

Planning

Growth & Development

Delegated officer report for planning application

Application no. 127949/FO/2020

Date registered valid: 24 September 2020

Proposal: Conversion of loft to create 2no. self contained apartments (Class C3) to create a total of 5 no. flats on the upper floors, with associated installation of front and side dormer windows

Address: 1417 Ashton Old Road, Manchester, M11 1HJ

Ward(s): Clayton & Openshaw Ward

Applicant: Irfan Ali, 1417 Ashton Old Road, Manchester, M11 1HJ

Agent (if any): Mr Ahmed Choudhry NADA Architects 169 Kingsway, Burnage, Manchester, M19 2ND

Case officer: Steven McCoombe
Tel: 0161 234 4607
Email: steven.mccoombe@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 5 November 2020

Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: 29 September 2020

Standard consultations:

Printed: 30 September 2020 Expired: 21 October 2020

Neighbour notifications

Printed: 30 September 2020 Expired: 21 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

The application site relates to large, detached building of largely red brick masonry construction, with pitched slate roof covering and stone detailing to the arched, ground floor entrance door and windows.

The building fronts Ashton Old Road and is bounded to the rear by a lawned area (fronting Toxteth Street) which is presently used as a temporary construction compound for a nearby housing development. To the east is a Gransmoor Road and to the west is an unadopted, cobbled road, beyond which is St Clement's church and former rectory. Opposite the site, on the other side of Ashton Old Road is a parade of shops and terraced dwellinghouses.

The building which was formerly a public house and subsequently a nightclub, is now occupied at ground floor level by a furniture retail outlet with 3 apartments to the first floor.

To the front of the property is a forecourt area used for parking associated with the ground floor use. To the rear is a small yard area, segregated for separate use by the residential and commercial occupiers. The rear yard also accommodates single storey outbuildings used for bins and cycle storage.

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The application site lies adjacent to the main east/west arterial route of Ashton Old Road which links the city centre with the M60 motorway.

With the exception of nearby local shops opposite and sporadic commercial and community uses which line Ashton Old Road and its associated local centres, the immediate context is predominantly residential in character, mainly comprising terraced and semi-detached dwellinghouses.

Description of development

Planning permission is sought for the conversion of the second floor to create 2 x 2 bedroom apartments, utilising the large roof space, involving the installation of 2 roof dormers to the main, front elevation and 3 dormers to the side (western) elevation, as well as skylights to the eastern roof elevation and associated elevational alterations, involving new windows to the rear elevation.

The proposed apartments will be accessed directly off the existing stair core and will utilise the existing, main access. The 2 apartments proposed will create a total of 5 apartments over the first and second floors.

Consultations & Notification Responses

Local Residents/Occupiers – No representations received.

Environmental Health – Conditions are advised with respect to waste management and acoustic insulation.

Highway Services - Highways have concerns regarding the lack of on-site car parking associated with the development. Whilst the applicant notes 3 spaces to the front of the property, it is understood that these are dedicated to the commercial use and unavailable for resident use.

Highways require a car parking allocation of 100% to ensure no accumulation of vehicles on-street.

Greater Manchester Police (Design for Security) – Various security measures are recommended including access controls and external lighting.

Policy

The following policy and guidance is considered relevant to the consideration of this application:

- Policies DM1, SP1, H1, H4, T2, EN4, EN14, EN14, EN16-19 of the Core Strategy;
- Saved policy DC26 of the UDP;
- Guide to Development in Manchester (SPD);
- Residential Quality Guidance;
- Greater Manchester Spatial Framework;
- National Planning Policy Framework (NPPF).

Issues

Principle - Having regard to the existing planning policy framework, City Council policy and national planning guidance, the principle of the development is considered acceptable.

Policy H1 outlines the strategic approach to housing growth in the City. Approximately 60,000 new homes need to be provided in the City between 2009 and 2027. This growth is expected to

be accommodated principally within the North, East, City Centre and central areas of Manchester which fall within the Regional Centre and inner areas of Manchester. This is as a direct response to Manchester's growing economy and population growth the later which is expected to rise significantly over the next 20 years.

New developments in the City will therefore be expected to contribute towards this growth strategy ensuring that development takes place within the right areas to meet demands along with creating high quality places and neighbourhoods of choice.

Policy H1 goes on to state that the Regional Centre is a priority area for residential schemes in order to support regeneration and drive regional growth.

Policy H4 states further that East Manchester will accommodate East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained.

Further policy support is also given within policies SP1 and H1 which seek to encourage development on previously developed land, including the renewal of areas characterised by poor quality housing, whilst the NPPF advocates a presumption of sustainable development particularly where existing resources can be utilised and shared.

In this case, the proposed apartments will utilise redundant roof space of existing building and add to the diversity of residential accommodation in the area.

Specific planning matters are explored further below.

Residential Amenity

Whilst it is acknowledged that there will be a marginal increase in activity within the building, due to the likely number of proposed occupiers and as the roof space is not presently utilised, the relatively limited amount of prospective occupiers is unlikely to significantly undermine the amenity of existing residents in terms of coming and goings, noise and disturbance. A condition has been included to ensure the building is appropriate acoustically insulated to protect the amenity of prospective occupiers from nearby noise generating uses, including Ashton Old Road.

In terms of any impact as a result of the roof dormers and elevational alterations as a consequence of any potential overlooking, it is believed that given the interface distances and relationship with neighbouring properties, there is unlikely to be any significant, adverse impact upon living conditions. Both sets of dormers face onto road frontages and mirror the relationship of existing windows on the host elevations.

To prevent any potential over intensive use of the proposed flats or short terms lets that would undermine the role and function of the proposed apartments and in order to safeguard the character of the area, conditions have been included to restrict the use of the apartments to use within Class C3 use only to prevent use as short terms lets or houses in multiple occupation.

Design and Appearance

The principal changes to the appearance of the building are as result of the proposed roof dormers to the main, (southern) and side (western) elevations.

It is considered that the dormers are of a sympathetic, decorative, pitched roof design which sit integrally within the roof space, without being over dominant and assimilate effectively to the architecture or the original building.

The size of the dormers have been kept to a size that is consistent with the lower floor windows and their alignment. The dormers are also an original feature that exist on neighbouring residential properties to the east of the site and would not therefore appear out of place or unduly intrusive in the street-scene.

Impact on the Highway – It is not considered that the proposed apartments will result in any adverse impact on the operation of the local highway network as a result of the number and frequency of vehicle movements.

In terms of car parking and in comparison to the existing 3 apartments, the proposed apartments do not include any off road car parking provision.

There are 3 existing, off street parking space to the forecourt serving the ground floor commercial unit, but there is insufficient space within the curtilage of the property to enable off street parking provision for the upper floors.

Whilst Highway Service raise concerns surrounding the lack of off road parking associated with the proposed development, it is considered that given the highly sustainable and accessible location of the site along a major east/west arterial route and busy bus route corridor, the lack of on-site parking is unlikely to be a problem. Furthermore, historically the property was formerly a public house with a function room at first floor level. It is considered that the former historic use would have had the potential to give rise to far greater demand for on street parking than current use of the first floor for three apartments and the proposed additional two apartments in the roofspace.

Car ownership associated with the existing apartments is low and this is expected to also be the case for the 2 additional apartments proposed.

Given the modest increase in apartments and the ample availability of on-street parking in the locality, including the adjoining unadopted road which bounds the western side of the building, as well as the accessible location of the site, it is not believed that any undue parking demand or problematic competition for on-street spaces would result as a consequence of the proposed development. Any impact can be partially mitigated by the provision of cycle storage.

On balance, it is considered that any impact on the highway can be adequately sustained and should not form a barrier to the development proposed.

Cycle Storage – Space is indicated on the submitted drawings for covered cycle storage within the rear yard area, accessed off Gransmoor Road. In order to ensure sufficient space and secure, covered provision is enabled and notwithstanding details submitted, a condition has been included which requires the submission and approval of a cycle storage scheme to allow a choice means of transport for prospective occupiers.

Waste Management - Space is shown within the rear yard for segregated bin storage, with provision within the existing bin store accessed via Gransmoor Road to be increased accordingly. This allows for 5 x 140 litre containers for general, mixed recycling and pulpal recycling and 5 x 22 litres containers for food waste.

Environmental Health and Highways are satisfied with the proposed provision and arrangement.

Internal Space Standards - The City Council' Residential Quality Guidance provides internal space standards for new residential accommodation to ensure a satisfactory living accommodation.

In this case, the proposed apartments measure 101 and 155 sqm respectively, which are considerably in excess of the minimum space standards for 2 bedroom apartments, which range from 61 sqm for a 3 person, 2 bedroom apartment to 70 sqm for a 4 person, 2 bedroom apartment. As such the space available is considered entirely acceptable.

Affordable Housing - Due to the low number of units proposed there is no requirement to provide any units on an affordable basis, pursuant to policy H8 of the Core Strategy.

Sustainability - Bus stops are located within the immediate vicinity of the site, with regular services along Ashton Old Road. As such, the application site is accessible by non-car modes of transport and it is considered that the location is therefore sustainable in terms of reducing emissions from the vehicles by encouraging the use of forms of transport other than the private car.

Air quality - From an air quality perspective, the proposal is for a small number of units only and the application site is located close to significant public transport routes with regular bus services. It is therefore envisaged that the location of the proposed development, together with measures forming part of the development, have the potential to limit any adverse impacts to air quality. It is proposed that a condition is attached requiring a Construction Management Strategy to be submitted, which would include mitigation measures in relation to dust suppression.

Climate Change - As the proposal would result in a modest number of residential units within the context of a busy, residential environment, the impact upon climate change is considered negligible.

The site is located near to a busy, main arterial route and transport corridor, and is therefore unlikely that there would be any significant or harmful contribution to air quality or climate change as a consequence of vehicular movements or ongoing activity.

Construction Management - To ensure construction and demolition is effectively controlled and to prevent any disruption to existing occupiers in the area, or the highway, conditions have been included which requires the submission and approval of a construction and demolition management plans which will need to details working practices, safety measures, dust suppression, the parking of construction vehicles and the removal of waste.

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: Approve

Article 35 Declaration

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

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

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) No above external development shall take place unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as local planning authority. The development shall be constructed only using the approved materials. The development shall only be implemented in accordance with the agreed details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

3) The development hereby approved shall be carried out in accordance with the following drawings and documents:

Location plan and drawings numbered (06) 001/PL0, (05) 001/PL0, (04) 001/PL0 and (01) 001/PL1 received by the City Council as Local Planning Authority on 9 September 2020, 11 September 2002 and 24 September 2020 respectively.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Core Strategy.

4) Prior to the commencement of development, a construction management outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Measures to control noise and vibrations;
- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Detail of an emergency contact telephone number;
- Parking of construction vehicles; and
- Sheeting over of construction vehicles.

The development shall only be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

5) The development hereby approved shall be carried out in accordance with the Waste Management Strategy and accompany site plan referenced (01) 001/PL1, received by the City Council, as Local Planning Authority on 24 September 2020. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation. No bins shall be stored outside the curtilage of the host building, other than on the day of collection.

Reason - In the interests of amenity and public health, pursuant to policies DM1 and SP1 of Manchester's Core Strategy.

6) a) Before the apartments hereby approved are occupied, a scheme for acoustically insulating the residential accommodation against noise from Ashton Old Road and neighbouring commercial uses shall be submitted to and approved in writing by the City Council as Local Planning Authority.

b) Upon completion of the development and prior to first occupation of apartments hereby approved, a verification report shall be submitted to and approved in writing by the City Council as Local Planning Authority in order to validate the works undertaken conform to the recommendations and requirements contained within the report. The report should contain details of post completion testing to confirm that the internal noise criteria has been met. Any instances of non conformity with the recommendations contained within the report shall be detailed, along with any measures required to ensure compliance with the internal noise criteria.

Reason - To safeguard the amenities of existing and future occupiers of nearby residential accommodation, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

7) Notwithstanding details submitted, the apartments hereby approved shall not be occupied until space and facilities for bicycle parking have been provided in accordance with details to be submitted to and approved in writing by the City Council as Local Planning Authority. The approved space and facilities shall then be retained and permanently reserved for bicycle parking.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with policies SP1, T1 and DM1 of the Core Strategy.

8) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) none of the apartments hereby approved shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is

suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

9) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 as amended by The Town and Country Planning (General Permitted Development) (Amendment) (England) Order 2010 (or any order revoking and re-enacting that Order with or without modification) the apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3(a) of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval; to safeguard the character of the area, and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Manchester Core Strategy (2012) and the guidance contained within the National Planning Policy Framework.

Informatives

1) Greater Manchester Police (Design for Security) recommend that the new apartments are fitted with a monitored alarm system with PIR monitors, it should comply with either BS EN 50131 and PD 6662 for wired systems or BS 6799 for wireless systems

The apartment entrance doors must be compliant with and certified to BS PAS 24.

Access control systems should be reviewed to incorporate the proposed new apartments and be operable by swipe card or fob, and not numeric key pads. The following areas/doors should operate on access control:

- Main entrance;
- Rear Entrance.

Dusk till dawn lighting should be installed to all external doors, the side passageway and the rear of the building.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Greater Manchester Police

89 Toxteth Street, Manchester, M11 1EQ
87 Toxteth Street, Manchester, M11 1EQ
1402 Ashton Old Road, Manchester, M11 1JX
1422 Ashton Old Road, Manchester, M11 1HL

1429 Ashton Old Road, Manchester, M11 1HJ
1423 Ashton Old Road, Manchester, M11 1HJ
90 Toxteth Street, Manchester, M11 1EZ
3 Bowness Street, Manchester, M11 1LS
92 Toxteth Street, Manchester, M11 1EZ
119 Toxteth Street, Manchester, M11 1EZ
123 Toxteth Street, Manchester, M11 1EZ
121 Toxteth Street, Manchester, M11 1EZ
Flat 3, 1 Gransmoor Road, Manchester, M11 1ER
Flat 2, 1 Gransmoor Road, Manchester, M11 1ER
Flat 1, 1 Gransmoor Road, Manchester, M11 1ER
Flat 2, 1419 Ashton Old Road, Manchester, M11 1HJ
Advertising Right On Gable, 1417 Ashton Old Road, Manchester, M11 1HJ
Advertising Right On Gable, 1419 Ashton Old Road, Manchester, M11 1HJ
Top Flat, 1408 Ashton Old Road, Manchester, M11 1HL
Top Flat, 1406 Ashton Old Road, Manchester, M11 1HL
Flat A, 1414 Ashton Old Road, Manchester, M11 1HL
1404A Ashton Old Road, Manchester, M11 1HL
Flat 1, 1419 Ashton Old Road, Manchester, M11 1HJ
Flat B, 1414 Ashton Old Road, Manchester, M11 1HL
Flat 4, 1418 Ashton Old Road, Manchester, M11 1HL
Flat 1, 1418 Ashton Old Road, Manchester, M11 1HL
St Clements Rectory, Ashton Old Road, Manchester, M11 1HF
Flat 7, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 5, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 3, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 25, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 12, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 10, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
1396 Ashton Old Road, Manchester, M11 1JX
1416 Ashton Old Road, Manchester, M11 1HL
1408 Ashton Old Road, Manchester, M11 1HL
1427 Ashton Old Road, Manchester, M11 1HJ
1421 Ashton Old Road, Manchester, M11 1HJ
Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 3, 1418 Ashton Old Road, Manchester, M11 1HL
Flat 2, 1418 Ashton Old Road, Manchester, M11 1HL
91 Toxteth Street, Manchester, M11 1EQ
Flat 9, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 8, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 6, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 4, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 2, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 26, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 24, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 23, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 22, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 21, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 20, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 19, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
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Flat 16, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ

Flat 15, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 14, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
Flat 11, Clement Court, 91A Toxteth Street, Manchester, M11 1EQ
1400 Ashton Old Road, Manchester, M11 1JX
1419 Ashton Old Road, Manchester, M11 1HJ
1406 Ashton Old Road, Manchester, M11 1HL
1420 Ashton Old Road, Manchester, M11 1HL
1412 Ashton Old Road, Manchester, M11 1HL
1410 Ashton Old Road, Manchester, M11 1HL
1404 Ashton Old Road, Manchester, M11 1HL
1425 Ashton Old Road, Manchester, M11 1HJ

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 - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH2