



Planning Statement

Homeless Accommodation Centre

Lord Street, Manchester

June 2021

Contents

1.	Introduction.....	1
2.	The Site and Surroundings.....	4
3.	Homelessness: The Strategic Context and Need for Action	7
4.	Development Proposals.....	14
5.	Service Offer and Operational Management	23
6.	Statement of Community Involvement.....	26
7.	Planning Policy Framework	30
8.	Planning Assessment	38
9.	Environment and Technical Considerations.....	45
10.	Conclusions	47

Appendices

Appendix I	Drawing Schedule
Appendix II	Consultation Material
Appendix III	Consultation Boundary

Prepared By: NL/EH/LN

Status: Final

Draft Date: June 2021

1. Introduction

- 1.1 This Planning Statement has been prepared by Avison Young in support of a full planning application on behalf of LBG1.10 Ltd c/o MCR Property Group ("the Applicant"), for the refurbishment of existing buildings into a homeless accommodation centre at the corner of Lord Street and Stocks Street, Manchester, M4 4FP.
- 1.2 The application site extends to approximately 0.09ha (871sq.m) and currently comprises two connected buildings and a third standalone building, all of which are derelict with former uses comprising a broadcasting network and a nail salon (Sui Generis). The area surrounding the site comprises a mix of residential to the south and east with industrial and offices to the north and west.
- 1.3 The detailed description of development on the planning application form reads as follows:
- "Refurbishment and change of use of existing buildings into a homeless accommodation centre (Sui Generis) and ancillary healthcare office/facility including partial demolition of existing buildings/structures with other associated works"*
- 1.4 The planning application has been informed through formal pre-application discussions with Manchester City Council as local planning authority (LPA), which highlighted certain key matters to be addressed as part of the application process. The required scope of supporting material was also agreed with officers prior to submission of the application.
- 1.5 This Planning Statement assesses the proposed development against the relevant local and national planning policy framework and other material considerations.

Background

- 1.6 The proposals have been worked up by MCR and the Manchester Homeless Partnership over the past year. Partners from a variety of organisations working with and for people who are homeless and including people with personal insight themselves into being homeless, came together to discuss and agree what the City needs from the Lord Street development.
- 1.7 The proposed homeless accommodation centre has been developed with the intention to complement existing provision of facilities for homeless people in Manchester rather than duplicate what's already out there. This proposal should therefore be regarded as an informed framework based upon a wealth of knowledge and expertise within this field, including working closely with the Manchester Homelessness Partnership, MCC Homeless Directorate, Manchester City Council's Homeless Directorate, local Ward Councillors, the Greater Manchester Combined Authority (GMCA) and the Mayor.
- 1.8 MCR will undertake the re-furbishment of the building and whilst they as a company have an extensive experience of property management, they do not yet have specific experience of running a service for homeless people. Therefore, MCR will assign the management of the project to Start Go Sustainable Living ('SSG'), through a 5-year management agreement. SSG are a well-established and respected provider of supported accommodation for people who are homeless in Manchester. They currently have contracts with Manchester City Council to run Kashmir House, a 17 room hostel in Cheetham Hill, with a 8 unit step-down

accommodation and a 57 room A Bed Every Night emergency accommodation provision at the Muslim Heritage Centre in Whalley Range.

- 1.9 MCR and SSG are also in discussion, and have a framework agreement in place, with Arawak Walton Housing Association. SSG and Arawak Walton will therefore work together to manage the operation of the centre upon completion.

Structure of the Statement

- 1.10 The Planning Statement considers a range of principal matters to enable a thorough evaluation of the proposals against the relevant local and national planning policy framework. The statement is structured as follows:

- **Section 2.0** – provides a description of the site, the surrounding area and relevant planning history;
- **Section 3.0** – sets out the strategic context to the proposals and the highlights the critical need;
- **Section 4.0** – describes the proposed development;
- **Section 5.0** – details the service offer of the centre and the operational management strategy;
- **Section 6.0** – details the pre-application consultation undertaken by the applicant;
- **Section 7.0** – sets out the statutory development plan for the area and other material planning considerations against which the planning application should be assessed;
- **Section 8.0** – assesses the proposed development against the relevant planning policy context and in light of other material considerations;
- **Section 9.0** – summarises the relevant environmental and technical considerations associated with the site and proposed development;
- **Section 10.0** – concludes why the proposed development accords with the statutory development plan and should be approved without delay.

Supporting Material

- 1.11 This application is accompanied by a comprehensive suite of supporting documents and drawings, the extent of which has been prior agreed with planning officers, as set out below.

Documents

- Application form, notices and certificates;
- Application Covering Letter (Avison Young);
- 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).

Plans

A full drawing schedule has been provided at **Appendix I**.

2. The Site and Surroundings

- 2.1 The site measures approximately 0.09ha (0.2 acres) in size and is located on the Northern edge of Manchester City Centre. The extent of the application site is shown below.

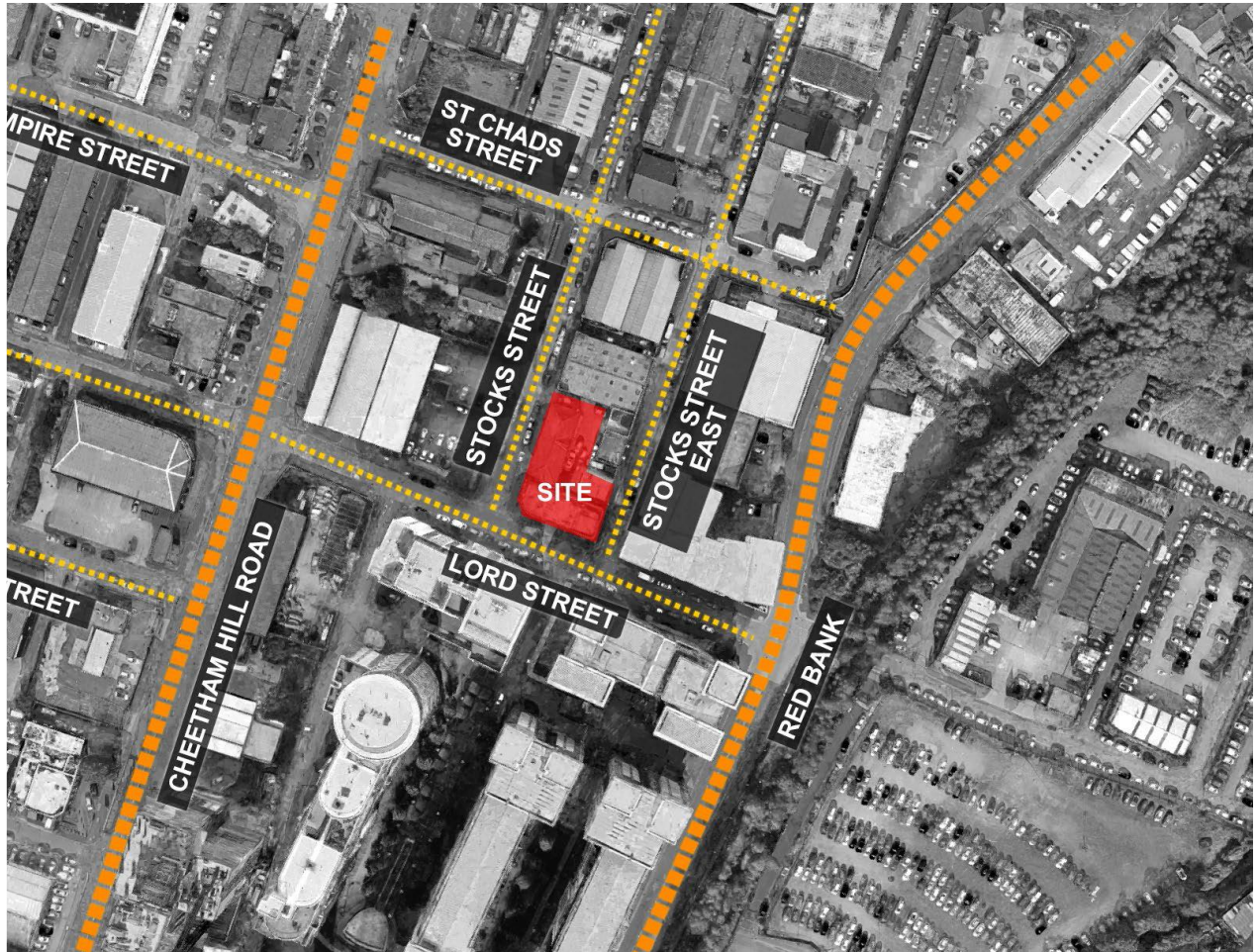


Figure 1: Aerial view of the site

- 2.2 The site sits on the outskirts of Manchester City Centre, just outside the city's inner ring road, and adjacent to Cheetham Hill Road, a key arterial route into the City Centre. The site is bound by Lord Street to the south, Stock Street to the west, Stock Street East to the east and Mehtab House, a car garage/workshop to the north.
- 2.3 The site current comprises two connected buildings, with a third standalone building which sits in the external courtyard to the rear of the property. The buildings are presently vacant and in a derelict state. However, the most recent previous uses include a nail salon and a broadcasting network.
- 2.4 The topography changes quite significantly around the entire site. From the corner of Lord Street and Stocks Street East, the gradient rises in the direction of both Stocks Street and along Stocks Street East.
- 2.5 The main entrance to the existing 2-storey building is located on Lord Street, however this does not grant level access, with a staircase immediately behind the entrance taking you to an elevated ground floor.
- 2.6 The existing building is punctuated with large glazed openings, with metal roller shutters installed at ground floor level.

- 2.7 A single skin of brickwork prevents access to the proposed site from Stocks Street East,

Statutory Designations

- 2.8 Regarding statutory designations:

- **Heritage** – the site is not within a Conservation or directly affected by any heritage assets. Listed buildings are present within the wider surrounding area, including the Grade II listed Roman Catholic Church of St Chad which sits on St Chad Street to the north-west of the site.
- **Flood Risk** – the site falls within Flood Zone 1 (low risk).
- **Trees** – there are no trees or vegetation on site.
- **Rights of Way** – the site is not affected by any Rights of Way.

Surrounding Area

- 2.9 The area surrounding the site predominantly comprises a mix of residential development to the south and east, with some industrial uses and offices to the north and west. Other uses in the surrounding area include hotels, retail, restaurants, drinking establishments and a church.
- 2.10 Further afield, to the north of the site, lies the Manchester Fort retail park. Strangeways Prison is in addition located nearby to the site, to the west, where Lord Street terminates and joins onto Southall Street.
- 2.11 The area, known as the Green Quarter, has experienced high levels of redevelopment in recent years including the replacement of industrial buildings with other uses. The residential development located to the south of the site is known to have kick-started the regeneration in this part of the city, with new apartments now appearing in the area alongside local breweries, gin distilleries, hotels and restaurants.
- 2.12 This area of new development leads onto the Manchester Ring Road, located to the south of the site. This road is a major gateway into Manchester which represents the edge of the City Centre, with connections onto key motorway junctions.
- 2.13 The site is also located between two further major areas of regeneration being the Great Ducie Street area to the west and the Northern Gateway area to the east, both of which are subject to strategic regeneration frameworks for major residential-led developments.

Accessibility

- 2.14 The site is located in a highly accessible location and is well connected to surrounding areas by a comprehensive network of pedestrian routes. Lord Street sits directly off a major A Road (The A665/Cheetham Hill Road) which links the city centre to Manchester's outer ring road.
- 2.15 The site is a short walk from the City Centre Core, (approximately 10 minutes) and is also located close to the Manchester Victoria station (approximately 5 minute walk) which provides train and Metrolink connections into the City Centre as across Greater Manchester and further afield including regular services to destinations such as Leeds, Bradford, Huddersfield and Liverpool.

- 2.16 There are also a number of bus stops located nearby the site, the closest of which is located on Cheetham Hill Road to the west (approximately 1 minute walk). The 135 and 41 bus services run from this stop and both connect the site to a variety of neighbourhoods within Greater Manchester, including the City Centre where interchanges are provided for a plethora of other bus services.

Planning History

- 2.17 A desk-based search was conducted of the site's relevant planning history. The findings are detailed in table below:

Ref:	Applicant	Description	Status	Decision Date
087214/00/2008/N1	Mr G Miller 14 Darbaway Warrington	Outline application for the erection of a part nine part six storey building comprising two floors of Class A1 retail space (460sqm) and residential accommodation comprising 30 x two bedroom apartments with parking for 30 cars,	Withdrawn/ Finally Disposed Of	15/02/2011
081182/00/2006/N1	Mr G Miller 14 Darbaway Warrington	Outline application for erection of 9 storey building comprising 672sq.metres class A1 retail floorspace and 37 no.residential units. Provision of 36 no. car parking spaces and landscaping, with the siting, layout, means of access, design and external appearance for consideration.	Refused and Appeal Dismissed	16/05/2007

3. Homelessness: The Strategic Context and Need for Action

- 3.1 The term 'homelessness' is often considered to apply only to people 'sleeping rough', however homelessness means that someone has no home in the UK or anywhere else in the world, that is available and reasonable for them to live in.
- 3.2 The definition of homelessness prevention can be interpreted differently nationally, regionally and locally. The Government definition of "'homelessness prevention' means providing people with the ways and means to address their housing and other needs to avoid homelessness."¹

The Scale of the Problem

- 3.3 There is a widespread recognition that homelessness is a major problem across England and in Greater Manchester. The Greater Manchester Combined Authority (GMCA) is currently consulting on a Draft Greater Manchester Homelessness Prevention Strategy (May 2021)², which includes the following figures highlighting the problem.
- 3.4 From 2010 to 2017, all forms of homelessness in England and in Greater Manchester increased at an alarming rate. Between 2010 and 2017, the number of people sleeping rough on a single night in Greater Manchester increased dramatically. 41 people were recorded on a single, typical night in Autumn 2010, compared to 268 in 2017 – a 554% increase.



Figure 2: Rough sleeping graph 2010-2020

- 3.5 Since 2017 the numbers in Greater Manchester have begun to decline, with 125 people recorded as rough sleeping on a single night in Autumn 2020. Whilst this represents a 53% decrease from the 2017 peak, this still three times as high than 2010.
- 3.6 The trend in the level of rough sleeping across Greater Manchester is mirrored at the national level, albeit the rise in homelessness was comparatively much steeper in Greater Manchester. In England as a whole, the number of people recorded as sleeping rough rose 169% from 1,768 in 2010 to a peak of 4,751 in 2017. Since

¹ <https://www.gov.uk/guidance/homelessness-data-notes-and-definitions>

² <https://www.greatermanchester-ca.gov.uk/media/4498/draft-gm-homelessness-prevention-strategy.pdf>

2017, the number of people recorded as sleeping rough nationally also fell, to 2,688 in 2020. This is a decrease of 43%.

- 3.7 Homelessness in all forms has increased in Greater Manchester since 2010. In 2009-10, 1,857 applications were accepted by local authorities as a 'main duty' of re-housing being owed under provisions of the Housing Acts. This increased by 85% to a peak of 3,428 in the 2017-18 financial year.
- 3.8 The enactment of the Homelessness Reduction Act 2017 expanded the duties owed by local authorities to those who are homeless (the relief duty) and those at risk of becoming homeless within 56 days (the prevention duty). The drop in main duty acceptances in 2018/19 indicates displacement to these new prevention and relief duties. Despite this change, the steep increase in main duty acceptances has continued with another significant rise into 2019/20.
- 3.9 Under the new legislation, across Greater Manchester 6,927 households were initially assessed as being owed a prevention duty and 9,673 households as owed a relief duty in 2018-19³. In 2019-20 these figures increased by 8% to a total of 17,933 duties owed at initial assessment; 7,569 (42%) prevention duties and 10,364 (58%) relief duties⁴.

Tackling Homelessness and Rough Sleeping in Greater Manchester

- 3.10 Tackling homelessness and rough sleeping is a key priority for GMCA, the Mayor of Greater Manchester – Andy Burnham – and organisations across Greater Manchester. Greater Manchester has a strong track record of innovation and collective action to tackle homelessness and has been backed by strong political and community will to end the need for rough sleeping and pioneer new ways of doing things.
- 3.11 The Greater Manchester Mayors Charity is committed to funding vital work to reduce and prevent homelessness right across the city-region. Since the charity was formed in 2018, more than £2.7 million has been raised and granted to over 48 different charities and organisations working across Greater Manchester. This vital work is literally changing the lives of thousands of people.
- 3.12 A number of key strategy documents have been published in recent years with the aim of tackling the homelessness and rough sleeping problem in Greater Manchester, which are summarised below.
- 3.13 Greater Manchester Homelessness Action Network (February 2020) ("GMHAN")
- 3.14 The GMHAN mapped out a comprehensive strategy to end rough sleeping. However, the Greater Manchester Mayor also intends to develop a 10-year plan to reduce and prevent homelessness in Greater Manchester in all of its forms.
- 3.15 The GMHAN set out an action plan containing a number of key actions and themes, which are summarised below:
- Reduction

³ MHCLG Statutory homelessness: detailed local authority-level tables: April 2018 to March 2019

⁴ MHCLG Statutory homelessness: detailed local authority-level tables: April 2019 to March 2020, supplemented with quarterly returns

- Development of preventative strategies to run in parallel with homelessness activities in local boroughs.
- Hospital and Prison Discharge and Care Leavers
- Respite
 - A network of hub-type provision funded through MHCLG Trailblazer programme for people newly rough sleeping or at immediate risk of
 - Modular Housing
 - Emergency accommodation for cold weather months.
 - Indoor provision of food and support.
 - Improved access to mental and physical as well as primary healthcare.
 - Develop a bespoke approach for both EA migrants and failed asylum seekers.
- Recovery
 - This stage allows the individual to explore what constitutes home for them and rebuild these elements with support. This will be achieved in the form of either specific supported accommodation or activities to support recovery; through outreach in to accommodation, supporting existing community and voluntary organisations.
- Reconnection
 - Access to affordable accommodation across Greater Manchester which prioritises people who have been or are at risk of rough sleeping.
 - Repurposing empty properties.
 - A commitment to Housing First
 - Employment, Work Experience and Volunteering Opportunities
- Delivery Support
 - A commitment to build on existing provision and local practice to establish existing provision and where gaps can be filled
 - Personalised plans, key workers and where appropriate an allocated personal budget based on individuals needs and personal housing plan

Draft Greater Manchester Homelessness Prevention Strategy (May 2021)

3.16 The GMCA and the Mayor of Greater Manchester launched the 'Draft Greater Manchester Homelessness Prevention Strategy' in May 2021. The draft document sets out a strategy seeking to prevent homelessness and rough sleeping with its aims being that:

- Everyone is able to sustain a home that is safe, decent and affordable
- Everyone leaves our places of care (care, health facility, prison, asylum) with a safe place to go
- Where people are at imminent risk of homelessness they are able to access quality advice, advocacy and support

- No one is forced to sleep rough and temporary accommodation supports respite, recovery and re-connection
- Homelessness is not an entrenched or repeat experience

3.17 The GMCA's draft strategy considers how we truly prevent homelessness, as well as mitigating the risks of homelessness when they occur. It states that homelessness prevention should be as much about proactively building wellbeing and participation, as it is about taking steps to respond effectively when people need help.

3.18 A number of initiatives are already in place in Greater Manchester to help reduce homelessness and rough sleeping, including [Housing First](#), the [Entrenched Rough Sleeper Social Impact Bond](#) and A Bed Every Night, but the GMCA recognise that there is more to do. The Draft Strategy sets that that GMCA wants to work with people who have experience of homelessness, organisations and stakeholders with experience in this area and want to see three shared commitments that guide the way all necessary sectors and stakeholders will act:

- To work with People; being truly person-centred, building wellbeing and addressing inequality
- To build Participation; where people participate in decisions that affect their lives and lived experience is highly valued
- To embed Prevention; ensuring public services create the conditions for success

3.19 The aim is to embed prevention as a systematic approach through all Greater Manchester services with a specific focus on the stages at which people may be at risk of homelessness or repeat homelessness.

Manchester City Centre

3.20 The GMHAN (February 2018) highlighted the scale of the homelessness and rough sleeping problem in Manchester alone with Appendix 2 of the document providing a breakdown of the rough sleeper counts in Greater Manchester by each of the boroughs. This highlighted that between 2010 and 2017 there had been a 1,243% increase in rough sleepers with numbers going from 7 to 94 rough sleepers per night.

	2010	2011	2012	2013	2014	2015	2016	2017	Change
Bolton	2	1	1	1	4	8	8	17	750%
Bury	3	9	3	10	0	9	3	10	233%
Manchester	7	15	27	24	43	70	78	94	1243%
Oldham	1	0	1	2	0	2	3	2	100%
Rochdale	5	5	8	6	17	2	12	8	60%
Salford	4	11	10	7	14	16	26	49	1125%
Stockport	1	0	4	3	7	9	10	10	900%
Tameside	9	7	0	2	7	14	19	43	378%
Trafford	3	1	2	2	2	1	2	5	67%
Wigan	6	11	15	13	7	3	28	30	400%
GM Total	41	60	71	70	101	134	189	268	554%

Figure 3: Rough sleeper counts 2010-2017

Manchester Homeless Strategy 2018 – 2023

- 3.21 The Manchester Homelessness Partnership (MHP) has enabled organisations, services and citizens to work together on the challenges that can affect people who are experiencing homelessness. In 2015, the Partnership established Manchester's Homelessness Charter and multiple action groups. These groups have developed new approaches to reduce homelessness, bringing together people who are homeless and organisations that provide support for people to overcome personal and systemic challenges. The Partnership also works closely with the Greater Manchester Homeless Action Network so that a common understanding of our goal goes hand in hand with shared best practice.
- 3.22 The Charter established a clear vision and values that have framed the work of the Partnership. The simple vision is to end homelessness in Manchester.
- 3.23 The Manchester Homeless Strategy 2018 – 2023 was published in 2018. It is a statutory document for MCC prepared in collaboration with MHP and invites a collective approach that acknowledges the contributions that organisations across the city can make towards reducing homelessness. The strategy aims to make:
1. Homelessness a rare occurrence: increasing prevention and early intervention
 2. Homelessness as brief as possible: improving temporary and supported accommodation so it becomes a positive experience
 3. Experience of homelessness a one-off occurrence: increasing access to settled homes
- 3.24 Specifically, for Aim 2, the strategy states that the Partnership will make the experience of temporary and supported accommodation as positive as possible through a number of aims and objectives, including the following:
- Reducing inequalities and disruptions to accessing physical and mental-health services, education, advice, community resources or other support that might be needed for people living in temporary and support accommodation inside and outside the city.
 - Focusing on the strengths and interests of people and families living in temporary and supported accommodation, connecting them to the education, training, volunteering, housing, cultural, leisure and employment opportunities in the city
 - Understanding the current demand and unmet need for supported accommodation to influence the future commissioning of services, and improving access to supported accommodation
 - Working with the unsupported temporary accommodation sector to improve standards
- 3.25 The Strategy states that organisations across the city all have a contribution to make and a role to play towards these aims in order to reduce homelessness. The Strategy states that its work with other Greater Manchester authorities; private, public and voluntary organisations; and the Greater Manchester combined authorities, will be mutually supporting – working towards a shared vision with a common approach.

The Impact of Covid-19

- 3.26 A report to MCC's Executive Committee by the Director of Homelessness on 17 February 2021 highlights that homelessness has been at the forefront of the Council response to Covid-19 and effectively delivered the government's 'Everyone In' programme since its inception, providing accommodation for people sleeping rough in the city. Working with the GMCA, voluntary sector, internal partners and other local authorities across Greater Manchester, the Executive Report states that 12 separate venues were secured during the pandemic, mainly within Manchester itself, representing 372 bed spaces, with 277 people who were sleeping rough and who are currently accommodated have been placed by MCC. However, the Report goes on to say that in the longer-term, greater unknowns include the potential homelessness related economic impact of Covid 19 on individual households, such as unemployment, debt, arrears and home/tenancy loss, and that there are real risks of increasing homelessness through residents who lose tenancies and/or are no longer able to access affordable housing.

The Strategic Need for these Proposals

- 3.27 As set out in the preceding paragraphs, it is clear that there are an array of documents and information sources which have repeatedly published evidence of the ever increasing issue of homelessness, not only within England, but within Greater Manchester.
- 3.28 The figures are staggering, and it is alarming to see that the numbers of people sleeping rough on a single, typical night have increased by up to 554% over the course of 7 years despite the initiatives that have been employed and the services that have been provided over the same timescale.
- 3.29 It is thus clear to see why homelessness continues to remain a pressing matter on the political agenda for Greater Manchester and why over the past few years this has been a key topic for discussion with the Council and the Mayor during speeches and updates on the status of the City, whereby it has been called for further initiatives to be employed and extra accommodation provided.
- 3.30 As set out by the Homelessness Strategy, the loss of a home can be the consequence of different structural or personal factors and in the past ten years it is recognised that there have been many external pressures which have and continue to influence the rate at which homelessness is increasing. This includes, the Welfare Reform introducing the freezing of Local Housing Allowance, benefit caps for low-income families, and Universal Credit; average rents in the private-rented sector having increased, and demand for social affordable housing growing, outstripping supply.
- 3.31 These pressures can be seen to be reflected within Greater Manchester for which the Manchester Homelessness Partnership state that the main cited reason for why someone becomes homeless in the City is down to 'eviction from private-tenancy'. It is therefore even more concerning, that we are just now seeing the start of the impacts of Covid-19 on people personal circumstances and it is worrying to know how this may potentially further increase the pressures on the existing provision for homeless people within the City as time goes on.
- 3.32 It is therefore considered, and as recognised by Manchester City Council and the Mayor, that there is an overwhelming, critical need for the provision of further accommodation for homeless people, which would help provide for the existing homeless people in Greater Manchester and those who may suffer in the future.

The proposals presented within this application are therefore underpinned by this notion and aim to play a role in helping to fulfil the need within the City through the provision of further accommodation.

- 3.33 The Council believe that everyone who is homeless has the right to a safe, secure home and if needed, an appropriate level of support to create a good quality of life. The Council also state that measures should be put in place to help with the equality of access to information and services and opportunities for employment, training, volunteering, leisure and creative activities.
- 3.34 The proposals to transform the site into a homeless accommodation centre with a holistic support offer are therefore considered wholly in line with the aspirations as set out by the Council, in particular the Manchester Homeless Strategy and the more recent Draft Greater Manchester Homelessness Prevention Strategy, which echoes the points provided above.
- 3.35 The proposals support the concept that individuals should be helped to move on to more permanent accommodation and should be steered in the right direction to ensure that homelessness is not repeated. The provision of a clear pathway out of homeless accommodation is acutely recognised by the Applicant and within the proposals put forward there is a clear aim for residents of the centre to be provided with the skills and connections in order for them to find a permanent home as soon as possible; a key factor in the success and effectiveness for this level of accommodation.
- 3.36 The proposals whilst in accordance with the documents set above, have also been developed alongside the authors of this material including the Manchester Homelessness Partnership, MCC Homeless Directorate, GMCA and The Mayor, along with a number of other local organisations. The proposals put forward within this application have thus been heavily informed by a wealth of knowledge and expertise in this field and will ensure that the accommodation provided will complement the existing provision within the city, leading to an overall well-rounded selection of homelessness accommodation for Greater Manchester.
- 3.37 In summary, there is a large strategic context to the proposals for a homeless accommodation centre within Greater Manchester which is based upon the rise of homelessness within the City and therefore the ever increasing critical need to help lift those most vulnerable off the streets. The redevelopment of a redundant site into a socially beneficial, homeless accommodation centre should consequently be warmly welcomed by the City Council in light of the serious need identified at both a local and national level for further accommodation to be provided and the political agenda within Greater Manchester which continues to shine a light on this pressing matter.

4. Development Proposals

4.1 The development is proposed via the submission of a full planning application. The application proposals are described in detail in the accompanying Design and Access Statement prepared by Leach Rhodes Walker, which should be read in conjunction with this Planning Statement.

4.2 The detailed description of development, as set out on the application forms, is:

"Refurbishment and change of use of existing buildings into a homeless accommodation centre (Sui Generis) and ancillary healthcare office/facility including partial demolition of existing buildings/structures with other associated works"

4.3 This application proposes to re-use the existing buildings on site and so this Planning Statement focuses on the physical alterations to the buildings and also the particular uses proposed.

Components of Development

Use and Amount

4.4 The proposals comprise the refurbishment of the existing buildings at the junction of Lord Street and Stocks Street to provide a new homeless accommodation centre with ancillary facilities, associated amenity space, and storage areas.

4.5 The proposals will transform the vacant and derelict buildings into a new homeless centre to help with the growing number of rough sleepers within the city and the need to help accommodate and provide for these individuals.

4.6 The accommodation centre will provide 31 bed spaces for single male rough sleepers who have low risk/support needs.

4.7 The accommodation is to be provided through a collection of individual en-suite bedrooms, with additional amenity spaces to allow for the cooking of meals, washing of clothes, flexible break out area, meeting spaces and therapeutic activity area.

4.8 Communal amenity spaces will be used for group work to allow the tenants access to facilities for the development of skills, job searching and other necessary access such as facilities for applying for benefits etc. These areas will also provide space for residents to relax.

4.9 A landscaped external terrace is proposed which will be decked with seating areas and access to secure storage and refuse store. The terrace is proposed to be located to the rear of the property, within the boundary and walled from the road which will assist privacy for both the residents and local occupants/ passers-by.

4.10 An ancillary healthcare office/facility is also proposed to be co-located within the building which will be ancillary to the overall accommodation use. The exact use of this facility, however, continues to be developed but the Applicant in discussions with the NHS who has taken a keen interest in using the space.



Figure 4: Ground floor plan showing use split

Demolition

- 4.11 There are currently three buildings in total on site, two of which are connected via a series of stairways and they range from 2-storeys on Lord Street to 3-storeys on Stocks street, the rising and falling to match the natural topography.
- 4.12 The external envelope of the buildings will be mostly retained, with windows being replaced where necessary. Some of the windows will be infilled with brick (as indicated on the plans submitted) with a new opening created to allow for a new means of escape stair, to comply with building regulations.
- 4.13 The intention is to retain and convert two of the existing buildings on site, which face onto Lord Street and Stocks Street, and demolish the third building. The building to be demolished is a small standalone building located in the courtyard of the existing site and will be the only matter relating to scale and massing that will change with regard to the existing development.
- 4.14 The reason for the removal of this building is to create more external amenity and storage space, which would be much more beneficial to this scheme. The removal of this building will also allow for the new terrace area to be created on the first floor level.

- 4.15 Access to the ground floor will however be retained via the existing alleyway, where it is proposed that the temporary brick wall will be removed to allow the installation of an access gate.
- 4.16 All of the existing internal walls will be removed and replaced with new internal walls as part of the proposals.

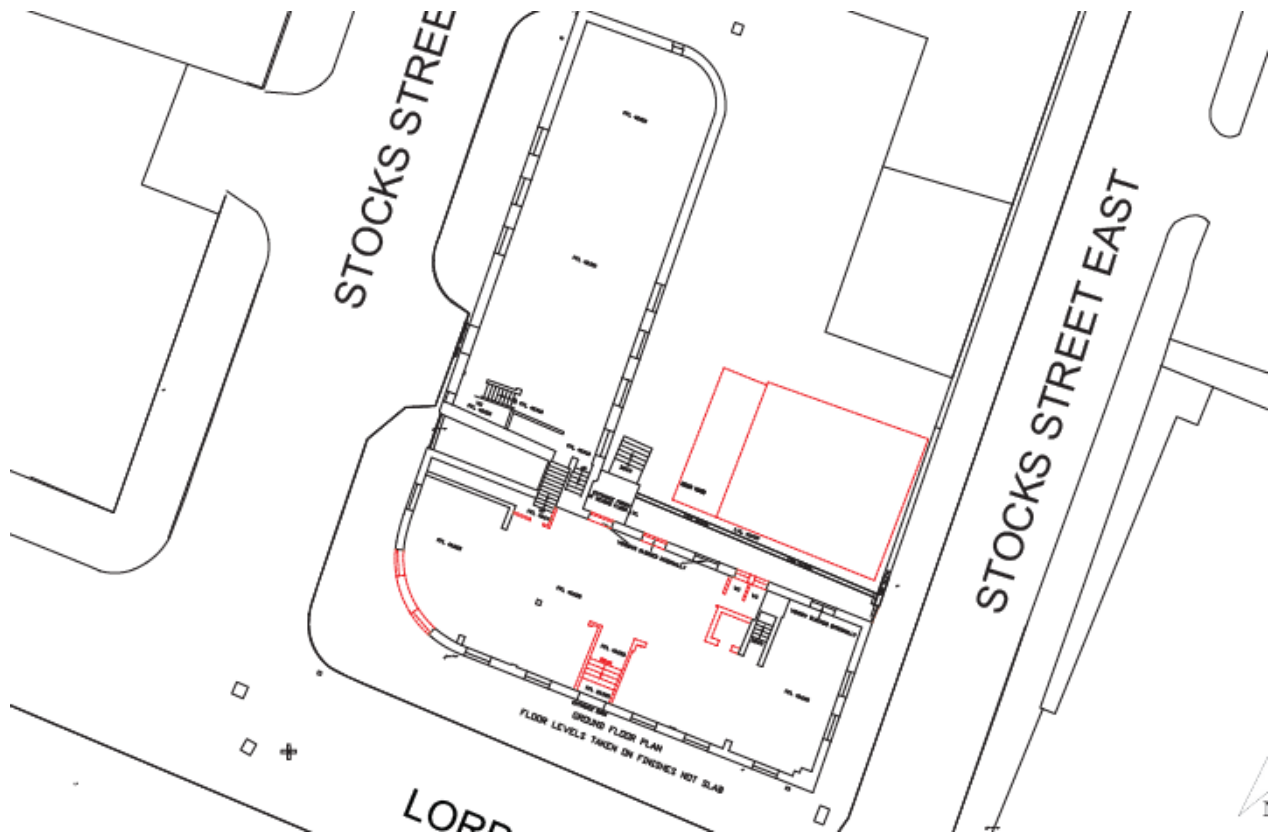


Figure 5: Ground floor demolition plan (areas of demolition shown in red)

Layout

Ground Floor

- 4.17 At ground floor a new entrance to the building is proposed on the corner of Lord Street and Stock Street.
- 4.18 Currently there are several entrances into the existing buildings on site. One off Lord Street, one off Stocks Street and one to the rear from the external courtyard. Due to the natural topography of the site and surrounding area, none of these entrances currently provide a means of level access. Therefore the intention is to relocate the entrance off Lord street and create a new larger entrance on the curved part of the existing building on the corner of Lord Street and Stocks Street, with the existing entrance on Lord Street to be infilled with brick and made level internally.
- 4.19 The new entrance on the corner at ground floor will lead to a reception area which has access to interview rooms, flexible breakout areas, a laundry room, visitor W/C and staff offices and changing facilities.
- 4.20 A separate entrance to the ancillary healthcare office/facility is proposed at this level from Stocks Street which will be altered to provide level access. A new stair lift is also proposed at the rear entrance of the building via the courtyard to allow DDA access to the building.

- 4.21 A new lift will provide means of access to the first floor level and will allow access to the external amenity area to the rear.
- 4.22 The external terrace will be decked with seating areas and will contain a new secure storage unit, which will be used to store additional items of replacement furniture for use in the new shelter i.e beds, mattresses, tables and chairs etc. This storage unit could also be used for the secure storage of cycles.

First Floor

- 4.23 The first floor will house the individual rooms for the tenants with two accessible rooms to be provided on the Lord Street side of the building. Each 'arm' of the building will also have access to a communal lounge/kitchen area and a separate 'brew area.'
- 4.24 The arm which flanks Lord Street will also comprise two accessible/DDA rooms.
- 4.25 There is an alternative entrance at the rear of the building which grants access to the first floor level, via a series of existing steps adjacent to the new outdoor terrace/amenity area and service yard. A new lift is proposed from this area to the rear, to facilitate level access, which is at a lower level due to the natural topography of the site.
- 4.26 An existing means of escape from first floor level is located at the northern end of the arm that fronts Stocks Street and will be retained.



Figure 6: First floor plan

Second Floor

- 4.27 The second floor will provide for the additional rooms and communal facilities in the arm of the building which flanks Stocks Street.
- 4.28 This floor will have access to a new external spiral staircase proposed for escape purposes in accordance with building regulations.

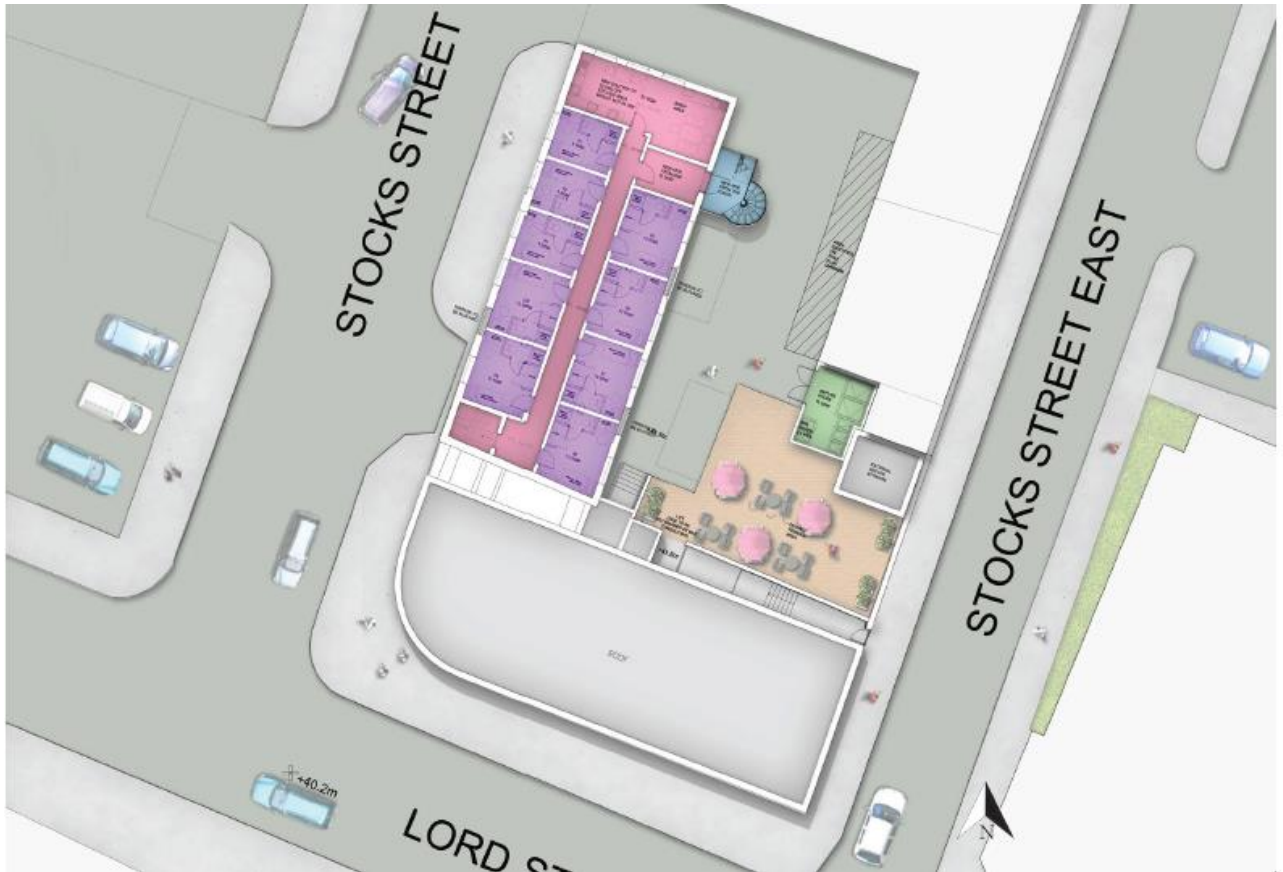


Figure 7: Second floor plan

Accommodation

- 4.29 The rooms will be single bedrooms with en-suite facilities to provide privacy and dignity for the occupants. This will also help ensure that the accommodation is COVID secure. The centre's accommodation will not feel like a dormitory; every resident will have their own safe space.
- 4.30 The bedrooms have been designed to be self-sufficient for the user, providing a bed, fridge, desk, WC and shower facilities, as well as providing storage space for additional storage and valuables.
- 4.31 En-suite rooms will be supported by communal areas which will include break out space for relaxation alongside kitchen/diners; which will allow for residents to prepare and eat their own meals within and the residents terrace.

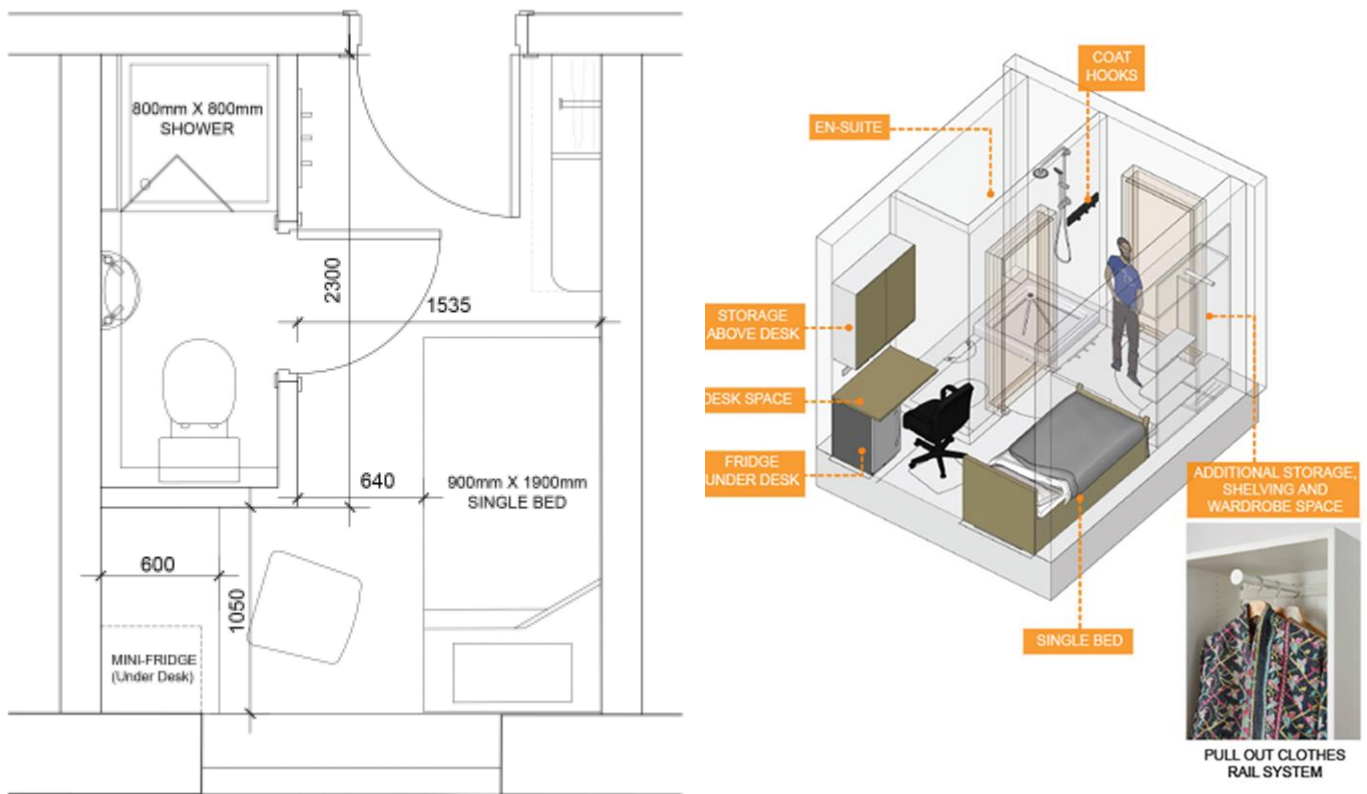


Figure 8: Typical bedroom layout

Design and Appearance

Appearance

- 4.32 The proposals are for the retention and re-development of two existing buildings. As such, it is not proposed to increase the scale or massing on the site with only limited demolition in the form of the removal of the existing standalone building to the rear.
- 4.33 The existing structure of the building will therefore remain largely the same with alterations to the appearance of the building predominantly comprising the replacement of windows along with changes to means of access to allow the proposals to be brought forward in line with current regulations. A summary of these changes is provided below:

Lord Street Elevation

- Existing entrance relocated to the corner of the building facing onto Lord Street and Stock Street;
- Existing entrance door bricked up;
- All existing windows to be replaced by new openable double glazed UPVC windows; and,
- Roller shutters removed.

Stocks Street East Elevation

- Removal of existing standalone building within the rear service yard area;
- Existing glazing replaced with new openable double glazed windows;

- Roller shutters removed;
- Infill of basement windows; and
- Removal of bricked up access and replacement with a secure gate to allow the use of the side access as a means of an escape route.

Service Yard Elevations

- All existing windows replaced with new openable double glazed UPVC windows;
- A new entrance porch to the existing first floor entrance;
- Retention of roller shutters to the ancillary healthcare office/facility;
- Infill of some windows;
- A new opening created to form a new means of escape from ground floor via a series of steps and the installation of a new lift; and,
- The reconfiguration of a second floor window to form a larger opening to become a new means of escape from this level via a new spiral escape stair.

Stocks Street Elevation

- All existing windows to be replaced with new double glazed UPVC windows;
- Infill of two windows; and,
- Retention of roller shutters to the ancillary healthcare office/facility and in front of the entrance.



Figure 9: Lord Street/ Stocks Street East Alterations

Access and Servicing

- 4.34 As discussed above, the main pedestrian access will be taken into the property via a new entrance provided off Lord Street which has been amended to provide level access into the ground floor and also to create a more welcoming, centralised focal point that will address the two principal facades.
- 4.35 The existing entrance off Stocks Street will, however, be retained and this is to be used as an independent access into the ancillary healthcare office/facility, which occupies the ground floor. Internal alterations will be required to facilitate level access.
- 4.36 A new lift is also proposed from rear of the building, to facilitate level access, which is at a lower level due to the natural topography of the site. The existing means of escape from 1st floor level which is located at the northern end of the arm that front Stocks Street will in addition be retained, along with the proposed new spiral escape stair case to meet building regulation standards.
- 4.37 Vehicular access to the rear service yard will be gained from Stocks Street. An existing covenant is currently located in the service yard with space for two vehicles.
- 4.38 The service yard will also provide access to the terrace area which will provide a secure storage area where bicycles can be stored safely.

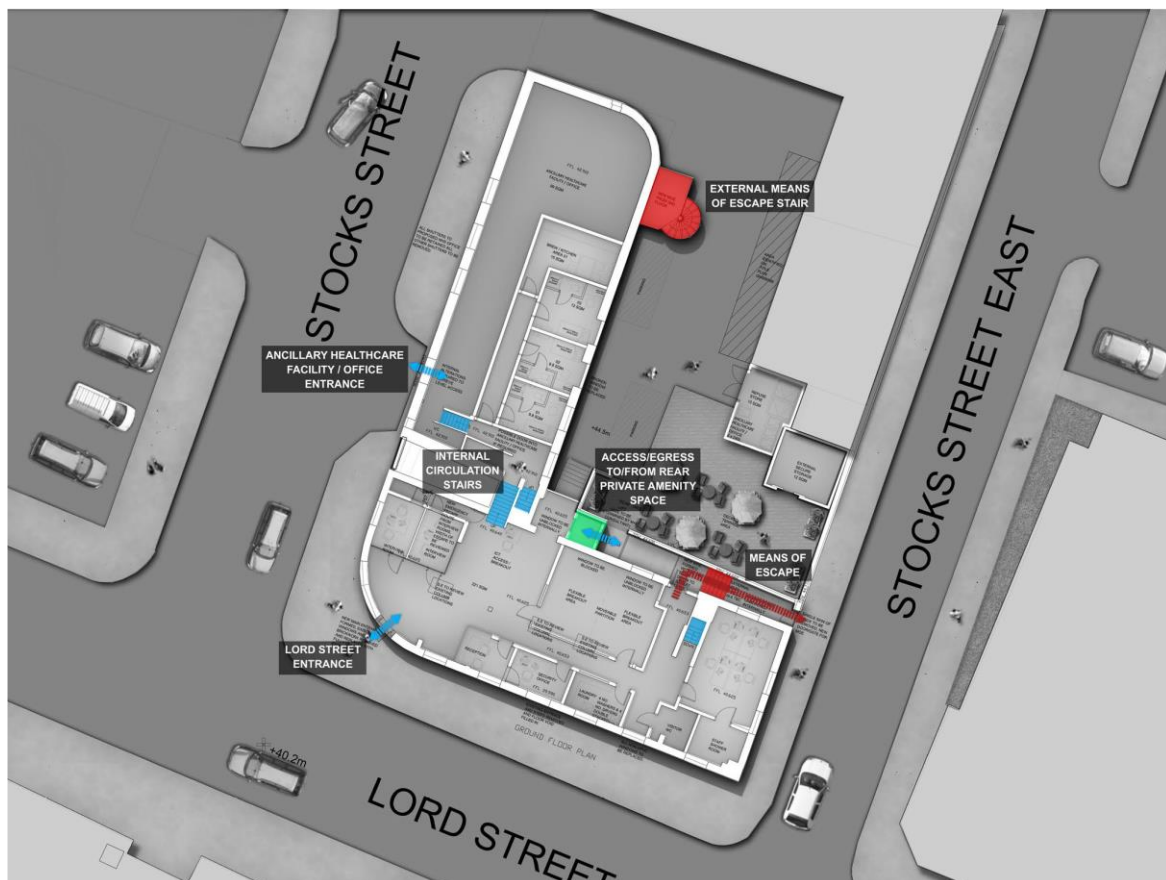


Figure 10: Access plan

- 4.39 The refuse store is proposed adjacent to the external terrace area at the rear of the building next within the service yard. Full details of waste management can be found in the accompanying Design and Access Statement, Waste Management Proforma and Servicing and Waste Management Plan which have been submitted in support of this document.

5. Service Offer and Operational Management

Service Offer

- 5.1 The Lord Street centre will comprise of 31 single bedrooms for single male rough sleepers who meet the following referral criteria:
- Low risk/support needs;
 - People with a benefit entitlement; and
 - People who are wanting to move on to independent private rented accommodation and also people who are looking to get back into work.
- 5.2 This scheme will offer a pathway out of homelessness for single men with lower support needs. It will provide high quality, single room accommodation with 24-hour staffing. Residents will be supported to build skills and address any underlying issues before being supported to move onto independent private rented tenancies. People will be linked into other support services including health and skills services and there will be support to enable people to move into employment.

Service Model

- 5.3 This project will be based around three general areas of support:
- **A psychologically informed, high quality environment.** The building will be fully refurbished to provide a psychologically informed environment including a welcoming reception area, individual personal space, communal space to enable people to socialise and meetings rooms to provide private space for people to meet with their workers. In line with Manchester's Minimum Standards for Emergency Accommodation all the accommodation will be single room with en-suite facilities, providing privacy, dignity and security. This also ensures that it is COVID secure and meets COVID infection control guidance. In line with a psychologically informed approach, staff will be trained in strengths based approaches, motivational interviewing and trauma informed care to ensure that they are providing the support and encouragement that will help people to move forward in their lives.
 - **Support to move towards independence.** Each resident will have a key worker who will help them to build on their strengths, positive social networks and skills and to address any underlying issues which have contributed to their homelessness including financial, legal or health issues. Links and partnerships will be developed with support services and meeting rooms will be available for other services to meet with residents on site if appropriate. This would include support to address any underlying issues with their physical or mental health, dependency issues or trauma they may have experienced. Referrals will be made to other services including GP's, CGL and the HMHT as appropriate. People will also be encouraged to build their skills, confidence and self-esteem and to make good use of their time.
 - **Move on to independent accommodation and employment.** As soon as people are ready they will be supported to move on into independent private rented accommodation. This will ensure that they don't get institutionalised into living in a hostel environment. The move on accommodation will be provided by or sourced by MCR through their links in the property sector. People will be provided with resettlement support to ensure that the move is sustainable. People will also be encouraged to move into employment

and employment opportunities will be provided through MCR's contacts in the private sector. The ongoing support after they have left will be designed to provide a solid base, a community to feel part of and a family, so that they always know that there is someone they can turn to during the first few years rather than spiral back into homelessness.

Service Provision

- 5.4 Services will be available on site to serve the residents of the centre and provide users with intensive holistic support, which meets their individual needs. These services will be provided on the ground floor of the building with the accommodation sitting higher and above the building.
- 5.5 Services on offer will include:
- **Meeting/ Interview Rooms** - will be provided on site that can be used by residents and a variety of partner organisations. Links and partnerships will be developed with support services and meeting rooms will be available for other services to meet with residents on site as appropriate.
 - **IT Access Space** – IT access will be provided which residents can use for tasks such as making applications for housing and welfare benefits, reconnecting with family and friends and find out about the area they are moving to.
 - **Move-on Pathway** - Specialist caseworkers will meet with residents, help identify their accommodation and support needs, prepare move-on plans – including with appropriate support to help people sustain their accommodation and assist with moves from the centre.
 - **Support Workers** - The centre will provide key support workers on duty. Support workers will provide general support and assistance to residents, including around welfare benefits claims etc Residents will be supported to access other services (e.g. benefits advice, social care) as needed including GP's, CGL and the HMHT as appropriate.
 - **Skills and Employment** - Residents will be encouraged to build their skills, confidence and self-esteem. The project will work in partnership with the Booth Centre, which is just a 5 minute walk away, where people will be able to go during the day to access art, sport, education and volunteering programmes and also to access their Employment Programme and Job Club.
 - **Ancillary healthcare office/facility** - The building will include an ancillary healthcare office/facility which will be co-located within the building. The end user of this facility is still being developed but it is intended this facility will provide for the local community and residents of the centre as necessary.

Operational Management

- 5.6 Working with Manchester City Council (MCC) and other homeless bodies, the Applicant has developed an Operational Management Plan, which has been submitted in support of this application and should be read in conjunction with this Planning Statement.
- 5.7 The Operational Management Plan will ensure that the proposals are a good neighbour to the surrounding commercial and residential properties and that access to the property and its operation are appropriately managed. A summary of the measures included in this Plan are provided below.

Referral Routes: In and Out

- 5.8 Homeless people will not be able to self-refer to the centre. Access will be via referral from MCC and other providers. The suitability of potential referrals will be assessed against specific criteria before a new resident is accepted into the centre.
- 5.9 Emergency accommodation will require the need for referrals to be accepted at all hours of the day and night. However, it is envisaged that all new residents will usually be brought to the centre by prior arrangement, appropriate security and staffing will be provided nonetheless to deal with all potential residents.
- 5.10 There will be a variety of accommodation and support routes out of the centre for residents. The majority of which is anticipated to be residents moving into longer term supported accommodation or private rented accommodation with appropriate support. The centre will have appropriate agreements in place to ensure that there is access to a sufficient supply of this move-on accommodation.
- 5.11 Some residents, without a local connection to Manchester, will be supported to return to accommodation in their home area and/or return to friends and family.
- 5.12 Specialist caseworkers will lead on move on and support planning and ensure all residents have sufficient support in place to sustain their new accommodation.

Staffing and Management

- 5.13 The centre will be operated and managed by an experienced and approved provider, Stop Start Go *Sustainable Living (SSG)*. SSG's experienced management team will ensure that the centre can guarantee residents' and staff safety at all times and respond to any identified risks, whilst also enabling residents to access the right support as and when they need it. Staff at the centre will be experienced in working with this client group and will receive further training and supervision as needed.
- 5.14 The centre will operate a robust Visitor Policy, which will control visitor access. Residents will be encouraged to stay in the building after 10pm. The concierge will monitor all people entering and leaving the centre and additional security will be provided via the use of CCTV both internally and externally.
- 5.15 The centre will provide a terraced area in the inner courtyard area, where residents can get some fresh air and informally mix with visitors and other residents.

Behaviour Management

- 5.16 All residents will be expected to engage with support relating to their needs. There will be clear expectations set for residents about what is acceptable behaviour at the centre – including around visitors, noise nuisance and drugs/alcohol. These expectations will be communicated when residents move in and will form part of the licence agreement they sign.

6. Statement of Community Involvement

- 6.1 This Section provides an overview of the pre-application consultation process with the Council, other statutory bodies and the local community prior to the submission of the planning application. The proposals have been subject to pre-application discussions including with Manchester City Council and Greater Manchester Police, as well as engagement with local councillors and the local community.

Planning Policy and Legislative Context

National Planning Policy Framework (2019)

- 6.2 The NPPF sets out that the purpose of the planning system is to help deliver sustainable development and in doing so should be a collective enterprise. The Framework specifically promotes pre-application engagement and the frontloading of consultation: the purpose being to identify issues that can be resolved at the pre-application stage enabling the planning system to function more effectively and efficiently. As set out in this section, comprehensive stakeholder and community consultation has taken place prior to the submission of the planning application in full accordance with guidance set out within the NPPF.

Localism Act (2011)

- 6.3 The Localism Act provides the context within which the planning system operates. The Localism Act was given Royal Assent on 15 November 2011, setting out the Government's intention of shifting power from central Government back into the hands of individuals, communities and councils. The Localism Act introduced a number of changes to government policy including:

- Decentralisation and strengthening local democracy;
- Community empowerment; and
- Re-booting of the planning system including neighbourhood planning.

- 6.4 This Act places a responsibility on applicants to:

- Consult communities, having regard to any advice that their local planning authority may provide;
- Consider any responses before they finalise proposals and submit their applications; and
- Account for how they have consulted the local community, what comments they have received and how they have taken those comments into account.

Manchester City Council's Pre-Application Engagement Expectations

- 6.5 On 11 June 2018 the Council adopted a refreshed Manchester Statement of Community Involvement ("MSCI") which sets out how residents and other stakeholders can get involved in the preparation of planning policies, frameworks and neighbourhood planning processes in Manchester. For significant development proposals the MSCI encourages developers to involve the community prior to the submission of the planning application. The responsibility is placed upon the developer to ensure that appropriate pre-application consultation is carried out. The Applicant's approach to pre-application consultation was underpinned by the general principles set out within the MSCI. A summary of consultation activities undertaken by the Applicants is set out in the remainder of this section of the Planning Statement.

Consultation with Key Stakeholders

Manchester City Council

6.6 Engagement with Manchester City Council was undertaken through pre-application discussions with Manchester City Council planning officers on the evolving scheme throughout 2020 and 2021. Key topics discussed included:

- The principle of development and the proposed uses; and,
- Advice on planning application strategy and agreement on information requirements to support the submission.

6.7 The general feedback was supportive with Officers and recommendations regarding the scheme proposals, consultation strategy and information requirements have all been taken on board by the Applicant.

Greater Manchester Police

6.8 Greater Manchester Police were consulted on the proposals in regard to design and security. A Crime Impact Statement has been prepared by Greater Manchester Police assessing the development against the principle of 'Crime Prevention Through Environmental Design' (CPTED), in order to reduce the opportunities for crime and fear of crime.

6.9 The full assessment of the development is set out within the Crime Impact Statement which has been submitted in support of this application. This Statement includes Greater Manchester Police's feedback on the application proposals and any recommendation which they have put forward to be included in the design/management of the scheme.

Other Stakeholders

6.10 A series of other stakeholders were involved in the process of developing the scheme proposals put forward in this application. The stakeholders listed below were contacted by the Applicant and have been pivotal in ensuring the proposals cater appropriately to the need within Manchester and marry well with the existing provision in the City.

- MCC Homelessness Directorate – Delivery Manager
- GMCA – Andy Burnham and Office
- Homelesslink - Consultancy
- Ward Councillors
- MCC Support Needs Monitoring Group
- CEO of Booth Centre
- MCC Homelessness Directorate Head

6.11 All of the stakeholders listed above have provided their full support for the application proposals.

Consultation with the Public

- 6.12 Consultation with the public comprised a leaflet drop within a defined area boundary surrounding the site, which was agreed with Manchester City Council officers beforehand.
- 6.13 A coloured, overview leaflet was distributed to local residents and business owners within this defined boundary **(Appendix III)** which set out the proposals and included details on the site location, proposed refurbishment, proposed use and management and a computer generated image of the scheme design **(Appendix II)**.
- 6.14 The leaflet also provided details for the webpage, which was created for the scheme, which provided further information on the proposed development including the consultation presentation (Appendix II) that was put together.
- 6.15 The public were provided with contact details which could be used to provide feedback on the application and these details were additionally set out on the webpage.
- 6.16 A total of 13 responses were received. The main comments from the responses received can be summarised as follows:

Support

- The buildings have looked run down for a long period of time;
- Re-developing the buildings would be good;
- The proposals are for a worthy cause;
- Fantastic proposal helping people in need; and,
- In full support of the homeless initiative.

Concerns

- Increased presence of the homeless in the locality of unit beside apartments with a large population base already suffering from anti-social behaviour and no guarantee of residents no repeat offending/ causing issues with regard to crime, litter and fear of crime;
 - There is an internal park in the Green Quarter for which residents do not want to share with homeless people or pay for any issues they may cause within this park;
 - Opening a homeless shelter impacts on local house prices and individuals may be unable to sell;
 - The location is wrong and would be devastating to the northern gateway and completely contradictory to regeneration strategies. Any homeless facility should therefore be based away from this area to protect the existing residents and the inward investment; and,
 - There is a concern over parking as this is already difficult within the area.
- 6.17 As set out above, it is clear that there is a level of concern with the proposals being located close to a residential area. However, as set out in the preceding section of this Statement and the accompanying Management Plan that has been submitted, the proposals play a crucial strategic role in the wider national, regional, and local strategies to combat homelessness and it is considered that many of the concerns expressed have been dealt with within the submission and it is clear that the proposals put forward have been

developed based upon a wealth of experience within this sector. The applicant is committed to being a good neighbour to those residents in the surrounding area, and has therefore employed an operational management company, who are an approved provider (Stop Start Go Sustainable Living (SSG)) and who have extensive experience in operating these types of schemes. The scheme will be operated under robust supervision which will guarantee safety at all times to both the residents and staff within the building and outside of the development. The applicant has a clear wish to ensure that the scheme is successful, and the amenity of residents is protected. The Management Plan submitted in support of this application should therefore be read in junction with this Statement.

7. Planning Policy Framework

Context

- 7.1 The Planning and Compulsory Purchase Act 2004 ("The Act") establishes the legislative background for town planning in England and Wales. Section 38(6) of The Act requires that proposals are determined in accordance with the Development Plan, unless material considerations indicate otherwise.
- 7.2 The statutory Development Plan for Manchester currently comprises the following adopted Development Plan Documents (DPDs):
- Manchester Core Strategy 2012-2027 (adopted July 2012); and
 - The 'saved' policies of the Manchester Unitary Development Plan (adopted July 1995).
- 7.3 Other planning policy documents relevant to the proposal which could be deemed "material considerations" will also be taken into account in this Planning Statement, including the City Council's adopted Strategic Regeneration Frameworks (SRFs) and any relevant Supplementary Planning Documents (SPDs) and guidance (SPGs).

Statutory Development Plan

Manchester Core Strategy

- 7.4 The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long-term strategic planning policies for Manchester's future development. The key policies of relevance to this application are set out below.
- 7.5 **Policy EC 1 (Employment and Economic Growth in Manchester)** states that in addition to the employment land allocated within the Strategy, the Council will support other significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities and other employment generating uses.
- 7.6 **Policy EC2 (Existing Employment Space)** states that the Council will seek to retain and enhance existing employment space and sites. Alternative uses will only be supported on sites allocated accordingly or it can be demonstrated that the existing use is un-viable, incompatible, unsuitable or on balance, the proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.
- 7.7 **Policy EC3 (The Regional Centre)** states that development for employment generating uses will be encouraged in the Regional Centre. Housing will also be an appropriate use within the Regional Centre, although this should complement the development of mixed use employment areas.
- 7.8 **Policy EC4 (North Manchester)** states that North Manchester is expected to provide approximately 14ha of employment land. The key development opportunity area identified in this policy is the 'City Centre Fringe' including Strangeways. This policy also recognises the significant existing employment and economic

development found in Strangeways Employment Area for which the site is located within. This area is said to be suitable for retention and growth of general industry, warehousing and distribution.

- 7.9 The Council will promote development in North Manchester which has regard to the key transport infrastructure and Metrolink connections, connects major employment opportunities to residential neighbourhoods and those that reflect the importance of waterways, in particular the Irwell River in creating a sense of place and attracting investment.
- 7.10 **Policy H3 (North Manchester)** states that over the lifetime of the Core Strategy, North Manchester will accommodate around 20% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within or adjacent to the parts of North Manchester that fall within the Regional Centre (Strangeways and Collyhurst area) and within Cheetham Hill and Harpurhey district centres as part of mixed-use schemes as well as along high frequency public transport routes.
- 7.11 **Policy H10 (Housing for people with additional support needs)** states that proposals for accommodation for people with additional support needs will be supported where there is not a high concentration of similar uses in the area already. This type of accommodation will also need to contribute to the vitality and viability of the neighbourhood and should not cause disproportionate stress on local infrastructure such as health facilities.
- The is policy goes on to state that people with additional support needs may include homeless people and 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. There is, however, a need for individual communities to be able to meet most of their day to day needs locally, for example, shopping, recreation, education and health care.
- 7.12 **Policy DM1 (Development Management)** states that all development should have regard to a set of specific issues including, but not limited to; appropriate design, impact on the surrounding area, effects on amenity, accessibility and community safety and crime prevention.
- 7.13 **Policy EN1 (Design Principles and Strategic Character Areas)** seeks to ensure that new development follows the seven principles of urban design within the sites specific character areas and reinforces the sense of place and local distinctiveness of the City. The policy also states that Design and Access Statements should be submitted with proposals for new development and must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.
- 7.14 The site is located within the Northern Character Area for which it is stated developers should respond to the underlying topography and varied townscape created by the balance between built form and the tree-covered landscape.
- 7.15 **Policy EN3 (Heritage)** states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of the City Centre. The policy requires new developments to be designed so that they preserve, or enhance the historic environment, character, setting and accessibility of listed buildings and conservation areas.

Other Relevant Core Strategy Policies

7.16 There are a number of other Development Plan policies which are of relevant to the proposal. These include:

- Policy T1 – Sustainable Transport;
- Policy T2 – Accessible areas of opportunity and need;
- Policy EN4 – Reducing CO2 Emissions by Enabling Low and Zero Carbon Development;
- Policy EN6 – Target Framework for CO2 reductions from low or zero carbon energy supplies;
- Policy EN8 - Adaption to Climate Change;
- Policy EN16 - Air Quality;
- Policy EN17 - Water Quality;
- Policy EN19 – Waste.

Saved Unitary Development Plan

7.17 The Unitary Development Plan (UDP) was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced. However, a number of policies were saved on 11 July 2012 and remain extant.

7.18 The Site is located within Area 2 – Cheetham and Crumpsall, as identified within the UDP. The UDP states that the Council will permit additional development for housing and business purposes in the Irk Valley, but only where this can be achieved without detriment to environmental objectives.

7.19 The Council intends to enhance the character of Cheetham Hill Road, Bury New Road/ Great Ducie Street, and the Metrolink line. A high standard of design will be expected from new development in order to restore the unity and character of the roads and improve the setting of listed and other important buildings. The Council will also encourage the conservation and refurbishment of building of character and quality.

Material Planning Considerations

National Planning Policy Framework

7.20 The revised National Planning Policy Framework (NPPF) was published in February 2019 and is a material consideration in the determination of all planning applications. The overall emphasis of the NPPF is to reiterate the Government's key objectives of facilitating economic growth and securing sustainable development. These overarching policies seek to integrate the needs of planning and transport whilst focusing development in the most appropriate locations, thereby protecting and enhancing the environment.

The Presumption in Favour of Sustainable Development

7.21 Central to the NPPF is a presumption in favour of sustainable development and the need for the planning system to support economic growth. Paragraph 11 of the NPPF sets out the presumption in favour of sustainable development and the application of the policy for decision-making:

“Plans and decisions should apply a presumption in favour of sustainable development... For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay.’

7.22 Paragraph 38 of the NPPF confirms local planning authorities should approach decisions on proposed development in a positive and creative way. They should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

7.23 At paragraph 8 the NPPF defines ‘sustainable development’ and sets out that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways: economic, social and environmental as follows:

- **An economic objective:** to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and
- **an environmental objective** – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

Making Effective Use of Land

7.24 Paragraph 118 requires substantial weight to be given to the value of using suitable brownfield land and decisions should support the development of under-utilised land and buildings.

Achieving Well Designed Places

7.25 Paragraph 124 sets out that 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. At paragraph 130 the NPPF states that:

‘Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development.’

Promoting Healthy and Safe Communities

7.26 Paragraph 91 states that planning decision should aim to achieve healthy, inclusive and safe places which promote social interaction, including opportunities for meetings between people who might not otherwise

come into contact with each other, for example through mixed-use developments, strong neighbourhood centres, street layouts and active street frontages.

- 7.27 Paragraph 91 goes on to state that planning decisions should enable places which are safe and accessible so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.

Other Material Considerations

- 7.28 There are a series of other planning policy guidance documents at local and national level that are relevant to the determination of this application which have been set out below and the key messages from these documents summarised.

Supplementary Planning Documents

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

- 7.29 This document provides further non-statutory planning guidance on bringing together environmental, economic and social development principles to assist in the creation of a cohesive and sustainable city.
- 7.30 In particular, the guidance reinforces the notion that new development will only be acceptable when it is considered to relate to the local context and preserve local characteristics.
- 7.31 The document summarises the main development principles in Manchester and encourages developers and investors to apply these consistently. The document also provides details regarding the delivery of achievable and financially viable approaches to all aspects of sustainability.

The Emerging Greater Manchester Spatial Framework

- 7.32 The Greater Manchester Combined Authority ("GMCA") was established in 2011 and comprises the ten Greater Manchester Councils and Mayor, who work with other local services, businesses, communities and other partners to improve the city-region. The ten Council's include; Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.
- 7.33 The GMSF underwent public consultation of its evidence base, its vision and draft strategic options and it was anticipated that a revised draft GMSF would be consulted on by the end of 2020.
- 7.34 The final publication of the GMSF was presented to the AGMA Executive Meeting at the start of December 2020 whereby all 10 authorities needed to approve of the plan. Stockport however, voted against the plan at this meeting which means the Framework as it stands will not be going ahead.
- 7.35 The remaining nine Greater Manchester local authorities, as a committee, will now progress the alternative Greater Manchester Spatial Framework, dubbed Places for Everyone. Like the GMSF did, the plan aims to guide development strategy in Greater Manchester until 2037 through the allocation of land for housing and employment space.
- 7.36 It is important to note that the GMSF follows on from the new Greater Manchester Strategy published by the GMCA 27th October 2017, named 'Our People, Our Place'. The plan explains the GMCA's ambitions for the future of the city-region and covers education, health, wellbeing, work and jobs, housing, transport, skills,

training and economic growth. This document recognises the growing problem of homeless across Greater Manchester and names tackling this as a key priority with the objective of ending rough sleeping by 2020.

- 7.37 Our People, Our place states that there is still nowhere near enough new homes being built to meet local needs and assist in reducing homelessness. The plans calls for Manchester to provide a long term plan to prevent and tackle all types of homelessness, along with providing short term solutions to support those in immediate need on the streets.

Manchester Homelessness Strategy

- 7.38 The Manchester Homelessness Strategy, prepared by Manchester Homelessness Partnership, sets out a vision to end homeless in Manchester. This document contains a number of principles and aims for Manchester with an Our Manchester approach.
- 7.39 A key aim of this document is making homelessness as brief as possible; improving temporary and supported accommodation so it becomes a positive experience. The document recognises the increasing demand for temporary and supported accommodation and an increase in the complexity of the people using these services. The Strategy aims to understand the current demand and unmet need for supported accommodation and to influence the future commissioning of services and improving access to supported accommodation.
- 7.40 The scheme is directly underpinned by the principles and aims set out within this strategy, with the Applicant having worked alongside the Manchester Homelessness Partnership throughout the course of the pre-application process. The proposals are therefore aligned with the intentions of the Strategy and are fully in accordance with the need for Manchester to provide new and improved accommodation for homeless people to combat this unmet demand and increasing problem in the city.

Manchester Homeless Charter

- 7.41 Whilst not forming adopted planning policy in itself, the adopted Homeless Charter prepared by the Manchester Homelessness Partnership, sets out the approach being taken to tackle the homelessness situation within Manchester.
- 7.42 The charter provides guiding principles concerning the rights of people who are homeless or at risk of homelessness including the right to a safe, secure home along with an appropriate level of support to create a good quality of life. The rights presented in the Charter also include equality of access to information and services and equality of opportunity to employment, training, volunteering, leisure and creative activities.
- 7.43 The scheme presented in this application supports the vision, values and rights included in the Charter and the proposals are considered to be wholly in line with helping take forward the actions outlined in the statement. The proposals have been designed to cater for the most vulnerable of people within Manchester to provide them with safe access to accommodation, support, services and the tools to help secure employment, opportunities and longer term accommodation.

Draft Greater Manchester Homelessness Prevention Strategy

- 7.44 Whilst not currently adopted, the Greater Manchester Combined Authority (GMCA) are currently consulting on a new Greater Manchester Homelessness Prevention Strategy. This Strategy considers how to truly prevent homelessness, as well as mitigating the risks of homelessness when they occur.
- 7.45 This document confirms that Homelessness in all forms has increased in Greater Manchester since 2010 and between 2010 and 2017 it is stated that the number of people sleeping rough in Greater Manchester increased dramatically. On a single, typical night in Autumn 2010, 41 people were recorded sleeping rough, compared to 268 in 2017. Progress is said to have been made since 2017 and 125 people were recorded as rough sleeping on a single night in Autumn 2020. Whilst this represents a 53% decrease from 2017 it is still three times higher than 2010.
- 7.46 The Homelessness Prevention Strategy sets out the steps Greater Manchester needs to take over the next five years to help tackle homelessness and rough sleeping in Greater Manchester and sets out five core objectives for doing so including "No one is forced to sleep rough and temporary accommodation supports respite, recovery and re-connection."
- 7.47 The Strategy therefore supports the provision of temporary accommodation for homeless people and aims to ensure that everyone through accommodation experiences that people have the right access to help, care and guidance to ensure that homeless is not an entrenched or repeat experience but rather people have a home that is safe, decent and affordable to move forward into.

Rough Sleeping Strategy (MoCLG) 2018

- 7.48 The Rough Sleeping Strategy, published in 2018 by the Ministry of Housing, Communities & Local Government, is a wide ranging document which lays out the government's plans to help people who are sleeping rough now and to put in place the structures to end rough sleeping for good.
- 7.49 This report outlines the scale of the problem across England, for which they state homelessness is on the rise, and it recognises that urban areas have seen the largest increase in rough sleeping since 2010. The document details the range of different people and experiences that lead to people becoming homeless and pledges the Government's support to ending rough sleeping.
- 7.50 The government commits in this document to half rough sleeping by 2022 and end it for good by 2027. The document outlines the important measures in order to reach this target and dedicates a section to the importance of hostel accommodation for which it is stated "will undoubtedly remain, an important part of our response to rough sleeping, in particular as part of an emergency solution."
- 7.51 The document goes on to state that the Government "strongly supports the hostel sector" and it is for this reason why the Housing Benefit for housing costs, which includes hostels, will remain in place. The Government aims to work closely with local authorities, providers and hostel residents going forward and wishes to develop a sound and robust oversight regime, ensuring all vulnerable people are entering into a hostel that is of a good quality and able to meet their needs.

Summary

- 7.52 This section has identified a series of Development Plan Documents and other material considerations to be taken in to account in the determination of this application. The planning policy framework is fully supportive of the proposed development on this site, which will deliver critically needed homeless accommodation in accordance with the statutory Development Plan, supporting documents and guidance, and the aspirations of national planning policy.

8. Planning Assessment

- 8.1 This section of the Planning Statement appraises the development proposals against the relevant planning policy context and in light of other material planning considerations. It specifically focusses on the critical need for the use given that the wider planning application submission is informed by a number of detailed technical assessments/reports which appraise the proposals against environmental and technical policies.

Strategic Context

Critical Need

- 8.2 As recognised within the plethora of documents set out within Sections 3 and 7 of this Statement it is clear to see that the issue of homelessness is currently at an all-time high not only within in England but within Greater Manchester, with the number of people in the City who were recorded sleeping rough on a single night in Autumn 2020, having tripled the figures presented in 2010⁵.
- 8.3 In 2017, the figures across Britain showed that 300,000 people had officially been recorded as homeless or living in inadequate homes and in England it was recorded that 4,751 people were sleeping rough on one night alone in autumn⁶.
- 8.4 As set out by the Homelessness Strategy, the loss of a home can be the consequence of different structural or personal factors and in the past ten years it is recognised that there have been many external pressures which have and continue to influence the rate at which homelessness is increasing. This includes, the Welfare Reform introducing the freezing of Local Housing Allowance, benefit caps for low-income families, and Universal Credit; average rents in the private-rented sector having increased, and demand for social affordable housing growing, outstripping supply.
- 8.5 These pressures can be seen to be reflected within Greater Manchester for which the Manchester Homelessness Partnership state that the main cited reason for why someone becomes homeless in the City is down to 'eviction from private-tenancy'.
- 8.6 It is therefore considered, and as recognised by Manchester City Council, that there is a critical need for the provision of further accommodation for homeless people, which provides appropriate support to help lift the most vulnerable out of difficulty and fight against homelessness.
- 8.7 Manchester City Council, within the Homelessness Strategy, firmly states their belief is that everyone who is homeless has the right to a safe, secure home and if needed, an appropriate level of support to create a good quality of life. The Council also state that measures should be put in place to help with the equality of access to information and services and opportunities for employment, training, volunteering, leisure and creative activities.
- 8.8 This is mirrored within Core Strategy Policy H10 which additionally supports the provision of housing for homeless people, with an emphasis on the need to ensure that any housing provided, enables people with additional

⁵ Draft Greater Manchester Homelessness Prevention Strategy (2021)

⁶ Manchester Homelessness Strategy 2018-2023

support needs to still maintain an independent lifestyle, with access to day to day needs locally. This policy also focuses on the need for provision to support the work of housing associations and other agencies in this respect.

- 8.9 The proposals to transform the site into a homeless accommodation centre with a holistic support offer are therefore considered wholly in line with the local policy aspirations as set out by the Council, in particular the Manchester Homeless Strategy and the more recent Draft Greater Manchester Homelessness Prevention Strategy which echoes the points provided above.
- 8.10 It is recognised by the Government that homelessness is on the rise within urban areas particularly and consequently homelessness not only been on England's political agenda for some time as set out by wider national commitment to ending rough sleeping by 2027 in the Rough Sleeping Strategy (2018), but it too has been on Manchester's political agenda for a long time.
- 8.11 In recent years it has in particular been continuously echoed in documents and speeches prepared by the Mayor (Andy Burnham) on his future aspirations for the City and during a 2020 update on rough sleeping and homeless within the region it was stated that Greater Manchester was in a 'precarious position and' that the city was 'predicting a real tsunami of need.'
- 8.12 The Mayor has therefore not only spoken about the critical need for further accommodation for rough sleepers in Greater Manchester but has in recent years also taken it upon himself pledge to end rough sleeping within the city and by doing so set up initiatives to help facilitate this reality. This includes the rough sleeping campaign 'A Bed Every Night' launched in 2018 by the Mayor which aims to ensure accommodation for every rough sleeper in the area.
- 8.13 Given the above it is therefore apparent that Greater Manchester is suffering with this issue and it is considered that the proposed development would therefore contribute to achieving the ambitions set out for reducing homelessness in Manchester and would help support the initiatives already in existence. The proposals have been developed alongside the Manchester Homelessness Partnership, and other local organisations, to ensure that the offer does not duplicate that already provided in the City but complements the existing provision to ensure a well-rounded selection of homelessness accommodation is provided.
- 8.14 The proposals should thus be regarded as key infrastructure that is critically needed within the city to provide for its residents. The proposals are underpinned by an informed framework based upon a wealth of knowledge and expertise in this field and the redevelopment of a redundant site into a socially beneficial, homeless accommodation centre should consequently be warmly welcomed by the City Council in light of the serious need identified at both a local and national level.

Principle of Development

- 8.15 The site is not allocated for a specific use or contained within any particular regeneration framework. However, it is located within the Strangeways Employment Area, for which Core Strategy Policy EC4 (North Manchester) seeks the retention and growth of general industry, warehousing and distribution in North Manchester.
- 8.16 The site's last known use comprises a nail salon and broadcasting network, both of which are considered to be Sui Generis in nature. Whilst it is acknowledged that a broadcasting network could be considered as employment space for the purposes of Policy EC2 (Existing Employment Space), which seeks for existing

employment space and sites in Manchester to be retained and enhanced, it is important to note that the existing buildings on site are vacant and therefore make no contribution to City's employment offering in their current form.

- 8.17 It is also notable that Policy EC2 includes a provision which states that alternative uses will be supported on sites where proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use. Given the strategic context in seeking to eradicate homelessness and rough sleeping, we strongly consider that the re-use of the existing buildings for a homeless centre represents an acceptable alternative use for the purposes of Policy EC2. However, it is considered, as set out in the following paragraphs that the proposals are able to offer significantly greater benefits to the City Council's vision and objectives than the existing established use as a broadcasting network, given the site is vacant and makes no contribution to the local economy as 'employment space'. Accordingly, we consider the proposals accord with both local and national planning policy objectives for the reasons set out below.

Loss of Employment Use

- 8.18 The site is currently in a vacant and derelict state, it is therefore considered that the proposal to redevelop the site into a homeless accommodation centre meets the criteria set out by the exceptions provided under Policy EC2.
- 8.19 The redevelopment of the building will provide immeasurable benefits to the local area and indeed Greater Manchester, comprising of aesthetic and economic benefits, alongside greater social benefits in the form of lifting vulnerable individuals off the streets of Manchester and providing them with safe accommodation and holistic support.
- 8.20 The building comprises previously developed land and is presently under-utilised in its current form. The redevelopment of this land therefore accords with both local and national planning policy which encourages the re-use of brownfield land to provide for new development. The proposals consist of a number of alterations to the building to ensure the building is in line with current standards and the scheme will provide improvements to the development's exterior increasing active frontages and re-introducing the building back into the street scene.
- 8.21 The proposed use, as discussed further below, is desperately required in Manchester and will provide accommodation for those in need of help in accordance with a clear strategic vision within both the GMCA, the Mayor of Greater Manchester, and MCC. The proposals are therefore considered critical and will contribute towards helping Manchester tackle the issue of homelessness; a key agenda item for the City Council and elected politicians to this day.
- 8.22 The proposed use is deemed appropriate in this location and will not lead to an over concentration of this type of accommodation within the area in accordance with Core Strategy Policy H10. The surrounding area provides a mixture of retained employment and industrial uses, alongside new residential and commercial uses which represent the regeneration that has taken place in this area over recent years. The development will contribute to the mix of uses in the locality and will be appropriately placed to provide the support offer intended without impacting on the amenity or operation of surrounding uses.

- 8.23 The proposed development is therefore considered to provide considerable benefits which will outweigh the loss of the existing employment use and will be in accordance with both local policy and national policy, in particular Core Strategy Policies EC2 and H10 and Paragraph 118 of the NPPF.

Operational Management and Track Record

- 8.24 As set out in Section 4 of this Statement, the applicant is committed to being a good neighbour and providing a homeless accommodation centre which is managed appropriately and securely.
- 8.25 It is recognised that the provision of such a use can be looked upon unfavourably within neighbourhoods, however, the Applicant has engaged through all appropriate channels during the pre-application process to ensure that the proposals put forward do not undermine the surrounding area. This includes pre-application discussions with the Council, the Manchester Homelessness Partnership, local organisations and a full consultation with local residents and businesses.
- 8.26 The feedback received from these engagements, have been fundamental to working up the proposals and of key importance to the preparation of an Operational Management Plan which has been submitted, along with this Statement, in support of the application.
- 8.27 This Plan sets out a number of appropriate measures to manage the centre from the moving in and out process to staffing, security, services and behavioural conduct.
- 8.28 The operation of the centre will therefore represent a well informed approach, which has been influenced by the needs of the local area, past experience and knowledge of this particular use.
- 8.29 The Management Plan is intended to be conditioned as part of the planning application and will thus ensure that the centre can operate effectively for the service required, without impacting on local residents and the neighbourhood.

Scheme Benefits Including Significant Social Benefits

- 8.30 The overarching policy objective of the NPPF is the presumption in favour of sustainable development. The NPPF at Paragraph 8 indicates that there are three overarching objectives to sustainable development: economic, social and environmental.
- 8.31 It is considered that the proposals will provide considerable benefits to the local area, including significant social benefits, and an overview assessment of the proposal against the three overarching objectives of sustainable development, as defined in the NPPF, is provided below.

Economic

- 8.32 The proposed development will contribute towards building a strong, responsive and competitive economy. In particular the economic outcomes of the proposed development are:
- Investment will be provided through the construction period which could support a number of full time equivalent (FTE) construction jobs with associated GVA;

- The development will involve the recruitment and use of staff members (minimum 10 FTE for the homeless accommodation alone) along with a number of additional support agencies who will all provide an additional daily spend in the local area including in shops and restaurants;
- The proposals will see the redevelopment of a vacant and redundant site and will transform it back into an active community use which will have associated economic benefits within the local community;
- The development will see a number of alterations made to the development to bring the building back into working use. This will include a number of external amendments which will aesthetically improve the visual impact of the building and will re-introduce it back into the street scene, thereby contributing towards regeneration in this area; and,
- The proposed development includes an ancillary healthcare office/facility which will be co-located within the building. The end user of this facility is still being developed but it is intended this facility will provide for the local community and residents and will therefore attract greater footfall in this area providing further economic benefits that will feed back into the wider system and community.

Social

8.33 The proposed development will support the creation of a strong and resilient community and will contribute towards the critical need to reduce homelessness in Manchester and provide appropriate accommodation for homeless individuals. In particular the proposed development:

- Will provide well-managed accommodation for 31 homeless single males within Manchester, helping to tackle homelessness within the City and provide individuals with a safe home;
- Will make best use of a vacant site to provide a type of homeless accommodation for which there is a clear and critical need in Manchester;
- Will deliver an accommodation centre with an intensive holistic support offer with services and clear move on pathway that complements what else is on offer in the City;
- Will be run by staff and support agencies which will be on hand to help build the skills and confidence that individuals need to sustain a life away from the streets; and,
- Will provide an ancillary healthcare office/ facility which is intended to provide for the residents and the local community. This will therefore increase the provision of health facilities in the local area.

Environmental

8.34 As demonstrated within the accompanying technical reports, the proposed development will not result in significant harm to the natural environment. In particular, the proposed development:

- Will redevelop a previously used site through amendments to the existing buildings. The proposals will therefore not impact upon the environment by way of the construction of a new building and will promote the re-use of previously developed land within Manchester;
- Will comprise a number of amendments to the existing buildings both externally and internally which will contribute towards energy saving and a reduction in electricity consumption, including the replacement of windows on site to double UPVC glazing;
- Will not result in any adverse impacts on air quality, flood risk, noise or pollution;

- Will prioritise the use of materials with a low environmental impact where possible;
- Will implement good construction practises where practical and consideration will be given to local sourcing of construction materials where feasible, which will minimise the impact of carbon dioxide emissions associated with the transportation of materials;
- Will be situated in a highly accessible location with a plethora of good transport links within the local area. The site will be retaining a limited amount of car parking on-site (two vehicles) and will be encouraging the use of sustainable modes of transport including walking and cycling, with the provision of cycle storage. These measure combined will help reduce the reliance on the private car and will support efforts to reduce CO2 emissions within Manchester, with limited to nil emissions associated with transport being derived from the development.

Design

- 8.35 Core Strategy policies EN1 (Design Principles and Strategic Character Areas), DM1 (Development Management) and EN3 (Heritage) expect the design of development to be of the highest standard in terms of appearance and function, with a particular emphasis on the need to protect and enhance the historic environment including listed buildings.
- 8.36 The proposed development comprises the redevelopment of previously developed land through the conversion of the existing buildings on site. The external design of the building will therefore remain relatively unchanged and it is not proposed to increase the scale or massing on site, with matters relating to scale and massing limited only to the removal of the existing standalone building to the rear.
- 8.37 The development will consequently not impact upon any heritage designations within the local area or the character of the neighbourhood and the proposals to demolish the building to the rear are considered appropriate to provide additional space for more beneficial elements of the scheme.
- 8.38 The development proposals do however, comprise a number of external amendments which will provide a betterment to the existing buildings and improve their function for the intended use.
- 8.39 The external design amendments whilst considered minor, including window replacements and the provision of a new entrance, will nonetheless undoubtedly reinvigorate the existing building and re-introduce the development back into the local street scene, providing greater presence and activity.
- 8.40 The accommodation centre has in addition been developed in accordance with the latest standards, with particular regard to providing an accessible form of development. The development has therefore been designed with level entrances, an accessible lift to an entrance point and provision of accessible rooms for individuals, which are all measures which support Core Strategy Policy DM1.
- 8.41 Policy DM1 also places an emphasis on the need for development to consider community safety and crime prevention which has been a key consideration during the development's design progress. The proposals have therefore been worked up with safety and security in mind and this is reflected in the location of external areas onsite, entrance point locations and supported by the provision of CCTV for the development.
- 8.42 A Crime Impact Statement has in addition been prepared in support of the application , the feedback from which will be incorporated into the final security measures going forward.

- 8.43 The proposed development is therefore considered to represent a truly considered design, appropriate in its context and fit for purpose. The proposals are thus in line with Core Strategy Policies EN1, DM1 and EN3.

Summary

- 8.44 The principle of the proposed new homeless accommodation centre accords with the adopted Development Plan and guidance contained within the relevant planning material considerations. Key Core Strategy policies that the proposed development accords with are:
- Policy EC2 (Existing Employment Space);
 - Policy H10 (Housing for people with additional support needs);
 - Policy DM1 (Development Management);
 - Policy EN1 (Design Principles and Strategic Character Areas); and,
 - Policy EN3 (Heritage).
- 8.45 Local planning policy and guidance supports the provision of homeless accommodation in appropriate locations and it has been demonstrated that the proposals are acceptable in planning terms having regard to the site's proposed use, loss of employment space, design and re-use of previously developed land.

9. Environment and Technical Considerations

- 9.1 The purpose of this section of the Planning Statement is to consider the relevant environmental and technical considerations relating to the proposed development.

Noise

- 9.2 A Noise Assessment has been undertaken by WYG in support of this application. This assessment concludes that the proposed development is not expected to have an 'adverse impact' on health or quality of life. Similarly, with regard to NPPF 180 it is considered that all 'adverse impacts on health and quality of life' (relating to noise) will be mitigated through the measures outlined within the glazing and ventilation strategy which has been provided.
- 9.3 Accordingly, the proposed development is in complete accordance with Policy DM1 of the Core Strategy.

Environmental Standards

- 9.4 An Environmental Standards Statement has been undertaken by WYG in support of this application. This assessment concludes that the planning application for the proposed development considers a range of sustainable development measures in its design and construction and therefore meets the relevant national and local policy requirements with regard to sustainability measures. This Statement also details a number of potential mitigation measures and sustainable elements for incorporation which will be progressed during the planning application process.
- 9.5 Accordingly, the proposed development is considered to be in accordance with the principles outlined in Policies EN1, EN4, EN6, EN8, EN16, EN17 and EN19 of the Core Strategy.

Transport

- 9.6 A Transport Statement has been undertaken by Curtin's in support of this application. The assessment states that the site is highly accessible by sustainable modes of transport with the surrounding area exhibiting good levels of pedestrian and cycling infrastructure, and several public transport opportunities within acceptable walking distance of the site.
- 9.7 This report goes on further to confirm that the trip generation exercise has demonstrated that any vehicular impact would be negligible on the surrounding area in terms of highways, traffic and transportation. The Statement therefore concludes that the proposed development would make a positive contribution to Manchester City Centre and from a traffic and transportation perspective, there are no reasons why the development proposals should not be granted approval.
- 9.8 Accordingly, the proposed development is in accordance with Policies T1, T2 and T3 of the Core Strategy.

Waste

- 9.9 A Waste Management Strategy (included within the Design and Access Statement) for the development has been prepared to support this application to highlight the provisions built into the scheme by the Applicants for the removal of waste from the proposed development. These documents have been produced in line with MCC Waste Storage and Collection Guidance and demonstrate that bin storage will be provided on the

ground floor within the servicing yard, where It is proposed that the site is serviced on-street, along Stocks Street.

- 9.10 Further details on servicing can be found within the Design and Access Statement (and accompanying waste proforma) and application drawings submitted with this application, including details picked up within the Transport Assessment (includes Servicing and Waste Management Plan - 76687-CUR-00-XX-DR-TP-05001-P01).
- 9.11 Accordingly, the proposed development is in accordance with Policies DM1 and EN19 of the Core Strategy.

Crime Impact Statement

- 9.12 The planning application is supported by a Crime Impact Statement, prepared by the Greater Manchester Police Architectural Liaison Unit, which supports the planning application and makes a series of recommendations regarding measures that could be undertaken in order to minimise the risk of crime.
- 9.13 These recommendations have been given due consideration by the design team and will be taken forward in finalising the security design proposals for the building.
- 9.14 In view of the above, the proposals are considered to be consistent with Policies SP1 and DM1 of the Core Strategy.

Summary

- 9.15 In summary, there are any environmental or technical reasons why the planning application should not be approved without delay.

10. Conclusions

- 10.1 This Planning Statement relates to a full planning application submitted to Manchester City Council for the re-development of existing buildings into a homeless accommodation centre at the corner of Lord Street and Stocks Street, Manchester, M4 4FP. The detailed description of development on the planning application form reads as follows:

"Refurbishment and change of use of existing buildings into a homeless accommodation centre (Sui Generis) and ancillary healthcare office/ facility including partial demolition of existing buildings/structures with other associated works"

- 10.2 The proposals have been worked up by MCR and the Manchester Homeless Partnership over the past year with partners from a variety of organisations working with and for people who are homeless and including people with personal insight themselves into being homeless. These parties have come together to discuss and agree what the city needs from the Lord Street development.
- 10.3 There is a widespread recognition that homelessness is a major problem across England and in Greater Manchester and as demonstrated within this Statement there is a large strategic context to the proposals for a homeless accommodation centre within Greater Manchester which is based upon the rise of homelessness within the City and therefore the ever increasing critical need to help lift those most vulnerable off the streets.
- 10.4 The proposed homeless accommodation centre is intended to complement existing provision within the City rather than duplicate what's already out there. This proposal should therefore be regarded as an informed framework based upon a wealth of knowledge and expertise within this field.
- 10.5 The principle of refurbishing the Site to provide a homeless accommodation centre accords with the Development Plan and other strategic planning policy guidance. In particular, the proposals support the Manchester Homelessness Strategy and Policy H10 of the Manchester Core Strategy which both outline the critical need to provide further accommodation for homeless people within the City.
- 10.6 The proposals therefore represent a contribution towards meeting this critical need within Manchester and will provide 31 bed spaces for males within the city, who would otherwise be homeless. The residents will be supported to build skills and address any underlying issues before being supported to move onto independent private rented tenancies. People will be linked into other support services including health and skills services and there will be support to enable people to move into employment.
- 10.7 A homeless accommodation centre is thus considered to provide immeasurable benefits to the city and will lift vulnerable people off the streets thereby contributing to an overall reduction in homeless both within Manchester and across the Country. The redevelopment of a redundant site into a socially beneficial, homeless accommodation centre should consequently be warmly welcomed by the City Council in light of the serious need identified at both a local and national level for further accommodation to be provided and the political agenda within Greater Manchester which continues to shine a light on this pressing matter.
- 10.8 There are no environmental or technical reasons why the planning application should not be approved, and it has been demonstrated within Section 7 of this report that the scheme will result in a series of economic,

social and environmental benefits which would outweigh any impacts of the proposed development. The proposals therefore constitute sustainable development in accordance with the NPPF.

- 10.9 In summary, the proposed development represents critically needed accommodation for homeless people which will deliver significant benefits through both the refurbishment of the existing buildings and through the proposed use. The scheme proposals accord with the NPPF and the Development Plan. Accordingly, it is respectfully requested that the application is approved.

Appendix I

Drawing Schedule

Drawing Schedule 25/06/21

B&W	
•	LRW_7970_L(00)03 Site Edged Red-Layout1
•	LRW_7970_L(00)04 Existing Ground Floor Plan
•	LRW_7970_L(00)05 Existing 1st Floor Plan
•	LRW_7970_L(00)06 Existing 2nd Floor Plan
•	LRW_7970_L(00)07 Existing Roof Plan
•	LRW_7970_L(00)08A Existing Elevations
•	LRW_7970_L(00)09 Existing Sections
•	LRW_7970_L(00)10C Proposed Site Plan
•	LRW_7970_L(00)15 Existing Basement Plan
•	LRW_7970_L(00)33 Proposed Basement Plan - Lift Option
•	LRW_7970_L(00)34D Proposed Ground Floor Plan - Lift Option
•	LRW_7970_L(00)35F Proposed 1st Floor Plan - Lift Option
•	LRW_7970_L(00)36F Proposed 2nd Floor Plan - Lift Option
•	LRW_7970_L(00)37D Proposed Roof Plan - Lift Option
•	LRW_7970_L(00)38C Proposed Elevation 1 to Lord Street - Lift Option
•	LRW_7970_L(00)39B Proposed Elevation 2 to Stock Street - Lift Option
•	LRW_7970_L(00)40B Proposed Elevation 3A & 3B to Service Yard - Lift Option
•	LRW_7970_L(00)41C Proposed Elevation 4 to Stocks Street - Lift Option
•	LRW_7970_L(00)42B Proposed Elevation 5 to Internal Courtyard - Lift Option
•	LRW_7970_L(00)43B Proposed Elevation 6 to Internal Courtyard - Lift Option
Colour	
•	LRW_7970_L(00)17 Typical Bedroom Layout
•	LRW_7970_L(00)18 Typical Bedroom Axonometrics
•	LRW_7970_L(00)19C Proposed Site Plan (Colour)
•	LRW_7970_L(00)24B Existing Elevations (Colour)
•	LRW_7970_L(00)44C Proposed Ground Floor Plan - Lift Option (Colour)
•	LRW_7970_L(00)45D Proposed First Floor Plan - Lift Option (Colour)
•	LRW_7970_L(00)46D Proposed Second Floor Plan - Lift Option (Colour)
•	LRW_7970_L(00)47C Proposed Roof Floor Plan - Lift Option (Colour)
•	LRW_7970_L(00)48C Proposed Elevation 1 to Lord Street - Lift Option(Colour)
•	LRW_7970_L(00)49C Proposed Elevation 2 to Stock Street - Lift Option(Colour)
•	LRW_7970_L(00)50B Proposed Elevation 3A & 3B to Service Yard - Lift Option(Colour)
•	LRW_7970_L(00)51B Proposed Elevation 4 to Stock Street - Lift Option(Colour)
•	LRW_7970_L(00)52B Proposed Elevation 5 to Internal Courtyard - Lift Option(Colour)
•	LRW_7970_L(00)53B Proposed Elevation 6 to Internal Courtyard - Lift Option(Colour)

Demolition	
•	LRW_7970_L(00)55 Demolition Plan - Ground Floor Plan
•	LRW_7970_L(00)56 Demolition Plan - 1st Floor Plan
•	LRW_7970_L(00)57 Demolition Plan - 2nd Floor Plan

Appendix II

Consultation Material

Public Consultation for Homeless Accommodation

Lord Street, Manchester



Indicative illustration of the proposals

Have Your Say

MCR and Manchester Homeless Partnership would like to invite you to an online public consultation event where you can have your say on the draft proposals for a proposed Homeless Accommodation Centre.

We very much regret that due to the circumstances surrounding COVID-19, we cannot hold a face-to-face consultation event. However, we are committed to providing this consultation opportunity, even if we can't meet in person. We have therefore set up the website below, which is dedicated to presenting the proposals for the site and collecting your views:

<http://planningconsultation.avisonyoung.co.uk>

Ways to Get in Touch

We would welcome your comments on this proposal and would encourage you to visit our website to share your views either online by completing the feedback form or sending feedback by **28 May 2021** to:

planningconsultations.uk@avisonyoung.com

Your comments will help us to develop our final scheme before the planning application is submitted. The intention is that a planning application will be submitted in June 2021 following engagement with key stakeholders, including yourself as a neighbour of the site.

If you have any questions, please contact Lauren Neary (Planning Consultant) on 0161 956 4072 or via the above email address.

Site Location Plan



The Vision

The Vision is to deliver a Homeless Accommodation Centre that will complement the existing provision in Manchester.

The proposals have been worked up by MCR and the Manchester Homeless Partnership over the past year and have been informed by partners from a variety of organisations working with and for people who are homeless.

What the centre offers will complement existing provision and not duplicate what is already out there. This proposal should be regarded as an informed framework based upon a wealth of knowledge and expertise within this field.

Management

Homeless people will not be able to self-refer to the centre. Access will be via referrals open to local partners including the local authorities Housing Solutions, homeless outreach teams and voluntary sector homeless services. The status and support needs of the client will be assessed against certain criteria before a person is accepted and those who do not meet this criteria will not be accepted into the accommodation.

MCR will assign the management of the project to SSG, through a 5-year management agreement. SSG are a well-established and respected provider of supported accommodation for people who are homeless in Manchester. The property will be staffed 24hrs and will have concierge on duty over-night.

This scheme will offer a pathway out of homelessness for single men with lower support needs.

The building will be fully refurbished to provide a psychologically informed environment that will provide high quality, single room accommodation (28 rooms) with 24-hour staffing.

Residents will be supported to build skills and address any underlying issues before being supported to move onto independent private rented tenancies.

People will be linked into other support services including health and skills services and there will be support to enable people to move into employment.



Proposed Homeless Accommodation Centre

Lord Street, Manchester

Consultation

MCR and Manchester Homeless Partnership would like to invite you to an online public consultation event where you can have your say on the draft proposals for a proposed Homeless Accommodation Centre.

We very much regret that due to the circumstances surrounding COVID-19, we cannot hold a face-to-face consultation event. However, we are committed to providing this consultation opportunity, even if we can't meet in person. We have therefore provided this presentation to ensure neighbours understand our proposals.

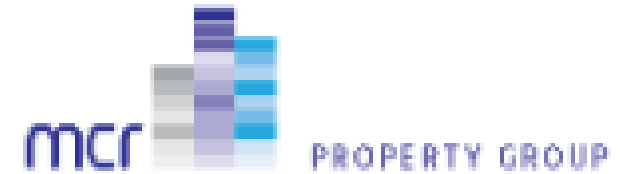
Your comments will help us to develop our final scheme before the planning application is submitted. The intention is that a planning application will be submitted in June 2021 following engagement with key stakeholders, including yourself as a neighbour of the site.

Background

The proposals have been worked up by MCR and the Manchester Homeless Partnership over the past year.

Partners from a variety of organisations working with and for people who are homeless, and including people with personal insight themselves into being homeless, came together to discuss and detail what we believe the city needs from the Lord Street development.

What the centre offers will complement existing provision and not duplicate what's already out there. This proposal should be regarded as an informed framework based upon a wealth of knowledge and expertise within this field.



The Site

Located on the corner of Lord Street and Stocks Street in Manchester to the north of the Green Quarter.

The current building's last use was a broadcasting network and a nail salon.



Overarching aims

This scheme will offer a pathway out of homelessness for **single men with lower support needs**. It will provide high quality, single room accommodation (28 rooms) with 24-hour staffing.

Residents will be supported to **build skills** and address any underlying issues before being supported to **move onto independent private rented tenancies**.

People will be linked into other **support services** including health and skills services and there will be support to enable people to move into employment.

This project supports the vision of the Manchester Homeless Partnership which aims to work toward **ending homelessness** in Manchester and specifically that:

“Everyone who is homeless should have a **safe, secure home**, and if needed, an **appropriate level of support** to create a good quality of life”

and the development of the project has involved co-production which is key value and aim of the Manchester Homelessness Partnership.



Layout



Ground Floor



First Floor



Second Floor

Proposed Plans

Ground Floor

A new entrance will be provided on the corner of Lord Street. This will lead to a reception area which has access to interview rooms, flexible breakout areas, a laundry room, visitor WC and staff offices and change facilities.

A separate entrance will be provided to the NHS facility located on Stocks Street.

First Floor

The first floor will house the individual rooms for the tenants with each 'arm' of the building also having access to a communal lounge/kitchen area and a separate 'brew area'. The arm which flanks Lord Street also has two accessible/DDA rooms.

A new lift will provide means of access to the first floor level and will allow access to the external amenity area to the rear. The external terrace will be decked with seating areas and access to secure storage and refuse store. The terrace will be located to the rear of the property, within the boundary and walled from the road. This will assist privacy for both the residents and local occupants/passers by.

There is an alternative entrance at the rear of the building which grants access to the first floor level, via a series of existing steps adjacent to the new outdoor terrace/amenity area and service yard. A new lift is proposed from this area to the rear, to facilitate level access, which is at a lower level due to the natural topography of the site.

Second Floor

The second floor will house additional rooms and communal facilities. A new external spiral stair, for escape purposes is proposed at 2nd floor level to meet building regulations.

Scale and Massing

The proposals are for the retention and re-development of two existing buildings and the demolition of a small standalone building in the courtyard of the existing site. It is not proposed to increase the scale or massing on the site, therefore matters of scale and massing are limited to the removal of the existing standalone building to the rear.

Spaces: Accommodation

The rooms provided will be single bedrooms with en-suite facilities to provide privacy and dignity for the occupants. This will also help ensure that the accommodation is COVID secure.

Typical bedrooms are designed to be self sufficient for the user. It provides a bed, fridge, desk, WC and Shower facilities for the user, as well as providing storage space for additional storage and valuables.

Communal spaces will be able to be used effectively for group work as well as living spaces, with TV's in the lounges, relaxing space.

Kitchen/diners will also be provided on each floor where residents can prepare and eat their own meals.

Cleaning cupboards and materials, linen cupboards will be provided on each floor for easy access for the staff.

There will be a residents' garden to the rear of the property, within the boundary and walled from the road. This will assist privacy for both the residents and local occupants/passers-by.



Service Model

This project will be based around three general areas of support:

1. **A psychologically informed, high quality environment:** The building will be fully refurbished to provide a psychologically informed environment including a welcoming reception area, individual personal space, communal space to enable people to socialise and meetings rooms to provide private space for people to meet with their workers.
2. **Support to move towards independence:** Each resident will have a key worker who will help them to build on their strengths, positive social networks and skills and to address any underlying issues which have contributed to their homelessness including financial, legal or health issues.
3. **Move on to independent accommodation and employment:** As soon as people are ready they will be supported to move on into independent private rented accommodation. This will ensure that they don't get institutionalised into living in a hostel environment.

Support and Services

On and off-site services will be available to serve the residents of the centre. The services provided on-site will be provided on the ground floor of the building with the accommodation sitting higher and above in the building.

The support and services on offer will include:

- **Meeting Rooms** will be provided on-site that can be used by residents and a variety of partner organisations. Links and partnerships will be developed with support services and meeting rooms will be available for other services to meet with residents on site if appropriate.
- **Move-on Pathway** Workers will meet with residents, help identify their accommodation and support needs and prepare move-on plans. The move on accommodation will be provided by or sourced by MCR through their links in the property sector. People will be provided with resettlement support to ensure that the move is sustainable.
- **IT access space** which residents can use to make applications for housing, welfare benefits, reconnect with family and friends and find out about the area they are moving on to.

- **Support Workers** The centre will provide key support workers on duty. Support workers will provide general support and assistance to residents, including around: welfare benefits claims etc. Residents will be supported to access other services (eg: benefits advice, social care) as needed including GP's, CGL and the HMHT as appropriate.
- **Skills and Employment** People will also be encouraged to build their skills, confidence and self-esteem and to make good use of their time. The project will work in partnership with the Booth Centre, which is just a 5-minute walk away, where people will be able to go during the day to access art, sport, education and volunteering programmes and also to access their Employment Programme and Job Club.

Operation & Management

Refurbishment: MCR will refurbish the building to provide a state of the art facility, complying with all planning requirements.

Management: MCR will assign the management of the project to SSG, through a 5-year management agreement. SSG are a well-established and respected provider of supported accommodation for people who are homeless in Manchester. They currently have contracts with Manchester City Council to run Kashmir House, a 17 room hostel in Cheetham Hill, with a 8 unit step-down accommodation and a 57 room A Bed Every Night emergency accommodation provision at the Muslim Heritage Centre in Whalley Range.

MCR and SSG are also in discussion and have a framework agreement in place with Arawak Walton Housing Association. SSG and Arawak Walton between them will ensure that systems are in place, which data and information governance are to a high standard.

Funding: Housing benefit will be claimed. MCR aim to ensure that the project is cost neutral to the local authority.

Move on accommodation: MCR will provide or source private rented accommodation for people to move onto.

Employment: MCR will use its contacts to provide entry level job opportunities for people. These will be paid at, at least, the Living Wage.

Get in touch

We would welcome your views on this proposal and would encourage you to visit our website to share your views either online by completing the feedback form or sending feedback by **28 May 2021** to:

planningconsultations.uk@avisonyoung.com

Your comments will help us to develop our final scheme before the planning application is submitted. The intention is that a planning application will be submitted in June 2021 following engagement with key stakeholders, including yourself as a neighbour of the site.

If you have any questions, please contact Lauren Neary (Planning Consultant) on **0161 956 4072** or via the above email address.

Planning consultation

Current Consultation – Proposed Homeless Accommodation Centre - Lord Street, Manchester

Please give us your feedback

MCR and Manchester Homeless Partnership would like to invite you to an online public consultation event where you can have your say on the draft proposals for a proposed Homeless Accommodation Centre.

We very much regret that due to the circumstances surrounding COVID-19, we cannot hold a face-to-face consultation event. However, we are committed to providing this consultation opportunity, even if we can't meet in person. We have therefore set up this website, which is dedicated to presenting the proposals for the site and collecting your views.

The Vision is to deliver a Homeless Accommodation Centre that will complement the existing provision in Manchester. The proposals have been worked up by MCR and the Manchester Homeless Partnership over the past year and have been informed by partners from a variety of organisations working with and for people who are homeless. What the centre offers will complement existing provision and not duplicate what is already out there. This proposal should be regarded as an informed framework based upon a wealth of knowledge and expertise within this field.

Further details on the proposals are contained in the leaflet and presentation provided on this page.

We would welcome your comments on this proposal and would encourage you to send feedback by **28 May 2021** to: planningconsultations.uk@avisonyoung.com

Your comments will help us to develop our final scheme before the planning application is submitted. The intention is that a planning application will be submitted in June 2021 following engagement with key stakeholders, including yourself as a neighbour of the site.

If you have any questions, please contact Lauren Neary (Planning Consultant) on 0161 956 4072 or via the above email address.

Leaflet

[Click here](#)

Presentation

[Click here](#)

Feedback

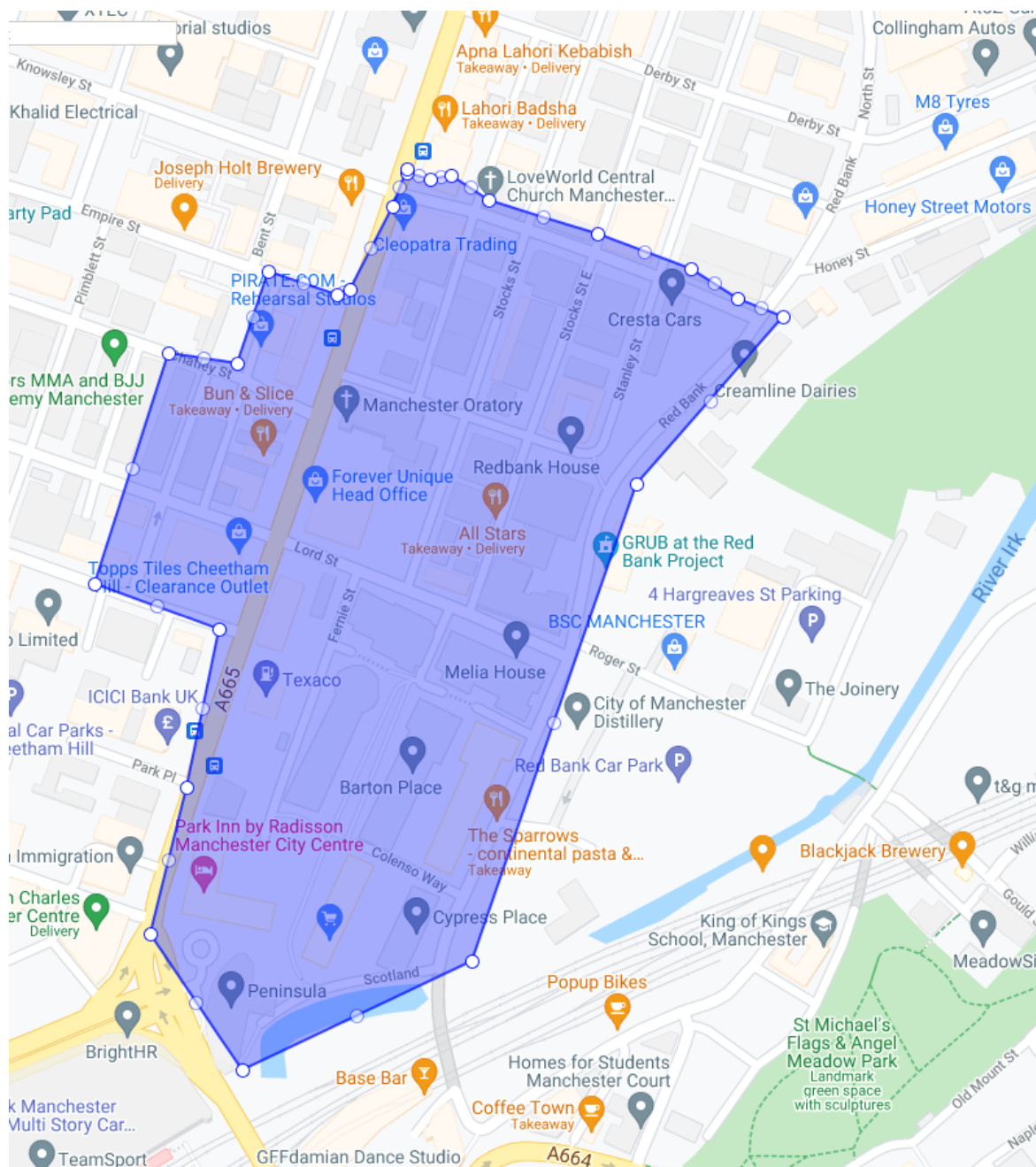
[Click here](#)

Contact

Lauren Neary
T: 0161 956 4072

Appendix III

Consultation Boundary



Avison Young

Norfolk House, 7 Norfolk Street, Manchester M2 1DW

Avison Young is the trading name of GVA Grimley Limited

© 2019 GVA Grimley Limited