

Application Number	Date of Appln	Committee Date	Ward
141415/FO/2024	31 Oct 2024	19 Dec 2024	Whalley Range

Proposal Change of use from House in Multiple Occupation (Sui Generis) to create 15no. self-contained residential units for short stay homelessness accommodation (Sui Generis) with associated support services; together with the erection of a single storey rear extension, installation of wheelchair platform lift and provision of external steps to the rear, elevational alterations, works to roof coverings, car parking, installation of cycle parking and bin store, and associated external works.

Location 16 Alness Road, Manchester, M16 8ET

Applicant Maria Marsden, SSG Sustainable Living

Agent Mr Mark Newman, Building Sense Limited

Executive Summary

This application is for the change of use of the property from a House in Multiple Occupation to a 15 unit property offering short stay accommodation for homeless single men over 18 years of age with complex needs. A single storey extension and associated wheelchair lift and external steps are proposed at the rear, along with car parking and cycle and bin stores. The site is located within the Whalley Range Conservation Area.

Twelve letters have been received from local residents, ten of which object to the proposal, while the remaining two do not object in principle but request that any consent granted be conditioned to ensure that users of the service sign up to a code of conduct and a system is in place to deal with local residents' concerns when the use is operational. The objections raised include overdevelopment of the site; potential increase in anti-social activity and crime in the area resulting from future residents; and the design of the extension and elevational alterations.

Description

16 Alness Road is a four-storey semi-detached Victorian residential property situated to the north of the junction with Mayfield Road and within the Whalley Range Conservation Area. The property is currently in use as an 11 bed House in Multiple Occupation, arranged over the upper three floors, with one shared bathroom per floor. Modest garden areas are located to the front and side of the property, while the rear, which is accessed off Mayfield Road, provides some additional amenity space and off-street parking.

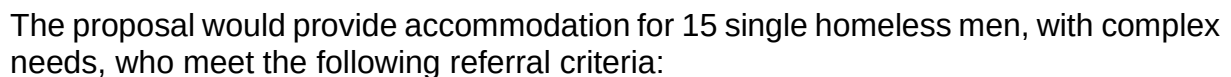
There are residential properties to the side and rear of the site, as well as directly opposite on Alness Road and Mayfield Road. Diagonally opposite the site lies St Bede's College. The site is shown below:



The applicant is proposing the following:

- Change of use from House in Multiple Occupation (Sui Generis) to create 15no. self-contained residential units for short stay homelessness accommodation (Sui Generis) with associated support services. Of the 15 units, three will be accessible rooms, with two of these being wheelchair accessible.
- Erection of a single storey rear extension to form enlarged basement accommodation and provide a wheelchair platform lift and external steps.
- Elevational alterations consisting of the installation of larger fire-escape windows (front and rear elevations) for the basement accommodation and wall lights.
- Provision of four car parking spaces to the rear, accessed of Mayfield Road.
- Installation of cycle parking and bin store.
- Associated landscaping works, i.e. provision of pavements.

The proposed layout is shown below:



- Manchester has some of the highest levels of homelessness in the UK, with around 7,407 people (one in 74 people) experiencing homelessness. The city is among the 25 local authorities in England with the biggest problems on the issue, and one in every 81 residents in Manchester is homeless.

This scheme would enable people who are living in unsupported B+B accommodation and temporary accommodation to move on to bespoke supported accommodation and free up spaces for others that continue to rough sleep due to lack of appropriate accommodation.

There are also delayed discharges from hospitals due to the lack of available suitable supported accommodation, which is costly to the NHS. The use of temporary accommodation, in particular for complex need and accessible bed spaces has been steadily increasing over the past decade, highlighting ongoing challenges in finding permanent housing solutions. This would increase the accessible bed spaces in Manchester.

The goal of the service would be to move residents onto private rented tenancies or social housing having provided improved health and wellbeing and independent living.

The applicant, SSG Sustainable Living (SSG), has accommodated those experiencing homeless for over seven years, providing 82 bed spaces for low/medium need males across three schemes within Manchester City Centre. In addition, for the last four years, they have housed 56 low/medium need males at a facility elsewhere within Whalley Range. SSG has a proven track record of supporting clients through person-centred support plans to assist them to overcome the issues that led to their homelessness.

Referrals for the proposed accommodation would come from the Council and its recognised partners (other agencies, ABENS, hospital discharge etc). The strict referral criteria would need to be met along with background checks, risk assessments and interviews before being accepted into the scheme. The successful applicant would then be required to sign a licence agreement. In any circumstance where the license conditions are breached the resident in question will be supported to find alternative accommodation.

Housing management and support staff would be employed to ensure that they can identify risks and respond to issues for the safety of residents, staff and the neighbouring community. The project would be staffed as follows;

- There would be a staff ration of 1:7 present 24 hours a day, 365 days a year.
- Between 8.00am and 8.00pm, Housing Management and PCP Support Staff would be present.
- Between 8.00pm and 8.00am, Housing Management/Concierge and Night Support Staff would be present.
- A part-time cleaner would ensure hygiene standards, in line with public health standards for hostels, are met.
- Senior Managers would be on call 24 hours a day, 7 days a week.
- The project would be managed by an experienced senior support worker and overseen by the senior management team and CEO of SSG.

Consultations

Local Residents – Twelve letters have been received from local residents. While ten residents object to the proposal, the remaining two can be summarised as follows:

- No objection in principle to the proposal and welcomes the sensitive refurbishment and development of this Victorian property within the Whalley Range Conservation Area. However, given the concerns about anti-social activity associated with the use, the resident has requested that any planning permission granted for this use should be subject to the following conditions:

- a) Occupation of the facility is conditional on residents signing up and adhering to an agreed code of conduct governing their behaviour whilst in the local community;
 - b) Neighbouring residents are provided with a named contact, to whom any concerns can be addressed;
 - c) Neighbouring residents are provided with a clear process and procedure for raising, managing and addressing any concerns relating to the operation of the facility, in advance of its opening.
- There seem to be some grassed areas as front garden spaces in this plan. Could these not be made into a leisure space for residents? These small front garden areas (facing Alness Rd. and Mayfield Rd.) would feel more private, secure and welcoming. With trees and shrubs pruned, residents could enjoy a valuable little garden space.

The objections raised by the other residents can be summarised as follows:

- Overdevelopment for the size and location of the site.
- The proposed client demographic is unsuitable for the area due to the risk to community safety, increased crime, disturbance, and noise. Men who have been rough sleeping have some of the highest levels of addiction, mental health conditions, criminal and anti-social behaviour. According to the submitted crime impact statement, this is a high crime area and the two principal crime hotspots are the two ends of Mayfield Road. While the address of the site is Alness Road, the location is on the corner of Alness Road and Mayfield Road, so right in the centre of the highest crime area. The main problems centre around drugs, drug-dealing, drug-taking and the behaviour of the people involved.
- The use proposed could have a negative impact to the level of crime in the area, this is of particular concern considering the proximity to St Bede's School, where children of all ages (3-18 years) attend daily.
- To approve this planning proposal is likely to re-introduce the kinds of anti-social behaviour and crime that we have all worked so hard to decrease, flying in the face of the council's stated objectives for Whalley Range. The development would be hard to reverse if the plans are approved and this risks creating problems that will be persistent and continuing in nature. Residents have little protection in terms of policing since the cuts in 2010.
- Manchester City Council's housing strategy contains a number of priorities including reducing homelessness and rough sleeping. Creating short stay accommodation for rough sleepers in Whalley Range appears to conflict with other cited housing priorities for the area when the existing housing stock could be used to tackle other urgent priorities in the housing strategy without adding to crime and anti-social behaviour. The larger houses in the Whalley Range Conservation Area make ideal accommodation for larger families, in line with the priorities of Manchester City Council's current housing and planning strategy. The proposed development, however, is not suitable for the area since it would exacerbate existing problems, when development that addresses other housing priorities would not, and would actually contribute to the vibrancy of the area and enhance our community.

- The proposed short stay accommodation puts disproportionate stress on a neighbourhood that already has a high concentration of supported and unsupported accommodation for vulnerable people. The neighbourhood already provides housing provision for homeless people, people with addictions, and supported accommodation for people with disabilities and significant mental health problems. There is housing very close to the site of the proposed development that has started to provide accommodation to homeless people.
- The application appears to take the view that short stay accommodation for rough sleepers should be permitted because the house was previously used as a HMO. This does not address whether the area will benefit from taking this step, let alone the introduction of a demographic that poses the highest risk of crime and anti-social behaviour of all demographics.
- The use of uPVC windows instead of timber would be out of character with the conservation area.

Homelessness Team – The Homelessness Team have made the following comments:

- Stop Start Go (SSG) are an established provider of supported housing in Manchester. They have extensive experience of delivering supported accommodation in the city and have a track record of excellent performance in providing high quality support and preparing people to make planned moves to independent living. SSG have been commissioned to deliver a scheme in Cheetham Hill along with the associated step-down scheme since 2018. Since 2020 the organisation has also been commissioned to deliver the 'A Bed Every Night' (ABEN) scheme in Whalley Range.
- The proposal to open an additional scheme on Alness Road in Whalley Range providing 15 units of supported accommodation, include 3 accessible rooms, is one that is supported by the Homelessness Service. It meets our requirements for additional supported accommodation services and will particularly help to meet our need for accessible units of accommodation. SSG as an organisation are a trusted and high-quality provider.
- The service model will be focused on delivering supported accommodation for people who have experienced homelessness. Joint working arrangements with specialist services, including in-reach support where required, will be developed. Referrals and access into the proposed scheme will be managed via the Homelessness Services in Manchester City Council, in alignment with our existing supported housing services.
- SSG have developed a relationship with DePaul Housing Services. DePaul are an established national registered social landlord and they intend to enter a lease with the owner of the building. SSG would then agree a management agreement with DePaul to act as the housing support provider in the service.

Highway Services – Highway Services have made the following comments:

- In comparison to the former use, the level of trips generated is not anticipated to be dissimilar and as such no highways concerns are expected.
- The site is well accessed by sustainable modes. Regular bus services and Metrolink services are available within walking distance of the site.
- It is requested that at least one of the four parking spaces has EV charging in place.

- Plans confirm that a lockable timber shed will be in place within the car park and provide Sheffield hoops with provision for 4 cycles. A mobility scooter store will also be in place with a charge point. This is acceptable to Highways.
- A refuse storage area is noted within the site. This is considered to be appropriate in ensuring no obstruction on the adjacent highway.

Environmental Health – Suggests the imposition of a number of conditions designed to protect public health and residential amenity.

Flood Risk Management Team (FRM) – FRM advise that the development can be approved in accordance with the findings of the submitted Flood Risk Assessment.

City Arborist – The City Arborist is confident that this project can be delivered with minimal impact on the trees' health, however, this is subject to the method statement being strictly adhered to. It is requested that the implementation of the development, inline with the proposed arboricultural method statement, be subject to a suitably worded condition.

Greater Manchester Police (GMP) – GMP have made the following comments:

- GMP welcome the investment in this part of inner Manchester and support redevelopment of this site for a facility that aims to support people towards independent or semi-independent living, and to develop skills and resilience.
- Positive features of the development include: staff will be present and will support residents; the orientation of studios, staff facilities and communal facilities will focus activity on appropriate areas of the site, whilst also facilitating passive surveillance over key areas externally and internally; car and cycle parking are included in the scheme in appropriate area; and, a modest area of amenity space is included.
- The main security recommendations include: liaise with the Neighbourhood Police Team when appropriate; control access into the site, particularly into the car park and rear of the site, and clearly distinguish public space from semi-private space. We draw attention to this point as it is not reflected in the proposed site plan, however, a series of measures designed to achieve an appropriate level of security to the rear of the site are set out in section 3.3.4 of the Crime Impact Statement; and, install doors, locks, windows and glazing that meet the Secured by Design standards.
- GMP are happy to support the application subject to the inclusion of a condition requiring the development to comply with the recommendations set out in the Crime Impact Statement and to achieve Secured by Design accreditation.

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*), 15 (*Conserving and enhancing the natural environment*) and 16 (*Conserving and enhancing the historic environment*) are 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 180 in Section 15 states that planning policies and decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity.

Paragraph 196 in Section 16 states that in determining planning applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of assets of the highest significance, such as grade I and II* listed buildings, should be wholly exceptional.

Paragraph 207 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 208 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

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.

Policy JP-P2: Heritage (Heritage) – This policy states that the member authorities will proactively manage and work with partners to positively conserve, sustain and enhance their respective historic environments, heritage assets and their settings. It states further that development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy.

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

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

Policy 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 sites 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 H6, *South Manchester* – South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy. High density development in South Manchester will generally only be appropriate within the district centres of Chorlton, Didsbury, Fallowfield, Levenshulme, and Withington, as part of mixed-use schemes. Outside the district centres priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing.

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 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 Policies – Policy DC18, *Conservation Areas* – Policy DC18.1 states that the Council will give particularly careful consideration to development proposals within Conservation Areas by taking into consideration the following:

- a) The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:
 - i. the relationship of new structures to neighbouring buildings and spaces;
 - ii. the effect of major changes to the appearance of existing buildings;
 - iii. the desirability of retaining existing features, such as boundary walls, gardens, trees, (including
 - iv. street trees);
 - v. the effect of signs and advertisements;
 - vi. any further guidance on specific areas which has been approved by the Council.
- b) The Council will not normally grant outline planning permission for development within Conservation Areas.
- c) Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.
- d) Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.

Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

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, especially accommodation which is accessible, within the City for homeless men with complex needs. It is recognised that this scheme would enable people who are living in unsupported B+B accommodation and temporary accommodation to move on to bespoke supported accommodation and free-up spaces for others that continue to rough sleep due to lack of appropriate accommodation. The ultimate goal of this type of service is to move residents onto private rented tenancies or social housing having provided improved health and wellbeing and independent living. Given this, the provision of the 15 flats on this site is considered acceptable in principle.

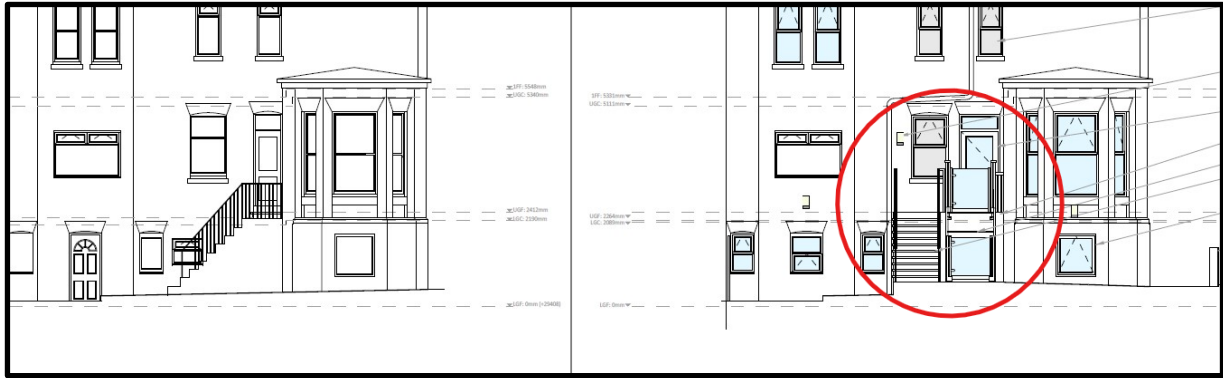
Notwithstanding this, the impact of the proposal upon a number of factors, including residential and visual amenity, as well as pedestrian and highway safety, must be assessed.

Overconcentration of Supported Housing Uses – Concerns have been raised that there are already too many supported housing uses in close proximity to the application site. However, it is not considered that the level of existing provision within this part of Whalley Range is excessive or at such a level so as to warrant the refusal of this application and material impacts are dealt with in detail below. It is considered that the scheme is sustainable at this location with no evidence to show that impacts on the local community would be unduly harmful due to any impacts associated with other supported housing uses within the wider neighbourhood.

Design of the External Works – The single storey rear extension is modest in size and would adjoin the existing rear outrigger in the location circled in red below, as such it would not be readily visible from Mayfield Road.

The extension would allow for the creation of a larger bedroom for unit no. 15 on the lower ground floor and for the provision of a wheelchair lift, associated platform and steps to the upper ground floor. It would be constructed from matching brick and black metal railings. It is not considered that the proposed extension would have a detrimental impact upon the overall character of this Victorian property. Accordingly, the design and siting of the rear extension is considered acceptable.





The proposed elevation alterations, i.e. insertion of replacement windows to meet fire regulations and external lighting, are considered acceptable and would not impact upon the overall character and appearance of no. 16 Alness Road.

Impact on the Whalley Range Conservation Area – The site is located in the Whalley Range Conservation Area. The special significance and distinctive character of the area is borne out of the scale, appearance and form of development located within this part of Whalley Range, along with its verdant nature, resulting from a large number of mature trees and open spaces, most in the form of private landscaped grounds.

Whalley Range Conservation Area is defined by large houses on tree lined avenues, some of which have been converted to apartments or institutional uses over time. Large apartment buildings were built around the area prior to the designation of the conservation area. There are also a number of sites throughout the conservation area with larger buildings such as St. Bede's College and the British Muslim Heritage Centre.

In terms of this proposal, the rear extension and associated elevational alterations are considered modest and would not detract from the appearance of this Victorian building or the character of the Whalley Range Conservation Area as a whole. The same can be said for the bin and cycle stores which are to be located to the rear. The provision of accessible paths to the side and rear of 16 Alness Road would not detract from its setting and they are considered comparable in scale to similar features in the surrounding neighbourhood.

Paragraph 208 states that where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Given the design, scale and siting of the rear extension and the design of the replacement windows it is considered that any harm to the overall character of the Whalley Range Conservation Area would be at the very low end of less than substantial. In addition, when weighed against the public benefit of providing accommodation for homeless men with complex needs, what little impact there would be upon the character of the conservation area is considered acceptable in this instance.

Disabled Access – Given the internal configuration of 16 Alness Road, it would not be possible to provide an internal lift. Therefore, while all of the flats have sufficient circulation space and doors of the correct width, it is only the three units on the upper ground floor that are fully accessible, i.e. accessed via the wheelchair platform lift and furnished with an accessible WC with shower facility. The office facility has also been located on the upper ground floor to be as close as possible to the three accessible units in order to offer assistance should the need arise.

This level of provision, along with the laying out of a disabled parking space at the rear and new level footpaths, 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 – As the proposed rear extension would be located approximately 4.5 and 11 metres away from the common boundaries with 14 Alness Road and 28 Mayfield Road respectively it is not considered that the development would lead to excessive overlooking and a resultant 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. It must be noted that the application property has been in use as a house in multiple occupation for many years with associated comings and goings and general activity. The proposed use would be managed accommodation with control over any unacceptable impacts with contact details available if there is any excessive noise or disturbance caused. It is not considered that the impacts from activity associated with the proposed use would be materially different from the existing lawful use.

Daylight/Overshadowing – Given the height (approximately 2.15 metres) and siting of the rear extension away from the common boundary, it is not considered that it would lead to any undue overshadowing or a reduction in the levels of daylight experienced by adjoining residents.

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 homeless men would be housed at the facility, i.e. 15 and that it would be staffed and managed 24 hours a day by Housing Management and Support Staff.

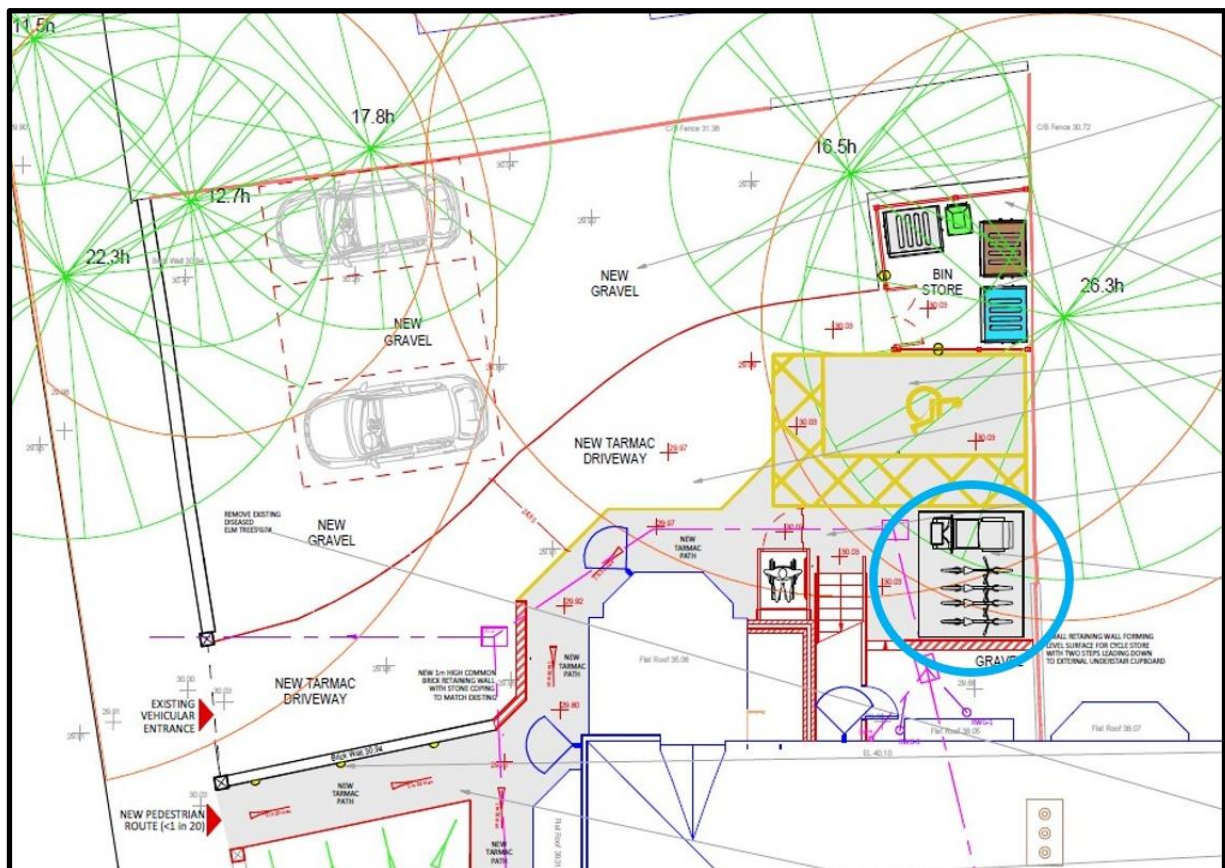
This report has previously detailed on page 4 that referrals to the service would be managed by the City Council, that strict criteria would need to be met along with background checks, risk assessments and interviews before the service user is accepted into the scheme. They would then be required to sign a licence agreement, which if breached, would result in the person having to leave 16 Alness Road and find alternative 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 Alness Road and Mayfield 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 physical alterations to 16 Alness Road it is not considered that the proposal would have an unduly detrimental impact upon the levels of visual amenity enjoyed by neighbouring residents or when viewed from Alness Road or Mayfield Road.

Car Parking – Four car parking spaces are proposed to the rear of the 16 Alness Road, proposed buildings, one of which would be disabled accessible.



The experience of operating similar homeless units has shown that car ownership amongst the service users is very low. Therefore, given this and the proposed staffing levels (two to three dependent on the time of day), this level of parking provision is considered acceptable.

Electric Vehicle Charging – In line with the comments of Highway Services, a condition requiring that one of the parking spaces be fitted with a charging point would be attached to any approval granted.

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 Mayfield Road (where the vehicular access/egress point is) or Alness Road.

Cycle Storage – The provision of a storage facility (circled in blue above), which would accommodate four bicycles and a mobility scooter, 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 development to achieve Secured by Design Accreditation.

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 – While the applicant has indicated on the submitted layout plan where waste would be stored on site, Environmental Health have requested that further information be provided before the waste management facilities can be approved. This would be the subject of a condition.

Flood Risk/Drainage – The Flood Risk Management Team have recommended that the development be implemented in accordance with the finding of the submitted Flood Risk Assessment, i.e. that residents are made aware of an approved “flood emergency plan” for the site and no accommodation is to be provided lower than the existing accommodation, in this case the lower ground floor plan. A condition, requiring the development to be implemented in accordance with the submitted Flood Risk Assessment, is suggested in this instance.

Air Quality – As the physical alterations to the building are minor it is not considered that the levels of dust generated by the works would be significant. However, it is still considered prudent to attach a Construction Management condition which would ensure that appropriate measures are implemented during the construction phase in order to protect existing levels of residential amenity.

It is 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 visitors. 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 a 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.

Trees – Nine individual trees and two tree groups have been surveyed on the site. Of the individual trees, only one (T6-Ash) is to be felled and that has a retention category of C1, i.e. a tree of low quality and of very limited merit. Of the two tree groups surveyed, the one consisting of two Elm trees (G7), which are in the early stages of Dutch Elm disease, is proposed to be felled. Given the condition of the trees to be felled there is no objection to these works.

The City Arborist has raised no objections to the proposal and has requested that a condition, requiring the development to be implemented in accordance with the submitted arboricultural method statement, be attached to any approval granted.

A condition is also suggested which would require the planting of a replacement tree(s) to compensate for the loss of the Ash and Elms.

Enhancing the Natural Environment & Biodiversity Net Gain – Apart from the removal of trees T6 and G7 referred to above, there are no protected species or other ecological features that would be lost as a result of the proposed development. While the development is not of type or scale that would require the submission of a Biodiversity Net Gain plan, there is still a requirement under the NPPF to ensure that the development enhances the natural and local environment. As a result, a condition is suggested that would ensure there is an uplift in provision. For a development of this type that would typically be the provision of bat and/or bird boxes but would also include the planting of replacement tree(s).

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 a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given 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 accordance with the following drawings and documents:

- a) Drawing no. 24028.01 REV E - LOWER GROUND FLOOR PLAN, received on 31 October 2024
- b) Drawing no. 24028.02 REV E - UPPER GROUND FLOOR PLAN, received on 31 October 2024
- c) Drawing no. 24028.03 REV E - 1ST FLOOR PLAN, received on 31 October 2024

- d) Drawing no. 24028.04 REV E - 2ND FLOOR PLAN, received on 31 October 2024
- e) Drawing no. 24028.05 - FRONT ELEVATION, received on 31 October 2024
- f) Drawing no. 24028.06 REV B - LEFT & RIGHT ELEVATIONS, received on 31 October 2024
- g) Drawing no. 24028.07 REV B - REAR ELEVATION, received on 31 October 2024
- h) Drawing no. 14028.09 - BLOCK PLAN, received on 31 October 2024
- i) Drawing no. 24028.08 - EXISTING & PROPOSED SITE PLANS, received on 31 October 2024
- j) Location Plan, received on 31 October 2024
- k) Arboricultural Impact Assessment, received on 31 October 2024
- l) Arboricultural Method Statement, received on 31 October 2024
- m) Flood Risk Assessment, received on 31 October 2024
- n) Crime Impact Assessment, received on 31 October 2024
- o) Management and Operations Statement, received on 10 December 2024

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 Management and Operations Statement (management plan), received by the City Council as Local Planning Authority on 31 October 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 31 October 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 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 details of the measures to be incorporated into the development to allow for the provision of an electric vehicle charging point has been submitted to and approved by the City Council as Local Planning Authority.

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

9) The development hereby approved shall not be occupied until a scheme for the storage (including segregated waste recycling) and disposal of refuse has been 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 or development is in operation.

Reason - In the interests of residential amenity, pursuant to Policy DM1 in the Manchester Core Strategy.

10) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the approved plans, the Arboricultural Impact Assessment (Lally Tree Management) and Arboricultural Method Statement (Lally Tree Management),; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Manchester Core Strategy.

11) The development hereby approved shall not be occupied until a tree replacement scheme has been 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 residential accommodation is first occupied. If within a period of 5 years from the date of the planting of any tree, that tree or any tree 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 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.

12) The development hereby approved shall not be occupied until details of biodiversity enhancements (e.g. bird boxes and bat bricks), including a timetable for their installation and maintenance regime, have been submitted to and been approved by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

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

13) The development hereby approved shall be implemented in accordance with the recommendations of the Flood Risk Assessment (Geoson), received on 31 October 2024.

Reason - To promote sustainable development 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.

14) 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:

- o A construction programme including phasing of works;

- o 24 hour emergency contact number;
- o Expected number and type of vehicles accessing the site;
- o Routes for construction traffic, avoiding weight and size restrictions to reduce unsuitable traffic on residential roads;
- o Locations for loading/unloading, waiting/holding areas and means of communication for delivery vehicles if space is unavailable within or near the site;
- o Locations for storage of plant/waste/construction materials;
- o Any necessary temporary traffic management measures;
- o Measures to protect vulnerable road users (cyclists and pedestrians);
- o Method of preventing mud being carried onto the highway;
- o 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: 141415/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)
MCC Flood Risk Management
MCC Supported Housing Monitoring Group
Greater Manchester Police

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
MCC Supported Housing Monitoring Group
Neighbourhood Team Leader (Arboriculture)
Greater Manchester Police

Relevant Contact Officer : David Lawless
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Email : david.lawless@manchester.gov.uk

