



Planning and Heritage Statement

Retention of Use of Former Hotel (Use Class C1) as Temporary Living Accommodation for Homeless People (Sui Generis).

Etrop Grange Hotel, Thorley Lane, Manchester. M90 4EG.

June 2024.

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1. Introduction

1.1 Purpose of the Statement

The purpose of this statement is to support a retrospective application to retain the use of a former hotel (Use Class C1) as temporary living accommodation for homeless people (Sui Generis). Use of the hotel ceased in 2021, and since October 2022 it has been used for this purpose. The application property could be used as a hotel that would share many similar characteristics to the applied-for use. However, the specific occupation by single people and the associated support, on site and by outside agencies, would represent material changes requiring planning permission.

The front building is Grade II listed as:

“Etrop Grange 18/12/63 (Formerly Listed as: BAILEY LANE, Ringway (North side) Moss House)”.

This statement also considers potential impact of the proposal on the significance of the listed building. It also addresses the planning context, national and local Planning policies and guidance, and statutory duties, in so far as they relate to the development.

These comprise:

- Planning (Listed Buildings and Conservation Areas) Act 1990;
- National Planning Policy Framework (NPPF), December 2023;
- Manchester Core Strategy Development Plan Document, Adopted 11th July 2012, and Addendum to Manchester Core Strategy 2024; and
- Extant (Remaining) Unitary Development Plan Policies;
- Special Needs and Supported Housing SPG; and
- Guide to Development in Manchester SPD.

1.2 Authorship

This report has been prepared by Hannah Barter BA (Hons) T&CP, Dip (T&CP), MAUD, MRTPI.

2. Site and Context

2.1. Site

The application site comprises a former 69-bedroom hotel building. Use of the hotel ceased in 2021, and since October 2022 it has been used to provide temporary accommodation for homeless people.

It is situated in Wythenshawe, to the north of Manchester Airport and around 900m east of the M56 J5. The M65 Airport Spur Road and A555 run to the south of the site in an east/west orientation, providing access to Manchester Airport.

Manchester Airport and its associated car parking, hotels and other infrastructure are located approximately 600m to the south of the site, with the area to the north of the site largely comprising residential dwellings and commercial office spaces adjoining on the eastern boundary.

The existing building and on-site parking provision have been retained. Around 10 parking spaces are provided to the south of the site for staff and visitor use. Secure covered cycle parking is also provided at the site, to the south-eastern corner of the existing building for staff and visitors.

The site also benefits from existing cycling infrastructure in the form of on-/off-road cycling paths along Thorley Road, Enterprise Way and Bailey Lane, connecting the site to local residential areas, Metrolink Tram stops and local bus stops.

The site is served by two vehicle access points. The main site access is off Thorley Lane via an existing priority junction to the south-west of the site. An additional access is provided via Bailey Lane but is not currently used.

The site is bound by a brick wall to the east and west, low brick wall and railings on the southern boundary that fronts the highway and panel fencing at the rear to the north. There is also an extensive mature tree belt that screens the site western boundary round the rear of the property.

The site also benefits from landscaped private garden space and patio area for residents and staff.

The front building is also a Grade II listed heritage asset as referenced below:

“Etrop Grange 18/12/63 (Formerly Listed as: BAILEY LANE, Ringway (North side) Moss House)”.

Figure 2: Listed Building



Figure 3: Amenity Space



Figure 4: Rear of the site



Figure 5: View from Enterprise Way into Site



2.2 Details of Application

Retrospective planning permission is sought to retain the use of a former hotel (Use Class C1) as temporary living accommodation for homeless people (Sui Generis). Use of the hotel ceased in 2021, and since October 2022 it has been used for this purpose.

No physical alterations, internal or external, are proposed to the building. It is proposed to repair and reinstate a damaged section of the boundary wall (tree damage), however this will use matching materials and will not exceed its former height. This does not require planning permission.

The application site is operated by Manchester City Council (MCC) and the building features 69 bedrooms for residents. The maximum occupancy at any given time is 77 people, as the building can accommodate 8 childless couples. Residents typically arrive and depart the site by taxi organised by MCC, with on average ten taxis (five arrivals and five departures) each day. Residents stay for a period of 28 days on average, but this can vary subject to individual circumstances. There are 14 staff employed on site, the majority arriving in the morning and departing in the afternoon on the same day. There is also 24-hour support staff for residents and on site security with 2 security guards present at all times.

Around 10 parking spaces are provided to the south of the site for staff and visitor use. Secure covered cycle storage is also provided at the site, to the south-eastern corner of the existing building for staff and visitors.

The existing vehicle accesses off Thorley Lane and Bailey Lane have been retained, with all vehicle movements via the Thorley Lane access. It is understood that the vehicle access with Bailey Lane is currently closed to vehicles.

Pedestrian access to the site will continue to be facilitated by the shared use footways within the vicinity of the site, including the Puffin crossing points at the Enterprise Way/Thorley Lane junction.

The following proposed site plan and elevations make clear that there are no proposed external alterations.

Figure 6: Proposed Site Plan

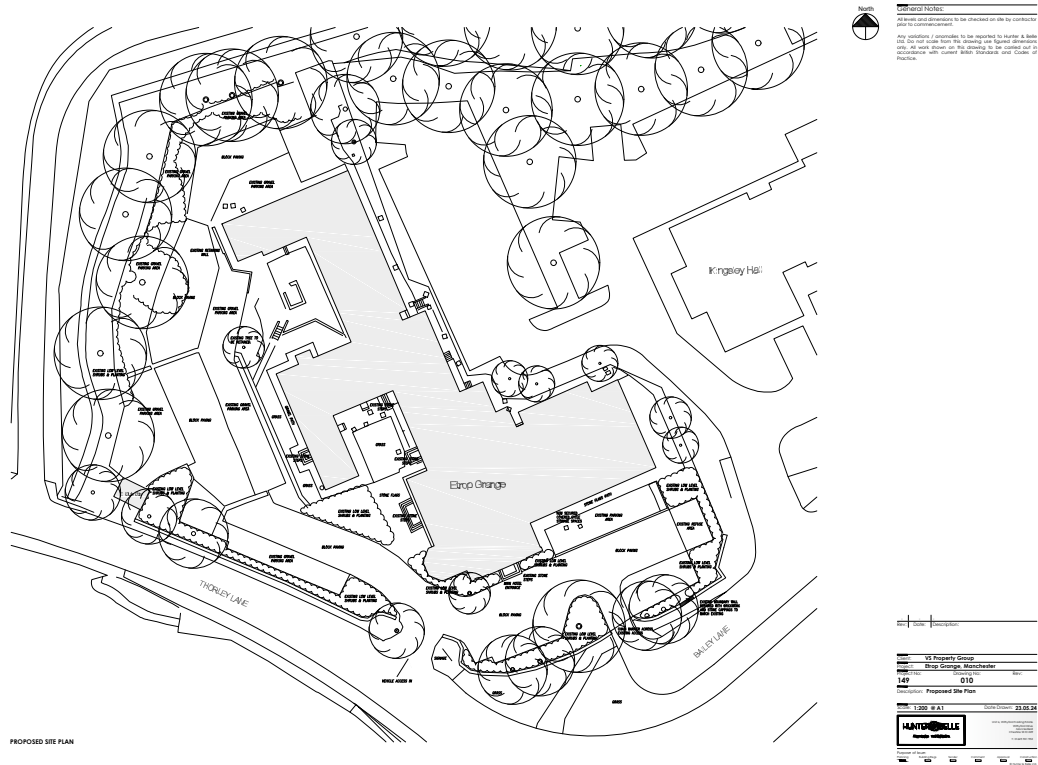


Figure 7: Existing elevations



Figure 8: Existing elevations

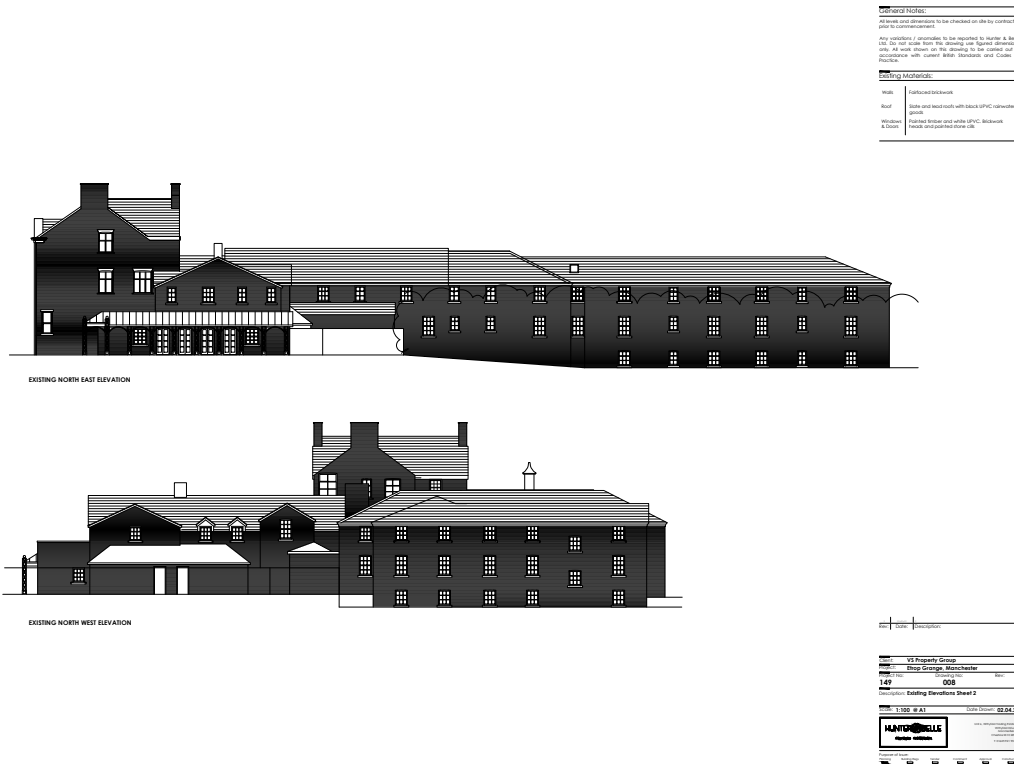
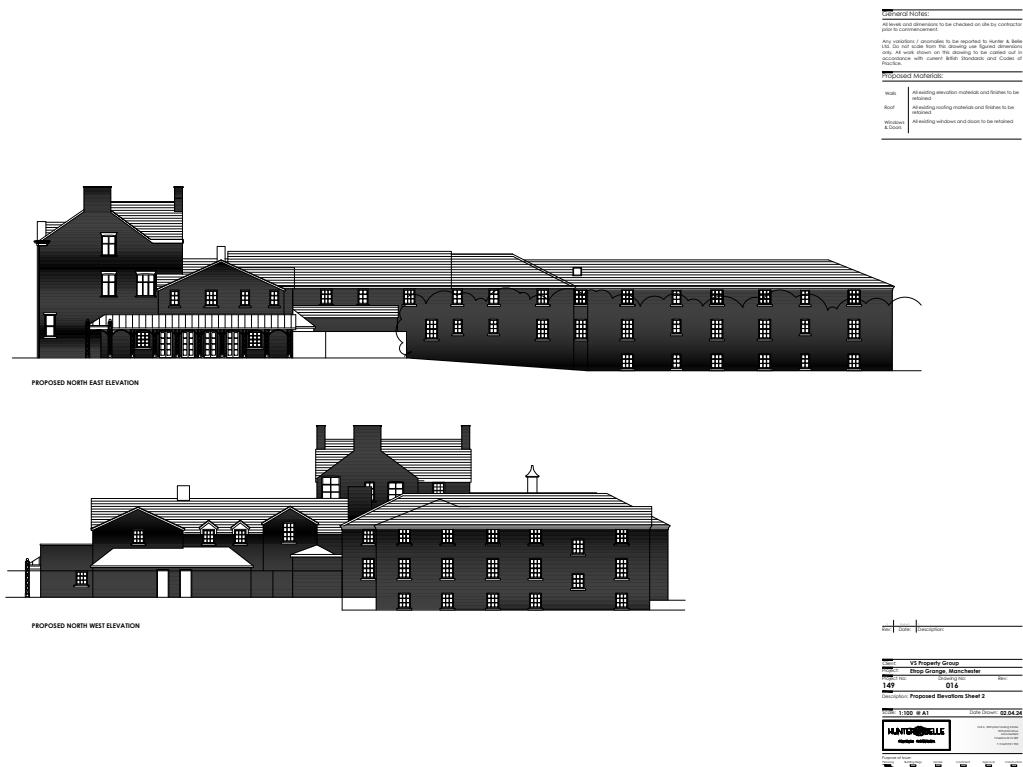


Figure 9: Proposed elevations



Figure 10: Proposed elevations



3. Planning Policy and Guidance

3.1 National Planning Policy

The NPPF sets out the government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans can provide for sufficient housing and other development in a sustainable manner. Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF must be taken into account in preparing the development plan, and is a material consideration in planning decisions.

The following chapters of the NPPF are relevant to this application.

- Chapter 2 Achieving Sustainable Development;
- Chapter 8 Promoting Healthy and Safe Communities;
- Chapter 9 Promoting Sustainable Transport;
- Chapter 12 Achieving Well-Designed and Beautiful Places;
- Chapter 14 Meeting the challenge of climate change, flooding and coastal change;
- Chapter 15 Conserving and Enhancing the Natural Environment; and
- Chapter 16 Conserving and Enhancing the Historic Environment.

National Planning Policy Framework	Proposed Design
2. Achieving Sustainable Development	The application comprises sustainable development. It should be granted planning permission without delay.
8. Promoting Healthy and Safe Communities	The development provides accommodation for the homeless, and directly promotes healthy and safe communities.
9. Promoting sustainable transport	A Transport Statement has been submitted with the application. The development provides good access to sustainable transport provision, with

	numerous nearby bus, tram and train travel options available. Secure covered cycle parking is provided for staff and visitors. The site benefits from existing cycling infrastructure in the form of on-/off-road cycling paths along Thorley Road, Enterprise Way and Bailey Lane, connecting the site to local residential areas, Metrolink Tram stops and local bus stops. Pedestrian access to the site will continue to be facilitated by the shared use footways within the vicinity of the site, including the Puffin crossing points at the Enterprise Way/Thorley Lane junction. The development should not be prevented or refused on highways grounds as there would not be an unacceptable impact on highway safety, and the residual cumulative impacts on the road network would not be severe.
12.Achieving Well-Designed and Beautiful Places	No external alterations to the building are proposed. The repair to the boundary wall will make a positive contribution to the quality of the area.
14.Meeting the Challenge of Climate Change, Flooding and Coastal Change	Environment Agency records show that the site is located in Flood Zone 1 with a low probability of flooding from rivers, and an area at very low risk of surface water flooding.
15.Conserving and Enhancing the Natural Environment	This development has no impact on habitats and biodiversity.
16. Conserving and Enhancing the	This statement describes the significance of the heritage asset (Listed Building). The level

Historic Environment	of detail is proportionate to the asset's importance and is sufficient to understand the potential impact of the proposal on its significance. The development will not result in any harm to, or loss of, the significance of the Listed Building.
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3.2 Local Policy and Guidance

The Manchester Local Plan guides development in Manchester. The elements of the Local Plan that are pertinent to this application include the following:

- [Core Strategy](#) (Adopted 11th July 2012): the key document in the Local Plan. This must be read alongside the [Addendum to Manchester Core Strategy 2024](#).
- [Interactive Proposals Map](#): showing the Core Strategy and the extant (remaining) Unitary Development Plan policies.
- [Extant \(remaining\) Unitary Development Plan policies](#): policies that were not replaced by the Core Strategy.

Supplementary Planning Documents and Guidance (SPDs and SPGs) add further detail to the policies in the Local Plan. The following SPD and SPG are therefore also pertinent to the application:

- [Guide to development in Manchester](#) (Adopted 8th April 1998): supplementary planning document and guidance.
- [Special needs and supported housing](#) (Adopted April 2007): supplementary planning guidance and maps.

The relevant Local Plan policies and guidance for this development are outlined below, with the corresponding tables summarising how the scheme complies with each.

Core Strategy Development Plan Document and Addendum to Core Strategy, and Extant Unitary Development Plan Policies

Core Strategy Policies

- Policy SP 1, Spatial Principles
- Policy CC 9, Design and Heritage
- Policy H 10, Housing for People with Additional Support Needs
- Policy T 1, Sustainable Transport
- Policy T 2, Accessible areas of opportunity and need
- Policy EN 3, Heritage
- Policy EN 9, Green Infrastructure
- Policy EN 14, Flood Risk
- Policy EN 15, Biodiversity and Geological Conservation
- Policy EN 16, Air Quality
- Policy EN 19, Waste
- Policy DM 1, Development Management

Extant Unitary Development Plan Policies

- Policy DC26.1, Development and Noise
- Policy DC26.2

Core Strategy Development Plan Document/ Addendum to Core Strategy	Application Details
Policy SP1, Spatial Principles	The development makes a positive contribution to neighbourhoods of choice. A Community Involvement Statement has been submitted with the application. It makes a positive contribution to the health, safety and wellbeing of residents. It considers the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income. A Transport Statement has been submitted with the application. The development provides

	good access to sustainable transport provision, with numerous nearby bus, tram and train travel options available.
Policy CC 9, Design and Heritage	No internal or external alterations are proposed to the listed building. The repair and reinstatement of the boundary wall will have a positive impact on the setting of the listed building.
Policy H 10, Housing for People with Additional Support Needs	The use of the building as temporary living accommodation for homeless people has been taking place since October 2022. It has operated without issue. The neighbourhood in which the property is located is not subject to a high percentage of supported housing for individuals and families at risk of or who have experienced homelessness. The development contributes to the vitality and viability of the neighbourhood. A Community Involvement Statement has been submitted with the application. It has not placed disproportionate stress on local infrastructure such as health facilities.
Policy T 1, Sustainable Transport	A Transport Statement has been submitted with the application. The development provides good access to sustainable transport provision, with numerous nearby bus, tram and train travel options available. Secure covered cycle parking is also for staff and visitors. The site benefits from existing cycling infrastructure in the form of on-/off-road cycling paths along Thorley Road, Enterprise Way and Bailey Lane, connecting the site to local residential areas, Metrolink Tram stops and local bus stops. Pedestrian access to the site will continue to be facilitated by the shared use footways within the

	vicinity of the site, including the Puffin crossing points at the Enterprise Way/Thorley Lane junction.
Policy T 2, Accessible areas of Opportunity and Need	A Transport Statement has been submitted. The application site is easily accessible by walking, cycling and public transport. It provides good access to sustainable transport provision, with numerous nearby bus, tram and train travel options available. On-site car parking and cycle parking is provided commensurate to the use.
Policy EN 3, Heritage	This statement shows that the development will not result in any harm to, or loss of, the significance of the Listed Building or its setting. The repair and reinstatement of the boundary wall will have a positive impact on the setting of the listed building.
Policy EN 9, Green Infrastructure	The development has no impact on existing green infrastructure. No on-site landscaping is affected by the development.
Policy EN 14, Flood Risk	Environment Agency records show that the site is located in Flood Zone 1 with a low probability of flooding from rivers, and an area at very low risk of surface water flooding.
Policy EN 16, Air Quality	The application site is located outside the Air Quality Management Area. In view of the low level of car ownership associated with the proposed use compared to a hotel, the application has had a positive impact on air quality.
Policy EN 19, Waste	The use of the building as temporary living accommodation for homeless people has been taking place since October 2022. Weekly refuse collections are undertaken by a private contractor, Kenny Waste Management. Kenny Waste Management has been undertaking a waste management service for over 30 years. Its business model includes sorting and separating waste to ensure it is recycled and reused wherever

	possible. Materials are prepared for reuse, recycling and recovery as a priority. These arrangements for dealing with on-site waste have been proven to be satisfactory, and would continue if the application is granted.
Policy DM 1, Development Management	The use of the building as temporary living accommodation for homeless people has been taking place since October 2022. It has operated without issue. ● It has had no material impact on amenity or community safety. A Crime Impact Statement is submitted with the application. ● The development caters for people with limited mobility on the ground floor, including facilities and accommodation. ● The neighbourhood in which the property is located is not subject to a high percentage of supported housing establishments, either purpose built or benefiting from a change of use. The use of this property as supported housing is not contrary to the locational constraints of the Policy. ● It has had no impact on the existing character of a residential street or group of adjoining streets. ● It is accessible by sustainable transport modes. ● It provides a good standard on internal accommodation and external amenity space. ● There is adequate provision for refuse storage and collection. ● It provides suitable vehicular access and an appropriate level of car parking. ● It has had no impact on biodiversity, landscape, archaeological or built heritage (and the repair

	and reinstatement of the boundary wall will have a positive impact on the setting). The site is located in Flood Zone 1 with a low probability of flooding from rivers, and an area at very low risk of surface water flooding.
Extant Unitary Development Plan Policies	Application Details
Policy DC26.1 Development and Noise	The development is not a generator of noise and is not exposed to existing noise sources which are outside planning control. Although it lies close to Manchester Airport it is not beneath the flight path and is not subject to aircraft noise.
Policy DC26.2	The development is not in a location which exposes it to high noise levels from existing uses or operations. Although the site lies close to Manchester Airport it is not beneath the flight path and is not subject to aircraft noise.

Supplementary Planning Documents/ Guidance

SPD/ SPG	Application Details
Guide to Development in Manchester SPD	With reference to the relevant points in the SPD: - The architectural and historic importance of the Listed Building, together with its setting, will be preserved and enhanced. - The development will sustain local facilities. - A Transport Statement is submitted with the application. It shows that: - The site benefits from existing cycling infrastructure in the form of on-/off-road cycling paths along Thorley Road, Enterprise

	Way and Bailey Lane, connecting the site to local residential areas, Metrolink Tram stops and local bus stops. Pedestrian access to the site will continue to be facilitated by the shared use footways within the vicinity of the site, including the Puffin crossing points at the Enterprise Way/Thorley Lane junction; • The development provides good access to sustainable transport provision, with numerous nearby bus, tram and train travel options available. • Weekly refuse collections are undertaken by a private contractor, Kenny Waste Management. Kenny Waste Management has been undertaking a waste management service for over 30 years. Its business model includes sorting and separating waste to ensure it is recycled and re-used wherever possible. Materials are prepared for reuse, recycling and recovery as a priority. The site is being serviced in an acceptable and safe manner. • The impact of the development on highway safety and parking (vehicular and cycle) is acceptable. 4. The development has/ will have no impact on biodiversity. 5. A Crime Impact Statement is submitted with the application. The development will promote a safe environment. 6. By providing safe and secure housing for homeless people, the development will improve the health of these residents. 7. The development caters for people with limited mobility on the ground floor, including facilities and accommodation. 8. The development provides satisfactory accommodation, of good quality and compliant with national standards and guidelines including
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	the government's nationally described Space Standard. All rooms benefit from natural light and ventilation.
Special Needs and Supported Housing SPG	The SPG identifies the application site as being within an area of above average provision for supported housing (all categories) and in an area of high mobility. It confirms that supported housing schemes in this zoning will be given careful consideration in light of local circumstances, but could still be supported where there is clear evidence of unmet need. • There is clear evidence in Manchester of the need for increased access to settled homes for people at risk of, or experiencing homelessness, including temporary accommodation. • Statutory homelessness statistics from 'Homelessness statistics – GOV.UK (www.gov.uk)' showed that of the local authorities that submitted data, Manchester opened the highest number of homeless applications in England (6,660) between 1 April 2021 and 31 March 2022. Between 1 April 2019 to 31 March 2023 there was an increase in the number of homeless applications opened in Manchester, with the number of cases assessed as being owed a homeless duty following that trend. • Households in all types of temporary accommodation in England increased by 26% between 1st April 2018 to 31st March 2023 (source: Manchester Homelessness Partnership, Manchester Homelessness and Rough Sleeping Strategy 2024–2027).

4. The Development

4.1 Need

Councils have a legislative duty to assess, and if appropriate, accommodate vulnerable residents. There is clear evidence in Manchester of the need for increased access to settled homes for people at risk of, or experiencing homelessness, including temporary accommodation.

The applied-for use of the application property aids the delivery of short-term accommodation for homeless people prior to transition towards more permanent housing. It helps to address immediate and significant housing needs that require intervention in order to safeguard individuals for short periods, prior to appropriate re-housing. This process improves individuals' access to health care and employment and educational opportunities.

Statutory homelessness statistics from 'Homelessness statistics – GOV.UK (www.gov.uk)' showed that of the local authorities that submitted data, Manchester opened the highest number of homeless applications in England (6,660) between 1 April 2021 and 31 March 2022.

Between 1 April 2019 to 31 March 2023 there was an increase in the number of homeless applications opened in Manchester, with the number of cases assessed as being owed a homeless duty following that trend. Households in all types of temporary accommodation in England (and Manchester is no exception) increased by 26% between 1st April 2018 to 31st March 2023 (source: Manchester Homelessness Partnership, Manchester Homelessness and Rough Sleeping Strategy 2024–2027).

The four principles of the Manchester Homelessness Partnership, Manchester Homelessness and Rough Sleeping Strategy 2024–2027 are:

1. increasing prevention;
2. reducing rough sleeping;
3. more suitable and affordable accommodation; and
4. better outcome, better lives.

Achieving all these principles relies on ensuring a sufficient supply of settled homes, including temporary accommodation, social housing and private rented sector properties. This site provides a positive contribution to meeting the identified need and can demonstrate that it operates effectively from the site to deliver temporary accommodation that is fit for purpose.

4.2 Impact on the Character of the Area

Noting the former use of the site as a hotel, and as no interior or external alterations are proposed to the building, the applied-for use has had no material impact on the character of the area.

4.3 Residential Amenity

The development provides satisfactory accommodation, of good quality and compliant with national standards and guidelines including the government's nationally described Space Standard, until they can be transferred to a permanent home or longer-term supported accommodation. All rooms benefit from natural light and ventilation.

The application site is not in an area subject to either excessive noise or poor air quality.

Assumptions are frequently made that supported housing will lead to anti-social behaviour without demonstrable evidence. The building and application site are well separated from sensitive residential uses, and the arrangements to support residents help to minimise potential harm to neighbours.

The use of the building as temporary living accommodation for homeless people has been taking place since October 2022. It has operated without issue.

As a responsible neighbour, the Council's Homelessness Services Team works collaboratively with partner agencies to prevent anti-social behaviour in the local area. These include but are not limited to: Greater Manchester Police (GMP); the Anti-Social Behaviour Team; Manchester City Council Neighbourhood Officers and Park Officers; The Rough Sleeper's Support Service; Reach Out in the Community; and Wythenshawe Community Housing Group. Any allegations of anti-social behaviour, should they arise, will be taken seriously by the Council with concerns fully investigated and required action taken swiftly.

A Community Involvement Statement has been submitted with the application. This demonstrates that the Homelessness Services team and residents at Etrop Grange are taking demonstrable steps to be good neighbours, and make a positive contribution to the local community.

Furthermore, a small, concealed smoking area has been provided on site where residents are permitted to consume alcohol. This minimises the impact of anyone drinking in public in the surrounding area. This area is a

dual-purpose space which includes a garden project which is being developed by residents in partnership with the Council's Neighbourhood Officers for Wythenshawe.

To increase dwell time on site a programme of therapeutic and diversionary activities has also been developed for residents, in conjunction with a variety of voluntary agencies.

The maximum number of residents could be conditioned by the local planning authority to a maximum of 77 to ensure that the development will not result in an overly intensive level of occupation.

The level of activity and associated comings and goings must be assessed against the fact that the application property could be used as a hotel with no planning control in relation to the number of occupants, and without the extensive support network provided by the City Council Homelessness service and its partner agencies.

4.4 Crime and Security

A Crime Impact Statement has been submitted with the application. This sets out the ways in which the development seeks to prevent crime and create a safe and secure development for residents, staff and visitors to the site, taking account of 'Secured by Design, Homes Guide 2024'.

The development is supported by CCTV cameras, and there is 24-hour on site security with 2 security guards present at all times. There are good levels of visibility into and out of the site, with natural surveillance.

Access in and out of the building is controlled at the front door by the security guards who monitor the site 24 hours a day. Residents and visitors wishing to enter must ring a doorbell to alert security, who will then release the lock to enable access where appropriate. Any visiting professionals must ring the doorbell to gain access through the security staff.

Clients residing within the temporary accommodation are not allowed to bring any guests, members of the public, friends or family into the building at any time.

External areas are lit by wall mounted lights to the property. There are also streetlights on the main roads adjacent to the site. External lighting is motion sensor detected and comes on when it gets darker, along with emergency lighting throughout the external perimeter of the building.

Windows have restrictors in place where necessary, with Key operated doors

and latches for windows. All rooms are secured by a key system, with a master key available to staff to gain access to all rooms if deemed necessary.

Post and parcel deliveries to the site are made via the main front entrance of the building.

4.5 Highway Safety and Parking

A Transport Statement has been submitted with the application. This demonstrates that the impact of the development on highway safety and parking is acceptable.

Around 10 parking spaces are provided to the south of the site for staff and visitor use. This is considered a sufficient level of provision to comfortably accommodate parking demand at the site. Secure covered cycle parking is also provided, to the south-eastern corner of the existing building for staff and visitors.

The site benefits from existing cycling infrastructure in the form of on-/off-road cycling paths along Thorley Road, Enterprise Way and Bailey Lane, connecting the site to local residential areas, Metrolink Tram stops and local bus stops. Pedestrian access to the site will continue to be facilitated by the shared use footways within the vicinity of the site, including the Puffin crossing points at the Enterprise Way/Thorley Lane junction.

The development provides good access to sustainable transport provision, with numerous nearby bus, tram or train transport options available.

4.6 Waste

The use of the building as temporary living accommodation for homeless people has been taking place since October 2022. Weekly refuse collections are undertaken by a private contractor, Kenny Waste Management.

Kenny Waste Management has been undertaking a waste management service for over 30 years. Its business model includes sorting and separating waste to ensure it is recycled and reused wherever possible. Materials are prepared for reuse, recycling and recovery as a priority.

These arrangements for dealing with on-site waste have been proven to be satisfactory, and would continue if the application is granted.

4.7 Heritage

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 contains the following statutory duty for planning decisions affecting listed buildings:

“special regard to the desirability of preserving the building or its setting or of any features of special architectural or historic interest which it possesses”.

Paragraph 208 of the NPPF states:

“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 development does not involve any physical alterations to the exterior or interior of the building. A damaged section of wall (tree damage) will be repaired and reinstated, and this will have a positive impact on its setting. It has no impact on the significance (special architectural or historic interest) of the Grade II listed building, and its productive use will help to ensure that it is conserved and maintained in the future.

Application of Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 supports the application.

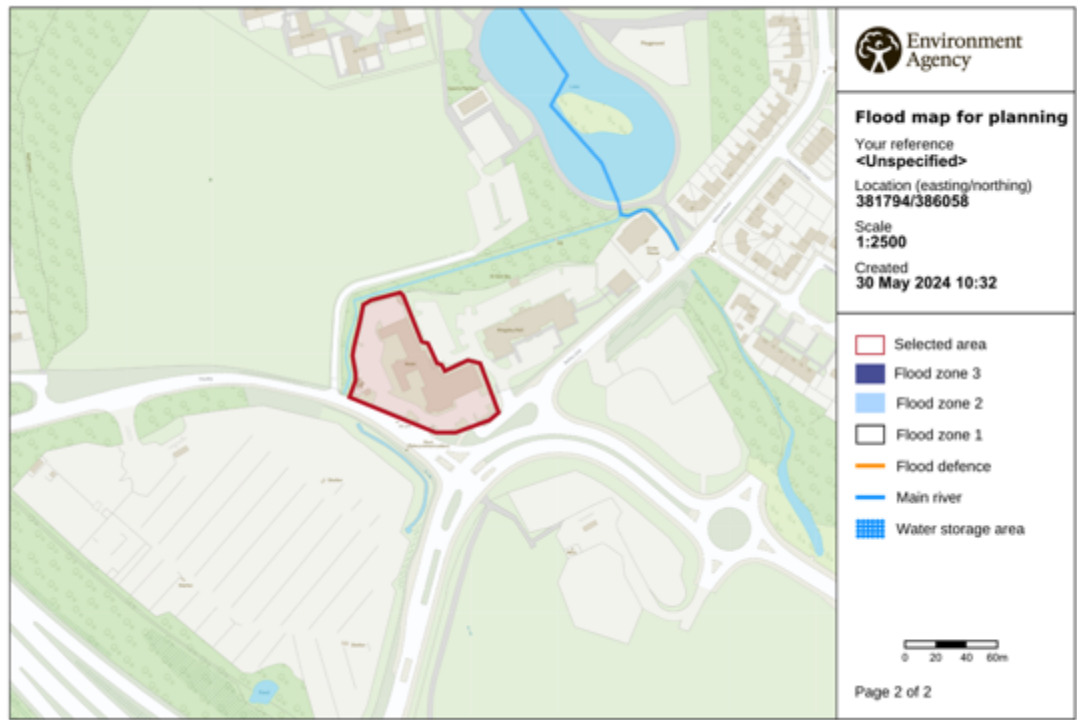
4.8 Biodiversity

The development has no impact on biodiversity. The biodiversity gain condition imposed by [Schedule 7A of the Town and Country Planning Act 1990 \(inserted by the Environment Act 2021\)](#) does not apply in this case as the development is subject to the de minimis exemption.

4.9 Flood Risk

Environment Agency records show that the site is located in Flood Zone 1 with a low probability of flooding from rivers, and an area at very low risk of surface water flooding. The following map is extracted from the Environment Agency mapping data source.

Figure 11: Environment Agency Flood Risk Map for the Site



(Source, Environment Agency)

5. Conclusion

5.1 Consideration of the Scheme

The NPPF provides for a presumption in favour of sustainable development. Since this application conforms to both local and national planning policy and guidance, and it comprises sustainable development, it should be supported and welcomed by the local planning authority and planning permission should be granted without delay.

6. Contact



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