Application Number	Date of Appln	Committee Date	Ward
139844/FO/2024	23 Aug 2024	24 Oct 2024	Brooklands Ward

Proposal Demolition of the existing house and the erection of a new building to provide short term accommodation (sui generis) with ancillary facilities, together with the alteration to the existing access, provision of car / cycle parking, landscaping and associated works.

Location Moorfields, 8 Moor Road, Manchester, M23 9BG

Applicant Sumo Developments Ltd

Agent Ms Amanda Pickering, Q+A Planning

Executive Summary

This application is for the erection of a residential development consisting of 16 two bed flats to provide short stay accommodation for homeless families with non-complex needs.

Eight letters of objection have been received, with the main issues raised being overdevelopment of the site; insufficient parking and associated traffic congestion/on-street parking; potential increase in anti-social activity and crime in the area resulting from future residents; the design of the proposal and impact on property prices.

Description of the Site

The application site, which measures approximately 0.14 hectares in size, consists of a detached dormer bungalow (Moorfields, 8 Moor Road) and a large informally landscaped area to the rear, part of which had been used as a plant nursery.

To the north of the site there is a number of two storey dwellinghouses, namely no. 6 Moor Road, which is currently vacant and nos. 231 to 237 Wythenshawe Road. To the east, on the opposite side of Moor Road, there are further two storey dwellinghouses. The Metrolink line runs along the length of Moor Road and there are “no waiting/loading at any time” restrictions to the front of the site.

To the south of the site there is a cul-de-sac development of bungalows (nos. 10-32 Moor Road), while to the southwest, the application site adjoins a large woodland area within which there are a number of fishing ponds. The site is shown below:



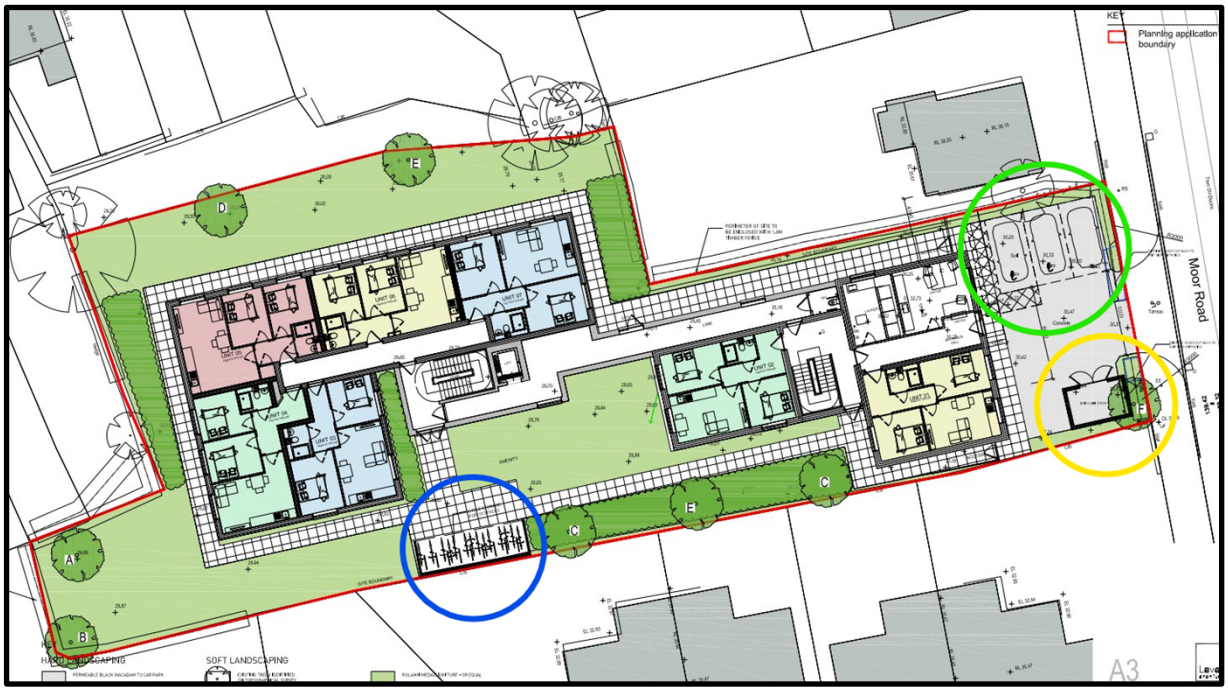
The Proposal

The applicant is proposing to demolish the existing dwellinghouse and erect a part two/two and a half storey residential development on the site to create 16 short-stay, two bed self-contained flats to provide accommodation for homeless families with non-complex needs. Though homeless family group sizes vary, maximum occupancy would never exceed 60 occupants in total for the entire site.

The development would consist of two buildings connected by a single storey link corridor. Building A, on the image below, would consist of two flats, along with an office, laundry and accessible toilet on the ground floor; three flats on the first floor and one flat on the second floor. Building B would consist of five flats each on the ground and first floors. The flat roofed two storey element would accommodate a lift and staircase.



Storage for 18 cycles would be provided to the south of building B, circled blue below, while to the front a brick bin store (yellow circle) and three car parking spaces (green circle) would be provided.



As stated previously, the proposed accommodation would be for Manchester homeless families (households including children aged 0-18 years) with non-complex needs. There are many reasons why a family can become homeless – the main reasons being:

- Section 21 – landlord wants their property back/ to increase rent and tenant can't afford the rent increase - 'no fault eviction to regain possession' and the family has no choice but to leave.
- Family/friends can no longer accommodate a family in their home – too little space/ sofa surfing no longer sustainable, family/friend breakdown/dispute so family loses the place they were staying in
- Relationship breakdown – a family splits and must leave losing their home with minimal notice

There is a limited number of temporary accommodation properties available for homeless families within Manchester. This means homeless families often find they are placed out of borough in temporary accommodation in the surrounding boroughs. This could be Oldham, Bury, Wigan, for example, even though they were originally living in Wythenshawe, or elsewhere in Manchester prior to becoming homeless. This places a family away from support networks, employment and school.

The aim of this service is to accommodate Manchester families for a short time period to enable them to source settled move-on accommodation to address their being homeless. The maximum period of occupation is likely to be for a 12-week period. The families who will be accommodated at Moor Road will have minimal support requirements, i.e. the main support need is becoming homeless itself.

The facility would be staffed and managed by Manchester City Council staff. There would be a small team of Accommodation Support Staff X 3, as well as security personnel based on site. This will ensure the site is staffed 24 hours a day.

This site and service would be operated in the same way as all temporary family accommodation that the Homelessness Service operates in Manchester. Access in and out of the building would be monitored by on site staff. There is a no visitors policy in place for residents of this service, other than by professionals working with a resident. This is to ensure the safeguarding of all and that the service has awareness of who is present in the building.

Residents will be allowed to stay out from their temporary accommodation two nights a week by prior arrangement if they chose to visit friends/family. Residents will be expected to be in the building no later than 10pm. This is in line with the operation of other family temporary accommodation.

The accommodation would be allocated by the Homelessness Service only and no other source or external agency. The accommodation would be made available for families the Council owes a duty to under the 'relief' part of the Housing Act 1966 (as amended under the Homeless Reduction Act (2017). Homelessness assessment will be undertaken by the Homelessness Housing Solutions Service. This ensures that all background detail and checking of each referral would have been collected and recorded by the Homelessness Service. The Team Leader for the service would consider the suitability of the referrals for the site before the accommodation is offered taking into consideration the support needs of the household. This approach ensures that this much-needed accommodation offer is available to those who need it the most.

All households accommodated at this site will be subject to a license agreement which they will sign upon booking into the accommodation. Included within the license agreement is a set of terms and conditions regarding expected behaviours whilst accommodated at the site. Any behaviours which breach this agreement can jeopardise the accommodation for the household and result in the loss of the temporary accommodation offer to that client. The service finds that the impact of losing accommodation previously is sufficient to impress upon clients the value of the accommodation being provided and compliance with license agreements is rarely an issue.

People placed into the accommodation will be booked in during office hours of 9am to 5pm. When a suitable settled accommodation offer is sourced for a family to move out into this will be co-ordinated to take place also during office hours of 9am to 5pm.

Consultations

Local Residents – Eight letters of objection have been received; the comments are summarised as follows:

- The parking provision simply isn't adequate for the size of the development and will force parking onto Moor Road and other local roads potentially causing antisocial parking issues and further risk to pedestrians.

- The additional influx of residents or businesses could exacerbate existing traffic congestion issues, leading to safety hazards and inconvenience for local residents.
- The design is out of character compared to the other properties at this end of Moor Road. The properties on Moor Road are a mixture of bungalows and two storey semi-detached and detached properties with no dormer or roof extensions. This proposed development is over 3 storeys with the top floor appearing to be dormer style fronting Moor Road.
- The height of the proposal would result in the overlooking of properties on Moor Road, namely nos. 1 to 9.
- The development would introduce a transient population into a stable residential area. Short-term accommodations, by nature, house individuals who are often in unstable situations. This can lead to an increase in crime, antisocial behaviour, and general disorder. Vulnerable local residents, including the elderly, families with young children, and those with disabilities, may feel particularly threatened by the introduction of such a facility, which could diminish their quality of life and sense of safety.
- The proposed project appears to exceed the capacity of the area and could lead to overpopulation and strain on existing infrastructure, including roads, utilities, and public services. This area is already on very low income and unemployed residents, housing further unemployed residents here will increase deprivation in the area. It would be better to move this project to less deprived areas like Didsbury/Chorlton, and Whalley range so it doesn't increase inequality in South Manchester.
- The proposal does not adequately address the root causes of housing instability and may only provide a temporary fix rather than a sustainable solution. The focus on short-term accommodation fails to contribute to the development of long-term housing solutions, which are crucial for addressing the housing crisis in Manchester. By prioritising short-term solutions, the scheme could perpetuate the cycle of housing instability, rather than supporting individuals and families in securing permanent, stable homes.
- The proposal would impact property prices.

Highway Services – Highway Services have made the following comments:

- A Transport Statement (TS) has been submitted with the application which includes a collision data assessment multi-modal trip generation assessment. It is accepted that the proposals are unlikely to give rise to a significant increase in peak period trips. As such, no further assessments are necessary.
- The TS demonstrates that the site is located within an accessible location with various amenities within walking distance of the site. Bus stops are located within a short walk of the site along Moor Road along with Wythenshawe Park and Moor Road Metrolink stops.
- A total of three car parking spaces are proposed, incorporating two electric vehicle bays. Based on the applicant's experience of parking demand at similar properties, this level of parking is considered to be adequate as resident car ownership is like to be low and any parking demands would mainly be generated by staff attending the property (three fulltime staff)
- Cycle storage is proposed on-site which would cater for up to 18 cycles. This level of provision is considered adequate for both residents and staff.

- Access to the car park is provided from Moor Road in the vicinity of the site's dropped crossing. Adequate visibility splays have been provided. The access will be 5.5m wide and plans indicate that the access will be of a junction bellmouth design. Due to the limited number of vehicle movements expected to access/egress the site, it is requested that access is provided via a dropped-crossing arrangement in order to improve pedestrian amenity.
- A bin store is proposed within the car park area in close proximity to Moor Road where servicing will take place. Given the nature of the proposals, the number of other servicing activities/deliveries is likely to be minimal. These would need to comply with the surrounding TRO restrictions. Highways request that a Servicing Management Plan is conditioned with any approval to ensure that refuse servicing takes place outside of highway peak-hour periods and other deliveries/servicing vehicles adhere to surrounding TROs in order to ensure such operations do not impede vehicular or Metrolink movement in the vicinity of the site.
- It is requested that the development, submission, implementation and monitoring of a Full Travel Plan is conditioned with any approval.

Environmental Health – Suggests the imposition of conditions regarding ground contamination, refuse storage, electric vehicle charging and construction management.

MCC Flood Risk Management – Suggests the imposition of conditions designed to prevent increased risk of flooding and to preserve water quality.

Transport For Greater Manchester (TfGM) – TfGM have made the following comments:

- Metrolink operates on the carriageway in Moor Road and as part of the Metrolink design and build project No Waiting and No Loading restrictions were introduced on the westerly side of Moor Road between the Moor Road Tram Stop and Wythenshawe Road expressly for the purpose of keeping the carriageway free of obstruction. Lay-bys were also specifically constructed, where possible, to facilitate the bus stops and on street parking/loading.
- Any such activity on the highway resulting from the proposed development would clearly be in contravention of these restrictions and would cause unnecessary delays/inconvenience to the tram service, that TfGM and MCC went to great lengths to avoid. There is also a potential highway safety concern that if a tram gets held up by a servicing vehicle, motorists waiting behind may attempt to overtake both the tram and vehicle.
- In view of the foregoing Metrolink cannot support the proposed development as submitted or any other development on this site that relied on the use of the highway for servicing.

Greater Manchester Ecology Unit (GMEU) – GMEU has made the following comments:

- Given the time that elapsed since the bat surveys (January 2012) the buildings will have developed more potential roost features over time. The two emergence/return surveys were also completed over two years ago (September and October 2022) and are also now out of date. It is therefore suggested that the buildings should have a new preliminary roost assessment (PRA) carried out on it. The PRA can be carried out at any time of the year. If any new emergence surveys are required, they will need to be completed in May of next year now.
- A Small Sites Biodiversity Net Gain (BNG) report has been provided which shows a net loss of units of 0.4 medium distinctiveness grassland units. Trading rules require that medium distinctiveness habitats should be replaced with the same broad habitat type or for a more distinct habitat. The applicant will need to confirm how they intend to mitigate for the assumed onsite loss

United Utilities Water PLC – No objections to the proposal and strongly encourage the applicant to incorporate a sustainable drainage system into the development.

Policies

The National Planning Policy Framework (December 2023) – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

c) approving development proposals that accord with an up-to-date development plan without delay; or
d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision-making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

In addition to the above, Sections 5 (*Delivering a sufficient supply of homes*) and 15 (*Conserving and enhancing the natural environment*) is of relevance:

Paragraph 60 states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed.

Paragraph 70 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

Paragraph 174 states that planning policies and decisions should contribute to and enhance the natural and local environment.

The Places for Everyone Plan – This plan was adopted on 21 March 2024, as such the Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance. The relevant policy is set out below:

Policy JP-Strat9 (Southern Areas) – This policy states that the economic competitiveness, distinctive local neighbourhood character and environmental attractiveness of the southern areas will be protected and enhanced. There will be a strong emphasis on making as much use as possible of suitable previously developed (brownfield) land and promoting the roles of the areas' town centres and its other key assets.

Core Strategy Development Plan Document – The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long-term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. Relevant policies in the Core Strategy are detailed below

Policy SP1, *Spatial Principles,* - Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy DM1, *Development Management* – This policy states that all development should have regard to a number of specific issues, of which the following are of most relevance:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Community safety and crime prevention.
- Design for health.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Flood risk and drainage.

Policy H1, Overall Housing Provision – This policy states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution set out above which supports growth on previously developed sited in sustainable locations and which takes account of
- the availability of developable sites in these areas;
- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space. schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;
- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.

Policy H7, *Wythenshawe* – The Council expects that Wythenshawe will accommodate only around 3% of new residential development over the lifetime of the Core Strategy. New high quality high density development will be encouraged within the district centres of Northenden, Baguley and Wythenshawe and upon small infill sites where it contributes to the stock of affordable housing and where it complements Wythenshawe's garden city character. There is also the potential for additional family housing for sale.

Policy H 10, *Housing for people with additional support needs* – That proposals for accommodation for people with additional needs will be supported where:

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

The policy states further that 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.

Furthermore, it clarifies that people with additional support needs may include homeless people, elderly people, people with mental health problems, people who have experienced domestic violence, people with a long term debilitating illness, people who suffer drug or alcohol addiction, young people with specific support needs and people with learning or sensory disabilities.

Policy EN1, *Design Principles and Strategic Character Areas* – This policy states that all development in Manchester will be expected to follow the seven principles of urban Design and have regard to the strategic character area in which the development is located. This site is in the area defined as Wider Wythenshawe, policy EN1 defines the character of this area as:

> *"Wythenshawe was developed along the principles of the 'garden city' movement. The wider area represents a phased series of predominantly social housing dating from the 1920s to the 1960s, with some later infill developments and industrial zones. There is a predominance of low rise, low density semi-detached houses, short terraces and low rise blocks of flats and maisonettes, all set within private gardens, incidental open space, public amenity spaces and pockets of semi-natural and woodland areas. The key focal points for activity are the transport corridors, hospital and District Centres. The principal features to be retained in any new development is the sense of the existing low rise suburban character set within soft landscape."*

Policy T 2, *Accessible areas of opportunity and need* – This states that the Council will actively manage the pattern of development to ensure that new development is easily accessible by walking, cycling and public transport, connecting residents to jobs, centres, health, leisure, open space and educational opportunities. The policy also requires that appropriate car parking and cycle storage is provided.

Policy EN19, *Waste* – This states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

Saved UDP Policy DC26, "Development and Noise" – Policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

a) the effect of new development proposals which are likely to be generators of noise; and
b) the implications of new development being exposed to existing noise sources which are effectively outside planning control.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) – The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is:

By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

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

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

Manchester Residential Quality Guidance 2016 – Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016).

The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

Issues

Principle of the Proposal – There is a limited amount of accommodation available within the City for homeless families from Manchester. It is recognised that providing such a facility within Manchester would ensure that families are not located within other boroughs, something which can potentially interfere with finding employment, the educational attainment of the children and the ability to find secure and long-term accommodation. Given this, the provision of the 16 flats on this site is considered acceptable in principle.

Notwithstanding this, the impact of the proposal upon a number of factors, including residential and visual amenity, as well as pedestrian and highway safety, must be assessed.

Site Layout – Given the linear nature of the site, the proposal has been designed along similar lines, with buildings to the front and rear which are linked by a single storey enclosed corridor, as shown below.

The entrance to the facility fronts and overlooks Moor Road and the parking and refuse storage facilities are provided to the front of the property. While this form of development has introduced built form into the rear of the site, the windows on the upper floors have either been angled and/or will be obscurely glazed to prevent direct overlooking of those dwellings adjoining the site. This will be discussed in further detail under “Residential Amenity”.



Overall, the site layout is considered acceptable.

Scale – The ridge heights of the dwellings adjoining the site vary between 7 to 8 metres and while height of the proposed development ranges between 8.5 to 10 metres, the scale of the proposal is still domestic in nature given the eaves height and the overall design of the scheme. The submitted image below shows that despite being a 16 unit proposal, the elevation fronting Moor Road resembles that of a large detached dwelling.



Given the above, the scale of the proposal is considered to be consistent with the other properties in the neighbourhood and therefore acceptable.

Design – The proposal has been designed to reflect the predominant building style found throughout the immediate neighbourhood. It would be constructed from red brick and topped by a natural slate roof, with double soldier courses at ground, first floor and eaves level to add interest to all the elevations.

As there is second floor accommodation proposed in the building fronting Moor Road two flat roofed dormers are proposed in the front roof slope. The link corridor would be single storey and flat roofed, while the stairwell and lift to the rear building would be housed on a 2 storey flat roofed element. The windows and rainwater goods would be constructed from grey aluminium.

The proposed front and side elevations are shown below:





Side elevation as viewed from nos. 10-32 Moor Road



Side elevation as viewed from nos. 231 to 237 Wythenshawe Road

The design of the proposal is considered to be acceptable.

Disabled Access – All of the flats have sufficient circulation space and doors of the correct width to allow wheelchair accessibility. However, it should be noted that four of the flats in Building A, i.e. those on the first and second floor, could only be used by the ambulant disabled as that building does not have a lift. The flats in Building B would be accessible to all given the presence of a lift.

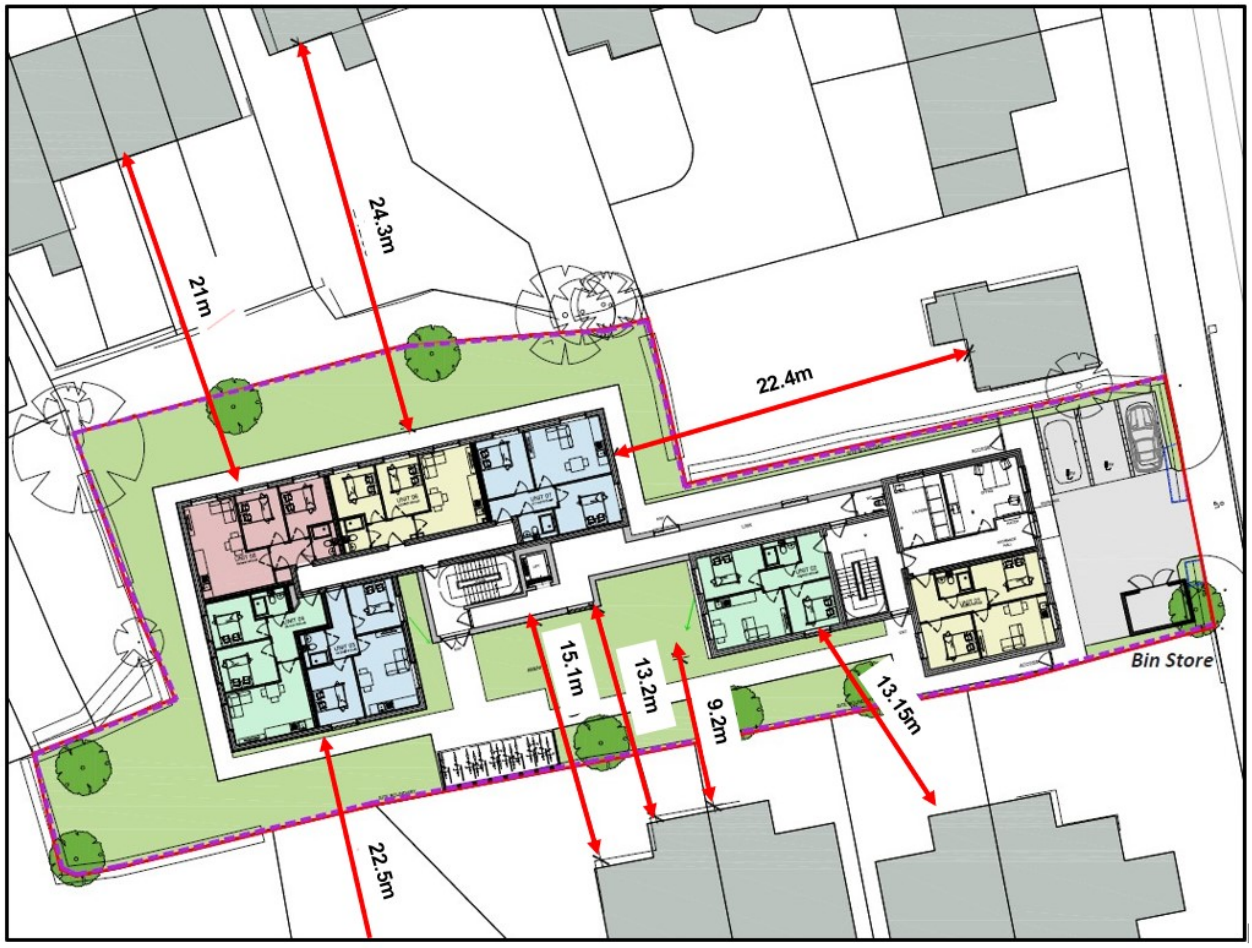
A disabled car parking spaces is to be provided at the front of the property and all of the paths would be of the correct width, with contrasting colours to the surrounding landscaping to clearly define the routes and with gradients no greater than 1 in 20.

Overall, the level of provision is considered acceptable.

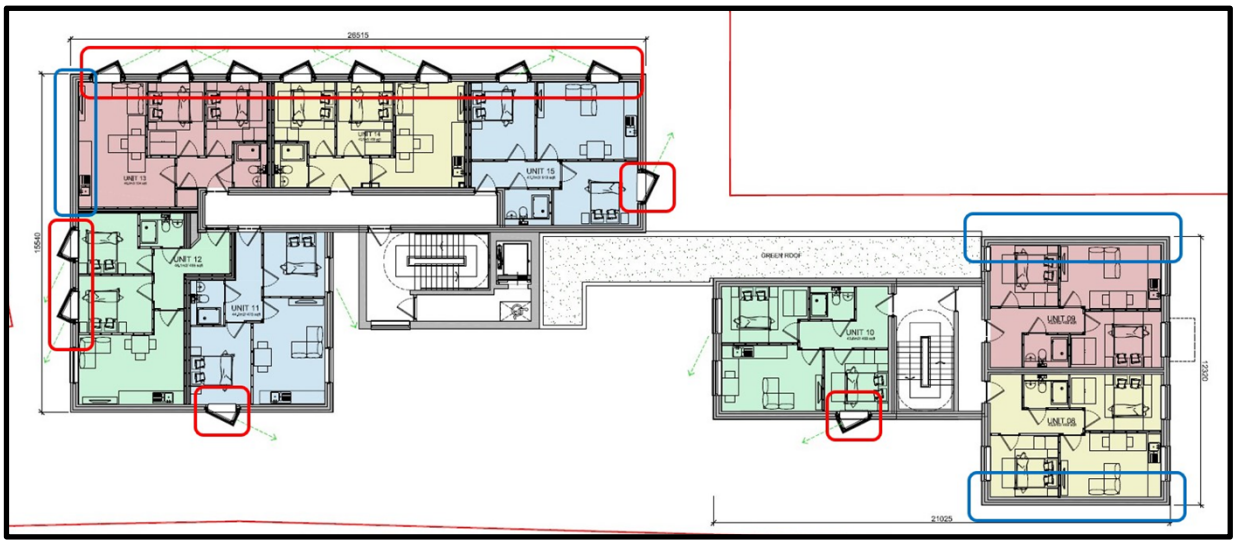
Residential Amenity – A number of factors have been assessed in order to judge the impact of the proposal upon residential amenity:

Impact upon Privacy – The proposed accommodation is located between 9.2 and 24.3 metres away from the rear elevations of the nearest dwellings on Wythenshawe Road and Moor Road (as indicated on the drawing below).

Privacy can be delivered in a variety of ways; the nature of this and what will be appropriate will depend on location and degree of enclosure and screening. There is no specific privacy distance standard adopted in , Manchester and it is a case of assessing each scheme on its merits having regard to the context and character of the area in which a development is located and what the impacts are on neighbouring occupiers most impacted. An appropriate distance of 21m or in excess is achieved on a window to window basis.



In relation to nos. 12 to 16 Moor Road the distances are reduced. However, it should be noted that to overcome any direct overlooking of adjoining properties and their associated gardens, the majority of the windows at first floor have been angled away so they are not pointing directly at the neighbouring dwellings (circled in red below) or those elevations closest to the common boundaries have been left blank (circled in blue). Furthermore, a scheme of obscure glazing is also proposed to further reduce the perception of being overlooked.



The distances between the front elevation of the proposal and the dwellings on the opposite side of Moor Road would ensure that no unacceptable overlooking would occur and there would be no resultant reduction in privacy to any significant degree. Given the specific designs incorporated into the windows any overlooking of adjoining gardens and resulting loss of privacy is not considered to be unduly harmful.

In light of the above, it is not considered that the proposal would result in an undue loss of privacy.

Noise – Given the number of units proposed and the domestic nature of the activity that would be associated with them, it is not considered that the proposal would be an inherently noise generating development

Daylight/Overshadowing – As the proposal is only two/two and a half storeys in height and sited a sufficient distance from any of the adjoining properties, it is not considered that any of the existing dwellings on Moor Road or Wythenshawe Road would see a reduction in daylight or be subject to any undue overshadowing.

Anti-Social Activity – A number of the objections received raised concerns about the introduction of homeless people into the local area and the potential impact from anti-social behaviour associated with the facility.

To ensure the building is appropriately managed, a Site Management Plan accompanies the application and it is considered this would be key to safeguarding the amenity and safety of local residents. The Plan details how many families would be housed at the facility (16 families or a maximum of 60 people) and that it would be staffed and managed 24 hours a day by a City Council team of three Accommodation Support Workers, as well as security personnel.

There will be a no visitors policy in place for all residents and access in and out of the facility would be monitored by on-site staff, thereby ensuring control over who is in the building at any time. In addition, residents would be allowed to stay out from their temporary accommodation two nights a week by agreement, if they chose to visit friends/family, and there would be a 10.00pm curfew in place for the site, in line with other Council run family temporary accommodation.

This report has previously detailed on page 4 how referrals to the service are assessed, how a family is placed at the facility and the requirement to sign a user agreement to ensure that families are considerate to each other and the adjoining local residents. Failure to bide by this agreement can jeopardise the accommodation for the family and result in the loss of the offer of temporary accommodation. The loss of the accommodation has been shown to be a sufficient deterrent against anti-social behaviour in similar facilities operated elsewhere.

Given the above and the fact the Site Management Plan also details how complaints and disputes would be resolved, it is not considered that the proposal would lead to a noticeable escalation in the instances of anti-social behaviour experienced along Moor Road and in the surrounding neighbourhood.

Overall, it is not considered that the proposal would have an unduly detrimental impact upon the levels of residential amenity currently enjoyed within the vicinity of the site.

Visual Amenity – Given the design and scale of the proposal it is not considered that it would have an unduly detrimental impact upon the levels of visual amenity enjoyed by neighbouring residents or when viewed from Moor Road. There are a variety of types of buildings in the wider area including apartment buildings with dormer windows. The fact that there will be additional built form on the applications site and a greater footprint with additional scale and massing is not considered to be unduly harmful in this case. The public benefits associated with the scheme are considered to outweigh any harm caused.

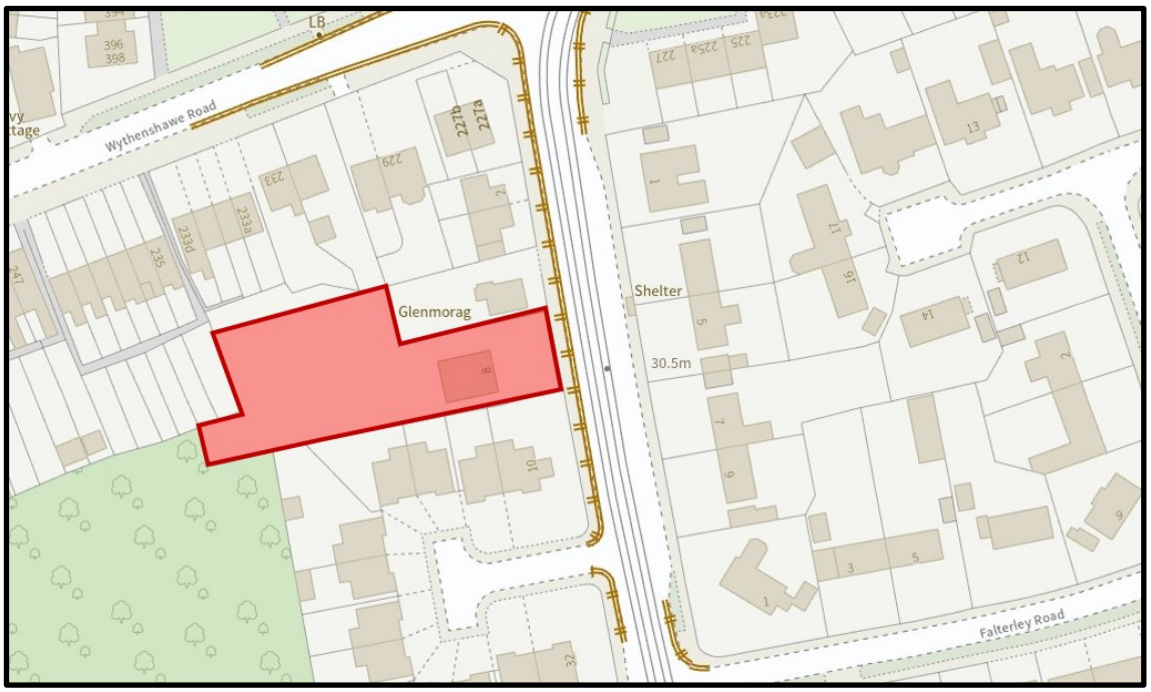
Car Parking – Three car parking spaces are proposed to the front of the proposed buildings, one would be disabled accessible and the other two would be fitted with electric vehicle charging units.

The experience of operating similar homeless family units has shown that car ownership amongst the service users is very low. Therefore, given this and the proposed staffing levels (three staff members and one security operative), this level of parking provision is considered acceptable. This has been acknowledged by Highway Services and it must be noted that this a very accessible location very close to a tram shop.

Pedestrian and Highway Safety – As the parking spaces on site are limited and car ownership is expected to be low, it is not considered that the proposal would generate such significant levels of traffic or concentrated traffic movements so as to prove detrimental to the levels of pedestrian and highway safety currently enjoyed along Moor Road.

Concerns have been raised that staff or people undertaking deliveries to the site would park on-street and block the Metrolink line. As can be seen below, there are “no waiting/loading at any time” restrictions to the front of the site which should prevent that from occurring, this allowing the Metrolink service to operate unhindered.

It is also noted that there is a layby opposite the site which could accommodate between five to six vehicles, allowing room for deliver vehicles or for additional staff members should the need arrive. The concerns raised by TfGM are noted and in order to overcome these concerns, and in accordance with Highway Services recommendation a servicing management strategy is included.



Cycle Storage – The provision of an 18 space cycle storage facility along the southern boundary of the site is welcomed and considered acceptable for a development of this size.

Crime and Security – As stated above, a Site Management Plan has been submitted and this details how the facility would be managed to limit its impact upon the local neighbourhood. A condition has been included to ensure compliance with this Site Management Plan, as well as a further condition requiring the implementation of the security measures detailed in the submitted Crime Impact Statement.

It is considered the imposition of these conditions would ensure that any impact arising from the development, in respect of crime and security, would be successfully managed

Waste Management – Environmental Health have confirmed that the submitted Waste Management Strategy is acceptable. An appropriate condition is included to ensure the management strategy is in place, prior to the use becoming operational.

Flood Risk/Drainage – The site is located in Flood Zone 1 and therefore has a low risk of flooding. Notwithstanding this, the comments of both the Flood Risk Management Team and United Utilities are acknowledged and as a result a condition requiring the provision of an acceptable surface water drainage scheme is proposed in this instance.

Environmental Standards – The proposed development would be constructed to meet the following Building Regulations

- Part ADL1 – Conservation of Fuel and Power in dwellings
- Part F – Ventilation
- Part O – Overheating

- Part S – Infrastructure for charging electric vehicles
- Part R – Physical infrastructure for high-speed electronic communications networks

Furthermore, the applicant has indicated that solar panels are to be installed on both buildings. A condition requiring the provision of the solar panels is proposed in this instance.

Air Quality – During the construction phase of the development there is the potential for air quality impacts. However, assuming dust control measures are implemented as part of the proposed works, the significance of potential air quality impacts from dust generated by earthworks, construction and trackout activities is predicted to be negligible. It is considered that the imposition of a Construction Management Condition would ensure that appropriate measures are implemented during the construction phase.

It its recognised that during the operational phase of the development there is the potential for air quality impacts as a result of vehicle exhaust emissions associated with traffic generated by the proposal, i.e. the comings and goings of staff and potentially service users. However, given the anticipated car ownership levels and number of parking spaces provided, the overall significance of potential impacts is considered to be low.

As a result of the above and given the provision of two vehicle charging point, it is considered that the proposal would not have a detrimental impact upon the air quality levels experienced within the vicinity of the site.

Ecology – There are no known protected species inhabiting the site or the existing buildings within it. A *bat roost potential assessment* and *dusk emergence bat survey* was undertaken in October 2024 and no bats were observed emerging from the existing dwellinghouse. In addition, no invertebrates, amphibians, or reptiles were observed on the site.

The site does have features to support nesting birds, i.e. hedgerows, but only provides low potential for foraging birds. No badgers have been recorded on the site though it is recognised that the woodland to the southwest could provide a suitable habitat, it is therefore possible that badgers may occasionally commute onto the site from the adjacent woodland.

The applicant has submitted a Biodiversity Net Gain (BNG) assessment and this shows a net loss of 0.4 medium distinctiveness grassland units. As the regulations require that medium distinctiveness habitats should be replaced with the same broad habitat type or for a more distinct habitat the applicant has been requested to demonstrate how they intend to mitigate for this on-site loss. A condition is recommended to ensure that bio diversity uplift is secured on site.

Landscaping – There are no trees within the site and no trees adjoining it would need to be felled to facilitate the development. Notwithstanding this, the applicant is proposing to plant the following eight trees as part of the development of the site:

- Common Hornbeam

- Downy Birch
- Rowan x 2
- Field Maple
- Hazel x 2
- Hawthorn

In addition, a hedgerow would be planted along the northern boundary, a section of green roof has been included along the flat roofed link corridor, lawned areas would be provided to the side and rear, along with four planter areas containing a variety of shrubs and plants.

While the proposed landscaping scheme is considered acceptable in principle, as further improvements are required in respect of BNG, submission of a final landscaping scheme would be subject to a condition.

Other Matters – Concerns have been expressed by neighbouring occupiers that the proposed use would devalue their property.

It should be noted however that planning guidance maintains that is not the role of the planning system to protect individual interests or private interests of one person against the activities of another, but is intended to balance public and private development needs with the protection of amenity and the environment in the wider public interest. On this basis, the impact to neighbouring property values is not a material planning consideration.

Conclusion

The proposal use would make efficient use of a partially developed site to provide a much-needed facility for homeless Manchester families.

It is not considered that the proposal would have an unduly negative impact upon residential and visual amenity, as well as pedestrian and highway safety. Furthermore, it is believed that any concerns regarding the negative impacts to neighbouring living conditions can be satisfactorily managed through the operation of a Management Plan.

On this basis, the proposal is considered acceptable and compliant with the aforementioned planning policy and guidance.

Other Legislative Requirements

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

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

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

Recommendation – **APPROVE**

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to issues arising from the consideration of this application.

Condition(s) to be attached to decision for approval

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

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

2) The development hereby approved shall be carried out in the following drawings received on 23 August 2024:

a) Location Plan - 469-1-PLN001
b) Existing Site Plan - 469-1-PLN002
c) Ground Floor Plan - 469-1-PLN007 B
d) North and South Elevations - 469-1-PLN011 A
e) East and West Elevations - 469-1-PLN012 A

and the following drawings received on 9 October 2024:

f) Site plan - 469-1-PLN 005 rev C
g) First floor plan - 469-1-PLN 008 rev C
h) Second floor plan - 469-1-PLN 009 rev C
i) Roof plan - 469-1-PLN 010 rev C

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

3) Above-ground construction works shall not commence until samples and specifications of all materials, to be used in the external elevations have been submitted to and approved in writing by the City Council as local planning authority. Thereafter the development shall be carried out in accordance with those details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Manchester Core Strategy.

4) The development hereby approved shall be implemented in accordance with the measures detailed within the submitted Accommodation Management Statement (management plan), received by the City Council as Local Planning Authority on 23 August 2024. The management plan shall be adhered to at all times, so long as the approved use is operational.

Reason - In the interests of public safety and to safeguard residential amenity, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

5) The development hereby approved shall be carried out in accordance with the security measures detailed in the submitted Crime Impact Statement, received by the Council on 23 August 2024. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

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

6) Prior to the commencement of above ground works, elevational drawings of the cycle and bin stores shall be submitted to and approved in writing by the City Council as Local Planning Authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use is in operation.

Reason - In the interests of public health and residential amenity, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

7) The car parking hereby approved shall be laid out, demarcated and made available prior to the occupation of the residential accommodation hereby approved.

Reason - In the interests of pedestrian and highways safety and to ensure the satisfactory development of the site, pursuant to Policy DM1 in the Manchester Core Strategy.

8) Above-ground construction works shall not commence until the specification of the electric vehicle charging points, as shown on drawing no. 469-1-PLN 005 rev C (received on 9 October 2024) have been submitted to and been approved by the City

Council as local planning authority. The approved electric vehicle charging points shall then be installed prior to the occupation of the development hereby approved and shall remain in-situ in perpetuity.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy.

9) Prior to the commencement of the use hereby approved, a Service and Management Plan, detailing the following, shall be submitted to and be approved by the City Council as Local Planning Authority:

a) Arrangements for the collection of refuse, i.e. location of parked vehicles.
b) Arrangements for the delivery of goods to the premises, i.e. location of parked vehicles.

Reason - In the interest of pedestrian and highway safety and to ensure the smooth running of the Metrolink, pursuant to Policies SP1 and DM1 in the Manchester Core Strategy.

10) The Waste Management Strategy, as received by the City Council on 23 August 2024, shall be implemented as part of the development and shall remain in situ whilst the residential accommodation is occupied.

Reason - In the interests of amenity and public health, pursuant to Policy DM1 in the Core Strategy Development Plan Document.

11) Prior to the commencement of the development hereby approved, a surface water drainage scheme in accordance with Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards, shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The development shall be constructed and completed in accordance with the approved details prior to the first occupation/use of the development.

Reason - To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to national policies within the NPPF and NPPG and Policies EN08 and EN14 of the Manchester Core Strategy.

see associated informative.

12) Prior to the first occupation/use of the development hereby approved details of the implementation, maintenance and management of the surface water drainage scheme, as approved by Condition no. 11, shall be submitted for approval in writing by the City Council, as Local Planning Authority. Those details shall include:

- Verification report providing photographic evidence of constructed flow control and SuDS components as per design drawings approved as part of Condition no. 11.
- Provide As Built construction drawings OR confirm that they align with the original design construction drawings.

- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details.

Reason - To manage flooding and pollution and to ensure that a managing body is in place for the sustainable drainage system and there is funding and maintenance mechanism for the lifetime of the development, pursuant to national policies within the NPPF and NPPG and Policies EN08 and EN14 of the Manchester Core Strategy.

13) Before first occupation, the windows in the northern and southern elevations shall be obscurely glazed in accordance with a scheme to be submitted to and approved by the City Council as Local Planning Authority.

Reason - To protect the amenity and living conditions of adjacent residential property from overlooking or perceived overlooking and in accordance with policies SP1 and DM1 of the Manchester Core Strategy.

14) The development hereby approved shall be implemented in full accordance with the measures as set out within the Energy and MEP Strategy Statement (GLD Technical Consulting Ltd), received by the City Council as local planning authority on 19 September 2024. Within 3 months of the completion of the construction of the authorised development a verification statement shall be submitted to and approved in writing, by the City Council as local planning authority, confirming the incorporation of the specified measures at each phase of the construction of the development, including dated photographic documentary evidence of the implementation and completion of required works.

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

15) Prior to the commencement of above ground works a Biodiversity Gain Plan, Habitat Management and Monitoring Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority. The approved Biodiversity Gain Plan shall be implemented in accordance with an agreed timetable and thereafter maintained in accordance with the approved Habitat Management and Monitoring Plan.

Reason - In the interests of biodiversity net gain being achieved off site pursuant to Policy EN15 of the Manchester Core Strategy, Policies JP-G8 of Places for Everyone, National Planning Policy Framework (NPPF) and Schedule 7A of the Town and Country Planning Act 1990 (as amended).

16) Prior to the commencement of above ground works, a hard and soft landscaping treatment scheme shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later

than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with Policies SP1, EN9 and DM1 of the Manchester Core Strategy.

17) Before the development hereby approved is first occupied a detailed Travel Plan, based on the submitted Transport Statement (Mode Transport Planning), stamped as received on 23 August 2024, shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:

i) the measures proposed to be taken to reduce dependency on the private car by those residing at the development,
ii) a commitment to surveying the travel patterns of staff during the first three months of use of the development and thereafter from time to time,
iii) mechanisms for the implementation of the measures to reduce dependency on the private car,
iv) measures for the delivery of specified travel plan services,
v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car.

Within six months of the first use of the development, a Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel, pursuant to policies SP1, T2 and DM1 of the Manchester Core Strategy and the Guide to Development in Manchester SPD (2007).

18) No development shall take place, including any demolition works, until a construction management plan or construction method statement has been submitted to and approved in writing by the Local Planning Authority. The approved plan/statement shall be adhered to throughout the demolition/construction period. The plan/statement shall provide for:

- A construction programme including phasing of works;
- 24 hour emergency contact number;
- Expected number and type of vehicles accessing the site: Deliveries, waste, cranes, equipment, plant, works, visitors; Size of construction vehicles; The use of a consolidation operation or scheme for the delivery of materials and goods; Phasing of works;

- Means by which a reduction in the number of movements and parking on nearby streets can be achieved (including measures taken to ensure satisfactory access and movement for existing occupiers of neighbouring properties during construction): Programming; Waste management; Construction methodology; Shared deliveries; Car sharing; Travel planning; Local workforce; Parking facilities for staff and visitors; On-site facilities; A scheme to encourage the use of public transport and cycling;
- Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
- Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- Locations for storage of plant/waste/construction materials;
- Arrangements for the turning of vehicles, to be within the site unless completely unavoidable;
- Arrangements to receive abnormal loads or unusually large vehicles;
- Swept paths showing access for the largest vehicles regularly accessing the site and measures to ensure adequate space is available;
- Any necessary temporary traffic management measures;
- Measures to protect vulnerable road users (cyclists and pedestrians);
- Arrangements for temporary facilities for any bus stops or routes;
- Method of preventing mud being carried onto the highway;
- Methods of communicating the Construction Management Plan to staff, visitors and neighbouring residents and businesses.

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

Reason - In the interests of safe operation of the adopted highway in the lead into development both during the demolition and construction phase of the development, pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 139844/FO/2024 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

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

Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
Corporate Property
MCC Flood Risk Management
MCC Supported Housing Montoring Group
Greater Manchester Ecology Unit
Greater Manchester Police
Transport For Greater Manchester
United Utilities Water PLC

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

Representations were received from the following third parties:

Highway Services
Environmental Health
MCC Flood Risk Management
Transport For Greater Manchester
United Utilities Water PLC

Relevant Contact Officer : David Lawless
Telephone number : 0161 234 4543
Email : david.lawless@manchester.gov.uk


Legend
Site Location
Neighbours notified
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1:1,500