

Planning

Growth & Development

Delegated officer report for planning application

Application no.	140372/FO/2024
Date registered valid:	26 June 2024
Proposal:	Retention of Use of Former Hotel (Use Class C1) as Temporary Living Accommodation for Homeless People (Sui Generis)
Address:	Etrop Grange, Thorley Lane, Manchester, M90 4EG
Ward(s):	Woodhouse Park Ward
Applicant:	Mr Bawa VSPG Housing 2 Ltd
Agent (if any):	Ms Hannah Barter D2H Land Planning Development Limited
Case officer:	David Lawless Tel: 0161 234 4543 Email: david.lawless@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	13 August 2024

Application details

Type of application: Full Application Consent

Development type: Minor Other

Standard consultations:

Printed: 27 June 2024 Expired: 18 July 2024

Neighbour notifications

Printed: 27 June 2024 Expired: 18 July 2024

Site notice

Posted: 28 June 2024 Expired: 19 July 2024

Press advert

Published: 2 July 2024 Expired: 16 July 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

Etrop Grange is a Grade II listed building dating from the late 18th Century which has been extensively enlarged at the rear and side. Car parking exists to the front, side and rear of the building and vehicular access is gained via Thorley Lane. Beyond the rear boundary lies Painswick Park, while to the side there is an office block. The estate road for Airport City North is located to the front of the hotel complex. Manchester Airport and its associated car parking, hotels and other infrastructure are located approximately 600 metres to the south of the site

Etrop Grange has been used for many years as a hotel but that use ceased in 2021, and since October 2022 it has been used to provide temporary accommodation for homeless people.

Listed building: Grade II

Conservation area: No

Tree Preservation Order: No

Description of development

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

Etrop Grange can accommodate up to 77 residents in total. It is for single people with no more than 8 childless couples accommodated at any time. There are no families accommodated at this site. Maximum period of occupation is averaged at 3 months or less for each person placed at Etrop Grange.

No physical alterations, internal or external, are proposed to the building.

Consultations & Notification Responses

Local Residents/Businesses – No comments received.

Ringway Parish Council – Have made the following comments:

- Ringway Parish Councillors find it unfortunate that the above planning application is retrospective and Etrop Grange has been used to accommodate 'Homeless People' since 03/10/2022 without our knowledge.
- The 'Etrop Grange Community Involvement Statement – Manchester Service In-House Temporary Accommodation Service' statement enclosed with planning application describes a substantive support system in place. It also states 'We pride ourselves on listening to our neighbours' Ringway Parish is their neighbour and we have never been informed of Etrop Grange Hotel change of use and the requirement for all the above support agencies to enable this Homeless Hostel to function, including security staff 24/7.
- For Ringway Parish Council to 'Object' now with all the support agencies in place is unrealistic. Unless Woodlands Park Residents are experiencing problems with the Etrop Grange tenants (hence this planning application?). In that case they have the full backing of Ringway Parish Council and we object strongly to this Retrospective Planning Application.

Homelessness Services – The Council's Homelessness Services In-house Temporary Accommodation manages and operates the homeless accommodation at Etrop Grange and as such are in support of this planning application.

Highway Services – Have made the following comments:

- The submitted Transport Statement (TS) states that the proposal will result in 69 bedrooms for residents, supported by approximately 10no. Support Staff. Given the scale, nature and accessible location of the development proposal, Highways anticipate that the proposed change of use is unlikely to generate any network capacity concerns.
- The site is well accessed by sustainable modes with frequent bus services operating within close proximity of the site along Bailey Lane.
Pedestrians would continue to access the building via the existing main entrance off Thorley Lane facilitated by footways within the vicinity of the site.
- It is noted that there are existing vehicular accesses off Thorley Lane and Bailey Lane but all vehicular movements will be occurring via the Thorley Lane access. The vehicular access off Bailey Lane is currently closed to vehicles to prevent vehicles from utilising the existing forecourt to avoid delays at the traffic lights to the south of the site on Thorley Lane.
- The TS states that 10no. car parking spaces are provided to the south of the site for staff and visitors use. This is acceptable in principle given the nature and sustainable location of the site. It is expected that car ownership and associated parking demand for residents will be low.
- It is noted that 10no. cycle parking spaces will be provided to the south-east corner of the existing building for staff usage. This is acceptable in principle.
- It is noted that refuse collection will be undertaken by a private contractor. A Swept Path Analysis of a 9.5m refuse vehicle has been provided which demonstrates the vehicle accessing the site, manoeuvring, and exiting in a forward gear. This is considered acceptable by Highways.

Environmental Health – The current refuse storage and collection arrangements are considered acceptable.

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

- Consideration should be given to securing the ground floor windows, doors and the accessible windows on the first floor.
- Lighting to the entrances, fitted with a dusk till dawn sensor.
- Any alterations to the existing building should be complete to the Secured by Design standards.

In future applications a more comprehensive Crime Impact Statement will be required.

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.

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.

Policy H10 (Housing for people with additional support needs) - Identifies a number of supported housing needs, including the needs of people experiencing issues with mental health and well-being. It also states that proposals for accommodation for people with additional needs will be supported where:

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

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

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

Policy DC26.2 states that new noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the Council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.

Issues

Principle of the Proposal – The Etrop Grange site provides the Council's off-the-street temporary accommodation provision for those entrenched to, and new to, rough sleeping in the City. The accommodation service is managed and operated by the Council's Homelessness Service and the short stay accommodation is for single homeless males/females and a small number of childless couples.

The team responsible for delivering the support service is the Homelessness In-House Temporary Accommodation Service. The Homelessness Service has managed the site for this cohort of vulnerable clients since May 2023. Prior to this the Council used the site to provide a cold weather accommodation provision for the same client group over the winter months since 2021.

Given the above and the Council's duty to provide accommodation for the homeless, the principle of the proposal is considered acceptable. Notwithstanding this, the impact upon existing levels of residential and visual amenity, as well as pedestrian and highway safety, must be assessed.

Site Management – A management plan has been submitted with the proposal, the main points of which are detailed below:

- Etrop Grange can accommodate up to 77 residents in total. It is for single people with no more than 8 childless couples accommodated at any time. There are no families accommodated at this site.
- Etrop Grange is staffed by a team of the Council's Homelessness Service staff who are on site 24 hours a day. There is a staff team of 14 Accommodation Support Workers, a cook, a Homeless Lead Officer and a Team Leader. There is a 24-hour security staff presence on site. There are always 2 security staff on site throughout the 24-hour cycle of each day working alongside the support staff team.
- A license agreement is in operation between the resident and the Homelessness Service. This agreement is discussed with and signed by the client on arrival at the accommodation. This license agreement and booking in documentation contains specific house rules and behavioural stipulations which all clients residing at Etrop Grange must abide by. There are specific statements drawing attention to the zero tolerance of any forms of behaviour that constitute anti-social behaviour to the site or local community.
- The Council's Homelessness Service and the manager of Etrop Grange site are committed to meet regularly with local community and resident groups. The service attends the Woodhouse Park Ward Meeting and meets regularly with key contacts from Wythenshawe Community Housing Group.
- There is a no visitors policy in place for clients of this service other than by professionals/care providers working with a client. This is to ensure control of who exactly is present in the building and safeguards all. This is in line with all In House Temporary Accommodation sites operated by the Homelessness Service. Access in and out of the building is monitored by on site security. Residents are not allowed to stay out from their temporary accommodation at all at Etrop Grange. There is a 12-midnight curfew in place for the site. This is in line with the operation of all In-house temporary accommodation sites.

The proposed management plan is considered comprehensive and its implementation would be the subject of condition no. 2.

Residential Amenity – Given the existing management plan referred to above and the fact that the nearest dwellings are approximately 160 and 170 metres away to the north and north-west respectively, it is not considered that the proposal would have a detrimental impact upon the levels of residential amenity enjoyed by the inhabitants of those dwellings.

Visual Amenity – No physical alterations are proposed to the building, as such it is not considered that the proposed development would have a detrimental impact upon the levels of visual amenity enjoyed within the vicinity of the site.

Pedestrian and Highway Safety – It is anticipated that car ownership would be low amongst users of the proposed accommodation. While it is recognised that there will be some vehicle movements to and from the site, associated with the Etrop Grange staff and visiting agencies, it is not considered that these traffic movements would be of such a level to prove detrimental to the existing levels of pedestrian and highway safety enjoyed within the vicinity of the site.

Impact on the Listed Building – As there are no physical alterations, internal or external, being undertaken on Etrop Grange, it is not considered that the proposed use would have a detrimental impact upon the character and significance of this heritage asset.

Waste Management – Environmental Health have acknowledged that the existing waste management arrangements are acceptable. A condition is suggested to ensure that this arrangement is retained.

Site Security – The recommendations of GMP would be attached as informatives to any approval granted. Given this and the presence of on-site security it is not considered that the proposal raises any security concerns.

Ecology – The proposal would not have a detrimental impact upon any existing ecological features.

Drainage – There are no drainage implications arising out of the proposal.

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 OR Reasons for recommendation to refuse

1) The development hereby approved shall be carried out in accordance with the following drawings and documents received on 26 June 2024:

- a) Location Plan
- b) Drawing 002 A - SITE PLAN
- c) Drawing 010 - SITE PLAN PROPOSED
- d) Drawing 011 - LOWER GF PLAN
- e) Drawing 012 A - GF PLAN

- f) Drawing 013 - 1F PLAN
- g) Drawing 014 - 2F AND 3F PLAN
- h) Drawing 015 - ELEVATIONS SHEET 1
- i) Drawing 016 - ELEVATIONS SHEET 2
- j) Design and Access Statement
- k) Planning and Heritage Statement
- l) Crime Impact Statement

and the following received on 16 July 2024:

- m) Management Statement

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.

2) The development hereby approved shall be run in accordance with the Management Statement received on 16 July 2024.

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

3) The storage and disposal of waste shall be undertaken in accordance with the details contained within the Planning and Heritage Statement received on 26 June 2024.

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

Informatives

1) Greater Manchester Police have recommended the following:

- a) Consideration should be given to securing the ground floor windows, doors and the accessible windows on the first floor.
- b) Lighting should be installed to the entrances and be fitted with dusk till dawn sensors.

Appendix 1 – List of consultees & neighbours notified

Highway Services
 Environmental Health
 Greater Manchester Police
 Manchester Airport Safeguarding Officer
 Ringway Parish Council
 Alliance Medical Manchester Airport, Kingsley Hall, 20 Bailey Lane, Manchester, M90 4AB
 Crown Clinic Limited, Ground Floor, Global House, 16 Bailey Lane, Manchester, M90 4AB
 Ground Floor, Thorley House, Bailey Lane, Manchester, M22 5NR
 First And Second Floor, Thorley House, Bailey Lane, Manchester, M90 4AB
 Kingsley Hall, 20 Bailey Lane, Manchester, M90 4AB
 Global House, 16 Bailey Lane, Manchester, M90 4AB
 Thorley House, Bailey Lane, Manchester, M90 4AB

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
 Area Team Boundary - Name: SOUTH AREA

