

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143566/FO/2025

Date registered valid: 26 August 2025

Proposal: Change of use to rear of a shop to form 2 self-contained apartments, with elevational changes to the side

Address: 150 Hollyhedge Road, Manchester, M22 9UE

Ward(s): Sharston Ward

Applicant: Mr Narendra Maisuria, Castle Properties (MCR)

Agent (if any): Mr Fahad Toor, HFS Planning Applications Ltd

Case officer: Holly Wright
Tel: 0161 219 6381
Email: holly.wright@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 14 October 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 23 September 2025

Standard consultations: Printed: 18 September 2025 Expired: 9 October 2025

Neighbour notifications: Printed: 4 September 2025 Expired: 25 September 2025

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

Listed building: Not applicable

Conservation area: Not applicable

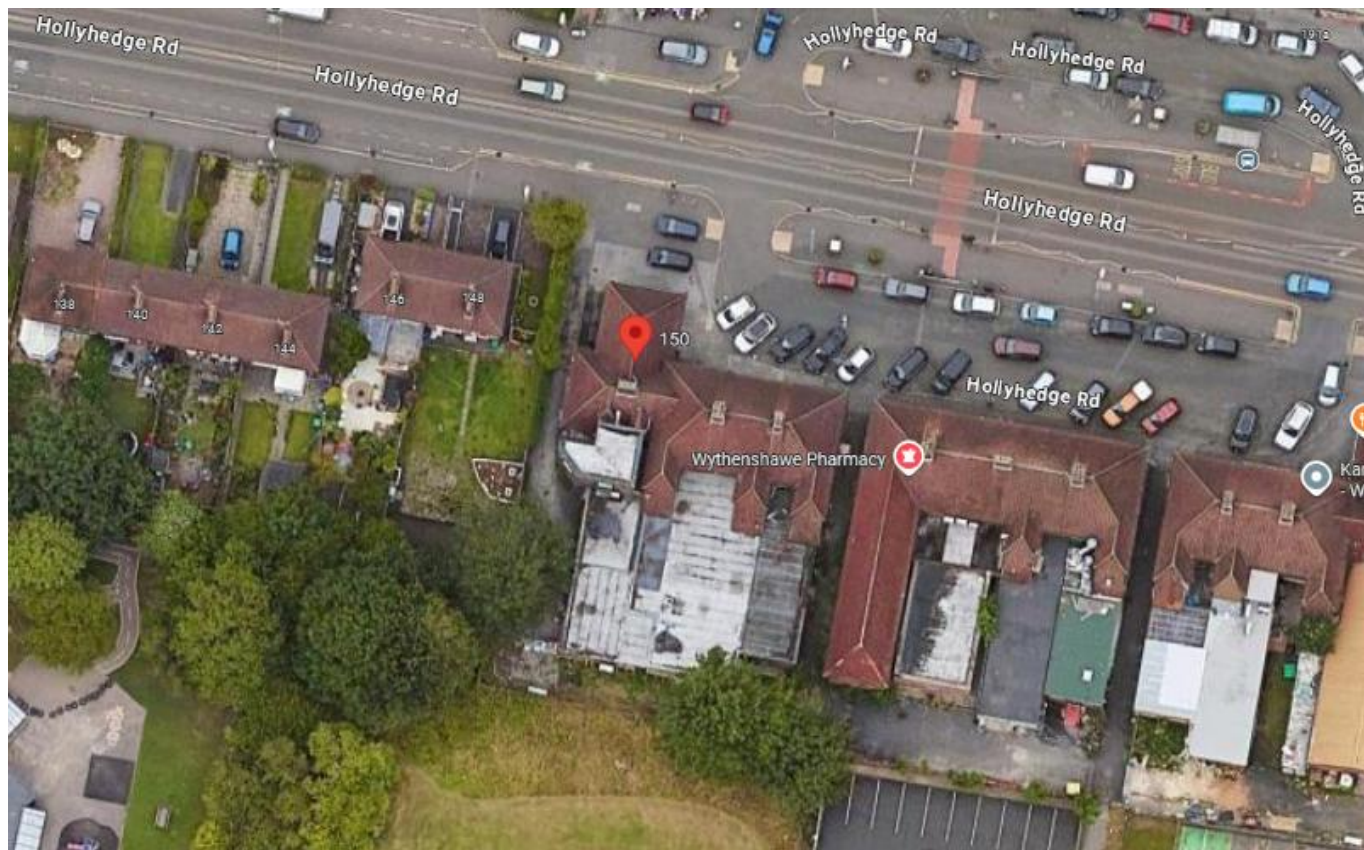
Tree Preservation Order: Not applicable

The application relates to a part-single / part-two storey end-terraced building of brown, red, and buff brick with a red tile hipped roof. The property features white uPVC windows, a single storey projecting outrigger to the front with a glazed shopfront and fascia signage above, a part-single / part-two storey rear extension with a flat roof form, security roller shutters to its western side elevation, and a rear yard/servicing area which is shared with the neighbouring commercial unit, Morrisons, located to the east and is accessed via the gated entry to the side of the application property.

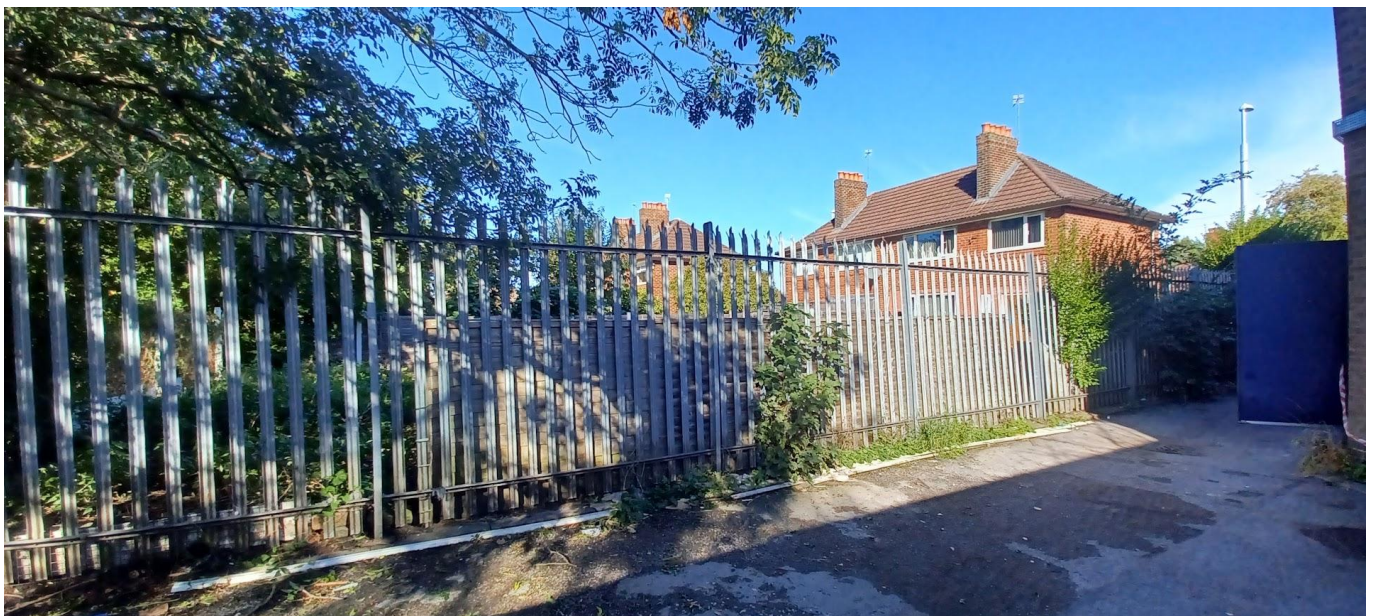
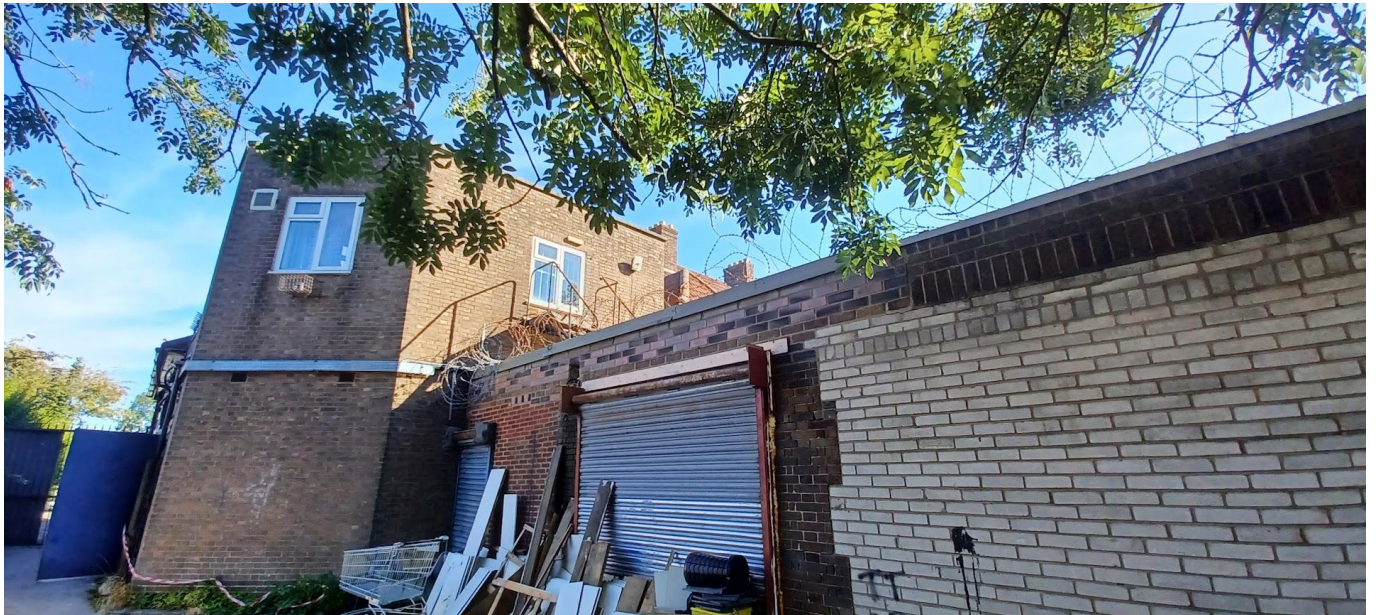
The property appears to feature a Class E (commercial, business, and service) use, though the planning submission indicates that the shop usage is only extant at the front of the building, whilst the rear of the building accommodates office and storage rooms (indicated as being Class B8 in the submitted application form).

The property forms part of an established parade of shops along either side of this section of Hollyhedge Road and is in-keeping with the commercial character of the area as well as being situated in proximity to the Manchester College (Wythenshawe Campus), Benchill Metrolink tram station, and SS John Fisher & Thomas Moore Catholic Primary School.

The property is not Listed, nor is it sited within a Conservation Area.







Description of development

The applicant is seeking planning permission for the change of use of the rear of a shop (Class E) to form 2no. self-contained apartments together with elevational changes to the western side elevation.

Planning history

F05344 – Alterations to shop front – Approved (05.11.1976).

082680/AO/2007/S2 - 082680/AO/2007/S2 – Approved (16.05.2007).

Consultations & Notification Responses

Local residents – no representations received.

MCC's Highways Services made no objection to the proposal, indicating that they were satisfied that the proposal would not have a severe impact upon the highway network and requesting conditions relating to the submission of cycle storage details and a construction management plan.

TfGM made no objection to the proposal, indicating that the proposal is unlikely to affect Metrolink operations.

Environmental Health made no objection to the proposal, requesting a condition relating to the submission of a waste management strategy

GMP – no response received.

Policies

The following policies are considered relevant in the consideration of this application.

Unitary Development Plan (UDP) – The UDP has been superseded by the Core Strategy Development Plan, but certain policies are still considered of relevance:

- Policy DC5 – Flat Conversions
- Policy DC26 – Development and Noise

The Manchester Core Strategy – Development Plan Document 2012-2027 (“the Core Strategy”) was adopted by the City Council on the 11th of July 2012:

- Policy DM1 – Development Management
- Policy SP1 – Spatial Principles
- Policy EN1 – Design Principles and Strategic Character Areas
- Policy EN19 – Waste
- Policy T1 – Sustainable Transport
- Policy H1 – Overall Housing Provision
- Policy H7 – Wythenshawe

The National Planning Policy Framework (NPPF, 2024)

- Chapter 5 – Delivering a Sufficient Supply of Homes
- Chapter 12 – Achieving Well-Designed Places

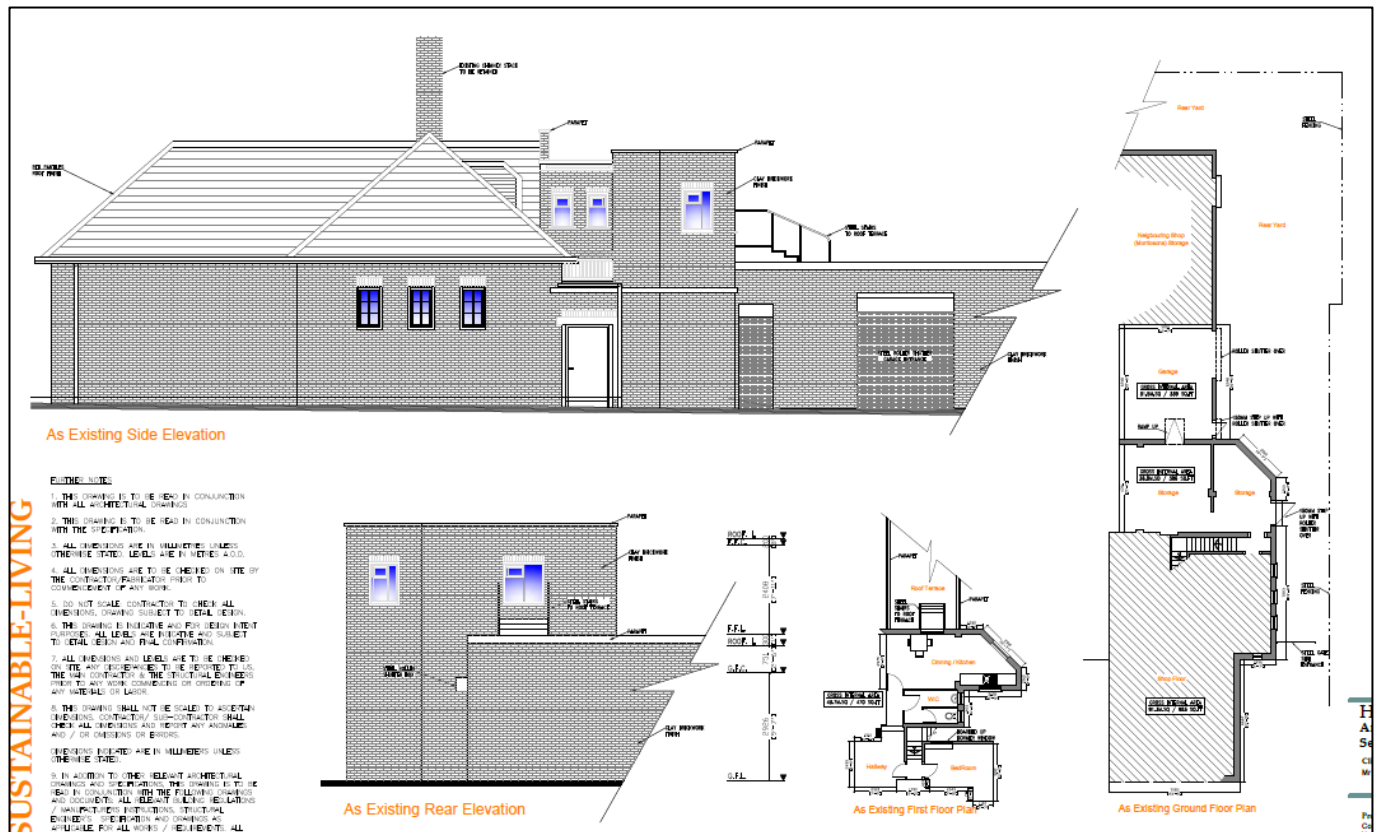
Places for Everyone - is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

- Policy JP-H1: Scale, Distribution, and Phasing of New Housing Development
- Policy JP-J3: Type, Size, and Design of New Housing
- Policy JP-P1: Sustainable Places

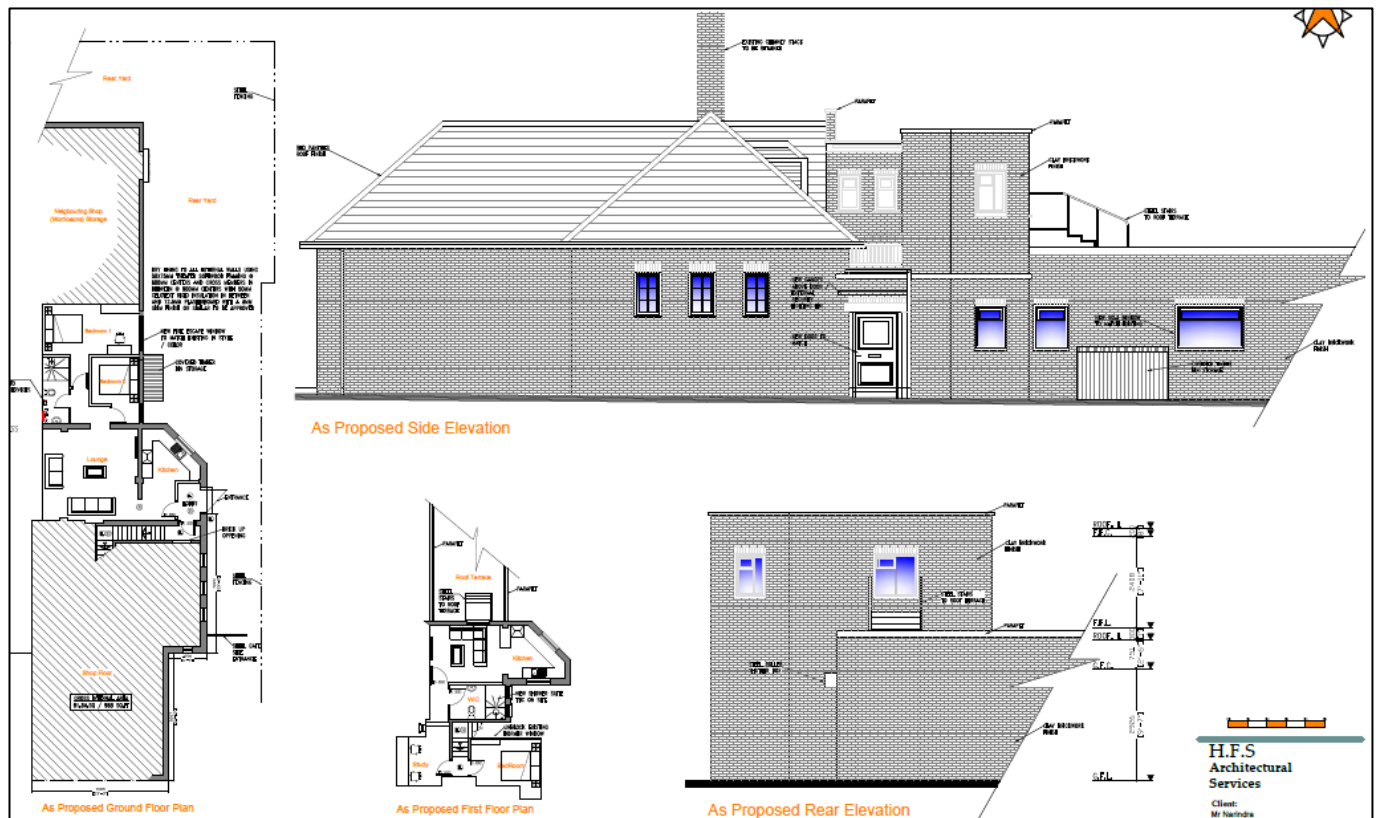
Manchester Residential Quality Guidance (2017)

- Appendix - Manchester’s Emerging Space Standards

Technical Housing Standards – Nationally Described Space Standard (2015)
Issues



Submitted existing plans and elevations



Submitted proposed plans and elevations

Issues

Principle – Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions must be made in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework reinforces this requirement in paragraphs 2 and 48, whilst paragraph 12 indicates that the presumption in favour of sustainable development does not alter the statutory status of the development plan as a starting point for decision-making and that, where a planning application conflicts with an up-to-date development plan, permission should not normally be granted.

In the case of this application, the principle of the proposal is considered unacceptable and cannot be supported as it conflicts with the development plan policies and associated guidance listed in the preceding section.

It is considered that the change of use of the rear of the shop into 2no. self-contained apartments together with elevational alterations to the western side elevation would provide a poor standard of living for the prospective occupiers of the apartments on the basis that the proposal would fall below national and local space standards for accommodation of this type, would provide poor levels of outlook and natural light, would create an unsafe living environment, would fail to provide an adequate private external amenity space, and would be affected by unacceptable levels of noise from adjacent commercial units and activity associated with those uses.

On this basis, the proposal is considered to conflict with saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, chapter 12 of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards. There are no material considerations which indicate otherwise.

Standard of accommodation - paragraph 135(f) of the NPPF states that planning decisions should ensure that developments create places with a high standard of amenity for existing and future users.

The proposal does not include adequate living space for the prospective occupiers as apartment 1 on the ground floor (2-bedroom/4-person) scales at 66 square metres, whilst apartment 2 on the first floor (1-bedroom/2-person) scales at 44 square metres. The apartments are therefore below the nationally described space standard as well as Manchester's emerging space standards which both indicate that 1-bedroom/2-person dwellings should provide a minimum of 50 square metres of internal floor space with at least 1.5 square metres of built-in storage, whilst 2-bedroom/4-person dwellings should provide a minimum of 70 square metres of internal floor space and 2 square metres of built-in storage.

The proposal therefore directly conflicts with policy JP-H3 of PfE which indicates that all new dwellings must comply with the nationally described space standards as well as policy JP-H1 which indicates that new homes should be of good quality and design.

Further to this, the proposal is also considered to provide poor levels of outlook for the prospective occupiers of the apartments on account of the limited views that would be provided out of the building with most windows looking out onto the poorly maintained yard space of the site which is shared with and used by the neighbouring commercial unit for storage and movement of trolleys, cages, and waste, as well as the metal palisade fencing present to the perimeter of the site which lends the site a severe and industrial appearance, which conflicts with the proposed residential units.

The limited number, size, and orientation of the proposed windows would also result in the apartments experiencing inadequate levels of light throughout the day. In particular, ground floor apartment 1 would be serviced by southwest and west facing windows only and, as such, would receive limited light during the morning. Moreover, the windows serving its kitchen area and bedroom 2 are considered to be small in size and would be located in close proximity to the proposed bin storage area, whilst its lounge area (separated from the kitchen by a partition wall) would not be serviced by any windows, further highlighting the insufficient levels of light received. Apartment 2 on the first floor would receive greater levels of light on account of its windows facing south, southwest and west, with more windows servicing its habitable rooms, except for the study area which would feature a single small window.

The inadequacy of the standard of accommodation provided by the proposal is also evident in that it would fail to provide a sufficient private, external amenity space. Though the submitted plans depict a yard space to the rear of the building, it should be noted that this is a shared space also used by the neighbouring commercial units for the storage and movement of trolleys, cages, and waste. It would therefore fail to provide a high-quality, meaningful, and usable space for the property's prospective occupiers.

Additionally, the commercial usage and activity associated with this rear yard space would also give rise to unacceptable impacts upon prospective occupiers in terms of noise, comings and goings, and inadequate levels of privacy.

The proposal is therefore considered to conflict with saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, chapter 12 of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards.

Siting, scale, and massing – no extensions are included within the proposal. As such, the siting, scale, and massing of the site should be unaffected.

Appearance and visual amenity – no extensions are included within the proposal. In terms of elevational alterations, the existing fire door in the western elevation of the building would be replaced with a new door with canopy and external security lighting above. The two roller shutters in the western elevation of the building would be replaced with 3no. windows. The visual impact of these alterations would be minimal given their siting to the back of the property away from the street scene and public realm.

Residential amenity – the planning submission indicates that the area to the rear of the shop is currently vacant, having previously accommodated storage and office space (indicated as being Class B8 on the submitted application form).

Given the low levels of activity associated with this portion of the building currently, it is considered that the provision of 2no. apartments able to accommodate 6no. persons in total would result in a general increase in the activity of the site, however, this is not considered to be unduly harmful to neighbouring occupiers given the existing impacts of the surrounding commercial uses in addition to the existing usage of the rear yard space which borders adjacent residential properties.

As no extensions are proposed, no issues associated with overshadowing or loss of light are anticipated. Further to this, the new windows in the western elevation of the building would replace existing door openings and, as such, should not substantially alter existing levels of privacy enjoyed by neighbouring residents.

Waste storage – the submitted waste management strategy indicates that the proposal would include the provision of 1no. 140L general refuse, 1no. 240L pulpable recycling, 1no. 240L mixed recycling, and 1no. 23L food caddy bins to be stored in the external bin store within the rear yard. These provisions are inadequate as, in line with Council policy, each apartment should have access to a set of their own bins. The bin store should also ideally be located away from the apartment's window and door openings.

Parking and highways impact – the proposal does not include any off-street parking provisions. However, Highways Services indicated that they were satisfied that the proposal would not have a severe impact upon the highway network. Further to this, they indicated that given that the proposed development would result in two additional residential dwellings (one with two bedrooms and one with one bedroom), the number of vehicular trips associated with these two apartments is expected to be minimal. The site is well accessed by sustainable modes of transport. The site is in close proximity to the tram network. It is also a short walk into the central shopping areas offering a selection of services. Overall the location can be considered to be a sustainable location and therefore Highways considered the lack of vehicular parking arrangements to be acceptable in this instance.

Cycle parking – the proposal does not include any cycle storage provisions. Highways Services indicated that two secure and covered cycle store spaces would need to be provided as a minimum in order to ensure sustainable transport options are available to prospective occupiers of the site.

Landscaping – the proposal does not include any landscaping provisions within the shared rear yard of the property.

Safety – the proposal raises several safety concerns that warrant careful consideration. Access to the site is via a gated entry point located to the west of the building, which leads into the enclosed shared yard space to the rear which lacks adequate natural surveillance opportunities. It is considered that this limited visibility has the potential to give rise to unsafe access and egress from the apartments for prospective occupiers and visitors in addition to increased risk of anti-social behaviour, opportunistic crime, and theft. Further to this, the presence of barbed wire atop the existing single storey extension to the rear contributes to a hostile and unwelcoming environment and may also be indicative of existing security issues in the area.

Permitted development fallback position – whilst the applicant could have alternatively pursued a prior approval application under Class MA of the General Permitted Development Order (GPDO, which allows for the change of use from commercial, business and service uses to dwellinghouses, it is considered that such an application would likely be refused. This is due to the proposal's failure to meet key criteria, notably the provision of sufficient internal floor space and the achievement of adequate levels of natural light to habitable rooms. Furthermore, as the applicant has opted to submit a full planning application, the proposal has been assessed in the context of a broader range of material planning considerations, including the policies set out in Manchester City Council's Development Plan and other relevant planning guidance.

Conclusion – on balance, it is considered that the change of use of the rear of the shop into 2no. self-contained apartments together with elevational alterations to the western side elevation would provide a poor standard of living for the prospective occupiers of the apartments on the basis that the proposal would fall below national and local space standards for accommodation of this type, would provide poor levels of outlook and natural light, would create an unsafe living environment, would fail to provide an adequate private external amenity space, and would be affected by unacceptable levels of noise from adjacent commercial units and activity associated with those uses.

The proposal therefore conflicts with saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, chapter 12 of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards.

The agent of the application was informed of the above issues and notified of the LPA's intent to refuse the proposal.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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

The proposal does not improve the social and environmental conditions of the area, nor does it comply with the development plan and therefore does not comprise sustainable development. There are no conditions which could reasonably have been imposed, which would have made the development acceptable, and it is therefore not possible to approve the application.

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

1) The proposal fails to provide adequate internal living space, would provide poor levels of outlook and natural light, would create an unsafe, hostile, and unwelcoming living environment, would fail to provide an adequate private external amenity space, and would be affected by unacceptable levels of noise from adjacent commercial units and activity associated with those uses, which would give rise to a poor standard of living accommodation for its prospective

occupiers and an inadequate residential accommodation, contrary to saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, chapter 12 of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards.

2) The proposal by reason of its narrow access point and obscured yard space would have limited visibility, would lack natural surveillance opportunities, would give rise to unsafe access and egress from the apartments, and would give rise to issues of opportunistic crime, such as theft, and other criminal behaviour, to the detriment of the safety and security of the property's prospective occupiers. As such, the proposal is contrary to saved policy DC5 of the Unitary Development Plan for the City of Manchester, policies SP1 and DM1 of the Manchester Core Strategy, and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Greater Manchester Police
Highway Services
Environmental Health
Transport For Greater Manchester

First Floor, 158 Hollyhedge Road, Manchester, M22 9UE
171 Hollyhedge Road, Manchester, M22 8UE
175 Hollyhedge Road, Manchester, M22 8UE
Manchester College, Wythenshawe Campus, Brownley Road, Manchester, M22 9UH
152A Hollyhedge Road, Manchester, M22 7UF
173 - 175 Hollyhedge Road, Manchester, M22 8UE
148 Hollyhedge Road, Manchester, M22 9UE
142 Hollyhedge Road, Manchester, M22 9UE
152 - 154 Hollyhedge Road, Manchester, M22 9UE
St John Fisher And St Thomas More Primary School, Woodhouse Lane, Benchill, Manchester, M22 9NW
154A Hollyhedge Road, Manchester, M22 9UE
158 Hollyhedge Road, Manchester, M22 9UE
156 Hollyhedge Road, Manchester, M22 9UE
146 Hollyhedge Road, Manchester, M22 9UE
144 Hollyhedge Road, Manchester, M22 9UE
179 Hollyhedge Road, Manchester, M22 8UE
177 Hollyhedge Road, Manchester, M22 8UE
169 Hollyhedge Road, Manchester, M22 8UE
167 Hollyhedge Road, Manchester, M22 8UE

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Area Team Boundary - Name: SOUTH AREA