

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
130912/FO/2021	14th Jul 2021	21st Oct 2021	Cheetham Ward

**Proposal** Creation of a homeless accommodation centre (Sui Generis) with ancillary healthcare office/facility together with demolition works and elevation alterations

**Location** 20 Lord Street, Manchester, M4 4FP

**Applicant** LBG1.10 Ltd c/o MCR Property Group , Universal Square, Devonshire Street North, Manchester, M12 6JH,

**Agent** Miss Lauren Neary, Avison Young, Norfolk House, 7 Norfolk Street, Manchester, M2 1DW

## EXECUTIVE SUMMARY

The proposal is for the creation of accommodation for 31 homeless men (sui generis) with an ancillary healthcare office/facility following demolition works and elevational alterations to the existing building.

18 objections have been received plus a general comment of support.

### Key Issues

**Principle of the proposal and the schemes contribution to regeneration** The development is in accordance with national and local planning policies. The loss of employment land in the Strangeway Employment Area would be contrary to policies EC1 and EC4 of the Core Strategy and saved policy CC10 of the UDP. However, the proposal would meet the exceptions test in policy EC2 as it would offer greater benefits to the overall objectives of the development plan through the provision of accommodation for homeless people. The proposal would not result in an over concentration of this type of accommodation and would meet a recognised need.

**Economic** Jobs would be created during the construction process and 10 members of staff would operate the accommodation. The premises would support up to 31 homeless men, at any one time, back into employment and long term housing. The proposal would have a dedicated on site healthcare facility.

**Social** A holistic offer would provide homeless men with access to healthcare, employment support and help with long term housing to enable independent living and prevent a return to living on the streets. An operational management strategy would provide strict criteria for referral. CCTV and improved natural surveillance would provide a safe and secure environment for those using the building and in the local area.

**Environmental** Energy consumption at the building would be minimised. The appearance of the building would be improved and natural surveillance provided.

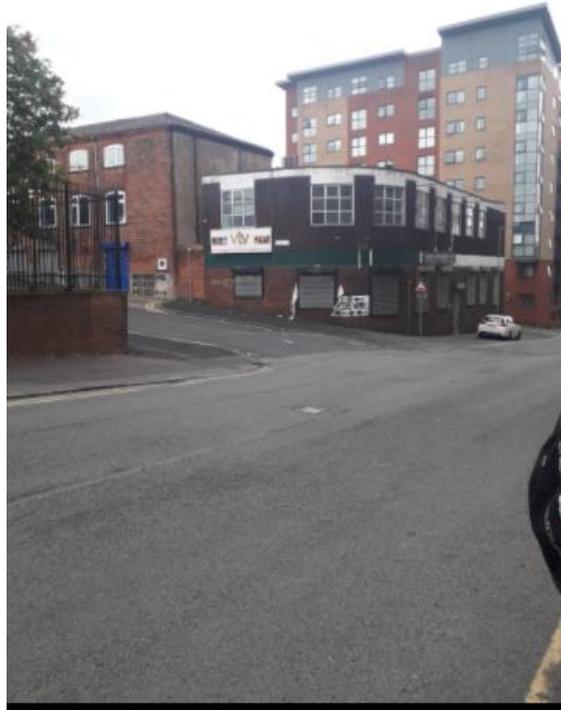
Waste management would prioritise recycling to minimise the amount of waste going to landfill. The building is located close to the city centre and has good public transport links.

**Impact on local residents** The proposal would generate comings and goings which are commensurate with this area. The operational management strategy would ensure that residents of the development would be low risk and be actively seeking to find employment and long term housing solutions.

A full report is attached below for Members consideration.

## **Description**

The site is 0.09 hectares, and bounded by Lord Street, Stock Street, Stock Street East and Mehtab House, a car garage/workshop to the north. It comprises two connected buildings and a detached building which are vacant.



### ***Existing buildings at the application site***

The topography around the site varies significantly rising sharply from Lord Street along Stocks Street and Stocks Street East. The main building entrance is on Lord Street. There are roller shuttered windows on the main façade.



### **Location Plan**

The area to the north and west of the site is dominated by commercial and industrial buildings. Immediately to the south, on the opposite side of Lord Street, is a high-density residential area known as the Green Quarter.

St Chads Roman Catholic Church, a Grade II listed building, is further along Stocks Street. The site is in Flood Zone 1 and in a critical drainage area. The site is also close to an Air Quality Management Area (AQMA) along Cheetham Hill Road.

The site is in the employment area of Strangeways as defined in the Manchester Core Strategy. It is also between two major areas of regeneration at Victoria North to the east, and Great Ducie Street to the west.

This is a highly accessible location just off Cheetham Hill Road and a short walk from the city centre and Victoria Station which provides access to rail, tram and bus services across the north west and beyond.

### **The proposal**

The buildings at the junction of Lord Street and Stocks Street would be refurbished to provide accommodation for 31 homeless people. It would include ancillary facilities, external amenity space and storage areas.

The accommodation would support single male rough sleepers who have low risk/support needs. Each bedroom would have en-suite accommodation with

communal areas for cooking, washing clothes, break out areas, meeting spaces and therapeutic activity areas.

Residents would use the communal areas to search for jobs, skills development and apply for benefits, and to relax. An external landscape terrace would provide seating and access to the refuse store. It would be to the rear of the property within the secure boundary. An ancillary healthcare office/facility would be co-located in the building and ancillary to the main use.

Elevational alterations would include window replacements, new window openings and closing existing openings. The detached building would be demolished to allow the creation of the external amenity area, first floor terrace and storage area.

A new larger entrance with level access would be created off Lord Street and the existing entrance closed up. This would lead to a reception area with access to interview rooms, break out areas, laundry rooms and staff facilities. A separate entrance to the healthcare office/facility would be provided from Stocks Street. Level access to this facility would be provided from within the courtyard at the rear of the building.

Lift access would be provided to the upper floors and the external amenity area. The first and second floor would be occupied by bedrooms, with two being accessible. An external fire escape is required as a means of escape.

### **The planning submission**

The planning application is accompanied by the following documents:

- Application form, notices and certificates;
- Application Covering Letter;
- Planning Statement;
- Design and Access Statement including Waste Management Strategy;
- Waste Management Proforma;
- Management and Operations Statement;
- Crime Impact Statement;
- Acoustic Assessment;
- Transport Statement;
- Environmental Standards Statement; and,
- Draft Local Labour Agreement.

### **Consultations**

The proposal has been advertised as being of public interest and affecting the setting of a listed building. Notification letters have been sent to an extensive area of local residents and businesses and 18 objections have been received as follows:

- Safety of females walking to the Green Quarter without increased security or lighting given this proposed would increase single men living at the site.
- Homelessness accommodation would lead to increased anti-social behaviour and crime. This location is not an appropriate next to city centre flats with

young professionals and families. It would be detrimental to quality of life for residents and depress investment in the area.

- There is no information on the background of the future resident would they be criminals or sex offenders? If criminals are present this would attract more criminals to the area and encourage anti-social behaviour, burglaries, drug dealing and prostitution to the area.
- The proposal would de-value residential properties in the area.
- It is not clear what happens when the property is full. Would this increase homeless sleeping in the area?
- There is an existing issue with tailgating into the adjacent apartment buildings and rough sleepers entering the building and defecating and using drugs on the stairs wells as well as being abusive to residents and the site security.
- If this proposal does go ahead it would need 24-hour security and residents and their visitors must not be able to use the Green Quarter gardens. The proposal should also be a medium-term accommodation provider and not short terms for night operations.
- Uses such as this should be located out of the city centre.
- Concern about the impact of the construction activities on nearby residents;
- There would be disruption from increased car parking for the development;
- There is limited information about the nature of the ancillary healthcare facility or whether it has the support of the NHS. There is also limited information on partnership working to deliver the scheme;
- The applicant does not have the experience necessary to operate the facility. Without a proper management arrangements resident would have serious concerns
- The scheme identifies that it would not permit a self-referral route. This should be made a condition of the operation of building, to maximise the benefit to individuals by ensuring engagement with relevant partners, and minimise the impact on local residents by preventing it attracting increased footfall from non-residents.
- For the scheme to be successful, it relies upon residents engaging with services over the medium term, and short term, single night residencies would go against the ethos of the scheme. To this end, a condition should be imposed to ensure single night accommodation is prohibited, effectively forcing residents to engage with the scheme.

One letter expresses delight that thought has been given to the plight of the homeless but expresses concern about the safety of proposed residents. There is drug dealing and other criminal activity throughout the area and it is very noisy day and night. The facility would have to be very well run and secure to ensure the homeless are not to be put at risk at the building.

**Homelessness Directorate** support the proposal.

**Support Needs Monitoring Group** support the proposal

**Highway Services** The on site parking and servicing requirements, are unlikely to generate a significant increase in vehicular trips. Waste collection would take place from Stocks Street where an on street loading bay is proposed. The bins should be held in a private forecourt whilst waiting for collection. Redundant sections of footway

should be reinstated. A secure cycle store is provided together with two car parking spaces which can also function as accessible bays.

**Environmental Health** advise that the premises should be acoustically insulated along with agreeing details of any associated plant. The opening hours for the premises and use of any external areas should be agreed. Deliveries should be restricted to 07:30 to 20:00, Monday to Saturday with no deliveries/waste collections on Sundays/Bank Holidays. Waste management arrangements should be agreed together with ensure that ventilation is adequate to protect the development from external poor air quality conditions.

**Flood Risk Management Team** advise that a drainage system should be designed and constructed to prevent the increased risk of flooding, to improve water quality and ensure future maintenance of the surface water drainage system.

**Design for Security at Greater Manchester Police** advise that the development should be carried out in accordance with the crime impact statement.

## **Policy**

### **The Development Plan**

The Development Plan consists of The Manchester Core Strategy (2012); and Saved policies of the Unitary Development Plan for the City of Manchester (1995). The Core Strategy is the key document in Manchester's Local Development Framework and 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 and saved UDP policies as directed by section 38 (6) of the Planning and Compulsory Purchase Act 2004 unless material considerations indicate otherwise.

The relevant policies within the Core Strategy are as follows:

Strategic Spatial Objectives - The adopted Core Strategy contains Strategic Spatial Objectives that form the basis of its policies, as follows:

### **Manchester Core Strategy Development Plan Document (July 2012)**

The relevant policies within the Core Strategy are as follows:

**SO1. Spatial Principles** –The proposal would deliver homelessness accommodation close to the city centre for 31 males with ancillary health and welfare facilities to support residents.

**S06. Environment** – Improvements would be made to the façade of the building which would improve its visual appearance. There would be a travel plan.

**Policy SP1 ‘Spatial Principles** – The proposal would improve visual amenity and remove a vacant building from the area providing natural surveillance to Lord Street. The accommodation would provide specific support to residents.

**Policy EC1 ‘Employment and Economic Growth in Manchester’** – The proposal would result in a sui generis use within an employment area defined as ‘City Centre Fringe’ which includes the Strangeways area. Whilst the policy seeks to protect those areas for employment generating uses, support is provided to other significant contributors to economic growth and productivity including health and education mainly in the city centre. Whilst this is not a significant employment generating use, it would provide a small level of healthcare support meeting a specific need for homeless accommodation in the city centre. The loss of the site for employment purposes is considered in detail in the report.

**Policy EC2 ‘Existing Employment Space’** – The policy only allows the use of employment site for alternative purposes subject to the criteria in the policy. In this instance, it is considered that the site offers greater benefits to the overall objectives of the development plan through the provision of accommodation for homeless people. Further consideration is given in the report below.

**Policy EC3 ‘The Regional Centre’, Primary Economic Development Focus (City Centre and Fringe and Policy CC8 Change and Renewal**– The accommodation would meet specific demand for this type of accommodation close to the city centre.

**Policy CC10 A Place for Everyone** – The accommodation would have level or lift access and two bedrooms would be accessible.

**Policy EC4 ‘North Manchester’** – States that the Strangeways Employment Area north of the City Centre fringe, suitable for retention and growth of general industry, warehousing and distribution. This proposal would result in sui generis accommodation for homeless people. Whilst this would result in a loss of employment land, it is considered that this would result in greater overall benefits by providing this provision in close proximity to the city centre. The accommodation is also to a high specification.

**Policy T1 ‘Sustainable Transport’** – There is access to all public transport modes.

**Policy T2 ‘Accessible areas of opportunity and needs’** - A transport assessment and travel plan demonstrate that the proposal would have minimal impact on the local highway network and would encourage the use of sustainable transport.

**Policy H10 ‘Housing for People with additional support needs’**- There is a recognised need for this type of accommodation in or close to the city centre. This proposal would not result in a high concentration of similar uses in the area and would not place stress on existing infrastructure. The proposal would bring natural surveillance to the area.

**Policy EN1 ‘Design principles and strategic character areas’** – The appearance of the building would be improved and the use would bring natural surveillance.

**Policy EN3 'Heritage'** - The impact on the historic environment would be acceptable and this is considered in further detail within the report.

**EN4 'Reducing CO<sub>2</sub> emissions by enabling low and zero carbon development'** –A travel plan and cycle provision is proposed. The buildings energy efficiency would be improved through measures including new windows and ventilation system.

**Policy EN5 Strategic Areas for low and zero carbon decentralised energy infrastructure** The development has a robust energy strategy. There are no plans for district heating or other infrastructure in the local area.

**Policy EN6 'Target framework for CO<sub>2</sub> reductions from low or zero carbon energy supplies'** - The buildings functions would reduce overall energy demands. The building fabric is considered to be high quality and energy costs should remain low. Renewable energy would be used on site.

**Policy EN9 'Green Infrastructure'** –There is limited opportunity at the site, however, where possible measures will be included in the external area and roof terrace.

**Policy EN14 'Flood Risk'**- A scheme to minimise surface water runoff would be agreed. The design would not exacerbate existing flood risk and the risk to residents has been minimised.

**Policy EN15, 'Biodiversity and Geological Conservation'** – There is no vegetation removal at the site. Measures to improve the biodiversity at the site would be secured by planning condition.

**Policy EN16 'Air Quality'** – The building and its occupants would be protected from external air quality conditions through a ventilation system. The development is unlikely to contribute to local air quality conditions given the highly accessible location and nature of the use.

**EN19 'Waste'** – The waste management strategy incorporates recycling principles.

**Policy DM1 'Development Management'** - Careful consideration has been given to the alterations to the appearance of the building together with any associated impacts from the use of the local amenity.

For the reasons given above, and within the main body of this report, it is considered that the proposal is consistent with the policies contained within the Core Strategy.

### **The Unitary Development Plan for the City of Manchester (1995)**

The Unitary Development Plan for the City of Manchester was adopted in 1995. However, it has now been largely replaced by the Manchester Core Strategy. There are some saved policies which are considered relevant and material and therefore have been given due weight in the consideration of this planning application. The relevant policies are as follows:

**CC10** The policy seeks to encourage the continued high level of economic activity in Strangeways in order to support the wholesale trades which dominate the area, Whilst the proposal would introduce a non employment use to the area, it is considered that the use of the building for homeless accommodation would better serve these needs than continuing a traditional employment use at the site. This is considered in detail in the report below.

**Saved policy DC19 ‘Listed Buildings’** - The proposal would have minimal impact on the setting of nearby listed buildings.

**Saved policy DC26, Development and Noise** - The impact from noise sources would be minimised and further mitigation would be secured by planning condition.

For the reasons given below, it is considered that the proposal is consistent with the policies contained within the UDP.

### **Other material policy considerations**

#### **The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 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’ – outlines the City Council’s expectations that all new developments should have a high standard of design making a positive contribution to the City’s environment;

Paragraph 2.7 states that encouragement for “the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.

Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.

Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.

Chapter 8 'Community Safety and Crime Prevention' – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;

Chapter 11 'The City's Character Areas' – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

### **National Planning Policy Framework (2021)**

The revised NPPF re-issued in February 2021. The document states that the *'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the 'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs' (paragraph 7).*

In order to achieve sustainable development, the NPPF states that the planning system has three overarching objectives – economic, social and environmental (paragraph 8).

Section 8 '*Promoting Healthy and Safe Communities*' states that *planning policies and decisions should aim to achieve healthy, inclusive and safe places* (paragraph 92).

The proposal would be safe and secure and provide 31 bed spaces for homeless men in the city who are low risk. The proposal would provide access to health care and other levels of support.

Section 9 '*Promoting Sustainable Transport*' states that *'significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions, and improve air quality and public health'* (paragraph 105).

The site is well connected to all public transport modes which would encourage sustainable travel. There would be no unduly harmful impacts on the traffic network with physical and operational measures to promote non car travel. A travel plan and operational management would be secured as part of the conditions of the approval.

Section 11 '*Making effective use of land*' states that *'planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions'* (paragraph 119).

The proposal would use land which has previously been in an employment use but is currently vacant. The proposal would result in the loss of this employment land but would provide a use which is in demand in the city thereby providing temporary accommodation for homeless males in a safe and secure environment. Improvements to the appearance of the building would allow a more attractive development to be created along with increased natural surveillance. A travel plan would encourage the use public transport, walking and cycle routes to the site.

Section 12 '*Achieving Well Designed Places*' states that '*the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities. Being clear about design expectations, and how these would be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interest throughout the process*' (paragraph 126).

The alterations to the building would be appropriate and would improve its appearance in the local area.

Section 14 '*Meeting the challenge of climate change, flooding and coastal change*' states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure (paragraph 152).

Paragraphs 10, 11, 12, 13 and 14 of the NPPF Outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

### **Planning Policy Guidance (PPG)**

The relevant sections of the PPG are as follows:

*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 well being* 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.

*Heritage states that Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the Proposed Development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.”*

Public benefits may also include heritage benefits, such as:

- Sustaining or enhancing the significance of a heritage asset and the contribution of its setting;
- Reducing or removing risks to a heritage asset;
- Securing the optimum viable use of a heritage asset in support of its long-term conservation.

### **Other legislative requirements**

Section 66 Listed Building 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 case law has considerable importance and weight should be given to any impact upon a designated heritage asset but in particular upon the desirability of preserving the setting with a strong presumption to preserve the asset.

S149 (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. 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.

### **Issues**

#### **Principle of the development**

*Loss of employment land*

The site is in the Strangeways Employment Area identified in policies EC1 and EC4 of the Core Strategy and saved policy CC10 of the UDP. Employment uses such as general industry, warehousing and distribution are generally considered to be appropriate subject to the management of parking impacts.

The applicant purchased the property in December 2019 with the building having been vacant since May 2019. The applicant has not actively marketed the property for employment purposes during this time advising that the format of the building and its current poor conditions would preclude it from being attractive as a modern employment premises. The use of the accommodation for homeless people and health centre (sui generis) would remove 1144 sqm of employment space from the Strangeways Employment Area.

Policy EC2 of the Core Strategy allows the use of employment sites for alternative purposes subject to meeting the identified criteria. The applicant contends that the use of the site for homelessness accommodation offers a greater benefit to the overall objectives of the development plan than its current use as employment land.

It is acknowledged that the format, layout, amount of floor space, the buildings current condition and the limited servicing yard space and car parking, reduce the attractiveness of the site for modern employment purposes. Notwithstanding this, there has been no active marketing of the premises to determine if a suitable employment use could have been found and there is a high level of occupancy in this employment district which supports a larger number of business primarily in the wholesale trade who require smaller premises.

Notwithstanding this, consideration has been given to whether an alternative use would offer a greater benefit to the City's overall objectives. In this instance, whether the provision of homelessness accommodation would meet another identified housing need for this user group. This is considered in further detail below.

#### *Need for the use*

There is an acknowledged need for accommodation for homeless people in Manchester, particularly that which provides appropriate long term support to prevent a return to sleeping on the streets.

This proposal would provide accommodation for 31 homeless males with ancillary facilities including healthcare. Residents would be supported to access benefits, employment and future housing support. The building would have a 24 operations and provide residential accommodation to residents who are low risk.

Policy H10 supports the provision of housing for those with additional support needs so long as it does not create a high concentration of similar uses in an area or place stress on existing infrastructure. Those who are homeless is specifically identified within policy H10. The Supported Housing and Homelessness Teams support this proposal.

There is a recognised need for this type of accommodation in or close to the city centre. The site can easily be accessed by residents and staff. The accommodation would provide private bedroom spaces with en-suite facilities providing independent living. There are communal spaces for residents to meet and socialise (internal and externally) and more formal break and interview spaces to provide resident with practical support to gain access to housing, employment and medical needs. The use would provide residents with on site healthcare and other types of support.

There are no known existing uses in close proximity to the site or within the immediate wider area which would result in an over concentration of the same use.

It is acknowledged that this proposal would result in the loss of employment land at the site. The provision of homeless accommodation would, however, outweigh the loss of employment land in this instance through meeting the acute demand for housing accommodation of this type in the City.

### **Operational Management**

The proposal would provide accommodation for single men with low support needs in single room accommodation with en-suite facilities. The facility would be staffed on a 24 hour basis with a concierge on duty overnight. Residents would be supported to build skills and address any underlying issues before being supported to move onto independent private rented tenancies. People would be linked into other support services including health and skills services and helped to access jobs.

The applicant would partner with voluntary sector partners (including Stop Start Go Sustainable Living (SSG) and the Booth Centre, to provide this service. Housing benefit would be claimed to fund the accommodation ensuring that the operations would be cost neutral.

Residents would be referred via local partners including Local Authorities and homeless outreach teams and voluntary sector homeless services, provided they meet the criteria of being a single homeless man with low risk/support needs and benefit entitlement. They must want to move on to independent private rented living and to get back into work. Self-referrals would not be accepted.

Specialist caseworkers would support residents to obtain their long term needs and ensure they have sufficient support to sustain their new accommodation.

Visitor access would be controlled and residents would be encouraged to stay in the building after 10pm. The concierge would monitor all people entering and leaving the centre and CCTV would provide additional security internally and externally.

All residents would be expected to engage with support relating to their needs. There would be clear expectations of acceptable behaviour at the centre – including visitors, noise nuisance and drugs/alcohol. These expectations would be communicated when residents move in and will form part of their licence agreement.

### **Climate change, sustainability and energy efficiency**

An Environmental Statement indicates that the alterations to the building have been designed to minimise the impact of the use on the climate.

Double glazed UPVC windows would utilise solar energy and reduce overall energy consumption. The building would be fitted with energy efficient light and controlled thermostatic sensors. All bedrooms would be mechanically ventilated. Measures would be introduced to minimise water wastage and recycling of waste.

There is limited impact on biodiversity at the site as there is no existing vegetation. The proposal would introduce planting and vegetation in external areas and terrace with bat and bird boxes on the building.

### Impact of the historic environment

The site is a short distance from St Chads Roman Catholic Church which is a Grade II listed building. The limited extent of external works and demolition mean that there would be no material impact on the significance or setting of the listed building.

### Visual amenity and layout

The proposal would require no major external works. Elevational alterations include window replacements, removal of existing window openings and creation of new entrance. These changes would increase the amount of glazing and provide an overall uplift to the façade.



***Elevation to Lord Street (proposed)***



***Elevation to Stocks Street (proposed)***



***Elevation to Stocks Street East (proposed)***

A detached building would be demolished to facilitate the creation of the external terrace area, refuse store and external storage area. The external terrace area would provide an outdoor space for recreation for the residents to relax.

The external changes are considered to be appropriate and improve the current appearance of the building which would have positive impact on visual amenity. The increase in glazing activity to the building would increase natural surveillance.

The ground floor along Lord Street would comprise the main entrance providing reception area, flexible break out spaces, interview rooms and laundry room. The ground floor along Stocks Street would comprise the healthcare facility, kitchen space for residents and a series of bedrooms.

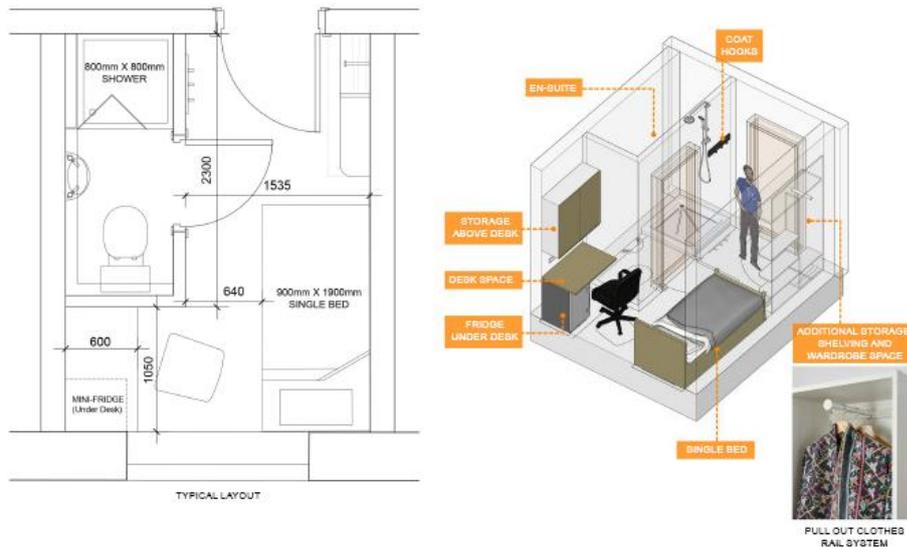


**Ground floor layout including outdoor terrace area**

The first and second floors would consist of the bedroom accommodation, shower facilities and kitchen areas. Each bedroom would consist of a single bed, shower and wardrobe space.



**First and second floor arrangements**



### **Bedroom module**

The overall layout of accommodation within the building and external alterations would be acceptable and comply with policies EN1 and DM1 of the Core Strategy.

### **Effects on the Local Environment/ Amenity**

A noise assessment notes that nearby residential and commercial buildings would be sensitive to changes in noise during construction and when the use operates. The main sources of noise would be from construction and traffic during the construction phase and operational impacts from the building and any associated plant.

The noise impacts during construction would be acceptable provided that strict operating and delivery hours are adhered along with good construction measures together with regular communication with nearby residents and businesses.

When the use becomes operational, the assessment advises that there would be no unduly harmful impacts on surrounding residents or businesses. There are likely to be comings and goings associated with residents and staff, and use of the external terrace, but this would be commensurate with the residential environment at the Green Quarter. In addition, the use is likely to generate less noise and disturbance than an employment use which would have more intensive servicing requirements and potential from noise outbreak from internal operations.

Environmental Health concur with the findings. Whilst further details are required about the acoustic scheme to insulate the building from external sources, these can be conditioned along with details of any plant and ventilation system.

Provided that construction activities are carefully controlled and the building and any plant is appropriately acoustically insulated, the proposal would be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

## **Waste management**

The secure refuse store would be in the external servicing yard. It would have 3 x 1100 litres bins and 2 x 24 litres bins catering for all waste streams to ensure that recycling is prioritised. There would also be a 240 litre bin for general waste and 240 litre bin for recycling waste associated with the healthcare facility. The waste would be transferred to a collection point on Stocks Street on collection day and promptly returned to the bin store. The waste arrangements are acceptable to Environmental Health.

## **Accessibility**

A new entrance would be created to the building off Lord Street to provide level access to the accommodation. An internal lift would provide access to the upper floor accommodation. An external lift to the rear would provide level access to the healthcare office. The accommodation would also

## **Flood Risk/surface drainage**

The site is located in flood zone 1 'low probability of flooding' and in a critical drainage area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network. These areas are particularly sensitive to an increase in surface water run off and/or volume from new developments which may exasperate local flooding problems. As such, policy EN14 requires development to minimise its impact on surface water run off in critical drainage area.

The proposal would result in the change of use of the building and minor demolition works. These works would not affect the existing drainage strategy for the site or place any additional pressures on the network. An informative should be place on any approval in line with the flood risk management teams comments.

## **Impact on the highway network/car/cycle parking and servicing**

The nature of the use means that occupants of the building would arrive at the site on foot, by public transport or be dropped off. This is a reasonable assumption given the nature of the use and its location on the edge of the city centre. There are two on site car parking spaces accessed off Stocks Street for staff and visitors. These spaces would also be accessible for disabled users or those with reduced mobility.

A secure cycle store which would be accessed from the external terrace area and this would encourage staff and residents to use sustainable travel. Servicing would take place via a new loading bay on Stocks Street. This would also require improvements to the footway along Stocks Street which would require resurfacing.

Highway Services concur with the applicant's transport assessment that the level of trip generation at the site would be low and therefore the proposed car parking arrangements are acceptable along with the cycle and servicing arrangements. A condition should be imposed in respect of the off site highways works.

## **Designing out crime**

A Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, recognises that the development would bring vitality to this area and more active frontage. It is recommended that a condition of the planning approval is that the CIS is implemented in full to achieve Secured by Design Accreditation.

## **Public Opinion**

Concerns have been raised about crime and anti-social behaviour that the use would create and the effect this would have on residents of the Green Quarter.

The applicant has provided an operational management plan which clearly identifies the criteria that residents would have to meet. Only residents who are assessed as low risk would be eligible. There would be no self-referrals.

The accommodation would be staffed 24 hours a day and bring enhanced natural surveillance to the area together with CCTV provision. The accommodation would be managed by an experienced provider already operating in the sector on behalf of the applicant.

The City Council's homeless team support the proposal.

## **Conclusion**

The proposal conforms to the development plan taken as a whole as directed by section 38 (6) of the Planning and Compulsory Purchase Act 2004 and there are no material considerations which would indicate otherwise.

The proposal would provide much needed accommodation for homeless people in close proximity to the city centre. It has the support of relevant partners and would provide 31 low risk homeless men the opportunity for independent living as they move towards employment and permanent housing. A operational management strategy would be a condition of the planning approval.

The appearance of the building would be greatly improved from its current poor condition bringing natural surveillance to the area.

Matters of waste management, car parking and servicing and noise can all be appropriately mitigated and form conditions of the planning approval.

**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**

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where discussions have taken place regarding the principle of the use and the operational aspects. The proposal is considered to be acceptable and therefore determined in a timely manner.

### **Condition(s) to be attached to decision for approval**

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

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

Drawings

LRW\_7070\_L(00) 10E, LRW\_7070\_L(00)19D, LRW\_7070\_L(00)34E, LRW\_7070\_L(00)35G, LRW\_7070\_L(00)37E, LRW\_7070\_L(00)44D, LRW\_7070\_L(00)45E, LRW\_7070\_L(00)46E, LRW\_7070\_L(00)47D and LRW\_7070\_L(00)58H stamped as received by the City Council, as Local Planning Authority on the 29 September 2021

Waste management proforma stamped as received by the City Council, as Local Planning Authority on the 29 September 2021

Email from Lauren Neary dated 15 September 2021

7970-L(00)017, 7970-L(00)01, 7970-L(00)33, 7970- L(00)36 F, 7970- L(00)38 C, 7970- L(00)39 B, 7970-L(00)40 B, 7970- L(00)41 C, 7970- L(00)42 B, 7970- L(00)43 B, 7970- L(00)48 C, 7970- L(00)49 C, 7970-L(00)50 B, 7970- L(00)51 B, 7970- L(00)52 B, 7970- L(00)53 B, 7970- L(00)55, 7970- L(00)56 and 7970- L(00)57

stamped as received by the City Council, as Local Planning Authority on the 14 July 2021

Planning Statement (Avison Young), Design and Access Statement (LeachRhodesWalker) including Waste Management Strategy, Waste Management Proforma (LeachRhodesWalker); Management and Operations Statement (MCR); Crime Impact Statement (Design by Security); Acoustic Assessment (WYG); Transport Statement (Curtins); Environmental Standards Statement (WYG); and, Draft Local Labour Agreement (AY/ MCR) stamped as received by the City Council, as Local Planning Authority on the 14 July 2021

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) The external facing materials to be used on the extensions hereby permitted shall match those of the existing buildings in terms of type, colour, texture and scale.

Reason - To ensure that the appearance of the building to be altered is not adversely affected by the materials to be used in the construction of the extension, pursuant to saved policies DC1 of the Unitary Development Plan for the City of Manchester and Policy DM1 and SP1 of Manchester's Local Development Framework: The Manchester Core Strategy.

4) The development shall not commence until a detailed construction management plan outlining working practices during construction shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- o Display of an emergency contact number;
- o Details of Wheel Washing;
- o Dust suppression measures;
- o Compound locations where relevant;
- o Consultation with local residents/businesses;
- o Location, removal and recycling of waste;
- o Routing strategy and swept path analysis;
- o Parking of construction vehicles and staff; and
- o Sheeting over of construction vehicles.

Manchester City Council encourages all contractors to be 'considerate contractors' when working in the city by being aware of the needs of neighbours and the environment. Membership of the Considerate Constructors Scheme is highly recommended.

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

Reason - To safeguard the amenities of nearby residents, highway safety and air quality, pursuant to policies SP1, EN15, EN16, EN19 and DM1 of the Manchester Core Strategy (July 2012).

5) The development hereby approved shall be carried out in accordance with the Environmental Standards Statement (WYG) stamped as received by the City Council, as Local Planning Authority, on the 14 July 2021.

A post construction review certificate/statement shall be submitted for approval in writing by the City Council, as Local Planning Authority, within 3 months of first occupation of the development hereby approved.

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 and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

6) (a) Prior to the first occupation of the development, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt, externally mounted 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 5 db (L<sub>aeq</sub>) below the typical background (L<sub>a90</sub>) level at the nearest noise sensitive location.

(b) Prior to the first occupation of the development, a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved as part of part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non-conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. A verification report and measures shall be agreed until such a time as the development complies with part (a) of this planning condition.

Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority. Any measures shall thereafter retained and maintained in situ.

Reason - To minimise the impact of plant on nearby residential properties pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

7) (a) Notwithstanding the Acoustic Assessment (WYG) and email from Lauren Neary dated 15 September 2021, prior to the first occupation of the development, a scheme of acoustic insulation shall be submitted for approval in writing by the City Council, as Local Planning Authority.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00) 30 dB L<sub>aeq</sub> (individual noise events shall not exceed 45 dB L<sub>Amax,F</sub> by more than 15 times)

Living Rooms (daytime - 07.00 - 23.00) 35 dB L<sub>aeq</sub>

Gardens and terraces (daytime) 55 dB LAeq

(b) Prior to the first occupation of the development, a verification report will be required to validate that the work undertaken conforms to the recommendations and requirements approved as part of part (a) of this planning condition. The verification report shall include post completion testing to confirm the noise criteria has been met. In instances of non conformity, these shall be detailed along with mitigation measures required to ensure compliance with the noise criteria. A verification report and measures shall be agreed until such a time as the development complies with part (a) of this planning condition.

Any mitigation measures shall be implemented in accordance with a timescale to be agreed with the City Council, as Local Planning Authority, and thereafter retained and maintained in situ.

Reason - In order to limit the outbreak of noise from the commercial premises pursuant to policies SP1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

8) Deliveries, servicing and collections including waste collections shall not take place outside the following hours:

Monday to Saturday 07:30 to 20:00  
no deliveries/waste collections on Sundays/Bank Holidays.

Reason - In the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

9) The development shall be carried out in accordance with the Crime Impact Statement prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 14 July 2021. The development shall only be carried out in accordance with these approved details. Prior to the first occupation of the development the Council as Local Planning Authority must acknowledge in writing that it has received written confirmation of a Secured by Design accreditation.

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.

10) Prior to the occupation of the development, details of bird and bat boxes to be provided (including location and specification) shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

Reason - To provide new habitats for birds and bats pursuant to policies SP1 and EN15 of the Manchester Core Strategy (2012).

11) Prior to the first occupation of the development hereby approved a signage strategy for the building shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved strategy shall then be implemented and used to inform any future advertisement applications for the building.

Reason - In the interest of visual amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

12) The homeless accommodation and ancillary healthcare facility hereby approved shall be used as a 31 bedroom homeless facility (Sui Generis) and for no other purpose of The Town and Country Planning (Use Classes) Order 1987 (or any order revoking and re-enacting that Order with or without modification).

Reason - To ensure that the accommodation is used solely for the intended purpose – as homeless accommodation; to safeguard the character of the area pursuant to policies SP1, H10 and DM1 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

13) Prior to the first occupation of the development, details of the proposed cycle storage shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented as part of the development and thereafter retained.

Reason – In the interest of securing sufficient cycle storage at the application site pursuant to policies SP1, T1 and DM1 of the Manchester Core Strategy (2012).

14) The car parking layout shall be surfaced, laid out and demarcated in accordance with drawing LRW\_7070\_L(00)34 E stamped as received by the City Council, as Local Planning Authority, on the 29 September 2021. The car parking shall be retained as long as the development remains in use.

Reason – In the interest of ensuring that sufficient accessible car parking is provided at the development pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

15) The development hereby approved shall be carried out in accordance with the Management and Operations Statement (MCR) stamped as received by the City Council, as Local Planning Authority, on the 14 July 2021.

Reason – In the interest of ensuring appropriate management arrangements are put in place at the development pursuant to policies SP1, H10 and DM1 of the Manchester Core Strategy (2012).

16) Prior to the first occupation of the development, a management plan for the operations of the external terrace area as indicated on drawing LRW\_7070\_L(00)34 E stamped as received by the City Council, as Local Planning Authority, on the 29 September 2021 shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include details of opening hours and

management arrangements. The management plan shall be implemented upon first occupation of the development and remain in place for as long as the development remains in use.

Reason – In the interest of residential amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

17) Prior to the first occupation of the development a ventilation strategy shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall be implemented prior to the first occupation of the development and thereafter retained and maintained for as long as the development remains in use.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect proposed residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Manchester Core Strategy (2012).

18) Prior to the first occupation of the development hereby approved, a scheme of highway works and details of footpaths reinstatement shall be submitted for approval in writing by the City Council, as Local Planning Authority.

This shall include the following:

- Creation of a Loading Bay to Stocks Street; and
- Resurfacing and footway reinstatement.

The approved scheme shall be implemented and be in place prior to the first occupation of the development hereby approved and thereafter retained and maintained in situ for as long as the development remains in use.

Reason - To ensure safe access to the development site in the interest of pedestrian and highway safety pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

19) Notwithstanding the Waste management proforma stamped as received by the City Council, as Local Planning Authority on the 29 September 2021, prior to the first occupation of the development, details of the waste management arrangements shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented prior to the first occupation of the development and thereafter retained and maintained in situ.

Reason – To ensure adequate waste management arrangements are put in place pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy (2012).

### **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: 130912/FO/2021 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester,

national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

**Highway Services  
Environmental Health  
MCC Flood Risk Management  
Strategic Development Team  
Greater Manchester Police  
Greater Manchester Ecology Unit  
MCC Supported Housing Monitoring Group**

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

**Representations were received from the following third parties:**

<b>Relevant Contact Officer :</b>	Jennifer Atkinson
<b>Telephone number :</b>	0161 234 4517
<b>Email :</b>	jennifer.atkinson@manchester.gov.uk



**Legend**

 Site Location     Neighbour notified

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