MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	128178/AOH/2020
Date registered valid:	1 October 2020
Proposal:	Removal of 3 existing advertisement signs and replacement with 1 x internally illuminated advertisement sign
Address:	Land Adjacent To 1076 And 1082 Stockport Road, Manchester, M19 2SU
Ward(s):	Levenshulme Ward
Applicant:	Wildstone Group Limited Barton Hall, 29 Gloucester Street, Cirencester, GL7 2DJ
Agent (if any):	Mr Dan Ingram Barton Willmore Tower 12, 18-22 Bridge Street, Spinningfields, Manchester, M3 3BZ
Case officer:	Carl Glennon Tel: 0161 234 4530 Email: carl.glennon@manchester.gov.uk
Recommendation:	Refuse

Date of recommendation: 24 November 2020

Application details

Type of application: Advertisement Hoardings Consent

Development type: Advertisements

Date of site visit: 14 October 2020

Standard consultations:
Printed: 7 October 2020 Expired: 28 October 2020

Neighbour notifications
Printed: 7 October 2020 Expired: 28 October 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

Planning History

118133/AOH/2017 - Erection of 1no. 48-sheet digital LED display following the removal of the existing 2no. 48-sheet and 1no. 96-sheet advertising display. Land At 1078/1082 Stockport Road, Manchester

Refused on 22.01.2018 on the grounds that the proposed advertisement display by reason of its size, appearance, position and means of illumination, would create an intrusive, over-dominant feature in the street-scene along one of the City's main radial routes on the gateway into Levenshulme district centre, whilst also adding to existing advertisement clutter and illumination in the area, to the detriment of visual amenity. The proposed advertisement is therefore contrary to saved policy DC15 of the Unitary Development Plan for the City of Manchester, policies DM1 and EN1 of the Manchester Core Strategy, The Town and Country Planning (Control of Advertisements) Regulations 2007 and the National Planning Policy Framework (NPPF).
Subsequent appeal was dismissed.

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The application site lies on the western side of Stockport Road, close to the southern boundary of Levenshulme District Centre. The site forms part of a grassed verge situated at the back of the footpath, which incorporates a bus stop lay-by. The site is separated from houses the west by extensive tree cover within and adjacent area of green space. The site is situated adjacent to 1067 Stockport Road, which is a house converted into flats. Existing signage is position adjacent to the perimeter of the grassed verge and raised form the ground by timber fencing. A post office and veterinary surgery is located to the south of the site close the junction with Hume Street. The site is also situated in close proximity to a light controlled pedestrian crossing.



Fig.1 – Application site viewed from Stockport Road.

Description of the proposal

The proposal would involve the removal of all 3 existing signs located to the north and south of the grassed verge. The existing configuration involves 2 x paired signs (with display areas 6 metres x 3 metres) to the north of the site and 1 x sign to the south (with a display area 12 metres x 6 metres).



Fig 1. Proposed and existing streetscene

The proposed new signage would be positioned at the northern end of the grassed verge adjacent to the boundaries with 1067 Stockport Road, replicating the position of an existing sign.

The proposed signage would:

i. Be positioned 1.65 metres above ground level with a maximum height of 4.7 metres;
ii. Have a display area of 6 metres x 3 metres.

The dimensions would match the existing signage. The proposal differs in the nature of the advertisements displays. The existing signage has a traditional poster style display. The proposed advertising involves:

i. The incorporation of an internally illuminated advertisement display;
ii. The display of static but changing images with a 10 second frequency;
iii. Maximum night-time illuminance of 300 cd/m2.

Consultations & Notification Responses

Local residents/ Local Businesses – No comments received.

Highways Services – The following comments have been received:

i. The proposed advertisement sign will not be located on and will not project over the adopted highway network. A projection over license will not be required;
ii. The location of the advertisement sign is not considered to generate any adverse impact for vehicles travelling along Stockport Road;
iii. The proposed luminance of the advertisement sign is noted as 300cd/m2, which is considered to be in line MCC recommended maximum of 600cd/m2.

The applicant is advised that any requirements for temporary traffic management

arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester.

Should advertisement consent It is recommended that the following planning condition be applied:

(a) No individual advertisements displayed on the LED panel shall contain moving images, animation, video or full motion images or any images that resemble road signs, traffic lights or traffic signs;
(b) No individual advertisements shall be displayed for duration of less than 10 seconds;
(c) Controls shall be in place to ensure smooth uninterrupted transition of images displayed on the panel;
(d) The display panel shall be fitted with a light sensor, designed to adjust the brightness to changes in ambient light levels;
(e) A mechanism shall be in place so that if the installation breaks down, it defaults to a black screen to avoid any flashing error messages or pixilation;
(f) The maximum luminance level of the advertisements displayed on the panel shall not exceed 300 cd/m2 during non-daylight hours / inclement weather or for signs less than 10 sq metres;
(g) The maximum luminance level of the advertisements displayed on the panel should not exceed 600 cd/m2 during non-daylight/ inclement weather.

Issues

Town and Country Planning (Control of Advertisements) Regulations 2007 - States that:

(1) The Local planning authority would exercise its powers under these regulations in the interests of amenity and public safety, taking into account:

(a) The provisions of the development plan, so far as they are material; and
(b) Any other relevant factors.
(2) Without prejudice to the generality of paragraph (1) (b);
(a) Factors relevant to amenity include the general characteristics of the locality, including the presence of any feature of historic, architectural, cultural or similar interest;
(b) Factors relevant to public safety include'
(i) The safety of persons using any highway, railway, waterway, dock, harbour or aerodrome (civil or military);
(ii) Whether the display of the advertisement in question is likely to obscure, or hinder the ready interpretation of, any traffic sign, railway signal or aid to navigation by water or air;
(iii) Whether the display of the advertisement in question is likely to hinder the operation of any device used for the purpose of security or surveillance or for measuring the speed of any vehicle;
(3) In taking account of factors relevant to amenity, the local planning authority may, if it thinks fit, disregard any advertisement that is being displayed;
(4) Unless it appears to the local planning authority to be required in the interests of amenity or public safety, an express consent for the display of advertisements would not contain any limitation or restriction relating to the subject matter, content or design of what is to be displayed.

The above requirement has been taken into account in the assessment of the advertisement consent application. Whilst it is considered that the application cannot be refused on the basis

of public safety, the proposal, in the view of the LPA, fails to accord with its development plan as it is unacceptable in terms of visual impact and excessive prominence within the street.

National Planning Policy Framework - This Framework came into effect on 27th March 2012 and was amended and updated in February 2019. It sets out the government's planning policies for England and how these are expected to be applied. It defines the government's requirements for the planning system `only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through `which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 11 states that `at the heart of the Framework is a presumption in favour of sustainable development' and, in `decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

National Policy Framework has been related to the proposed development, with particular emphasis given to the following:

Core planning principles - Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan making and decision-taking with the following specific policies being particularly relevant to the proposed development:

Chapter 12 Achieving well-designed places

Paragraph 124 states that in 'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve.' It further states that 'good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.'

Paragraph 132 states that the quality and character of places can suffer when advertisements are poorly sited and designed. It acknowledges that a separate consent process within the planning system controls the display of advertisements, which should be operated in a way which is simple, efficient and effective. Significantly, chapter 12 states that advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

In this case, it is not considered that the development would positively contribute to the streetscene and would harmfully affect the visual amenity of the area. It is considered that the nature of LED signage would materially and harmfully change the relationship of the advertisement hoarding to the streetscene. The incorporation of changing images within the display would also give the signage far greater prominence and would be a visually obtrusive addition to Stockport Road. It is therefore considered that the proposals would not accord with the NPPF.

Manchester's Local Development Framework: Core Strategy - The Core Strategy Development Plan Document 2012 -2027 (`the Core Strategy') was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document

that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Policy SP 1 Spatial Principles - Specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development makes a positive contribution to neighbourhoods of choice including the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and well-being of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and to protect and enhance the built and natural environment.

In this case, the proposal would be harmful to the visual amenities of the area and the character of the built environment. The proposed advertisement signage would impact upon the immediate streetscene and would be visible from an adjacent major route to the city centre. The resulting impact is considered to be harmful and contrary to policy SP1.

Policy EN 1 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.

The design of the proposed advertisement signage is typical for this form of advertisement and has been informed by the scale and proportions of the signage it replaces, i.e., the sign with a 6 metres x 3 metre display area. However, as stated, the introduction of LED signage, including the incorporation of changing images would materially and harmfully change the relationship of the advertisement hoarding to the streetscene. It would significantly increase the prominence of the signage and it is therefore considered that the proposed advertising structure would fail to positively contribute to urban design in the locality and the quality of the streetscene and would thereby be contrary to policy EN1.

Policy DM1 Development Management - States that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. Relevant considerations in this case are: impact of the signage on the surrounding areas in terms of its design, scale and appearance of the proposed signage and its relationship to the character of the surrounding area and its effects on amenity.

In this case, the prominence of the proposed advertisement would adversely affect the character and composition of the streetscene. It is also considered that the signage and its operation would be harmful to the visual amenity of pedestrians and drivers travelling along Stockport Road and approaching and departing the city centre and linking with its orbital routes.

Unitary Development Plan saved policies - The following saved UDP policies are relevant to the proposal:

Policy E3.3 (Environmental Improvement and Protection) - Is relevant as the application site is situated on a City Centre radial route. Policy E3.3 confirms the council will upgrade the appearance of the city's major radial and orbital roads and rail routes. It is not considered that proposal would contribute to Stockport Road (as radial route to and from the city centre), as it would lead to the introduction of highly prominent and obtrusive illuminated advertising hoarding that would not contribute positively to the character of the streetscene.

Policy DC15 - Advertisements, Hoardings & Posters - In addition to Policy DC14, reference is made to the following, which is relevant to this application:

Policy DC15.1 - The Advertisement Regulations require that applications for advertisements be considered only in the interests of amenity and public safety. In this case the wall mounted posters have been assessed in relation to:

i. The general location of the proposed development and the effect on visual amenity;
ii. The scope for posters and hoardings to make a positive contribution to the locality;
iii. The number of advertisements in the locality and their cumulative effect on visual amenity.

Policy DC15.2 - In assessing the interests of amenity and safety the Council will take account of the following criteria:

a. Developments of this kind should not harm the character or architectural features of a building, nor interfere with its proper use;
b. They should be in scale with the locality and relate properly to the site on which they stand;
c. They should be unobtrusive and should not intrude into residential neighbourhoods and areas of high amenity value;
d. A proposal, which would be injurious to public safety or adversely affect the flow of traffic, by reason of its position, size, or design will not be permitted.

For the reasons previously outlined, the proposals would fail to be positively related to the surrounding context. As stated, the prominence of proposed and incorporation of illuminated changing images would materially affect the character of the streetscene and Levenshulme District Centre. On this basis it is considered that the proposal would be contrary to saved policy DC15 of the UDP.

Principle – In considering similar proposals along Stockport Road, the local planning authority has taken the view that the introduction of LED signage would: materially and harmfully change the relationship of the advertisement hoarding site to the streetscene and thereby adversely affect visual amenities of the locality. These concerns would apply in relation to the submitted proposals. The removal of two of the existing advertisement hoardings would reduce visual clutter. However, it is considered that the incorporation of changing images within the display would give the signage far greater prominence and represent a visually obtrusive addition to Stockport Road. The LPA therefore maintains that proposal would have an unacceptable and detrimental impact on the amenity and character of the area and be contrary to government guidance contained in chapter 12 of the National Planning Policy Framework, the Core Strategy for the City of Manchester policies EN1 (Design Principles and Strategic Character Areas), DM1 (Development Management) and SP1 (Spatial Principles) and saved Unitary Development policies DC15.1 and DC15.2 (Advertisements, Hoardings and Posters).

Design and Impact on the streetscene – Whilst the height and display of the replacement signage would replicate existing circumstance, the nature of the display involving digital and changeable images would be significantly change. The proposal would thereby adversely affect the character and appearance of the streetscene. As stated, this would be particularly harmful given the relationship to Stockport Road, Levenshulme District Centre and a major route to the city centre.

Highways issues and function of the proposed signage - Highway Services have confirmed that the siting of the proposed signage is acceptable, in highway and operational terms. However, it

is not considered that these operational arrangements would overcome concerns regarding the harmful impact of the proposed signage on visual amenity and major roads / radial routes.

Conclusion - The proposed advertising hoarding would by virtue of its location, design and appearance would have a cumulatively and detrimental impact on visual amenity thereby constituting unduly obtrusive, incongruous and over dominant feature within the streetscene. The proposal would therefore have an unacceptable and detrimental impact on the amenity and character of the area contrary to government guidance contained in chapter 12 of the National Planning Policy Framework, the Core Strategy for the City of Manchester in particular policies EN1 (Design Principles and Strategic Character Areas), DM1 (Development Management) and SP1 (Spatial Principles) and saved policies DC15.1 and DC15.2 (Advertisements, Hoardings and Posters).

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 polices 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

Not applicable

Reasons for recommendation to refuse

1) The proposed advertising hoarding would by virtue of its size, location, design appearance and means of illumination would constitute an unduly obtrusive, incongruous and over dominant feature within the streetscene due to its prominent location on Stockport Road, which is a major route to and from the city centre and Levenshulme District Centre, and thereby have a detrimental impact on visual amenity and character of the area. The proposal would therefore be contrary to government guidance contained in chapter 12 of the National Planning Policy Framework, the Core Strategy for the City of Manchester in particular policies EN1 (Design Principles and Strategic Character Areas), DM1 (Development Management) and SP1 (Spatial Principles) and saved policies DC15.1 and DC15.2 (Advertisements, Hoardings and Posters) of the Unitary Development Plan.

Appendix 1 – List of consultees & neighbours notified

Highway Services

1039 Stockport Road, Manchester, M19 2TB
51 Henderson Street, Manchester, M19 2QR
45 Henderson Street, Manchester, M19 2QR
41 Henderson Street, Manchester, M19 2QR
1027 Stockport Road, Manchester, M19 2TB
1074 Stockport Road, Manchester, M19 2SU
Flat 2, 1A Danforth Grove, Manchester, M19 2TD
Flat 1, 1A Danforth Grove, Manchester, M19 2TD
Flat 4, 1037 Stockport Road, Manchester, M19 2TB
Flat 3, 1037 Stockport Road, Manchester, M19 2TB
Flat 2, 1037 Stockport Road, Manchester, M19 2TB
Flat 1, 1037 Stockport Road, Manchester, M19 2TB
Top Flat, 1017A Stockport Road, Manchester, M19 2TB
Flat, 1 Cronshaw Street, Manchester, M19 2TE
Workshop Rear Of 1023, Stockport Road, Manchester, M19 2TB
1078 - 1080 Stockport Road, Manchester, M19 2SU
Flat At, South Levenshulme Post Office, 1082 Stockport Road, Manchester, M19 2SU
Flat 3, 1076 Stockport Road, Manchester, M19 2SU
Flat 2, 1076 Stockport Road, Manchester, M19 2SU
Flat 1, 1076 Stockport Road, Manchester, M19 2SU
Flat Above, 1019 Stockport Road, Manchester, M19 2TB
Flat 3, 1035 Stockport Road, Manchester, M19 2TB
Flat 2, 1035 Stockport Road, Manchester, M19 2TB
Flat 1, 1035 Stockport Road, Manchester, M19 2TB
Top Flat, 1029 Stockport Road, Manchester, M19 2TB
1021 Stockport Road, Manchester, M19 2TB
1035 Stockport Road, Manchester, M19 2TB
1019 Stockport Road, Manchester, M19 2TB
1021A Stockport Road, Manchester, M19 2TB
1031 Stockport Road, Manchester, M19 2TB
1017 Stockport Road, Manchester, M19 2TB
1 Cronshaw Street, Manchester, M19 2TE
Ground Floor, 1017 Stockport Road, Manchester, M19 2TB
43 Henderson Street, Manchester, M19 2QR
South Levenshulme Post Office, 1082 Stockport Road, Manchester, M19 2SU
1037 Stockport Road, Manchester, M19 2TB
1033 Stockport Road, Manchester, M19 2TB
1025 Stockport Road, Manchester, M19 2TB
1023 Stockport Road, Manchester, M19 2TB
1084 Stockport Road, Manchester, M19 2SU
55 Henderson Street, Manchester, M19 2QR
53 Henderson Street, Manchester, M19 2QR
49 Henderson Street, Manchester, M19 2QR
47 Henderson Street, Manchester, M19 2QR

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Historic Landfill Site 250m Buffer -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: NORTH2