



Appeal Decision

Site visit made on 13 January 2026

by K Mee BA(Hons) MA MRTPI

an Inspector appointed by the Secretary of State

Decision date: 22 January 2026

Appeal Ref: APP/V4250/W/25/3374553

Queens Arms, 9 Harrison Street, Wigan WN5 9AU

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant planning permission.
 - The appeal is made by Ms Keely Dalfen on behalf of Queens Hall Action on Poverty (The Brick) against the decision of Wigan Council.
 - The application Ref is A/24/098258/CU.
 - The development proposed is the change of use from public house (sui generis) to temporary accommodation and support centre (sui generis) and external alterations to side elevation.
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Decision

1. The appeal is allowed and planning permission is granted for the change of use from public house (sui generis) to temporary accommodation and support centre (sui generis) and external alterations to side elevation at Queens Arms, 9 Harrison Street, Wigan WN5 9AU in accordance with the terms of the application, Ref A/24/098258/CU, and the plans submitted with it, subject to the conditions in the attached schedule.

Application for Costs

2. An application for costs was made by Ms Keely Dalfen on behalf of Queens Hall Action on Poverty (The Brick) against Wigan Council, and this is the subject of a separate decision.

Preliminary Matters

3. The description of development in the banner heading above is taken from the decision notice, as it more accurately describes the proposal. I note that the revised description has been used on the appeal form.
4. The appellant has referred to drawing reference 2442-PL-10 as being the 'Proposed first floor plan'. However, the drawing with the electronic file title of 2442-PL-10, as submitted with both the application and the appeal, and referred to by the Council in the refusal reason, is titled 'enabling works first floor and cellar plan' with the drawing number as '2442-PL-07'. As such, notwithstanding the discrepancy in drawing numbers, I am satisfied the Council determined the application based on the plans submitted with it, including that showing the proposed first floor arrangements.

Main Issue

5. The main issue is whether the proposed development would provide acceptable living conditions for future residents, with particular regard to the size of 'Bedroom 1' and access to bathroom facilities.

Reasons

6. The appeal site comprises a former public house with an enclosed rear yard and associated car park beyond. The proposed development seeks the change of use of the building to temporary short-term accommodation for homeless individuals and support centre including associated elevational alterations. The ground floor would include a clinical space, consulting room, shared facilities for staff and residents, including a lounge/dining area, meeting/dining room, kitchen, laundry, disabled shower room and 2 w.c.'s and further staff facilities including a w.c. and storage area. There would be 3 en-suite bedrooms and a separate staff room with kitchenette and w.c. at first floor level.
7. The Council's principal concern is that the scheme would result in a poor standard of living conditions for future residents, particularly due to the number of occupants of Bedroom 1 and their reliance on a single small en-suite shower room. However, the evidence before me shows that although Bedroom 1 would have 7 single beds, which is more than the other bedrooms, it would also be significantly larger in terms of floor area such that it would be no less spacious overall with similar floor area per person provided. It would therefore provide ample circulation space to meet the day-to-day requirements of future residents.
8. Furthermore, in addition to the en-suite shower room serving Bedroom 1, accessed directly from the bedroom, the ground floor would also provide additional bathroom facilities including a disabled shower room and 2 further w.c.'s which would be available for use by all future residents. Taking these factors into account, there is no compelling evidence that the proposed accommodation, having regard to the size or layout, including access to bathroom facilities, would be substandard or have a detrimental effect on the living conditions of future residents.
9. I therefore conclude that the proposed development would provide acceptable living conditions for future residents, with particular regard to the size of Bedroom 1 and access to bathroom facilities. Consequently, it would accord with Policies CP 6 and CP 17 of the Wigan Local Plan Core Strategy (September 2013) which together seek to secure a high standard of living by ensuring adequate supply of housing, promoting the re-use of vacant buildings and safeguarding amenity and the quality of life of residents.

Other Matters

10. There is no substantive evidence before me that occurrences of anti-social behaviour, such as noise or litter, which are ultimately a matter for the relevant authorities in specific instances, would be directly attributed to occupants of the accommodation or why the future residents would be a contributory factor to fear of crime. Moreover, the Council have not raised any concerns with regards to the demand on local health services, police services and parking provision and, given the overall scale of the development, I have no reason to reach a different conclusion.
11. I note the concern expressed by Greater Manchester Police with regard to the internal layout of the accommodation, as a result of up to 14 residents sharing 3 en-suite facilities and the potential for conflict between future residents which could require police resources. Given my findings above in relation to the provision of bathroom facilities, there is no compelling evidence that the proposed

arrangements would give rise to conflict between future occupiers arising from their living conditions.

Conditions

12. The Council has provided a list of conditions, which I have considered against the tests in the National Planning Policy Framework and advice provided in the Planning Practice Guidance.
13. In addition to the standard time condition, I have imposed a condition requiring that the development is carried out in accordance with the approved plans, for the avoidance of doubt and in the interests of certainty.
14. Although a Management and Operational Statement was submitted with the application, the submitted details are deficient in several key areas. A condition to secure a more detailed Statement is therefore necessary. Conditions requiring details of any works to the parking area, and details of the cycle storage and bin storage are necessary in the interests of amenity, highway safety and to encourage the use of sustainable modes of transport.
15. To safeguard the character and appearance of the area and residential amenity, I have imposed a condition requiring the approval of details of any additional or replacement boundary treatment(s). A condition is also necessary for any external materials to match those used on the existing building in the interests of the character and appearance of the area.
16. I have not imposed the Council's suggested electric vehicle charging point condition because this provision is a requirement of the Building Regulations and the condition is therefore unnecessary.

Conclusion

17. For the reasons given above, and having had regard to all other matters raised, I conclude that the appeal should be allowed.

K Mee

INSPECTOR

Schedule of Conditions

- 1) The development hereby permitted shall begin not later than three years from the date of this decision.
- 2) The development hereby permitted shall be carried out in accordance with the following drawing nos:
 - Location and Block Plans, drawing number 2442-PL-01
 - Proposed Site Plan, drawing number 2442-PL-12
 - Proposed Ground Floor Plan, drawing number 2442-PL-09 Rev B
 - Enabling Works First Floor and Cellar Plan, drawing number 2442-PL-07
 - Proposed Elevations As Existing, drawing number 2442-PL-11 Rev A
- 3) Notwithstanding the details submitted within the accompanying Management & Operational Statement, prior to the first occupation of the development hereby approved, a comprehensive Management and Operational Plan shall be submitted to and approved in writing by the Local Planning Authority. The Management and Operational Plan shall include, but not be limited to, the following:
 - a) The allocations policy for occupants of the facility, including:
 - Eligibility criteria and referral pathways; and
 - Confirmation that all referrals will be made solely via the Council's Homelessness Solutions Team; and
 - A risk assessment protocol for all prospective residents, including safeguarding checks and procedures for managing high-risk individuals.
 - b) The arrangements for how occupants will be supported in residing at the premises, including:
 - A breakdown of the support services to be provided on site; and
 - Details of how individual support plans will be developed, reviewed and monitored; and
 - Procedures for managing residents with complex needs.
 - c) The operational management and staffing structure, including:
 - Roles, responsibilities and shift patterns for support and security staff; and
 - Confirmation of 24/7 staffing and on-call senior management arrangements; and
 - Staff training protocols, including safeguarding, de-escalation and first aid.
 - d) The arrangements for the management and maintenance of all amenity and communal areas within the site and building, including:
 - Cleaning and maintenance schedules; and
 - Use and supervision of outdoor areas.
 - e) The methods to be deployed by the operator to robustly address and prohibit any potential nuisance or annoyance caused by residents and visitors, including:
 - A copy of the 'house-rules' and licence agreement to be signed by all residents; and
 - Procedures for addressing breaches of conduct, including staged warnings, support interventions and eviction protocols; and
 - Enforcement of the no-visitors policy and curfew.
 - f) The management proposals for the servicing and the storage, transfer and collection of waste, ensuring that:

- Waste and recycling bins are not located permanently on the adopted highway; and
 - The bin store area is maintained in a clean and secure condition.
- g) Measures for the frequent inspection and prompt repair of security facilities, including:
- Lighting, signage, barriers, locks, fencing and rails; and
 - Details of the installation and monitoring of CCTV, including camera locations, data retention policies and procedures for responding to incidents.
- h) A neighbourhood engagement strategy, including:
- Named contacts for the Senior Manager and Operations Director; and
 - A complaints and incident reporting procedure; and
 - A commitment to share performance data and updates with local Ward Members and community representatives.
- i) A mechanism for the review and monitoring of the Management and Operational Plan, including:
- A commitment to review the plan annually or in response to significant incidents or operational changes; and
 - A mechanism for the Local Planning Authority to request updates or amendments where necessary.

The approved Management and Operational Plan shall be adopted by the owner and/or operator of the building for the lifetime of the development and the use hereby permitted shall be implemented in full accordance with the approved details only.

- 4) Notwithstanding the details hereby approved, should the owner and/or operator of the proposed development secure control of the existing vehicle parking area within the application site, then, within 1 month of securing this control, a Works Schedule and Management Plan for the maintenance and management of the parking area shall be submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, the Works Schedule and Management Plan shall set out, but not be limited to, details of the following:
- Any physical works to be undertaken to the vehicle parking area, such as resurfacing, demarcation, installation of gates and/or new access/exit arrangements and any soft and hard landscaping; and
 - Any necessary protection measures for existing trees and/or soft landscaping features to be retained whilst the above works are undertaken; and
 - The allocations policy for the vehicle parking area and how this will be operated and managed by the owner and/or operator; and
 - Implementation programme(s) and timescale(s) for the above works, policies and management arrangements to be commenced and, where necessary, completed.

Once agreed in writing by the Local Planning Authority, the Works Schedule and Management Plan shall be implemented by the owner and/or operator of the building and the use hereby permitted shall be implemented in full accordance with the approved details only.

- 5) Notwithstanding the details hereby approved, the use of the development hereby approved shall not commence until secure and covered cycle storage facilities for 6

cycles have been provided within the site, in accordance with details that have previously been submitted to and approved in writing by the Local Planning Authority. Details shall include elevation details, materials and finish. The approved facilities shall remain available for their intended purpose at all times thereafter.

- 6) Notwithstanding the details hereby approved, the use of the development hereby approved shall not commence until secure and covered refuse and recycling storage facilities have been provided within the site, in accordance with details that have previously been submitted to and approved in writing by the Local Planning Authority. The approved facilities shall remain available for their intended purpose at all times thereafter.
- 7) Notwithstanding the details hereby approved, any new or replacement boundary treatments on the site shall only be installed in accordance with details that have previously been submitted to and approved in writing by the Local Planning Authority. Such details shall include the location, height, form and finish of the boundary treatment(s).
- 8) The external materials used for the external alterations hereby permitted shall match those used in the existing building.

End of Schedule