

Planning

Growth & Development

Delegated officer report for planning application

Application no. 128166/OO/2020

Date registered valid: 13 November 2020

Proposal: Outline application seeking approval for access, layout and scale, with all other matters reserved for the erection of two storey roof extension to create offices (Class E)

Address: 84 North Street, Manchester, M8 8RA

Ward(s): Cheetham Ward

Applicant: Mr Manoj Aggarwal CityCo Ltd 139-143 Union Street, Oldham, Manchester, OL1 1TE

Agent (if any): Mr Barry Tang Tang and Associates Ltd - Chartered Architects
Entrance W1 First Floor, Westwood House, Greenwood Business Centre, Manchester, M5 4QH

Case officer: Steven McCoombe
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Email: steven.mccoombe@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 8 December 2020

Application details

Type of application: Outline Consent

Development type: Smallscale Major Office

Date of site visit: 3 November 2020

Standard consultations:

Printed: 16 November 2020

Expired: 7 December 2020

Neighbour notifications

Printed: 16 November 2020

Expired: 7 December 2020

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site relates to the roof of 84 North Street, which forms the end unit within a row of 9 x 2-storey commercial units fronting North Street. The existing building is understood to comprises warehouse space on the ground floor with office space above.

The red brick, flat roof building occupies a corner position and incorporates a roller shuttered frontage to North Street. The building is bounded by Peel Lane to the north, commercial properties to the east, commercial properties and Collingham Street to the south and North Street to the west.

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The site is situated within the warehouse district, as identified by the Strangeways Local Plan. The immediate locality is dominated by a vast array of wholesale cash and cash businesses, warehouses, offices and other commercial uses, which serve the city and the surrounding region. The area is characterised by low rises warehouses and depots, predominantly ranging from 1-2 storeys in height, with large floor plates and along roads forming a strong grid street pattern.

Description of development

Outline planning permission is sought for the erection of a two-storey, flat roof extension to create 4800m² of open plan office space (Class E) above 84 North Street. Permission is sought for access, layout and scale, with all remaining matter reserved. No off road parking is proposed.

The submitted application form indicates proposed employment for 20 full time and 20 part time staff.

Consultations & Notification Responses

Local Residents/Occupiers – No representations received.

Highway Services - There are no on-site parking spaces are proposed. Highways have strong concerns that the existing site generates significant requirements for parking on-street with limited capacity to support any further increase. Whilst Highways appreciate this is an existing issue, the proposed development will see an increase in staff size, therefore generating additional vehicles requiring parking. This is likely to exacerbate pressures on North Street/ Peel Lane and increase local congestion which Highways cannot support.

In order to support the proposals, Highways require a dedicated off-street contract parking arrangement within the immediate vicinity of the site to reduce parking pressures on-street. Whilst the site benefits from some access to sustainable modes, it is likely that a large proportion of staff will travel to/ from the site by private vehicle. Should any approval be granted, a robust Travel Plan must be developed to encourage sustainable travel.

Greater Manchester Police (Design for Security) – security measures are recommended in relation to windows/doors, external fittings, access controls, alarms, lighting, CCTV and maintenance.

Flood Risk Management - Object to the proposed development because the proposal has not considered the risk of culverted watercourse presence.

MCC's database and historic mapping indicate a culverted watercourse may exist within or near the site. A two-storey extension with a footprint of this size may be detrimental to the integrity of the culvert if it is found to be present.

The following must be provided to consider lifting our objection:

- Site investigation to establish the existence, route, condition and connectivity of the culvert.

Environmental Health – conditions are recommended in relation to external equipment acoustic insulation and adherence to the submitted waste management strategy.

Policy

Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principle) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, suitable access and parking, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

Policy T2 (Accessible Areas of Opportunity and Need) looks to manage the pattern of development to ensure that new development is located in accessible locations. Particular emphasis is given to the need to ensure residents are able to live in locations accessible to employment health, education, open space and leisure opportunities. The policy also states that all new development should provide appropriate car parking facilities.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policy of the Unitary Development Plan is also considered relevant.

Policy CC10 encourages the continued high level of economic activity in Strangeways and lower Cheetham Hill Rd areas, recognising particularly the needs of the wholesale trades which dominate these areas. The Council recognises the regional role played by this locality and will pursue policies designed to improve the efficiency of existing businesses by environmental improvements and better parking and servicing.

Permission will only be granted where proposals incorporate sufficient parking and servicing for their own needs, subject to a proper balance of other planning requirements.

The Guide to Development in Manchester (SPD) (2007) contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability.

Strangeways Local Plan (2009) – This is a City Council document that outlines aspirations for the Strangeways area and recognises the economic importance that the area plays in the wholesale trades and as an important provider of employment in Manchester.

The plan acknowledges the need to retain and improve the neighbourhood for employment uses business and encourages a public realm improvements and improvements to accessibility and the physical environment

National Planning Policy Framework

The National Planning Policy Framework (NPPF) underpins the planning system and provides guidance on all aspects. The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

The Revised NPPF was updated on 19 February 2019 and sets out Government planning policies for England, and how they are to be applied.

Section 12 'Achieving Well-Designed Places' provides design guidance and advocates the need for high quality buildings and places.

Paragraph 127 states:

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.*

Paragraph 130 goes onto state that:

'Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents'.

Issues

Section 38(6) Planning and Compulsory Purchase Act 2004 that requires that decisions be made in accordance with the development plan unless material considerations indicate otherwise

In the case, the principle of the proposed development is not considered acceptable and is in conflict with development plan policy and associated guidance

The principal issues are outlined further below.

Impact on the Highway

Policy T2 of the Core Strategy states that all new developments should provide appropriate car parking facilities and also that the circumstances of each proposal should be taken into account to establish what level of parking is appropriate.

Policy DM1 requires that adequate parking should be provided for all new development and consideration should be given to traffic generation and road safety, whereas policy SP1 goes on to state that new developments should making a positive contribution to the health, safety and wellbeing of residents.

Saved policy CC10 of the UDP, an area allocated policy, states that permission will only be granted where proposals incorporate sufficient parking and servicing for their own needs, subject to a proper balance of other planning requirements.

In the case of the proposed development, no off-road parking is proposed, for an office development which proposes up to 20 full time and 20 part time staff.

It is maintained that this represents an over intensive use of the host building in an area that already experiences a high demand for on-street parking associated with the plethora of nearby commercial uses.

The potential number of vehicles that could be attracted to the local area as a consequence of the proposed development would put increased pressure on local kerbside parking, due to an under-provision of off-road parking. In turn, this would lead to local vehicular congestion, increased competition for on-street spaces and manoeuvrability issues along surrounding roads. This in turn would cause inconvenience for existing highway users, whilst undermining highway safety.

Given the problems with on-street parking demand in the area, it stands to reason that the proposed development will exacerbate existing parking pressures to the detriment of the operation of highway.

Whilst the applicant points to the accessible location of the premises and the intention to encourage non car borne trips, car ownership and parking demand associated with the proposed development cannot be precluded. Neighbouring roads have reached saturation point in terms of the level of on-street parking demand. The anticipated number of staff would be excessive in this area, without any substantial off-road parking provision. In turn, the proposed use would have a detrimental impact upon local traffic flow and would generate an unsustainable demand for on-street parking.

The proposal is therefore considered contrary to Policies DM1, SP1 and T2 of the Core Strategy and saved Policy CC10 Of the UDP which require new developments to provide suitable car parking arrangements.

Scale and Visual Amenity

Policies SP1 and DM1 of the Core Strategy, as well as the Guide to Development (SPD) underline the importance attached to protecting the character and appearance of an area and the need to adhere to the Council's design principles. The NPPF advocates further, the need for good design.

The immediate area is low rise in nature, largely comprising buildings that range from 1-2 storeys in height.

The addition of a further 2 storeys to create a 4 storey building would appear at odds with the immediate streetscape, forming a discordant and visually intrusive feature, out of character with the immediate area, to the detriment of visual amenity.

The resultant structure would be the largest in the locality and would appear out of context, with the potential to set an unwelcome precedent for buildings of a greater scale in the immediate area.

The warehouse district is characterised by low rise buildings along a strong street grid pattern. The proposed height increase to create a 4 storey building would appear out of scale in comparison to neighbouring buildings, forming an unsympathetic feature that fails to respond to the character and rhythm of built form along North Road and would create an over dominant and intrusive which would fail to assimilate effectively into its surroundings. As a consequence, the increase in scale would appear out of character and would have a harmful effect upon visual amenity and the appearance of the street-scene. On this basis, the proposed development would fail to accord with the aforementioned policy and guidance.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Refuse

Article 35 Declaration

Officers have attempted to work with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers have communicated their concerns about this proposal to the applicant during the course of the planning application, but these concerns have not been overcome. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

1) The proposed extension, involving the creation of office space, would lead to an over-intensive use of the host premises, which already fails to include a sufficient arrangement for servicing or the parking of vehicles within the curtilage of the premises. The potential level of parking demand and vehicular activity generated by the proposal would exacerbate existing on-street parking, congestion and highway difficulties in the locality, to the detriment of amenity, the inconvenience of other highways users and general highway safety. As such, the proposal is contrary to policies DM1, T2 and SP1 of the Manchester Core Strategy, saved policy CC10 of the Unitary Development Plan and the National Planning Policy Framework (NPPF).

2) Having regard to the relationship of the proposed development with surrounding buildings in the area, the increased building height as a consequence of the proposed roof extension, would constitute an incongruous, over-dominant feature, out of scale and out of character with the surrounding context, to the detriment of visual amenity. The proposed development is therefore contrary to policies DM1 and SP2 of the Manchester Core Strategy, The Guide to Development in Manchester (SPD) and the National Planning Policy Framework (NPPF).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police

Unit 1-Unit 2, Hytech Industrial Estate, 1 Peel Lane, Manchester, M8 8RJ
3 Broughton Street, Manchester, M8 8RF
Unit 2C, 15 Collingham Street, Manchester, M8 8RQ
Unit 2B, 15 Collingham Street, Manchester, M8 8RQ
Unit 2A, 15 Collingham Street, Manchester, M8 8RQ
Unit 3, 15 - 17 Collingham Street, Manchester, M8 8RQ
Unit 1, 15 - 17 Collingham Street, Manchester, M8 8RQ
15 - 17 Collingham Street, Manchester, M8 8RQ
68 North Street, Manchester, M8 8RA
70 North Street, Manchester, M8 8RA
72 North Street, Manchester, M8 8RA
76 North Street, Manchester, M8 8RA
78 North Street, Manchester, M8 8RA
80 North Street, Manchester, M8 8RA
82 North Street, Manchester, M8 8RA
Unit 2, 74 North Street, Manchester, M8 8RA
Unit 1, 74 North Street, Manchester, M8 8RA
66 North Street, Manchester, M8 8RA
Unit 10, 3 Peel Lane, Manchester, M8 8RJ
Unit 9, 3 Peel Lane, Manchester, M8 8RJ
Unit 8, 3 Peel Lane, Manchester, M8 8RJ
Unit 7, 3 Peel Lane, Manchester, M8 8RJ
Unit 6, 3 Peel Lane, Manchester, M8 8RJ
Unit 5, 3 Peel Lane, Manchester, M8 8RJ
Unit 4, 3 Peel Lane, Manchester, M8 8RJ
Unit 3, 3 Peel Lane, Manchester, M8 8RJ
Unit 2 First Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 1 First Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 1 Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 3 Part Front And Rear Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 3 Part Front Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 2B Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 2A Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 4B Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Unit 4A Ground Floor, 19 Collingham Street, Manchester, M8 8RQ
Eglise En Mission Christian Centre, North Street, Manchester, M8 8RE
Basement, Empress House, 2 Peel Lane, Manchester, M8 8RJ
First Floor, Empress House, 2 Peel Lane, Manchester, M8 8RJ
Ground Floor, Empress House, 2 Peel Lane, Manchester, M8 8RJ
Unit 2, Empress House, 2 Peel Lane, Manchester, M8 8RJ
Empress Quilts And Textiles, Empress House, 2 Peel Lane, Manchester, M8 8RJ
1 North Street, Manchester, M8 8RE
19 Collingham Street, Manchester, M8 8RQ
First Floor, 15 Collingham Street, Manchester, M8 8RQ
46 Stanley Street, Cheetham, Manchester, M8 8SH
Empress House, 2 Peel Lane, Manchester, M8 8RJ
52 - 58 Stanley Street, Cheetham, Manchester, M8 8SH

15 Collingham Street, Manchester, M8 8RQ
Unit 3, Hytech Industrial Estate, 1 Peel Lane, Manchester, M8 8RJ
16 Derby Street, Manchester, M8 8RW
21 North Street, Manchester, M8 8RE

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - City Centre PD Restriction - Class B1(c) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: NORTH1