

Jennifer Connor
Planning
Strategic Development Directorate
Manchester City Council
P O Box 532
Manchester
M60 2LA

VIA PLANNING PORTAL ONLY

33004/A3/JC

23rd July 2021

Dear Jennifer,

RE: PLANNING APPLICATION AT BOUNDARY LODGE, BOUNDARY LANE, HULME, MANCHESTER, M15 6NU

On behalf of our Client, Mosscafe St Vincent's Housing Group, we hereby submit a planning application for the proposed change of use from the former student accommodation to a 16-18 year old care leavers accommodation with on-site staffing (Sui Generis) at Boundary Lodge, Boundary Lane in Manchester ('the Site').

This application is accompanied by the following plans and documents:

- Planning Application and Ownership Forms
- Location Plan

We also ask that you consider the contents of this letter when determining the application, which provides a description of the Site and the proposed development and includes an assessment of the proposals against the relevant planning policy context.

Site Description

The Site is located to the west of Boundary Lane in Manchester City Centre and lies approximately 500m to the west of Oxford Road and the University of Manchester campus.

The Site is bound by Boundary Lane to the east and 'Fulton Court' apartment building to the north. A row of commercial units is bound to the south of the Site which includes a convenience store, barbershop, and restaurant, with flats above. To the west of the Site is a grassed amenity area associated with Fulton Court.

The Site comprises a four/five storey student accommodation building which was built in 1999. The five-storey element of the building fronts Boundary Lane, and the four-storey element is situated to the west adjacent to the car park.



FS 29637

Registered in England
Number: OC342692

Barton Willmore LLP
Registered Office:
The Blade
Abbey Square
Reading
RG1 3BE
F/ +44 (0)118 943 0001

Access to the car park is obtained via a gated entrance off Boundary Lane to the north of the building. Pedestrian access into the building is also obtained from Boundary Lane. Site photographs are included at **Appendix 1** for reference.

The surrounding area comprises a mix of uses. 'Burlington Square' apartment building lies to the east of the Site on the opposite side of Boundary Lane. A mosque is situated approximately 40m to the south-east, and a church is located 60m to the north-west. To the west of the Site, the surrounding area is primarily residential in character. Trinity High Sixth Form and Trinity Sports Centre are also located approximately 100m to the north-east of the Site.

The western part of the Site which includes the car park falls within Flood Zone 2, however this has not been raised as a cause of concern through the previous grant of permission at the Site. The Site does not lie within a conservation area and there are no designated heritage assets located within close proximity of the Site. There are also no other statutory landscape or environmental designation which affect the Site.

Planning History

A review of the Council's planning application search tool has identified several historic applications that are relevant to the use of the Site. These applications are as follows:

- An application for a mixed development comprising a 5 storey block of 13 self-contained flats with public house on part ground floor including 16 car parking spaces was granted on 20th May 1999 (reference: 056337/FO/CENTL1/99).
- An application for the change of use of the existing commercial unit to residential accommodation including internal reconfiguration at ground floor together with elevational alterations including boundary treatment was granted on 26th May 2011 (reference: 095781/FO/2011/S1).
- An application for the erection of a 15 storey new building to form student accommodation comprising of 104 no. bedrooms in 30 flats attached to the existing building was refused on 5th November 2012 (reference: 099782/FO/2012/S1) and was later dismissed at appeal on 7th May 2013.

The planning history above demonstrates that the most recent approval at the Site (reference. 095781/FO/2011/S1) was for the change of use to residential accommodation, however the Use Class was never defined as part of the application or within the decision notice.

Notwithstanding this, the Site has been used as student accommodation, and correspondence with the Council prior to the submission of this planning application has indicated that the lawful use of the Site is a student accommodation which falls under 'Sui Generis' Use Class.

Furthermore, a meeting between the Applicant and Hulme ward councillors was held on 16th June 2021 prior to the submission of this application and they expressed strong support towards the proposed change of use.

Proposed Development

The proposed use of the building is to accommodate young adults (aged 16-18) who have left care and the building will be staffed during the day and night to provide support for its residents.

The reason why full planning permission is sought for the change of use follows discussions with the Council prior to the submission of this application. This pre-application dialogue has confirmed that a full application is required to certify the use of the building for alternative Sui Generis use. This was the Council's preferred approach over seeking a Certificate of Lawful Use as concerns were raised over the availability of evidence to demonstrate the use has been in situ 10 years, and also due to the fact that the future use of the building differs from its previous use.

No external works or alterations to the Site are proposed under the terms of this planning application. As such, this application relates to the use of the building only.

Planning Policy Context

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise.

The development plan relevant to this planning application comprises the:

- Manchester Core Strategy (2012);
- 'Saved' policies from the Unitary Development Plan (UDP) (1995);
- Greater Manchester Joint Waste DPD (2012); and
- Greater Manchester Joint Minerals DPD (2013).

The Core Strategy was adopted in July 2012 and is the principal planning document used for determining planning applications in the City and sets out the long term strategic policies for Manchester.

The relevant policies include SP1, CC10, H10, and T2 of the Core Strategy which are considered further below.

The UDP was adopted in 1995, and the Core Strategy supersedes most of its policies. However, some of its policies have been 'saved'. The 'saved' policies of the UDP, and the policies contained in the Joint Waste DPD and the Joint Minerals DPD are not relevant to the proposed development and so are not considered further.

The Council is beginning a review of its adopted development plan, and consultation on the emerging Local Plan Issues document closed on 1st May 2020. Given that the emerging Local Plan is still in its infancy, limited weight can be given to it in accordance with paragraph 48 of the NPPF. Therefore, we do not consider it as part of this application.

There are no made neighbourhood plans relevant to the Site. However, the Special Needs and Supported Housing Supplementary Planning Document (SPD) (1998), the National Planning Policy Framework (NPPF) (2019), and the Council's Design for Access 2 manual (2003) are material considerations.

Planning Assessment

Consideration of the Site and the planning policy background has led us to identify that the main planning issues to be addressed in the determination of this application are as follows:

- Principle of development; and
- Accessibility and parking.

We set out our response to the relevant considerations in further detail below.

Principle of Development

The proposed use of the Site to accommodate 16-18 year old care leavers falls under Use Class Sui Generis. As set out above, the Council has agreed prior to the submission of this application that the existing use of the Site as student accommodation also falls under the same Use Class. However, this was never formalised.

As such, we consider the principle of the proposed use to be acceptable at the Site. Notwithstanding this, we set out how the proposed development accords with relevant local and national policy below.

The Site is located within 'Central Manchester' on the adopted Proposals Map. The Site is also located within the 'Regional Centre' and is not subject to any specific land use allocations or designations.

Policy SP1 of the adopted Core Strategy states that the Regional Centre will be the focus for economic and commercial development, retail, leisure, and cultural activity, alongside high-quality city living. The policy goes on to say that development in all parts of the City should make a positive contribution to neighbourhoods of choice which include enhancing the character of places, make a positive contribution to the health and wellbeing of residents, consider the needs of all members of the community, and protect the built and natural environment.

The proposed development seeks to utilise previously developed land and reuse an existing building. The proposals are necessary to support the wellbeing of young people leaving care and does not seek to make any external alterations to the building which may detract from the character or the appearance of the area. Therefore, we consider that the proposed development is supported by Policy SP1 of the Core Strategy.

Policy CC10 seeks the City Centre to be a location which appeals to a wide range of residents and visitors and proposals which increase the diversity of activity in the City Centre and have high standards of accessibility to buildings is supported.

Furthermore, Policy H10 of the Core Strategy relates to proposals for accommodation for people with additional support needs and states that proposals will be supported where:

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

The supporting text for policy H10 also states:

"The Council welcomes the development of appropriately designed accommodation which enables people with additional support needs to maintain an independent lifestyle, and supports the work of housing associations and other agencies in this respect."

The supporting text at paragraph 9.42 refers to "young people with specific support needs" as an example of those with additional support needs.

The Special Needs and Supported Housing SPD aligns with Policy H10 and provides some additional guidance on proposals for accommodation for people with additional support needs. The SPD established a number Development Control Policies (DCP).

DCP1 of the SPD states that the Council will seek to ensure an even spread of special needs accommodation within local areas and across the City as a whole. It also seeks to ensure the protection of the residential character and amenity of family housing within established communities, avoid the loss of larger family dwellings, prevent social stress, avoid stigmatising a particular neighbourhood or a particular type of accommodation, and avoid creating stress on local services such as health and education.

DCP2 says that the Council will have regard to the display of signs, additional car parking, layout and design, and additional comings and goings from officials and professional visitors.

The Site is located in an area which comprises a mix of uses. The proposed change of use of the Site from will help to support the needs of young adolescents as they transition from care and the proposed development would not result in an over-concentration of special needs accommodation in

the locality. The development will accommodate up to 35 young residents and so will not create stress on local services and infrastructure. Furthermore, the proposals do not include any external alterations and so the amenity of the area will be maintained. As such, the proposed development accords with Policy H10 of the Core Strategy and the additional guidance contained in the Special Needs and Supported Housing SPD and should, therefore, be supported.

Overall, the proposed development will not have a negative impact on the character of the area. Conversely, the use of the building will ensure it is actively used and maintained by the applicant. No external alterations are proposed, and the use of the building in this location is supported by the development plan, as well as paragraph 91 of the NPPF which seeks to achieve inclusive, safe places, and accessible places. Furthermore, paragraph 92 of the NPPF states that planning decisions should support the delivery of local strategies to improve the health, social and cultural wellbeing for all members of the community. We therefore conclude that the principal of the development is supported by the development plan and national guidance.

Accessibility and Parking

Policy T2 of the Core Strategy seeks to ensure that new development is located with good access to the City's main economic drivers, including the Regional Centre, the Universities situated along Oxford Road, Hospitals, and the Airport. Opportunities which encourage walking, cycling, and public transport are also encouraged. Car parking in the City Centre is expected to reflect the highly accessible nature of the location as well as realistic requirements of the users of the development. The Design for Access 2 manual also provides guidance on inclusive design standards which has been considered as part of this application.

The Core Strategy states that parking standards for the City Centre are to be agreed on a case by case basis. The proposals do not seek to alter the existing car park which currently provides for approximately 16no. car parking spaces. It is considered that this is sufficient for the proposed users of the Site who will be aged 16-18 and will provide adequate parking for staff and visitors.

The building is also accessible for all users and has level access to the main entrance fronting Boundary Lane which has been considered acceptable through the former use of the Site under Part M4 of the Building Regulations 2010. Furthermore, the Site is located in a highly sustainable and accessible location, close to Oxford Road which is a main bus route and a short walking distance from Manchester Oxford Road Railway Station. The Site is a short walking distance from a wide range of shops and amenities and City Centre uses, as well as community and educational facilities. For these reasons, we consider that the proposals are compliant with Policy T2 of the Core Strategy.

Summary

We have assessed the proposed development and demonstrated that it is in accordance with the relevant planning policies. Our assessment has also considered the relevant technical and material considerations such as amenity, car parking and access, and no issues are arising. We, therefore, conclude that the proposed development is acceptable and planning permission should be granted without delay in accordance with paragraph 11(c) of the NPPF.

We trust you have all the required information to determine the application, however, if you require anything further, please do not hesitate to get in touch. I look forward to receiving confirmation that the application has been validated in due course.

Yours faithfully,



JORDAN CLARK
Planner

APPENDIX 1: SITE PHOTOGRAPHS

