. The policy aims to prevent further HMOs in areas where there is already a high concentration of such uses. This policy is still in effect and is used to assess and refuse these types of planning applications and to defend the decisions at any appeals. Therefore, the Council does have a mechanism to manage the provision of any further HMOs and to protect the areas with an already high concentration. The policy applies to proposals to extend HMOs where this could lead to an increase in the level of occupation.

There has been a recent planning appeal decision at the Usdaw Union Offices on Wilmslow Road immediately opposite the application site. This followed refusal of proposals to redevelop the site for PBSA (425 bedspaces). The site lies immediately adjacent the two storey terrace properties on the Fallowfield Brow. Amongst the reasons for refusal was one relating to the potential of the development to give rise to impacts on residential amenity by reason of noise, disturbance and general activity associated with the comings and goings and occupation of the development. Whilst the appeal was dismissed on other grounds the Planning Inspector concluded that the provision of PBSA accommodation would operate in a manner that contrasts with Houses in Multiple Occupation, in that it would be more effectively managed and would limit the potential for late night activities and associated noise, crime and anti-social behaviour. The Inspector reasoned that whilst outside of the application site it would be more difficult to manage behaviour, if this was attributable to its occupiers, those who manage the proposal could be approached by the relevant authorities. It was also considered in that case that the proposed student management plan would include measures that seek to keep such noise and disturbance to a minimum.

This site has been used as a student hall of residence for in excess of 60 years. It is an established feature of the area and would generate comings and goings, noise, and activity. The proposal would increase the level of accommodation at the site but it would operate as a managed facility with on-site staff and supervision.

The proposal would be subject to the operation of a student management plan. One has been submitted which sets out amongst other things that the site would be subject to a support and security team 24 hours a day and that the Residential Life Team made up of postgraduates students and staff would be available to provide support and guidance to students living in the halls. The plan identifies how anti-social behaviour would be managed with the local accommodation team dealing with student discipline issues initially but with a tiered escalation process where appropriate. Measures for dealing with complaints received is set out with how liaison is undertaken with local interests including - The Manchester Student Partnership that incorporates Manchester Student Homes, University of Manchester, Manchester Metropolitan University, Manchester City Council and Greater Manchester Police. The Partnership is committed to supporting all residents on key off campus issues including:

- Noise and anti-social behaviour,
- Community night-time support patrols
- Safety
- Waste and recycling

Whilst there are acknowledged problems in the wider area, this proposal has to be considered on its planning merits and the extent of the harm. The Council does not consider that managed accommodation on the site would cause a significant increase in activity in the area that would justify rejecting the application. There are policies that aim to limit the number of HMOs in the immediate area and the city and to manage the balance and mix of uses in the District Centre. These policies are measures available to the Council to deal with the housing and commercial issues that residents have raised and are being used to prevent an increase in new HMOs and are being supported through appeal decisions.

Ancillary support staff accommodation and residential dwellings for support staff

The outline proposals include an element of residential accommodation for support staff. This is in the form of 55 bedrooms and up to 1,200sqm of C3 residential dwelling floorspace. These facilities are for the 'ResLife team' who are a group of University campus representatives (typically but not necessarily non-students) who live in and amongst the students and provide pastoral care and support the management of the student population. The outline proposal provides for up to 1,200 sq m of C3 residential accommodation for ResLife staff members (and their families where appropriate). This accommodation would be more conventional, self-contained accommodation (in house or flat form) and so is distinct from the Sui Generis PBSA accommodation, notwithstanding that it is ancillary. The applicant indicates that the provision of ResLife accommodation is critical to the management of the campus and the delivery of welfare support to the student population. A condition is proposed to restrict the occupancy of these dwellings to employed members of the Reslife team.

Travel and Transport

Existing vehicular, pedestrian and cycle access to the site would be retained. 825 cycle spaces would be provided which equates to 25% provision of the 3,330 bedspace proposed as part of this application. It is proposed that the level of provision be monitored through the travel plan, with additional provision provided where this is required. The proposal would largely be car-free with vehicular access within the site available only to servicing/waste and accessible and staff parking. Accessible parking (21 spaces) and servicing would use existing access points on Whitworth Lane, removing vehicles from the primary access point off Wilmslow Road, which would create a pedestrianised gateway into the site, reflecting the predominant to and from movements of those residing at the site that would be undertaken along Wilmslow Road, by foot, cycle or via the bus network.



Existing access to the site from Wilmslow Road

An updated strategy would be developed and implemented to deal with students moving into and out at the start and end of term time. This would reduce impacts on surrounding streets through staggered arrival times and the management of vehicles to reduce dwell time at the site.

Accessibility

The Design Guide sets out an inclusive approach to the design of new accommodation so all users of the University can utilise the full range of facilities and services available. The future design and layout would take account of all groups and would include, but not limited to:

- a range of accessible accommodation to cover multiple needs
- access for all, including wheelchair users across the site
- suitable sanitary provision
- features to assist people with visual, hearing and cognitive difficulties to find their way around and safely
- age friendly design

Accessible accommodation it expected to be able to support the following:

- Wheelchair accessible room
- Ensuite accommodation
- Vibrating pillows, deaf alerters and flashing lights
- Accessible parking
- Fridge for medication storage
- Pastoral Care

There would be 21 accessible parking spaces accessed via Whitworth Lane. The accommodation mix and type of rooms is not yet known and the number of accessible rooms would be considered via reserved matters applications.

Green Infrastructure

The Design Guide sets out principles to enhance the landscaping on the site including; retain key tree groups to maintain the character and integrity of the site and minimise tree removals; provision of outdoor infrastructure to support positive use and social interaction; creating a range of social spaces connected by a network of convenient and attractive green routes; and, defining clear thresholds between thoroughfares through spaces. Landscaping would be designed as part of reserved matters applications, and the Design Guide principles are considered acceptable.

Arboriculture

There are trees within and adjacent the site boundary which range in quality and age. A Tree Report confirms that some moderate and low-quality trees, shrubs and hedges would be removed and replaced by new landscaping. The submitted Design Guide sets out a 3 for 1 approach to tree replacement and a requirement to fully justify the removal of any trees.



Junction of Wilmslow Road/Moseley Road and Wilbraham Road towards the south-western corner of the application site and the tree boundary



View east along Moseley Road showing southern tree boundary to the application site



View south along Wilmslow Road showing western tree boundary to the site

The submission indicates that the development can be delivered whilst retaining the site's green character with tree loss minimised. This is reflected in the illustrative masterplan and parameters plan that retains the trees that bound the site. The landscaping details would be considered under reserved matters applications. The parameters plan and Design Guide would be approved documents in a condition.

Biodiversity

The ES includes a chapter that assesses the likely environmental effects of the proposal on ecology. A Preliminary Ecological Appraisal has been undertaken, together with an extended habitat survey, bat surveys and a desk study of biological records for the site and surrounding area.

A number of the buildings and trees onsite could support wildlife, and the site includes numerous habitats and supports many species. There are no statutory designated sites on or within 2km and one non-statutory designated site within 1km – the Fallowfield Loop.

The proposal presents a number of ecological opportunities to reduce impacts and to enhance local biodiversity:

- Incorporating biodiverse green roofs
- Improving biodiversity through enhanced soft landscaping and planting
- Retaining the woodland trees around the site
- Incorporating further features for biodiversity such as bird and bat boxes

With the implementation of the identified mitigation and enhancement measures secured via conditions together with a future landscaping scheme, the proposal would accord with Policy EN 15 of the Core Strategy and the emerging policies of Places For Everyone Joint Plan (PfE).

Bats – A survey has confirmed that 5 buildings that would be demolished are used by roosting bats. These locations are not suitable for hibernating bats but if the proposal is approved the applicant would be required to obtain a Licence from Natural England to enable the scheme to proceed. This would require mitigation during demolition and provision of alternative roosts for the bats in the form of temporary bat boxes and permanent bat structures in the new buildings. 8 trees have bat roosting potential, 7 low risk and 1 moderate risk although this tree is off site.

The details and surveys have been fully assessed by the Councils specialist ecology advisors who raise no objection but recommend conditions for further surveys if demolition works do not commence within certain timescales given the phased nature of the proposal and to ensure the proposal includes measures.

Air Quality

An Air quality assessment in the ES predicts that the construction and operation of the development would not have a significant impact on the local air quality, subject to the implementation of mitigation measures. Given the presence and retention of perimeter planting and distance of built form from the road, it is not anticipated that there would be development adjacent to the boundary of an air quality management area that would cause significant impacts on future occupiers of the site.

Sustainability

An Environmental Standards and Energy Statements has been submitted that would be retested through future submissions to ensure they accord with adopted policy

and the relevant standards in place at that time. At this stage, the information confirms that the proposal would align with local and national policy requirements adopting a “fabric first” approach to developing an efficient, low carbon, comfortable and healthy accommodation, with heat loss due to building fabric and air leakage being reduced to a minimum.

Crime and Safety

A Crime Impact Statement prepared by Greater Manchester Police indicates that the volume of recorded crime in the area is high in crimes involving violence, criminal damage, vehicle crime and theft. Further statements would be required as part of future applications, but the proposal offers an opportunity to address existing issues with the site such as frontages to footways, design of buildings, and improve outdated security measures.

Waste Management

The submission includes outline details of how waste would be stored and managed. These details are acceptable but further details would be required at reserved matters stage and a condition is recommended.

The vitality and viability of Fallowfield District Centre

There is a perceived imbalance between the services and facilities that cater to the students and those that meet the needs of the non-student population. The existing campus does not provide onsite essential services and facilities and students rely on Fallowfield District Centre.



Commercial parade within the District Centre on Wilmslow Road opposite the application site

The proposal includes 4,500 sqm of space for a variety of ancillary uses, including retail, food and drink, and healthcare. These would increase and diversify the range of services and facilities on site, making the campus more self-sufficient and less dependent on the district centre. The increase in bedspaces at the site, would make provision of these services and facilities more viable and sustainable.

The ancillary floorspace would be proportionate to a site immediately adjacent the district centre and would replace around 1,500 sqm of existing space used as a café and two bars. The balance of uses proposed would be acceptable and reflects Core Strategy policy which identifies an element of supporting commercial uses as being acceptable at the Campus. The location and access arrangements to these facilities would be developed as part of future applications. This would be particularly relevant to nighttime uses and hot food takeaways to ensure their provision, and hours of opening reflect the Hot Food Takeaway Supplementary Planning Document policies and cumulative impact set out in Core Strategy policy C10.

Construction

It is anticipated that there would be impacts on residential amenity during the demolition and construction phase (noise and dust) and movements of construction vehicles. The ES indicates mitigation and best practicable means measures to minimise these temporary effects. An Outline Demolition Management Plan is acceptable at this stage subject to further detailed documents being provided to cover all the demolition and construction phases once a development partner has been secured. A condition would require the submission of a further demolition and construction management plan to ensure that the proposal would not give rise to significant impacts.

TV and Radio Reception Impact

A baseline signal survey and reception impact assessment indicate that widespread interference to digital terrestrial television (DTT) is not expected. The proposal may cause reception degradation immediately adjacent to the southeast of the site, but this effect is not expected to be severe. If any interference occurs, simple and cost-effective antenna betterment should restore the optimal reception of DTT services for any affected viewer.

The proposal could affect the reception of digital satellite television services (such as Freesat and Sky) in areas up to 118m to the northwest of the tallest element. However, as there are no satellite dishes / receptors in this area it is not expected that there would be any interference. The proposals are not expected to affect the reception of VHF (FM) radio broadcasts. A condition is proposed to ensure the appropriate mitigation is installed if required.

Flood Risk and Drainage

A flood risk assessment (FRA) which has reviewed all sources of flood risk and confirms that the site is in Flood Zone 1 and is a low risk from river and reservoir flooding but is at high risk from surface water flooding without mitigation.

A draft drainage strategy aims to intercept surface water runoff and discharge it in accordance with the drainage hierarchy. It recommends a storm water flow wayleave on the southeast corner of the site and that finished floor levels are raised 300mm above the higher of the surrounding exterior level. The final drainage strategy would be developed as part of reserved matters applications.

Consultation responses have been received from the Environment Agency, United Utilities and the City Council Flood Risk Management team about flood risk and drainage. No objections have been raised and conditions are proposed.

Lighting

The overall approach to external lighting is set out in the Design Guide. The lighting would need to address areas of darkness as well as lighting to avoid perimeter woodland areas for biodiversity purposes; avoiding light spill to bat roosts/boxes and vegetation; and developing a pathway lighting strategy to create pools of light at junctions and entrances. Further lighting details would be assessed as part of reserved matters applications.

Ground conditions

A ground conditions desk based study is acceptable but further intrusive investigations would be required once demolitions have taken place. As such a condition would require further site investigations to take place and for the results of these and a remediation strategy to be prepared and submitted for approval.

Other Matters

The notification process for the application has been criticised. Over 2000 addresses were notified, notices were posted around the site and an advertisement was placed in the Manchester Evening News. The scope of this is significantly greater than is statutorily required. The applicant undertook their own exercise prior to submission, and this is detailed in the consultation section of this report.

The level of engagement and correspondence received demonstrates that the notification process has enabled residents and other interest groups to engage with and comment on the proposal.

Benefits of the proposals

The proposal would deliver a number of benefits including:

The temporary construction and demolition phase would, support around 639 FTE jobs. The operational phase could create 73 jobs. It is proposed to attach a local labour benefit condition to any approval to maximise job opportunities for Manchester residents.

The proposal would result in the delivery of high quality modern PBSA in a managed setting on previously developed land. This would address an identified need for further PBSA in the City in an appropriate location.

The site is an established student hall location where there are support facilities and infrastructure that would further benefit from the creation of a safe and attractive location for students to live and through additional on-site facilities.

The provision of ancillary floorspace would allow provision of on-site support facilities for students and reduce the demands on Fallowfield district centre arising from the student accommodation on the campus.

The proposal would improve the visual appearance of the site and wider area and deliver a sustainable form of development and enhanced on site biodiversity in a location well served by active travel infrastructure and bus network.

Conclusion

The proposal seeks to develop part of the Fallowfield Campus to provide modern high-quality halls of residence and increase the number of bedspaces. The principle of redeveloping the site was previously considered acceptable through the granting of the 2015 planning approval. The applicant has reviewed the potential to retain buildings since the 2015 approval but concludes that this would be sub optimal in terms of the quality and amount of accommodation and would not be a long term solution. There have been no material changes in local or national policy since that time that would indicate that the redevelopment of the site for further student accommodation cannot be supported in principle.

The application is in outline with sufficient detail, and an appropriate level of surveys to allow an assessment of the likely effects during demolition, construction and operational phases. These conclude that the proposals would not cause effects or impacts, that would be significant subject to mitigation. Conditions are proposed to ensure the mitigation measures are implemented.

The proposal would not result in unacceptable impacts and accords with local planning policies set out within the Core Strategy and Saved Unitary Development Plan and the National Planning Policy Framework and National Planning Policy Guidance and there are no other material considerations to indicate otherwise.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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 policies 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 APPROVE

Article 35 Declaration

The application has been determined in a positive and proactive manner, any issues that have arisen during the course of the application have been discussed with the applicant's agent. In this instance appropriately worded conditions are proposed.

Conditions to be attached to the decision

1) Applications for approval of reserved matters for the development must be made to the City Council as local planning authority before the expiration of three years beginning with the date of this approval.

The development hereby permitted shall be begun either not later than the expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such reserved matters to be approved.

Reason - Required to be imposed pursuant to Section 92 of the Town and Country Planning Act 1990.

2) Prior to the submission of the first application for the approval of reserved matters, with the exception of the Phase 1a demolition works as defined, a Phasing Plan which outlines the intended phasing of the development shall be submitted to and approved by the City Council as local planning authority. Subsequently, applications for the approval of reserved matters shall be submitted and the development delivered in accordance with the approved Phasing Plan.

References within conditions of this decision notice to 'phase' relate to a phase of development as defined by the Phasing Plan approved pursuant to this condition.

Reason - To ensure the satisfactory development of the site and because this application is in outline only.

3) Approval of the details of the appearance of the buildings, the landscaping, scale and layout of the site (hereinafter called "the reserved matters") for each phase of development shall be obtained from the local planning authority in writing before any development is commenced within that phase the exception of the Phase 1a demolition works shown on approved plan reference 'Phase One A- Owens Park Planned Demolition Figure 2'.

Plans and particulars of the reserved matters shall be submitted in writing to the local planning authority and shall be carried out as approved.

Reason - To ensure the satisfactory development of the site and because this application is in outline only.

4) The development hereby approved shall be carried out in accordance with the following drawings and documents:

6952-SRA-XX-XX-DR-A-00801 P02 PARAMETER PLAN DEVELOPABLE AREA;

6952-SRA-XX-XX-DR-A-00800 P01 PARAMETER PLAN MAXIMUM HEIGHTS;

6952-SRA-XX-XX-DR-A-00802 P01 SITE ACCESS POINTS ;

Redevelopment of Fallowfield Campus - University of Manchester- Design Guide;

Student Management Plan - University of Manchester;

Ground Conditions Phase 1 Desk Study Report UoMF-BH-XX-XX-RP-GE-0001 reference 053454 dated 23 August 2023 Revision P02;

Flood Risk Assessment UoMF-BH-XX-XX-RP-CW-0001 reference 0053454 dated 29 August 2023 Revision P02;

Archaeological Desk-based Assessment - SA/2023/36 Version 1;

The Environmental Statement and accompanying appendices reference 0053454 dated 25 August 2023 Revision P02;

All as submitted to the City Council as local planning authority on the 15.09.2023

Phase 1a Owens Park demolition: Demolition Environment Management Plan; Phase One A -Owens Park Planned Demolition Figure 2 both as received by the City Council as local planning authority on the 04.12.2023

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policy DM1 of the Manchester Core Strategy.

5) The development hereby approved shall not exceed:

- the height parameters as set out on drawing reference 6952-SRA-XX-XX-DR-A00800 P01

- the extent of the developable area set out on drawing reference 6952-SRA-XX-XXDR-A-00801 P02 ;

- the site access points as set out on drawing reference 6952-SRA-XX-XX-DR-A00802 P01;

- provision of up to 3,300 Purpose Built Student Accommodation bedrooms (Sui Generis use class) with associated facilities including waste storage, laundry and cycle storage;
- a maximum of 4,500 sq m of floorspace to be used for ancillary purposes associated with the student residential use of the site within Use Class F1a, Class E(a), E(b), E(c), E(d), E(g), Sui Generis (drinking establishment and hot food takeaway);
- ancillary supporting staff accommodation (up to 55 bedrooms) (Sui Generis use class); and
- a maximum of 1,200 sq m of ancillary residential dwellings (Use Class C3)

Reason - To ensure the development does not exceed the parameters disclosed in the planning application.

6) As part of the first application for the approval of reserved matters a timescale for the submission of a scheme for the re-use of the 'Mitzi Cunliffe Relief' as identified within the Heritage, Townscape, Visual Impact Assessment received on the 15th September 2023 shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be undertaken in accordance with the agreed details.

Reason - To ensure the safe removal, protection and re-use of a work identified as being of artistic interest pursuant to policy EN3 of the Core Strategy and section 16 of the NPPF.

7) Demolition of Buildings B10, B11 & B12 within the Owens Park area of the site as identified in the Bat Dusk Emergence and Dawn Re-entry Surveys report - Thomson Environmental Consultants: Project No: RID002-001-001 shall not in any circumstances commence unless the local planning authority has been provided with either:

- a) a license issued by Natural England pursuant to Regulation 55, of the Conservation of Habitats and Species Regulations 2017 authorising the specified activity/development go ahead: or
- b) a statement in writing form the relevant licensing body to the effect that it does not consider that the specified development will require a license.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Core Strategy.

8) Demolition of buildings B19 & B25 Oak House and Woolton as identified in the Bat Dusk Emergence and Dawn Re-entry Surveys report - Thomson Environmental Consultants: Project No: RID002-001-001 shall not in any circumstances commence unless the local planning authority has been provided with either:

- a) a license issued by Natural England pursuant to Regulation 55, of the Conservation of Habitats and Species Regulations 2017 authorising the specified activity/development go ahead: or

- b) a statement in writing form the relevant licensing body or LPA to the effect that it does not consider that the specified development will require a license or
- c) following updated surveys clear evidence that the buildings are no longer suitable for bat is provided.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Core Strategy.

9) As part of any reserved matters application submitted in relation to the part of the site which accommodates Oak House and Woolton Hall and The Limes or in relation to any phase of development for which an application for the approval of reserved matters is submitted after the 30th April 2025 an updated bat survey will be provided. Any mitigation measures outlined within the survey shall be fully complied with.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Core Strategy.

10) The removal of any tree with bat roosting potential as identified in the Ecological Constraints and Opportunities Report- Buro Happold ref. 0053454 shall not in any circumstances occur until further information on how bats shall be safeguarded has been provided to and agreed in writing by the local planning authority. Works shall be undertaken in accordance with the agreed details.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended and to comply with policy EN15 of the Core Strategy.

11) As part of reserved matter applications for any phase of development a detailed survey for invasive plant species including but not restricted to Japanese knotweed, *Cotoneaster* spp and *monbretia* shall be undertaken and the finding submitted to and agreed in writing by the City Council as local planning authority. If any invasive species are present, a method statement detailing avoidance, control and eradication measures shall also be submitted to and agreed in writing by the City Council as local planning authority, prior to any earthworks commencing. The development shall be undertaken in accordance with the agreed details.

Reason - To prevent the spread of invasive species which have previously been found on part of the site in accordance with the Wildlife and Countryside Act 1981.

12) As part of the first reserved matters applications a strategy outlining the approach to biodiversity net gain assessment across all phases of development shall be submitted to and agreed in writing by the City Council as local planning authority. The strategy should indicate the approach to assessment across the site, how this is to be assessed per phase and how any shortfall in a minimum of 10% Biodiversity Net Gain across the site would be mitigated. The strategy shall be implemented across each phase of development and a verification report provided on the completion of the final phase of development to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved

strategy. Any instances of non - conformity with the strategy shall be detailed along with any measures required to ensure compliance with the agreed strategy.

Reason - To secure biodiversity enhancements across the application site pursuant to policy EN15 of the Core Strategy and the NPPF.

13) Prior to any phase of development including demolition and vegetation clearance commencing (excluding Phase 1a as identified on drawing reference Phase One A - Owens Park Planned Demolition Figure 2) a biodiversity mitigation and enhancement implementation and management strategy for all phases shall be submitted to and agreed in writing by the City Council as local planning authority.

The submitted strategy shall include:

- Habitat creation and management covering a 30 year period from the implementation of each phase;
- Bird nesting proposals based on species likely to colonise the site;
- Bat mitigation and enhancement strategy and;
- Other Wildlife

The development shall be carried out in accordance with the approved plan.

Reason - To secure biodiversity enhancements across the application site pursuant to policy EN15 of the Core Strategy and the NPPF.

14) Any application for the approval of reserved matters shall include an updated Transport Assessment which considers pedestrian movements, cycle movements and bus capacity in relation to that phase of development and, if necessary based on the updated Transport Assessment, shall include a Sustainable Transport Strategy which shall outline measures for delivering localised improvements in these areas. Any such strategy shall be implemented thereafter in accordance with a timetable which shall be set out within the strategy.

Reason - In the interests of highway and pedestrian safety pursuant to policies DM1 T1 and T2 of the Core Strategy.

15) a) Prior to the commencement of the development of any phase of development (excluding the demolition of buildings within Phase 1a as identified on drawing 'Phase One A -Owens Park Planned Demolition Figure 2'), details of a Local Benefit Proposal in relation to that phase which demonstrates commitment to recruit local labour for the duration of the construction of the phase of development, shall be submitted to and approved in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction of the phase of development to which it relates to. In this condition a Local Benefit Proposal means a document which includes:

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

b) Within one month prior to construction work being completed, a detailed report which takes into account the information and outcomes about local labour

recruitment pursuant to items (i) and (ii) above shall be submitted for approval in writing by the City Council as Local Planning Authority.

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

16) No development works (excluding demolition) shall take place within any phase of development until the applicant or their agents or their successors in title has secured the implementation of a programme of archaeological works relating to that phase in accordance with a Written Scheme of Investigation (WSI) which has been submitted to and approved in writing by the local planning authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
 - archaeological evaluation trenching;
 - pending the results of the above, an open-area excavation (subject to a revised WSI).
2. A programme for post-investigation assessment to include:
 - production of a final report on the results of the investigations and their significance.
3. Deposition of the final report with the Greater Manchester Historic Environment Record.
4. Dissemination of the results of the archaeological investigations commensurate with their significance.
5. Provision for archive deposition of the report and records of the site investigation.
6. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason- To record and advance understanding of heritage assets impacted on by the development and to make information about the heritage interest publicly accessible pursuant to policy EN3 of the Manchester Core Strategy (2012) and in accordance with NPPF policy 16, paragraph 205.

17) Prior to the commencement of demolition works including site and vegetation clearance within any phase of development, a demolition management plan outlining working practices shall be submitted to and approved in writing by the City Council as local planning authority, which for the avoidance of doubt shall include:

- Measures to control noise and vibration;
- Method statement for the removal, storage, and timescale for the submission of a scheme for the re-use of features within the site identified as being of heritage value within the approved Heritage, Townscape, Visual, Impact Assessment
- Dust and smoke suppression measures;
- Sheeting of construction vehicles.
- Avoidance strategy for nesting birds,
- Management of mammals and hedgehog,
- the phasing and quantification / classification of vehicular activity associated with the demolition
- Commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway;

- A highway dilapidation survey, the survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site;
- Contractor parking provision.

The demolition works shall only be carried out in accordance with the approved management plan.

Reason - To safeguard the amenities of nearby residents and for reasons of flight safety and protection of wildlife pursuant to policies SP1, EN15, EN19, DM1 and DM2 of the Manchester Core Strategy.

18) Prior to the commencement of construction works including any site or vegetation clearance within any phase of development, a construction and environmental management plan outlining working practices in relation to that phase, shall be submitted to and approved in writing by the City Council as Local Planning authority, which for the avoidance of doubt shall include:

- Measures to control noise and vibration;
- Dust suppression measures;
- Sheeting of construction vehicles.
- Avoidance strategy for nesting birds.
- Management of mammals and hedgehog.
- The phasing and quantification / classification of vehicular activity associated with the construction.
- Utility works and associated traffic management
- Commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway.
- Contractor parking provision.
- A highway dilapidation survey, the survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

The development shall be carried out in accordance with the approved management plan.

Reason - To safeguard the amenities of nearby residents and for reasons of flight safety and protection of wildlife pursuant to policies SP1, EN15, EN19, DM1 and DM2 of the Manchester Core Strategy.

19) Any application for the approval of reserved matters for a phase of development as defined by the Phasing Plan approved via Condition 2, shall include a fire service site access plan in relation to that phase, and where any building in any phase relates to a 'relevant building' as set out within article 9A of The Town and Country Planning (Development Management Procedure and Section 62A Applications) (England) (Amendment) Order 2021, or any legislation amending or replacing the same, a Fire Statement will be submitted as part of that reserved matters application.

Reason - In the interests of public safety pursuant to policy DM1 of the Core Strategy.

20) a) Before the development within each phase commences, with the exception of demolition and site clearance, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out before development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

b) When the phase of development commences, that phase of development shall be carried out in accordance with the previously agreed Remediation Strategy and prior to occupation a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority. In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development in each phase is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected, and appropriate remedial action is taken in the interests of public safety, pursuant to policies EN17 and EN18 of the Core Strategy.

21) Piling or any other foundation designs using penetrative methods shall not be permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to groundwater. The development shall be carried out in accordance with the approved details.

Reason To ensure that the proposed piling activity is protective of controlled waters in line with paragraph 174 of the National Planning Policy Framework and policy EN17 of the Core Strategy.

22) Prior to the commencement of development within each phase with the exception of demolition and site clearance, a surface water drainage scheme prepared in

accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards shall be submitted to and approved in writing by the City Council as local planning authority. The submitted scheme shall set out the drainage strategy for the whole site and shall include the following:

- A finalised drainage layout showing all components, outfalls, levels and connectivity;
- Maximised integration of green SuDS components (utilising infiltration or attenuation) if practicable;
- Progression through the drainage hierarchy shall be evidence based and supported by site investigation and feasibility study. Results of ground investigation carried out under Building Research Establishment Digest 365. Site investigations should be undertaken in locations and at proposed depths of the proposed infiltration devices. Proposal of the attenuation that is achieving half emptying time within 24 hours. If no ground investigations are possible or infiltration is not feasible on site, evidence of alternative surface water disposal routes (as follows) is required.
- Details of surface water attenuation that offers a reduction in surface water runoff rate to the following criteria: discharge to the Fallowfield Brook ordinary watercourse shall achieve Greenfield rates (either by direct connection or by outfall from public surface water sewer into the brook). Discharge to the combined public sewer shall achieve at least a 50% reduction in runoff rate compared to the existing rates with the aim of reducing to the Greenfield rates, as the site is located within the Levenshulme Fallowfield Critical Drainage Area;
- Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment;
- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event with allowance for 45% climate change in any part of a building;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements). Overland flow routes need to be designed to convey the flood water in a safe manner in the event of a blockage or exceedance of the proposed drainage system capacity including inlet structures. A layout with overland flow routes needs to be presented with appreciation of these overland flow routes with regards to the properties on site and adjacent properties off site.
- Where surface water is connected to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.
- Where surface water is connected to the ordinary watercourse, agreement in principle from Manchester City Council as Lead Local Flood Authority is required. Please note that all new connections to the watercourses shall comply with reduction of flows to Greenfield runoff rates. An email of acceptance of proposed flows and/or new connection will suffice.
- Where surface water is connected to ordinary watercourse, any works within or adjacent to the watercourse that would affect it would require consent from Manchester City Council as Lead Local Flood Authority.

- Where surface water is connected to ordinary watercourse, evidence of pollution control measures (preferably through SuDS) is required.
- Hydraulic calculation of the proposed drainage system.
- Construction details of flow control and SuDS elements.

The development shall be carried out in accordance with the agreed details.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. This condition is imposed in light of national policies within the NPPF and NPPG and local policies EN08 and EN14.

23) No phase of development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- Verification report providing photographic evidence of construction as per design drawings;
- As built construction drawings;
- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development.

24) Prior to the commencement of development in each phase with the exception of the demolition of buildings within Phase 1a as identified on drawing 'Phase One A - Owens Park Planned Demolition Figure 2', full details of all necessary off-site highway works shall be submitted to and approved in writing by the City Council as Local Planning Authority. Such works could include:

- Required amendments to TRO's to protect visibility splays
- Full technical details of all vehicular and pedestrian accesses, associated tactile paving, dropped kerbs etc
- Reinstatement of any footway or amended redundant accesses.

The development shall not be occupied until all the necessary off-site highway works have an agreed timescale for implementation. The development shall only be occupied in accordance with the agreed works.

Reason - In the interests of highway safety, pursuant to Policies DM1 and SP1 of the Manchester Core Strategy.

25) Prior to the commencement of development in each phase, with the exception of demolition and site clearance, full details of electric car charging points to be installed with that phase of development shall be submitted to and agreed in writing by the City Council, as Local Planning Authority. The approved details shall then be

implemented as part of the development and be in place prior to the first occupation of that phase of development and retained thereafter.

Reason - In the interest of air quality pursuant to policy EN16 of the Manchester Core Strategy.

26) Prior to the commencement of development in each phase, with the exception of demolition and site clearance, a Delivery and Servicing Management Strategy for that phase shall be submitted to and agreed in writing by the City Council as local planning authority. The submitted strategy shall ensure that servicing/delivery activities across the site are co-ordinated to ensure efficient use of any internal loading bays/short-stay parking areas. The strategy should also take into consideration food/parcel deliveries, providing clear direction on the following:

- Designated delivery drop-off points
- Delivery and servicing hours for the site
- Provision of clear signage in common areas to guide delivery drivers to the drop-off point;
- Inform all new residents on the designated drop-off point and any specific rules or guidelines they need to follow when receiving deliveries;
- Establish specific delivery hours for residents of the development where possible;
- Periodically review how the drop-off process is working and encourage resident feedback;
- Set up a secure delivery holding area within the development; and
- Monitor Security Concerns.

The development shall operate in accordance with the agreed strategy.

Reason - In the interests of pedestrian and highway safety pursuant to policy DM1 of the Core Strategy.

27) Prior to the first occupation of any phase of development hereby approved an Arrival/Departure Strategy in relation to that phase shall be submitted to and agreed in writing by the City Council as local planning authority. The strategy shall set out details of how cars arriving and departing the site at the beginning and end of academic year are to be managed. The development shall be subsequently carried out in accordance with the agreed strategy.

Reason - To ensure that an appropriate strategy is in place to deal with peak periods of car arrivals and departures to the site and to minimise the impacts on the surrounding highway network pursuant to policy T2 and DM1 of the Core Strategy.

28) Prior to the first occupation of any phase of development hereby approved a detailed Travel Plan in relation to that phase shall be submitted to and agreed in writing by the City Council as Local Planning Authority prior to first occupancy of the residential accommodation hereby approved. In this condition a Travel Plan means a document which includes:

- (1) The measures proposed to be taken to reduce dependency on the private car by those attending or employed in the development;
- (2) A commitment to surveying the travel patterns of staff and customers during the first three months of the development and thereafter from time to time;

(3) Mechanisms for the implementation of the measures to reduce dependency on the private car; and

(4) Measures for the delivery of specified travel plan services; and measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car.

Within six months of the first use of the development within any phase, a revised Travel Plan which takes into account the information about travel patterns gathered pursuant to item (2) above shall be submitted to the City Council as local planning authority for approval.

Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To reduce dependency on the car travel and to promote alternative means of transport, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

29) Prior to the first occupation of any phase of development details of the space and facilities for bicycle parking associated with that phase shall be submitted to and agreed in writing by the City Council as local planning authority. The approved space and facilities shall then be installed, retained and permanently reserved for bicycle parking.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with policies SP1, T1 and DM1 of the Manchester Core Strategy

30) a) Fumes, vapours and odours shall be extracted and discharged from the premises in accordance with a scheme to be submitted to and approved in writing by the City Council as local planning authority before the use of each phase commences.

Mixed use schemes shall ensure provision for internal ducting in risers that terminate at roof level. Schemes that are outside the scope of such developments shall ensure that flues terminate at least 1m above the eave level and/or any openable windows/ventilation intakes of nearby properties.

b) Prior to commencement of the use of each phase hereby approved confirmation shall be submitted for the approval of the City Council as local planning authority that the approved scheme has been implemented.

Reason - In the interests of the amenities of occupiers of nearby properties pursuant to Core Strategy policy DM1.

31) Prior to the first use of any floorspace in use as either Class F1a, Class E(a), E(b), E(c), E(d), E(g), or Sui Generis (drinking establishment and hot food takeaway) within any phase of development, details of the opening and operating hours of the use within that phase shall be submitted to and agreed in writing by the City Council

as local planning authority. The floorspace shall be operated in accordance with the agreed details.

Reason - To safeguard the amenities of the occupiers of the development and nearby residential accommodation pursuant to policy DM1 of the Core Strategy.

32) Prior to the commencement of development within each phase, with the exception of demolition and site clearance, an external lighting scheme in relation to that phase shall be submitted to and agreed in writing by the City Council as local planning authority. The scheme shall be designed so as to control glare and light overspill onto nearby residential properties and in line with best practices to avoid impacts on nocturnal animals.

b) Prior to occupation of the respective phase of development, a verification report shall be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved scheme. The report shall also undertake post completion testing to confirm that acceptable criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the criteria.

Reason - To safeguard the amenities of the occupiers of nearby properties and protected species pursuant to policies EN15 and DM1 of the Core Strategy.

33) a) Prior to the commencement of development within each phase, with the exception of demolition and site clearance, a scheme for the acoustically insulation of buildings to limit the breakout of noise in accordance with a noise study of the buildings and a scheme of acoustic treatment shall be submitted to and approved in writing by the City Council as local planning authority. The scheme shall be implemented in full before the use commences.

b) Prior to the occupation of the relevant phase of development a verification report shall be submitted to and agreed in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved scheme. The report shall also undertake post completion testing to confirm that acceptable criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties pursuant to policy DM1 of the Core Strategy and saved Unitary Development Plan policy DC26.

34) a) Prior to the commencement of development within each phase, with the exception of demolition and site clearance, a scheme for acoustically insulating the proposed residential accommodation against noise from Wilmslow Road and Moseley Road in relation to that phase shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential

sources of noise which require consideration on or near the site, including any local commercial/industrial premises.

The potential for overheating shall also be assessed and the noise insulation scheme shall take this into account.

The approved noise insulation and ventilation scheme shall be completed before any of the dwelling units are occupied within each relevant phase. Noise survey data shall include measurements taken during a rush-hour period and nighttime to determine the appropriate sound insulation measures necessary.

b) Prior to first occupation of the residential units within each phase, a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved scheme. The report shall also undertake post completion testing to confirm that the internal noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance and to reduce the potential for overheating pursuant to policy DM1 of the Core Strategy and saved Unitary Development Plan policy DC26.

35) a) Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. Prior to the first use of any phase of development, the scheme for that phase shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences.

b) Prior to the operation of the relevant phase of development a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the phase of development conforms to the recommendations and requirements in the approved scheme. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site pursuant to policy DM1 of the Core Strategy and saved Unitary Development Plan policy DC26.

36) a) Prior to the commencement of development within each phase, with the exception of demolition and site clearance, a scheme for the storage and disposal of

refuse in relation to that phase shall be submitted to and approved in writing by the City Council as local planning authority.

b) The details of the approved scheme shall be implemented as part of that phase of development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of amenity and public health pursuant to policy DM1 of the Core Strategy.

37) a) Prior to commencement of development within each phase, with the exception of demolition and site clearance, an exposure assessment together with any mitigation measures to safeguard local air quality in relation to that phase shall be submitted to and approved in writing by the City Council as local planning authority.

b) Prior to occupation of the relevant phase of development any agreed mitigation measures shall be implemented and verified as such in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Core Strategy

38) Any residential dwellings (Use Class C3) provided as part of the development shall be strictly occupied only by a single household, at least one member of which must be employed by either the University of Manchester or the operator of the development for the purposes of providing care and support to student residents of the campus. Occupancy shall be restricted on this basis and any such accommodation shall not be available for sale or rent on the open market or on any other basis.

Reason - In the interests of the amenities of occupiers of nearby properties and to ensure the accommodation is used for the purposes divulged within the application submission pursuant to policy DM1, SP1, and H11 of the Core Strategy.

39) Each phase of development, shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a secure by design accreditation in relation to that phase.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy and to reflect the guidance contained in the National Planning Policy Framework.

40) a) Prior to the commencement of development within each phase, with the exception of demolition and site clearance, an updated Energy Strategy (ES) and Environmental Standards Statement (ESS) shall be submitted to and agreed in writing by City Council.

b) Within 3 months of the completion of the relevant phase of development a verification statement/ certification shall be submitted to and approved in writing, by

the City Council as local planning authority, confirming the incorporation of the specified measures within the submitted ES and ESS .

Reason - In order to minimise the environmental impact of the development pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Core Strategy for the City of Manchester and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

41) Prior to the commencement of development within each phase, with the exception of demolition and site clearance, studies containing the following with regard to television reception in the area containing the site shall be submitted to and approved in writing by the City Council as local planning authority:

a) Identify, before the development of the phase commences, the potential impact area in which television reception is likely to be adversely affected by the development. The study shall be carried out either by the Office of Communications (OFCOM), or by a body approved by OFCOM and shall include an assessment of when in the construction process an impact on television reception might occur.

b) Measure the existing television signal reception within the potential impact area identified in (a) above before development commences. The work shall be undertaken either by an aerial installer registered with the Confederation of Aerial Industries or by a body approved by the Independent Television Commission and shall include an assessment of the survey results obtained.

c) Assess the impact of the development on television signal reception within the potential impact area identified in above within one month of the practical completion of the relevant phase of development or before the relevant phase of development is first occupied, whichever is the sooner, and at any other time during the construction of the relevant phase of development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area. The study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out in (b) above.

The measures identified must be carried out either before the building is first occupied within each phase of development or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception. In the interest of residential amenity, as specified in policy DM1 of 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: 138126/OO/2023 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:

**Active Travel England
Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
Heritage & Urban Design
Greater Manchester Police
United Utilities Water PLC
Environment Agency
Transport For Greater Manchester
Greater Manchester Archaeological Advisory Service
Health & Safety Executive (Fire Safety)
Manchester Airport Safeguarding Officer
Greater Manchester Ecology Unit
Withington Civic Society
Rusholme, Fallowfield & Moss Side Civic Society
South East Fallowfield Residents Association
Planning Casework Unit**

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

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