honesty, integrity & professionalism

# Planning Statement

## 18.01.24

Caritas House
Nobby Stiles Drive
Manchester
M4 4FA

*For Caritas Diocese of Salford*

RICS Regulated by RICS
TRUSTMARK Government Endorsed Quality
ISOQAR UKAS MANAGEMENT SYSTEMS 0026
Crown Commercial Service Supplier
CYBER ESSENTIALS

J10630

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# Part One: Introduction

1.1 This planning statement has been prepared in support of the Full Planning Application for the change of use of the property known as Caritas House, Nobby Stiles Drive, Manchester, M4 4FA from its current use as class E (Commercial, Business and Service) to use class C3 (Dwellinghouses).

1.2 The applicant is Caritas Diocese of Salford, the agent acting on behalf of the applicant is Property Tectonics Ltd.

1.3 Caritas House is a two-storey property located on Nobby Stiles Drive in Manchester. The gross building footprint is approximately 6,098m² and the property abuts the adjacent St Patrick's Church and Presbytery. The area surrounding the site comprises a mix of residential to the east with industrial buildings and a school to the north & west.

1.4 The detailed description of development on the planning application form reads as follows:

> *'change of use of the building known as Caritas House, 4 Nobby Stiles Drive, Manchester, M4 4FA from its current office use (Use Class E (Commercial, Business and Service) to residential use (Use Class C3 (Dwellinghouses)'*

1.5 This Planning Statement assesses the proposed development against the relevant local and national planning policy framework and other material considerations.

# Part Two: The Site and Surroundings

## The Site

2.1 The site measures approximately 0.41ha (1 acre) in size and is located on the North- Eastern edge of Manchester City Centre. The extent of the application site is shown within Appendix 2 – Location Plan. It sits on the outskirts of Manchester City Centre, just outside the city's inner ring road, and adjacent to Rochdale Road, a key arterial route into the City Centre. The site is bound by Nobby Stiles Drive to the north, Livesey Street to the west and St Patrick's Church to the South/ East.

2.2 Externally, there is an existing area of soft landscaping to the front elevation comprising of a central lawn area with small bushes, plants and trees in perimeter planted areas. There is also a small, gated hardstanding, providing car parking for approximately 12no. vehicles with further secure, un-marked car parking providing approximately additional 58no. car parking spaces.

## The Building

2.3 The gross building footprint is approximately 6,098m², it was originally constructed as a purpose-built residential care home, comprising of 16no. ensuite bedrooms, 3 no. communal shower/bathrooms, a communal kitchen and dining space, day room, reception and a small,

enclosed courtyard providing outdoor space. An attached warden's flat occupies the North of the building and comprises of a self-contained dwelling with a kitchen, dining room, lounge, bathroom and 2no. bedrooms.

2.4 There is also a passenger lift and 2no. internal staircases.

2.5 Currently, the building is used as office space utilising the same communal facilities as provided by the original building layout.

## Statutory Designation

2.6 Heritage – the site is not within a Conservation area. Listed buildings are present within the wider surrounding area, including the Grade II listed Roman Catholic Church of St Patrick which bounds the site to the south.

2.7 Flood Risk – the site falls within Flood Zone 1 (low risk).

2.8 Trees – there are no tree preservation orders affecting the property or land.

2.9 Rights of Way – the site is not affected by any Rights of Way.

## Surrounding Area

2.10 The area surrounding the site predominantly comprises residential developments to the south and east, with a large open-air car park to the West. There are 2no. schools close to the development namely, Abbott Community Primary School and St Patrick's RC Primary School.

2.11 The site is also located between two large arterial roads, Rochdale Road and the A62 Oldham Road.

## Access

2.12 The main entrance to the building is located on Nobby Stiles Drive and accessed via a short length of pre-cast concrete slab hardstanding, there is a set of double entrance doors which are secured by an access control system operated by way of a fob or push-button release. There is also an intercom system for communication directly with the main reception, adjacent to the entrance lobby.

2.13 As previously noted, the building was designed and constructed as a purpose-built residential care home and as such the main entrance door incorporates a level access threshold and the external hardstanding is also level with no stepped access. Internally, there is an existing passenger lift providing access to the upper floor which shall be retained.

2.14 The proposed residents would typically utilise the Greater Manchester public transport system with the most local bus stop located on Rochdale Road (approximately 160m) and Shudehill Metrolink Station (approximately 965m). There is also an internal locked bike store.

2.15 Staff who drive will utilise the existing large, secure car park with a notable reduction in vehicles with an anticipated 5no. staff members down from the current maximum of 25no. office staff. It is not expected that residents will own cars. There would be no requirement for on-street parking.

2.16 Nobby Stiles Drive has limited on-street parking and is largely marked on both sides with single yellow lines and signed with a restriction on parking between 8.00 am and 6.00 pm. There is also an area of hatching in front of the school entrance with signed restrictions instructing on no parking between 8.00 am and 5.00 pm Monday to Friday.

2.17 Access by emergency vehicles will not be affected.

### Planning History

2.18 There is no previous planning history documented for the site.

# Part Three: Homelessness - The Strategic Context and Need for Action

3.1 The term 'homelessness' is often considered to apply only to people 'sleeping rough', however, homelessness means that someone has no home in the UK or anywhere else in the world, that is available and reasonable for them to live in.

This scheme has been designed to provide supported move-on accommodation for people who are "homeless", have been living in temporary accommodation for some time, who are stable and whose next move will be into their own independent tenancies in the community. It will not be providing accommodation for people who are sleeping rough or who have complex needs relating to current drug/alcohol addiction etc.

### The Scale of the Problem

3.2 Levels of homelessness amongst single homeless people in Manchester are very high. There is a need for a range of schemes to provide different types of temporary accommodation for different groups of people. Including accommodation for people with high, medium and low support needs. Manchester City Council commissions a range of accommodation including A Bed Every Night (ABEN) and Housing Related Support (hostels/supported accommodation) for single people, as well as running operating its own temporary accommodation. In addition to this over 250 single homeless people are accommodated in unsupported Bed and Breakfast hotels due to a lack of supported temporary accommodation. Bed and Breakfast accommodation is very costly to the local authority. Some of these are located outside Manchester, due to a lack of supply within Manchester. These causes problems for people trying to keep in touch with friends and family or accessing health and other services. There are also delayed discharges from hospitals due to the lack of available suitable supported accommodation, which is costly to the NHS. This scheme would enable people who are living in temporary accommodation who are low needs/risk and stable to move-on and free up spaces for people who are living in B+B accommodation or who are sleeping rough.

### The Strategic Need for these Proposals

3.3 It is therefore considered, that there is an overwhelming, critical need for the provision of further accommodation for homeless people in Manchester, which is why this scheme is supported by the Manchester City Council Homelessness Commissioning Directorate.

# Part Four: Development Proposals

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

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

*'Change of use of the building known as Caritas House, 4 Nobby Stiles Drive, Manchester, M4 4FA from its current office use (Use Class E (Commercial, Business and Service) to residential use (Use Class C3 (Dwellinghouses)'*

4.3 This application proposes to re-use the existing buildings on site and so this Planning Statement focuses on the change in use of the building.

### Use and Amount

4.4 The proposals comprise the change of use and minor internal alterations of the existing building at the junction of Nobby Stiles Drive and Livesey Street to provide a new move-on supported accommodation project for people who are homeless (low risk) with ancillary facilities, associated amenity space, and storage areas.

4.5 The proposals will transform the building into a new supported accommodation project for people who are low risk for causing antisocial behaviour (e.g. people who are not alcohol/drug dependent or have serious criminal records or history of causing anti-social behaviour) but need some extra support around their health, wellbeing, finances and independent living skills before they move into their own tenancies.

4.6 The accommodation centre will provide 19no. bed spaces for single men.

4.7 The accommodation is to be provided through 19 single bedrooms (15 with en-suite toilet/wash basin, 4 shared bathrooms, 2 shared kitchens, dining room and an internal courtyard where people can smoke. There are also staff offices/meeting rooms where staff and visiting professionals will carry out support work.

4.8 As previously noted, the building is already arranged with ensuites to most rooms, due to it being built as a residential care home.

4.9 Communal amenity spaces will be used for group work to allow the tenants access to facilities for the development of independent living skills., These areas will also provide space for residents to relax.

4.10 The gross building footprint is approximately 6,098m².

4.11 Owing to the original use of the building, it is purpose built for residential accommodation and therefore there is no requirement to extend or alter the premises to create any additional floor space.

## Demolition

4.12 No demolition works.

## Layout

4.13 The existing building layout will essentially remain as existing; the secure main entrance doors will provide access into the building adjacent to the main reception/office base and the 'offices' will be reverted into ensuite bedrooms.

4.14 Being originally constructed as a purpose-built residential care home lends itself to the proposed residential use with very little modification to the existing layout.

4.15 Circulation throughout the building is provided by a central corridor with 2no. staircases and a passenger lift providing vertical circulation to the upper floor.

4.16 At ground floor level there is a large open plan office space located off of the main corridor, a kitchen and separate dining space is located to the rear of the building and there is access into an enclosed courtyard area, there are several communal bathrooms and stores also present. At first floor level the space is predominantly ensuite bedrooms, with some ancillary store areas and communal bathroom facilities.

4.17 The rooms will be single bedrooms with en-suite facilities to provide privacy and dignity for the occupants. The centre's accommodation will not feel like a dormitory; every resident will have their own safe space.

4.18 En-suite rooms will be supported by communal areas where residents can prepare and eat their own meals, relax and socialise.

4.19 Externally, the site boundary treatments include a masonry wall topped by railings with gated access.

4.20 The large car park is secured by fencing and a lockable gate during out of hours. There is an automated car park barrier accessed via a keypad providing access during the day.

## Design and Appearance

4.21 The design and appearance of the building will not change.

4.22 The existing building is two storeys in height and approximately 5m to the eaves and 7.5m to the ridgeline. There is no proposed extension to the existing buildings and therefore the existing scale is not affected.

4.23 The surrounding landscape will not be altered as part of this proposal. There is an existing area of soft landscaping to the front elevation comprising of a central grassed area with small bushes, plants and trees in perimeter planted areas all of which will be retained.

4.24 There is also a small area of planting to the central enclosed courtyard area which again will be retained.

4.25 The car park tarmacadam hardstanding will be retained.

4.26 As previously noted, there are no proposed extensions or alterations to the existing buildings which will remain unchanged in their appearance.

### Access and Servicing

4.27 As discussed above, access into the property will remain as existing, via the existing entrance provided off Nobby Stiles Drive which provides level access to the ground floor.

4.28 The existing building layout will essentially remain as existing; the secure main entrance doors will provide access into the building adjacent to the main reception/office base and the 'offices' will be reverted into ensuite bedrooms.

4.29 Being originally constructed as a purpose-built residential care home lends itself to the proposed residential use with very little modification to the existing layout.

4.30 Circulation throughout the building is provided by a central corridor with 2no. staircases and a passenger lift providing vertical circulation to the upper floor.

4.31 At ground floor level there is a large open plan office located off of the main corridor, a kitchen and separate dining space is located to the rear of the building and there is access into an enclosed courtyard area, there are several communal bathrooms and stores also present. At first floor level the space is predominantly ensuite bedrooms, with some ancillary store areas and communal bathroom facilities.

4.32 Externally, the site boundary treatments include a masonry wall topped by railings with gated access. There is also an enclosed courtyard providing external private space.

4.33 The large car park is secured by fencing and a lockable gate during out of hours. There is an automated car park barrier accessed via keypad providing access during the day.

## Part Five: Service Offer and Operational Management

### Service Offer

5.1 Caritas House will comprise of 19no. single bedrooms for single men who meet the following

referral criteria:

- Low Risk/ Support Needs
- Not drug or alcohol dependent
- Low Risk of Criminal Activity/ Antisocial Behaviour
- People who want to move on to independent private rented accommodation or social housing.

5.2 The proposed use of the building is to provide supported move-on accommodation for 19no. low-risk, low needs adults. It will provide high-quality, single-room accommodation with 24-hour staffing. Residents will meet the strict low-risk/low-need criteria with ***no*** drug or alcohol-dependent residents and people who pose a low risk of criminal activity or anti-social behaviour. Typically, residents will be older people with support needs including accessibility requirements, physical health issues, mild to moderate learning difficulties, or anxiety or depression. Support would be provided to improve both their health and well-being and to equip them with independent living skills.

5.3 Residents would typically have already had several months to years within supported accommodation and will have demonstrated stability.

5.4 The goal of the service would be to move residents onto private rented tenancies or social housing having provided improved health and well-being, and independent living skills.

## Service Provision

5.5 Services will be available on-site to serve the residents of the centre and provide them with holistic support, which meets their individual needs. These services will be provided on the ground floor of the building with most of the bedrooms being on the first floor.

- **Skills and Employment** - Residents will be encouraged to build their skills, confidence, and self-esteem.

- **Housing Management and Rehousing** – Housing Management staff will ensure people meet the conditions of their license agreement, and work with residents on their move-on plans.

- **Support Workers** – Support staff will work in a person-centred/trauma-informed way to help residents address their support needs, build independent living skills around things like budgeting, and support improved health and wellbeing. They will encourage residents to improve their skills, and take up education, training, voluntary work, and employment.

## Operational Management

5.6 Refer to the Management and Operations statement.

## Referral Rules

5.7 Referrals would come from the Morning Star Hostel, 104 Denmark Road, Manchester, M15

6JS, or other Housing Related Support or A Bed Every Night (ABEN) services. The strict referral criteria would need to be met along with background checks and interviews before being accepted into the accommodation.

5.8 Referrals would also come from the hospital discharge team for people who have physical health issues and access requirements that could be met by the proposed service, while awaiting accessible social housing. Again, any proposed residents would be required to meet the strict low-risk criteria, background checks and interview process.

5.9 Residents would be required to sign a license agreement. In any circumstances where the license conditions are breached the resident in question would be moved on to emergency accommodation in another area of the city of Manchester and away from the local area

### Staffing and Management

5.10 The building would be staffed 24 hours a day 7 days a week, including security provided overnight. Full-time staff including Housing Management, Support Staff and Concierge would also be employed and ensure that the centre can guarantee residents' and staff's safety, at all times, and respond to any identified risks, whilst also enabling residents to access the right support as and when they need it. Staff at the centre will be experienced in working with this client group and will receive further training and supervision as needed. The ratio of Support Staff to residents would be 1:8.

5.11 The centre will operate a robust Visitor Policy, which will control visitor access. Residents will be encouraged to stay in the building after 10 pm. The concierge will monitor all people entering and leaving the centre and additional security will be provided via the use of CCTV both internally and externally.

5.12 The centre will provide an inner courtyard area, where residents can get some fresh air and informally mix with visitors and other residents.

### Behaviour Management

5.13 All residents will be expected to engage with support relating to their needs. There will be clear expectations set for residents about what is acceptable behaviour at the centre – including around no visitors, noise nuisance and behaviour in the local area. These expectations will be communicated when residents move in and will form part of the licence agreement they sign.

## Part Six: Statement of Community Involvement

6.1 This section provides an overview of the pre-application consultation process with the Council prior to the submission of the planning application. The proposals have been subject to pre-application discussions including with Manchester City Council.

### Planning Policy and Legislative Context

## National Planning Policy Framework

6.2 The **NPPF** sets out that the purpose of the planning system is to help deliver sustainable development and in doing so should be a collective enterprise. The Framework specifically promotes pre-application engagement and the frontloading of consultation: the purpose being to identify issues that can be resolved at the preapplication stage enabling the planning system to function more effectively and efficiently.

## Localism Act (2011)

6.3 **T**he **Localism** Act provides the context within which the planning system operates. The Localism Act was given Royal Assent on 15 November 2011, setting out the Government's intention of shifting power from central Government back into the hands of individuals, communities and councils. The Localism Act introduced a number of changes to government policy including:

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

This Act places a responsibility on applicants to:

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

## Manchester City Council's Pre-Application Engagement Expectations

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

## Consultation with Key Stakeholders

## Manchester City Council

6.5 Engagement with Manchester City Council was undertaken through pre-application discussions with Manchester City Council officers starting in February 2023. Meetings were held and site visits organised with senior officers from the Homelessness Commissioning

Team. Key topics discussed included:

- The City Council's identified need for more temporary accommodation for single homeless men, particularly those who have mobility issues
- The suitability of the accommodation
- The need to ensure that the people accommodated are compatible with the local area, including the proximity of local schools.
- Two meetings were held with local members in September and November 2024 and the scheme proposal was revised to provide move-on accommodation for people who are low needs and low risk of causing anti-social behaviour in the local area.
- Meetings were held with the Director of Housing, the Deputy Leader of the Council and the Strategic Lead for Homelessness who are all supportive of this scheme and the need for it.

Advice on planning application strategy and agreement on information requirements to support the submission was sought in November 2024.

The feedback given by local members was taken on board by the applicant and the scheme was revised. The revised scheme was given support by officers, the Director of Homelessness and the Deputy Leader of the Council.

6.6 **Greater Manchester Police**

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

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

6.7 **Other Stakeholders**

An application was made to the Support Needs Monitoring Group in June 2024 and this was approved. Then, following discussions with local members a revised application to the Support Needs Monitoring Group was submitted in December with a revised scheme for move-on accommodation for people with low support needs and low risk of anti-social behaviour taking on board their concerns and suggestions.

Other stakeholders were involved in the process of developing the scheme proposals put forward in this application, including the Urban Village Medical Practice, who are commissioned to provide primary care to people who are homeless. This scheme is within their catchment area and they would provide primary care services for the residents. This means that this scheme is not putting extra stress on local health facilities. Urban Village

Medical Practice has committed to providing primary care services for the residents and is fully supportive of the need for the scheme.

Other voluntary sector providers of services for homeless people are fully supportive of the scheme and the need for more move-on accommodation for people with low support needs.

### Consultation with the Public

6.8 The building is immediately adjacent to St Patrick's Roman Catholic Church and presbytery which has four residing members of clergy. In bringing forward these proposals, the parish priest was fully consulted along with members of the parish community. Concerned about levels of accommodation for those experiencing homelessness in the city, these members have expressed that they are fully supportive of the proposed scheme.

6.9 There are two local primary schools, St. Patrick's RC Primary School and Abbott Community Primary School. The headteachers of both schools were written to in August and again in December to inform them about the plans for the scheme with an offer to meet and/or visit. Caritas' Director met with the Head Teacher of St. Patrick's who took the proposal to her board of governors. On their behalf, the Head Teacher wrote back giving their full support to the proposal.

6.10 As part of ongoing community outreach and engagement, Caritas have been engaged with members of the Collyhurst Big Local who asked the Director to give an overview of issues relating to homelessness in Manchester and the diverse and complex nature of people's needs. Members of the group recognised the importance of active engagement on this issue and have expressed their support for Caritas'.

6.11 As set out above, concerns were raised by local members. These were listened to and the scheme was re-drawn. The original plan to accommodate people who are homeless with complex needs and who are currently sleeping rough was replaced by a new proposal to use the building to provide move-on accommodation for people who have low needs and who have a low risk of causing anti-social behaviour in the local area. The referral process was changed so there would be no direct access instead background checks would be undertaken, referrals would be screened, and people would be interviewed before being accepted into the scheme. The City Council Homelessness Department also committed to rehouse anyone outside the local area if they breach the strict license agreement and cause any problems in the local area. The accompanying Management Plan outlines the measures that have been put in place to ensure that there is no detrimental effect on the local community. The Management Plan submitted in support of this application should therefore be read in junction with this Statement.

## Part Seven: Planning Policy Framework

### Context

7.1 The Planning and Compulsory Purchase Act 2004 ("The Act") establishes the legislative

background for town planning in England and Wales. Section 38(6) of The Act requires that proposals are determined in accordance with the Development Plan unless material considerations indicate otherwise.

7.2 The statutory Development Plan for Manchester currently comprises the following adopted Development Plan Documents (DPDs):

- Manchester Core Strategy 2012-2027 (adopted July 2012); and
- The 'saved' policies of the Manchester Unitary Development Plan (adopted July 1995).

7.3 Other planning policy documents relevant to the proposal which could be deemed "material considerations" will also be taken into account in this Planning Statement, including the City Council's adopted Strategic Regeneration Frameworks (SRFs) and any relevant Supplementary Planning Documents (SPDs) and guidance (SPGs). retained.

## Statutory Development Plan

### Manchester Core Strategy

7.4 The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long-term strategic planning policies for Manchester's future development. The key policies of relevance to this application are set out below:

7.5 **Policy EC 1 (Employment and Economic Growth in Manchester)** states that in addition to the employment land allocated within the Strategy, the Council will support other significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities and other employment generating uses.

7.6 **Policy EC2 (Existing Employment Space)** states that the Council will seek to retain and enhance existing employment space and sites. Alternative uses will only be supported on sites allocated accordingly or it can be demonstrated that the existing use is un-viable, incompatible, unsuitable or on balance, the proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.

7.7 **Policy EC3 (The Regional Centre)** states that development for employment generating uses will be encouraged in the Regional Centre. Housing will also be an appropriate use within the Regional Centre, although this should complement the development of mixed use employment areas.

7.8 **Policy EC4 (North Manchester)** states that North Manchester is expected to provide approximately 14ha of employment land.

The Council will promote development in North Manchester which has regard to the key transport infrastructure and Metrolink connections, connects major employment

opportunities to residential neighbourhoods and those that reflect the importance of waterways, in particular the Irwell River in creating a sense of place and attracting investment.

7.9 **Policy H3 (North Manchester)** states that over the lifetime of the Core Strategy, North Manchester will accommodate around 20% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within or adjacent to the parts of North Manchester that fall within the Regional Centre (Strangeways and Collyhurst area) and within Cheetham Hill and Harpurhey district centres as part of mixed-use schemes as well as along high frequency public transport routes.

7.10 **Policy H10 (Housing for people with additional support needs)** states that proposals for accommodation for people with additional support needs will be supported where there is not a high concentration of similar uses in the area already. This type of accommodation will also need to contribute to the vitality and viability of the neighbourhood and should not cause disproportionate stress on local infrastructure such as health facilities. This policy goes on to state that people with additional support needs may include homeless people and the Council welcomes the development of appropriately designed accommodation which enables people with additional support needs to maintain an independent lifestyle and supports the work of housing associations and other agencies in this respect. There is, however, a need for individual communities to be able to meet most of their day to day needs locally, for example, shopping, recreation, education and health care.

7.11 **Policy DM1 (Development Management)** states that all development should have regard to a set of specific issues including, but not limited to; appropriate design, impact on the surrounding area, effects on amenity, accessibility and community safety and crime prevention.

7.12 **Policy EN1 (Design Principles and Strategic Character Areas)** seeks to ensure that new development follows the seven principles of urban design within the sites specific character areas and reinforces the sense of place and local distinctiveness of the City. The policy also states that Design and Access Statements should be submitted with proposals for new development and must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.

The site is located within the Northern Character Area for which it is stated developers should respond to the underlying topography and varied townscape created by the balance between built form and the tree covered landscape.

7.13 **Policy EN3 (Heritage)** states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of the City Centre. The policy requires new developments to be designed so that they preserve, or enhance the historic environment, character, setting and accessibility of listed buildings and

conservation areas.

### Other Relevant Core Strategy Policies

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

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

### Saved Unitary Development Plan

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

7.16 The Site is located within Area 3 – Harpurhey, Lightbowne and Collyhurst, as identified within the UDP.

## Material Planning Considerations

### National Planning Policy Framework

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

7.18 The Presumption in Favour of Sustainable Development:

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

*"Plans and decisions should apply a presumption in favour of sustainable development… For decision-taking this means:*

*c) approving development proposals that accord with an up-to-date development*

*plan without delay.'*

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

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

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

## Making Effective Use of Land

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

## Promoting Healthy and Safe Communities

7.22 Paragraph 91 states that planning decision should aim to achieve healthy, inclusive and safe places which promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other, for example through mixed-use developments, strong neighbourhood centres, street layouts and active street frontages.

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

## Other Material Considerations

7.24 There are a series of other planning policy guidance documents at local and national level that are relevant to the determination of this application which have been set out below and

the key messages from these documents summarised.

## Supplementary Planning Documents

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

7.25 This document provides further non-statutory planning guidance on bringing together environmental, economic and social development principles to assist in the creation of a cohesive and sustainable city.

7.26 In particular, the guidance reinforces the notion that new development will only be acceptable when it is considered to relate to the local context and preserve local characteristics.

7.27 The document summarises the main development principles in Manchester and encourages developers and investors to apply these consistently. The document also provides details regarding the delivery of achievable and financially viable approaches to all aspects of sustainability.

### The Emerging Greater Manchester Spatial Framework

7.28 The Greater Manchester Combined Authority ("GMCA") was established in 2011 and comprises the ten Greater Manchester Councils and Mayor, who work with other local services, businesses, communities and other partners to improve the city-region. The ten Council's include; Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.

7.29 The GMSF underwent public consultation of its evidence base, its vision and draft strategic options and it was anticipated that a revised draft GMSF would be consulted on by the end of 2020.

7.30 The final publication of the GMSF was presented to the AGMA Executive Meeting at the start of December 2020 whereby all 10 authorities needed to approve of the plan. Stockport however, voted against the plan at this meeting which means the Framework as it stands will not be going ahead.

7.31 The remaining nine Greater Manchester local authorities, as a committee, will now progress the alternative Greater Manchester Spatial Framework, dubbed Places for Everyone. Like the GMSF did, the plan aims to guide development strategy in Greater Manchester until 2037 through the allocation of land for housing and employment space.

7.32 It is important to note that the GMSF follows on from the new Greater Manchester Strategy published by the GMCA 27th October 2017, named 'Our People, Our Place'. The plan explains the GMCA's ambitions for the future of the city-region and covers education, health, wellbeing, work and jobs, housing, transport, skills, training and economic growth. This document recognises the growing problem of homeless across Greater Manchester and names tackling this as a key priority with the objective of ending rough sleeping by 2020.

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

## Manchester Homelessness and Rough Sleeping Strategy

7.34 Manchester's homelessness strategy sets out how the Council and its partners will work together towards ending homelessness. The new three-year Homelessness and Rough Sleeping strategy, which covers the period 2024 to 2027 sets out how the Council will work with the voluntary, community and faith sector plus schools, health services and early help services. This document contains a number of principles and aims for Manchester with an Our Manchester approach.

The strategy is framed around the four principles of Manchester City Council's Homelessness Transformation Programme (A Place Called Home):

- Increasing prevention
- Reducing rough sleeping
- More suitable and affordable accommodation
- Better outcomes, better lives.

7.35 It states: "We are determined to make homelessness in Manchester rare, brief and unrepeated. With demand rising, there is a greater pressure on existing and future resources available to the Council and our partners across the city however, together we will do everything in our power and continue our mission of working towards ending homelessness in all its forms."

7.36 **The scheme is directly underpinned by the principles and aims set out within this strategy, The proposals are therefore aligned with the intentions of the Strategy and are fully in accordance with the need for Manchester to provide new and improved accommodation for homeless people to combat this unmet demand and increasing problem in the city.**

## Making Manchester Fairer

7.37 Making Manchester Fairer is Manchester City Council's five-year action plan to address health inequalities in the city focussing on the social determinants of health. The need to tackle inequalities in the city continues to be a corporate and political priority in the wake of the COVID-19 pandemic, the cost-of-living crisis and housing crisis.

Homelessness and lack of housing security manifests in different ways for different communities and some communities are disproportionately affected. For example: – People owed a homeless duty in Manchester with recorded support needs of physical ill health and disability increased by 103% over the previous strategy period and those where "old age" was the identified support need increased by 225% - which was the top increase in support needs recorded. This is a major cause for concern as people with poor health are more likely to end up in unsupported bed and breakfast provision that doesn't meet their support needs as the Homeless Strategy has identified that there is a lack of suitably adapted accommodation for people with disabilities both for temporary and settled accommodation.

**This scheme would help address the need for more adapted supported temporary accommodation for people with disabilities and those with old age support needs.**

### Manchester Homeless Charter

7.38 Whilst not forming adopted planning policy in itself, the adopted Homeless Charter prepared by the Manchester Homelessness Partnership, sets out the approach being taken to tackle the homelessness situation within Manchester.

7.39 The charter provides guiding principles concerning the rights of people who are homeless or at risk of homelessness including the right to a safe, secure home along with an appropriate level of support to create a good quality of life. The rights presented in the Charter also include equality of access to information and services and equality of opportunity to employment, training, volunteering, leisure and creative activities.

7.40 **The scheme presented in this application supports the vision, values and rights included in the Charter and the proposals are considered to be wholly in line with helping take forward the actions outlined in the statement. The proposals have been designed to cater for the most vulnerable of people within Manchester to provide them with safe access to accommodation, support, services and the tools to help secure employment, opportunities and longer-term accommodation.**

### Greater Manchester Homelessness Prevention Strategy

7.41 Tackling homelessness and rough sleeping is a key priority for the ten local authorities in Greater Manchester that are covered by the Greater Manchester Combined Authority (GMCA).

7.42 Manchester City Council and the Manchester Homelessness Partnership support the Greater Manchester Prevention Strategy 2021-26 and its missions to prevent homelessness:

Mission 1: Everyone can access and sustain a home that is safe, decent, accessible and affordable.

Mission 2: Everyone leaves our places of care with a safe place to go.

Mission 3: Everyone can access good-quality advice, advocacy and support to prevent homelessness.

Mission 4: People experiencing homelessness have respite, recovery and reconnection support.

Mission 5: Homelessness is never an entrenched or repeat experience

7.43 **The Strategy therefore supports the provision of temporary accommodation for homeless people that aims to provide recovery and reconnection support and helps reduce repeat homelessness, which is what this proposed scheme aims to do.**

### Summary

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

statutory Development Plan, supporting documents and guidance, and the aspirations of national planning policy.

# Part Eight: Environment and Technical Considerations

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

### Noise

9.1 A Noise Assessment has been undertaken by WYG in support of this application. This assessment concludes that, with the implementation of these recommendations, it is considered that a suitable and commensurate level of protection against noise will be provided to the occupants of the proposed dwellings and the site is suitable for development

### Transport

9.2 A Transport Statement has been prepared in support of this application.

### Waste

9.3 A Waste Management Strategy for the development has been prepared to support this application to highlight the provisions built into the scheme by the Applicants for the removal of waste from the proposed development. These documents have been produced in line with MCC Waste Storage and Collection Guidance.

### Crime Impact Statement

9.4 The planning application is supported by a Crime Impact Statement, prepared by the Greater Manchester Police Architectural Liaison Unit, which supports the planning application and makes a series of recommendations regarding measures that could be undertaken in order to minimise the risk of crime.

9.5 These recommendations have been given due consideration by the design team and will be taken forward in finalising the security design proposals for the building.

# Part Ten: Conclusions

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

*'Change of use of the building known as Caritas House, 4 Nobby Stiles Drive, Manchester, M4 4FA from its current office use (Use Class E (Commercial, Business and Service) to residential use (Use Class C3 (Dwellinghouses)'*

10.2 Homelessness is a significant problem in Manchester and there is a need for a range of

supported accommodation schemes to support people to resettle in the community. This scheme will cater for a specific group of people who are low risk/need, including those with mobility issues. It will complement and support existing provisions without leading to an increase in people with high support needs in the local area.

10.3 The proposed scheme will bring back into use an existing high-quality building that was purpose-built as a care facility, that will be staffed 24 hours a day. The alternative to this scheme is for the building to be vacated and to remain empty, which is likely to increase anti-social behaviour on Nobby Stiles Drive, as there are no other buildings which are occupied at night.

10.4 The proposals represent a contribution towards meeting this critical need within Manchester to reduce homelessness and will provide 19 additional bed spaces at no cost to the local authority.

10.5 The scheme will contribute to achieving the aims set out in the city's Homelessness and Rough Sleeping Strategy 2024-7 and will contribute to the City's Our Manchester and Making Manchester Fairer Strategies including increasing the health, well-being and skills of local residents. The reuse of an existing, purpose-built residential site, into 24-hour staffed, supported move-on accommodation for people who are low risk/need should be seen as beneficial considering the serious local need to address homelessness in Manchester.

## Appendix 1 - Photographic Schedule

**Photograph 1 – Front Elevation**

**Photograph 2 – Left Hand Side Elevation**

**Photograph 3 – Enclosed Courtyard**