

Planning Statement

Abbey Hey Clinic

Constable Street

Abbey Hey

Manchester

M18 8GD

Change of Use of Vacant Health Clinic (Use Class E (e)) to Hostel (Sui Generis).

December 2023

Building Design Services (BDS)

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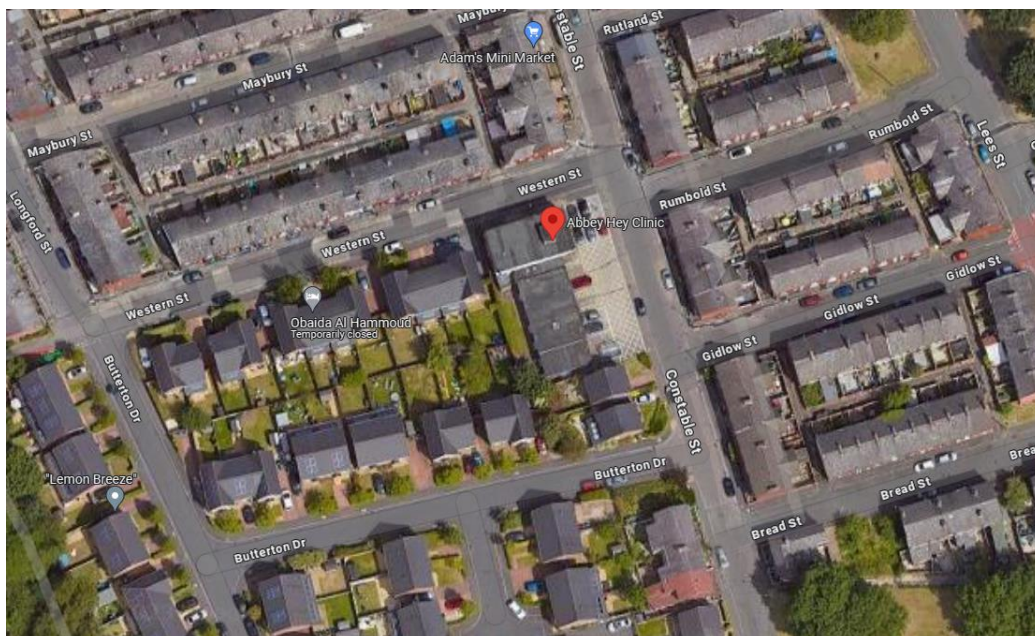
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1.0 INTRODUCTION

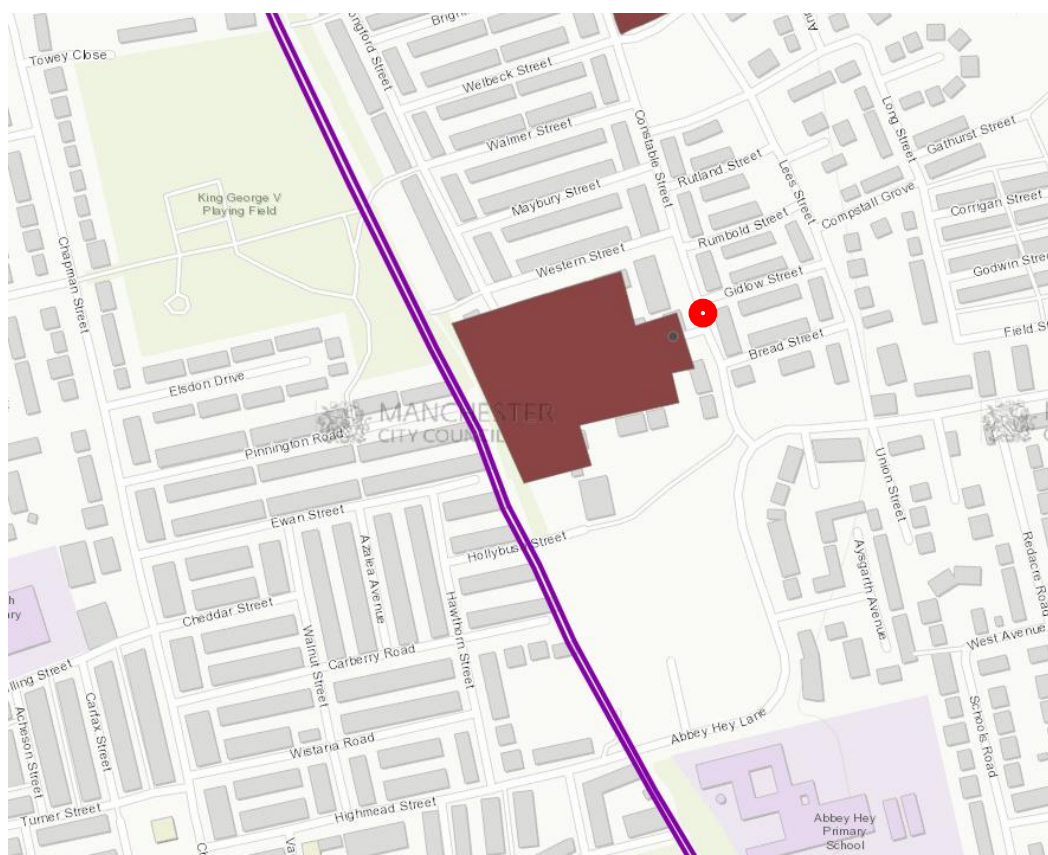
- 1.1 This planning statement is submitted by Building Design Services (BDS) on behalf of the applicant 'IRHA Homes Ltd' who is the owner of the former 'Abbey Hey Clinic' on Constable Street in Manchester. The building was acquired by the applicant recently, previous to acquisition it had stood empty and disused for a number of months.
- 1.2 Development in the City Centre which improves facilities for visitors, including Manchester residents, will be promoted. In order that the existing visitor attractions can reach their potential it is also important that the City Centre has the infrastructure to accommodate the necessary volume of visitors.
- 1.3 The City Centre will be the focus for culture and leisure in the City Region. Proposals to improve the appearance, use and accessibility of all cultural and visitor attractions and associated facilities will be supported. The improvement of facilities for business visitors will also be supported.
- 1.4 Hotels/Hostels have become an increasingly important use across the City, and these will be particularly important in the City Centre. New hotel development which contributes to the quality of the City Centre hotel offer will be supported. Proposals for new hotels/Hostels outside of the City Centre will be supported where they support visitor-oriented development and where the Council is confident that they will be deliverable.
- 1.5 The availability of hotel rooms is important to support conference events, as well as other visitor-oriented activities. It is also vital that the quality of hotel provision enhances the reputation of the City to visitors. The Council will use the planning process as an opportunity to improve the quality of hotel developments.
- 1.6 Hotels and guesthouses provide the main form of overnight accommodation in the district and consequently, their provision is vital in contributing to the tourism economy within the City of Manchester. The Local Plan aims to promote the provision of serviced accommodation such as hotels, guesthouses and bed & breakfast accommodation to support the tourism economy of the City.
- 1.7 The City needs to attract more overnight visitors, since they contribute more to the local economy, and place comparatively less strain on the City's infrastructure, than day visitors.
- 1.8 The applicant would like to work with the Council in order to secure approval for the proposed use.

2.0 SITE AND SURROUNDINGS

- 2.1 The application site relates to a large 'T' shaped detached property located on the corner of Constable Street and Western Street to the east of the City centre of Manchester. The property is part two storey and part single storey in height. It has been vacant for a number of months and all the windows are boarded up for security reasons.
- 2.2 In terms of the external materials of the building, the building is finished in brown brick and white boarding with substantial glazing provided on the two storey element of the building.
- 2.3 11 dedicated car parking spaces are provided to the front of the building, this includes two disability access spaces. A secure bike shelter is also located in front of the site adjacent to the parking area. Accessibility ramps are available for users of the building if required. Access for vehicles is off Constable Street.
- 2.4 The last use of the building was as a health clinic for the local community. The ground floor of the clinic provided the entrance, main reception area, treatment room, offices, kitchen, store room and WC, whilst the first floor provided a further smaller waiting area, dental room, and a room for the district nurse.
- 2.5 The site is located within an existing residential area. The dwellings to the north, on Western Street, and to the east of the site on Constable Street are characterised by pre-war residential terraced properties. To the west and south is a new housing development, which comprises two storey residential properties. Further west there is a public footpath and a park area known as King George V Playing Fields. Further south of the site there is a multi-storey block of flats and associated open grassed areas. The UDP Proposals map shows that the site itself is allocated as being within the settlement boundary with no other allocations.



The site is located on the corner of Constable Street and Western Street within a mainly residential area.



The UDP Proposals map shows the site is unallocated. The brown-coloured area is a housing allocation as shown on the aerial image, housing has already been delivered at the site.



Photo above shows the front and side elevations of the building.



Photo above shows the pedestrian access into the rear yard area from Western Street and the buildings rear elevation.



Photo above shows the front of the site from Constable Street, the available parking and turning areas, as well as the secure cycle storage.

3.0 PROPOSED DEVELOPMENT

- 3.1 The applicant is applying for full planning permission to change the use of the existing vacant building into a Hostel. The plans submitted as part of this proposal show that rooms would consist of separate washing facilities, whilst there would also be a communal shower room and a communal bathroom. Sufficient space would be provided in each room to relax and lounge.
- 3.2 In addition, a separate kitchen would be provided on the ground for guest to use, and a shared lounge would be provided adjacent to the entrance/reception. Separate access to the upper floors would be taken from the side elevation of the building if required.
- 3.3 There would be no external changes to the building where all its existing features would be retained.
- 3.4 The proposed Hostel would be used by individuals who need short term accommodation and are likely to be rented to individuals visiting the area or who have business nearby, or staff who work in and around the town centre who want comfortable accommodation close to the commercial areas and offices with lower rates in comparison to hotels.
- 3.5 In terms of parking, and outdoor amenity. The existing 11 car parking space to the front of the site would be retrained. The existing cycle storage would be retained. A bin storage area would be located to the back of the site. External private amenity space for guests to sit and enjoy would also be located to the rear of the building.

4.0. INVOLVEMENT

- 4.1 No formal pre-application advice in this instance has been sought from the Council. The scheme put forward is an acceptable proposal providing quality visitor accommodation in this area.
- 4.2 Paragraph 39 of the NPPF states;
- “Early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality preapplication discussion enables better coordination between public and private resources and improved outcomes for the community.”.
- 4.3 This planning Statement has been submitted as part of this planning proposal to provide a reasoned justification of the proposal using local and national planning policy and guidance.
- 4.4 The issues of Highways safety, amenity of the surrounding area, design and the principle of the development are taken into consideration in the assessment below.

5.0 HISTORY

- 5.1 A history check has been undertaken which has revealed the below planning history for the site, the relevant planning history includes;

Stage 1 Permission in Principle planning application for the erection of up to 6no. Dwellings

Abbey Hey Clinic Constable Street Manchester M18 8GD
Ref. No: 134827/PIP/2022 | Validated: Wed 31 Aug 2022 | Status:
Decided

Formation of disabled access to clinic with elevational alterations to front

Abbey Hey Clinic, Constable Street, Gorton
Ref. No: 058148/FO/NORTH2/99 | Validated: Thu 02 Dec 1999 | Status:
Decided

NOTICE OF INTENDED CROWN DEVELOPMENT Erection of a single storey extension to form additional Consulting Room and Office for Nurses.

Abbey Hey Clinic, Constable Street, Gorton.
Ref. No: F09525/CIR | Validated: Wed 27 Sep 1978 | Status: Decided

6.0 RELEVANT PLANNING POLICY

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions should be made in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 Manchester's Core Strategy was adopted on 11th July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long-term strategic policies for Manchester's future development and will form the framework that planning applications will be assessed against.
- 6.3 Manchester is dynamic and creative because it is incredibly diverse with a rich mixture of cultures, origins, languages, customs and lifestyles. People are welcomed from all over the world for the contribution they can make.
- 6.4 The following Local Plan policies have relevance to the proposal:

POLICY DM1 - DEVELOPMENT MANAGEMENT

POLICY SP1 - SPATIAL PRINCIPLES

POLICY CC10 - A PLACE FOR EVERYONE

POLICY EC 1 - EMPLOYMENT AND ECONOMIC GROWTH IN MANCHESTER

POLICY CC 4 VISITORS - TOURISM, CULTURE AND LEISURE

POLICY EC5 - EAST MANCHESTER

POLICY EN1 - DESIGN PRINCIPLES AND STRATEGIC CHARACTER AREAS

POLICY T1 - SUSTAINABLE TRANSPORT

POLICY T2 - ACCESSIBLE AREAS OF OPPORTUNITY AND NEED

The below supplementary planning Document is also considered to be relevant as part of this planning application;

MANCHESTER RESIDENTIAL QUALITY GUIDANCE 2017

NPPF (2021)

- 6.5 The NPPF clearly states ‘that the purpose of the planning system is to contribute to the achievement of sustainable development’ (paragraph 7).
- 6.6 Paragraph 81 states that Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. **Significant weight** should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future. This is particularly important where Britain can be a global leader in driving innovation⁴², and in areas with high levels of productivity, which should be able to capitalise on their performance and potential.
- 6.7 Paragraph 86 of the NPPF states:
- Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.
- 6.8 Paragraph 120 of the NPPF states that Planning policies and decisions should:
- d) promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained, and available sites could be used more effectively.
- 6.9 Paragraph 124 of the NPPF states that Planning policies and decisions should support development that makes efficient use of land, taking into account:
- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it.
- 6.10 Paragraph 130 of the NPPF, advises that Planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.
- 6.11 Paragraph 111 of the NPPF states that Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 6.12 In terms of design, paragraph 134 states that significant weight should be given to

b) outstanding or innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

6.13 Paragraph 130 states that Planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

6.14 The general perspective of the NPPF is that planning should proactively drive growth and support sustainable economic development. It also states that planning should make effective use of land by reusing land that has been previously developed and sets out a presumption in favour of sustainable development. The government is committed to ensuring that the planning system does everything it can to support sustainable economic growth.

National Planning Practice Guidance (NPPG)

6.15 The government published its NPPG on 6 March 2014. This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the NPPG or other national advice in the Analysis section of the report, where appropriate.

7.0 ASSESSMENT

7.1 **Policy SP1 - Spatial Principles** emphasises that 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. making a positive contribution to the health, safety and wellbeing of residents;
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income. protect and enhance the built and natural environment.
- Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
- Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

7.2 **Policy EN1 Design Principles and Strategic Character Areas;**

All development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and listed above and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. Design and Access Statements submitted with proposals for new development 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.

7.3 **Policy DM1 Development Management**

All development should have regard to the following specific issues;

- 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.

- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention. Design for health. Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.

7.4 **Paragraph 130** of the revised National Planning Policy Framework states that ‘decisions should ensure that developments will function well and add to the overall quality of the area and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping’.

Principle

- 7.5 Manchester has a growing tourism industry, and many of the attractions are based in or around the City Centre. It has also developed an international reputation as a conference location, and this is considered an important area to build on in the future.
- 7.6 The proposed site is located within the urban boundary of Manchester as designated within the Councils Proposal Map. The availability of hotel rooms is important to support conference events, as well as other visitor-oriented activities. It is also vital that the quality of hotel provision enhances the reputation of the City to visitors.
- 7.7 In achieving sustainable economic success, the city is committed to ensuring the economic benefits are extended to all residents and neighbourhoods which will include job creation and improved facilities and services in district centres. Critical to this aim is the ability of residents to access these opportunities.
- 7.8 The site is well located in relation to the serving the close knit compact local community. The infrastructure in the immediate area is relatively good where the site can easily be accessible by public transport from Abbey Hey Lane to the south - bus route, walking and by cycling.
- 7.9 The proposal aim is to provide an outstanding facility for the community, enhance the character of the area by bringing the existing site up to high standards, it would consider the needs of the local community, protect the surrounding built environment and provide jobs and services and improve access by being located close to amenities reducing the need travel. Gorton Train Station is also located a short walking distance from the site to the north.

- 7.10 Tourism/visitors in Manchester should contribute to a diverse economy. In this instance it should be noted that the proposed enhancements to the appearance of the building, including the significant improvements to the internal layout of the building would be achieved by maintaining and improving the choice and quality of visitor accommodation to encourage overnight stays, particularly by higher spending visitors.
- 7.11 The proposed development would also help the retention and growth of existing visitor attractions, in addition maintain and improve the choice and quality of business, conferencing and events facilities to encourage business visitors.
- 7.12 It is also considered that the proposal would not have a detrimental effect on the safe and efficient operation of the existing transport and road infrastructure. Highways safety is further discussed in the relevant section below.
- 7.13 The proposed change of use would reuse a site which has been stood empty for several years, and the site is becoming to appear unsightly in this prominent location, and in need of investment to bring the property back to a suitable functional use and where it would not have a negative impact on the surrounding area.
- 7.14 The site is well located in relation to small and large scale residential buildings and developments as well as typical family housing accommodation in an urban area so as to support urban regeneration and protect the countryside.
- 7.15 The proposal would enhance the character of the area by bringing an existing site back into use, it would consider the needs of the local and visiting economy, protect the surrounding built environment and provide the future occupiers with services within walking distance and reducing the need to travel.
- 7.16 The effect on residential amenity by reason of noise or other nuisance would be minor given its location amongst other similar uses. It is also considered that the proposal would not have a detrimental effect on the safe and efficient operation of the existing transport and road infrastructure. Highways safety is further discussed in the relevant section below.
- 7.17 In respect of part of local and national policies, the proposal is considered as a complimentary use to the existing character of the area and is located in a sustainable area with good access and facilities and which makes efficient use of the land whilst delivering an appropriate use for the site.
- 7.18 In light of the above it is considered that the principle of providing residential units at the application site is acceptable.

Amenity

- 7.19 It has already been established above that the principle of providing residential accommodation at the site is considered acceptable. The area is established as residential use, however it should be noted that the site was previously used as busy clinic. Given the proposed use, it is not considered to negatively impact on existing land uses around the area. It is however important to ensure that the proposal would not impact unduly on matters such as noise and other pollution effects, with regards given to the impact of each habitable room within the building as well as the impact of the development from existing surrounding properties.
- 7.20 In relation to noise, it should be acknowledged that there would be some noise from commercial land uses in the vicinity as well as from road noise and pedestrians. However, the site has been used previously for a community use as a clinic. Because of its previous use and location, the noise from neighbouring uses is not considered to have a significant impact on the amenity of future occupiers or from external noises. As such the proposed users of the site would still enjoy peace and quiet during the evening and night where they can relax and sleep in a quiet environment with little disturbance.
- 7.21 In terms of internal noise between habitable rooms, the internal layout has been carefully designed so that bed spaces are least affected by noise, however it should be noted that any new partitions required would have an acoustics barrier fitted where required to ensure future residents are adequately protected from unacceptable levels of noise, internal noise levels can be conditioned if required.
- 7.22 With regard to the living conditions of future guests of the property, it is noted that each habitable room within the building would be provided with natural light and ventilation, with an outlook to the streets on the front, side and rear of the property. Each room would have its own washing facilities.
- 7.23 A bin storage area would be provided to the back of the site away from the main public vantage points of Constable Street and Western Street. It is considered a bin store with fencing should be provided to secure the bins in their proposed area. The access to the rear would be via existing doors to the side /rear of the property.
- 7.24 In light of the above, it is considered that the development would provide adequate space about buildings, so as to protect future residents from any excessive levels of overshadowing and/or loss of privacy and a good standard of living accommodation. The application is therefore acceptable in this respect and would meet with the expectations of Policies along with the relevant requirements of the National Planning Policy Framework.

Highways

Policy T1 Sustainable Transport

- 7.25 The Council will support proposals that: Improve choice by developing alternatives to the car. Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car. Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life. Improve pedestrian routes and the pedestrian environment. Improve and develop further Manchester's cycle network (for example the Manchester Cycleway and the Trans Pennine Trail).
- 7.26 The Council will support proposals that: Facilitate modes of transport that reduce carbon emissions e.g., by incorporating charging points for electric vehicles, subject to their appropriate design and location.

Policy T2 Accessible areas of opportunity and need

- 7.27 The Council will actively manage the pattern of development to ensure that new development should provide appropriate car parking facilities, taking account of the guidance, the need for disabled and cycle parking. However, the Council will take the circumstances of each proposal into account to establish what level of parking is appropriate.
- 7.28 The current building has been vacant for a number of months; as such the proposed development would be quite intensive by comparison. The site is located in an accessible location. The plans submitted show 11 car parking spaces can be provided at the site. The Council's car parking standards state that for Hotels 1 per bedroom should be provided including staff. Hotels have been used as this is the closest use to the proposed Hotel. Nevertheless, it should also be noted that the standard is a maximum standard.
- 7.29 Given the sites location with excellent bus links and parking available on side streets and in the vicinity, although slightly lower than the standard number of spaces it would be sufficient provision for a development of this size in a location as sustainable as this (close to a major bus route and within walking distance of a train station); as such the 11 parking spaces are justifiable.
- 7.30 It is not expected that this proposal would impact negatively upon the surrounding highway network.
- 7.31 Bin storage would be provided in the rear yard area where refuse would also be collected from, similar to existing.

- 7.32 Cycle parking would also be provided similar to existing which would result in less reliance on the car and reduce greenhouse gases. It is not expected that this proposal would impact negatively upon the surrounding highway network.
- 7.33 Paragraph 111 of the NPPF states that Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 7.34 Given the details, it is considered the proposed development can safely be provided without resulting in harm to pedestrian and highway safety. The proposed development as demonstrated would be in accordance with Policies T1 and T10 of the Councils Local Plan and the NPPF where the proposal would not have a severe cumulative impact to warrant refusal of the application.

8.0 CONCLUSION

- 8.1 It has been demonstrated that the proposed development can be carried out in full compliance with the Council's policies in the Local Plan and the National Planning Policy Framework. The development would provide good quality guest accommodation which would bring a positive contribution into the local area of Manchester without creating a significant detrimental impact on the amenity of the local occupiers and residents. In addition, the development would bring an existing property that requires investment back into an appropriate use, providing an enhancement to the building and the surrounding area. As such the proposal should be supported in full by the Council.
- 8.2 When considering future development, the Council should take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF. It will work proactively with applicants jointly to find solutions, which means that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.
- 8.3 This Planning Statement outlines what the applicant is trying to achieve at the site. However, if concerns are raised then we would like to work with the Council officers to offer solutions or mitigating measures to secure the development and future of the site.

APPENDIX