

Planning

Growth & Development

Delegated officer report for planning application

Application no. 142218/FO/2025
Date registered valid: 30 June 2025
Proposal: Erection of single storey building to form office, refuse container/shipping container with fencing to boundary.
Address: 348 Droylsden Road, Manchester, M40 1GF
Ward(s): Miles Platting & Newton Heath Ward

Applicant: Mr Michael O'Sullivan District Homes CIC
Agent (if any): Mr Justin Keleghan Plans To Build It Ltd
Case officer: Ian Jarvis
Tel: 0161 234 4079
Email: ian.jarvis@manchester.gov.uk

Recommendation: Refuse
Date of recommendation: 23 October 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit:

Standard consultations:

Printed: 11 July 2025 Expired: 1 August 2025

Neighbour notifications

Printed: 11 July 2025 Expired: 1 August 2025

Site notice

Posted: Expired:

Press advert

Published: 15 July 2025 Expired: 5 August 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Graver Lane Conservation Area 2005

Tree Preservation Order: No

This application relates to a site which partly lies within the Graver Lane Conservation Area. The site lies directly to the rear of 348 and 350 Droylsden Road and directly to the east of no. 342 Droylsden Road, with the site entrance directly to the north of a row of 5 terraced properties (2a and 2-8 Graver Lane). There is no planning history for the site, and its previous use is unclear. A street view image, from 2012, shows a number of garages on the site, although in 2023 these have been removed, and the site appears vacant.

At some point in 2025, the site was occupied by the District Homes Housing Association. This company is based outside Manchester, in Heywood, but works with Manchester City Council, to provide accommodation for homeless people. A single storey detached structure was placed on the site and the company began using it as a 'satellite' office for the company. In addition, a refuse container (skip) and a shipping container was installed on the site. No planning permission was originally sought and this application, for retrospective planning permission, was made following neighbour complaints and investigations by Compliance officers.

The structure/containers are sited at the western end of the site and there is also space for vehicles to park, from the existing access point on Graver Lane. The proposal also includes the erection of 1.8 metre high waney lap fencing, along the western boundary.

In relation to the Conservation Area boundary, this runs along the western, northern and eastern boundaries of the site, with the vehicular entrance lying in the Conservation Area, with

all properties to the north, on Droylsden Road, and south-east, on Graver Lane, lying within the Conservation Area.

The site operates during the following hours:
9am to 5pm - Monday to Friday.

The application has been advertised, on site and in the press, as development in a Conservation Area.

Consultations & Notification Responses

Local residents - 3 objections have been received, from local residents, for the following reasons:

- The development has taken place without the benefit of planning permission for over a year.
- There is an issue with associated vehicles parking on nearby streets where parking for residents is minimal, and they sometimes leave personal cars parked there over the weekend.
- There is impact on residents due to frequent comings and goings at the site.
- There is concern about the size of the structures/containers on site

Highway Services - Make the following comments:

HIGHWAY COMMENT - Highways have no highway safety or capacity concerns.

SITE ACCESSIBILITY - The site can be accessed by sustainable modes. Regular bus services are routed along nearby Droylsden Road.

PARKING AND ACCESS - The proposal is for the provision of two car parking spaces located within the site's curtilage. It should be noted that all individual parking spaces should be a minimum of 3.0m x 6.0m. Vehicles should be able to turn around within the site, allowing for the access and egress of a vehicle to be in a forward gear.

CYCLE PARKING - In line with MCC Residential Guidelines, secure and sheltered cycle parking provision for two cycles within the curtilage of the site should be made.

REFUSE AND SERVICING - The assumption by Highways is that the skip mentioned within the application is the receptacle for commercially generated refuse. A further assumption is that there will be other receptacles for any office generated waste such as food waste etc, and that this will be collected kerb side. Highways consider this to be acceptable to prevent any obstruction to passing pedestrians on the adjacent footway.

CONSTRUCTION MANAGEMENT PLAN - A concise Construction Management Plan should be provided by the applicant.

Strategic Area and Citywide Support Manager - Recommend that conditions are attached, to any permission, in relation to hours of operation, servicing and construction, acoustic controls, refuse and a contaminated land watching brief.

Homelessness Services - Have confirmed that the applicant, District Homes (DH) are a long-term partner of Homelessness Services. DH work on their behalf in the provision of temporary accommodation and tenancy support delivered to clients of MCC who are owed a homelessness duty by the Council. District Homes specifically delivers this service offer for 400 homeless Manchester families within the city.

Whilst DH's head office is out of borough in Heywood, the locality in Manchester (Newton Heath) does provide a provision for support staff and storage that supports the delivery within the borough.

Heritage and Urban Design Officer - Makes the following comments:

The site is relatively concealed by trees but may be more visible in winter months when there is less foliage and can be glimpsed from the small green space on Graver Lane. The Graver Lane Conservation Area Appraisal has identified landscaped areas making a positive contribution to the character of the Conservation Area.

The erection of structures of a temporary and industrial appearance, as well as associated paraphernalia would detract from the setting and character of the Graver Lane conservation area. Their siting of these structures within an area of greenery would be at odds with the landscape character of the conservation area.

Issues

National Planning Policy Framework (December 2024) - Sets out the Government's Planning Policies for England and how these should be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that achieving sustainable development means that the planning system has 3 overarching objectives:

An economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

A social objective - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

An environmental objective - to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy

It states that 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 visibly 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.

Section 12 'Achieving Well Designed Places' states that 'the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. 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. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants. Communities, local planning authorities and other interests throughout the process (paragraph 131).

Section 16 'Conserving and enhancing the historic environment' states that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

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 SP1 identifies the City Council's Core Development Principles and states that development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- Creating well designed places that enhance or create character
- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy EN3 relates to heritage and states that, throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those in the City Centre.

New development must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas

and buildings of acknowledged importance, including scheduled monuments, listed buildings registered parks and gardens, conservation area and archaeological remains.

Policy DM 1 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:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is unallocated in the plan.

Saved Development Control Policy DC18.1 relates to Conservation Areas and states:

The Council will give particularly careful consideration to development proposals within Conservation Areas.

a. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

- i) the relationship of new structures to neighbouring buildings and spaces;
- ii) the effect of major changes to the appearance of existing buildings;
- iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
- iv) the effect of signs and advertisements;
- v) any further guidance on specific areas which has been approved by the Council.

b. The Council will not normally grant outline planning permission for development within Conservation Areas.

c. Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance or character of the area.

d. Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.

e. Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

Saved Development Control policy DC26, of the Unitary Development Plan, relates to development and noise and states that the council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the city. In giving effect to this intention, the council will consider both:

- a. the effect of new development proposals which are likely to be generators of noise; and
- b. the implications of new development being exposed to existing noise sources, which are effectively outside planning control.

The Places for Everyone Plan is a Joint Development Plan Document - Provides a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester.

The Places for Everyone Plan is adopted and forms part of Manchester's development plan. Given the stage the Plan has reached, the Plan and its policies is now a material planning consideration in the determination of planning applications.

The Plan and its policies must therefore be given significant weight in the planning balance. The following policy is relevant:

JPS1 - Sustainable development

JP-P2: Heritage - This states that the LPA will proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct character, identity and sense of place.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance was formally adopted in April 2007. This guidance aims to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods. The guidance is grouped under seven key principles recognised by CABI as being those urban design characteristics which create successful places, that is character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability.

The guidance advises that high quality design is a vital attribute of successful neighbourhoods, the design of streets should promote neighbourliness and design should respect and be informed by location. Also, it requires that the design of new development incorporates a cohesive relationship with the street scene, aids natural surveillance through the demarcation of public and private spaces and the retention of strong building lines and appropriate elevational detailing and strong design particularly to corner plots.

Principle of use - Number 348 Droylsden Road is a retail shop, with residential above. Otherwise, the area is predominantly residential, with residential properties directly to the north, west and south-east of the site. It is considered that the use of the site, as a housing office, is not compatible with surrounding uses, being a commercial activity, in a residential area, with a level of activity and vehicular movements beyond that which might be associated with a residential use of the site. The site therefore lies outside of an area where uses of this nature are generally permitted.

The work, that the housing association carries out, is noted and it is accepted that they make a valuable contribution, in providing accommodation for homeless people, and the use would be likely to be supported in alternative/more commercial surroundings. However, regard also has to be given to the suitability of the site, for this use, including its impact upon surrounding residents and the Conservation Area, considered below.

Residential amenity - The planning history of the site is unclear although it appears to have been vacant, prior to being occupied by the Housing Association. The row of properties 2a and 2-8 Graver Lane sit in a small cul-de-sac, which otherwise just provides access to 2 domestic garages and the application site. It is considered that the development has led to a significant increase in vehicular and general activity, in this cul-de-sac, with levels that in excess of the domestic use of surrounding properties. Also, a commercial operation has been created with associated noise, and comings and goings, that causes disturbance to these residents, as evidenced by objections received, to the proposal. This appears to have been a quiet cul-de-

sac, whose nature has been altered, by the development, to the detriment of surrounding residents, and which is therefore considered to be inappropriate in this location.

Impact on Conservation Area - The structures erected/installed on site are of a temporary and industrial appearance, which are considered to be out of character with the Conservation Area, and which would detract from its overall setting and appearance. At present there are some trees along part of the site frontage, which provide some screening of the site. The Graver Lane Conservation Area Appraisal has identified landscaped areas making a positive contribution to the character of the Conservation Area and, notwithstanding that the site is partially screened by trees, it is considered that the siting of these structures within an area of greenery would be at odds with the landscape character of the conservation area. In addition, the site will be more visible in winter months when there is less foliage and views into the site will be more apparent resulting in a more damaging impact upon the character of the Conservation Area. The public benefits of the scheme are acknowledged in relation to work carried out by the Registered Provider but those benefits do not outweigh the harm in these circumstances.

Conclusion - The City Council supports the work, of this Housing association, in assisting the Council in resolving accommodation issues, for homeless people, but the location is considered to be fundamentally unsuitable for the proposed use, and associated structures, due to their impact upon residential amenity and the character of the Conservation Area, which are considered to be of such significant levels as to warrant a refusal of planning permission in this case

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

Officers have communicated their concerns about this proposal to the applicant during the course of the planning application, and given the applicant the opportunity to provide supporting information, which has nevertheless not satisfied the identified concerns. As a result, 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 site lies outside of an established commercial area and is located in a predominantly residential area, where office uses (Class E) are not prevalent. The development is therefore incompatible with the surrounding area, and results in an over intensive use of the site resulting in a consequential increase in the levels of noise and disturbance from associated activity and associated comings and goings, noise levels, waste generation and demand for on street parking. The development would therefore have an unacceptable detrimental impact upon the residential amenity of neighbouring residential occupiers and would be detrimental to the character of the area. The proposal would therefore be contrary to the provisions of policies SP1, T2 and DM1 of the Manchester Core Strategy, saved policy DC26 of the Unitary Development Plan for the City of Manchester and guidance in the National Planning Policy Framework.

2) By virtue of the scale, siting and appearance of the associated structures, the development introduces features that have a harmful visual impact upon the street scene, and which would be out of character with the adjacent Conservation Area. The development would thereby have a visually intrusive and incongruously relationship to its context, having a harmful impact upon the character of the Conservation Area and visual amenities of the area and be contrary to policies DM1, EN3 and SP1 of the Manchester Core Strategy for the City of Manchester, saved policy DC18.1 of the Unitary Development Plan for the City of Manchester, policy JP-P2 of the Places for Everyone Joint Development Plan and the guidance contained in the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
Highway Services
Environmental Health

15A Sparth Road, Manchester, M40 1QH
Garage, 15A Sparth Road, Manchester, M40 1QH
10 Brookdale Avenue, Manchester, M40 1GH
14 Brookdale Avenue, Manchester, M40 1GH
9 Sparth Road, Manchester, M40 1QH
350 Droylsden Road, Manchester, M40 1GF
340 Droylsden Road, Manchester, M40 1GF
336 Droylsden Road, Manchester, M40 1GF
334 Droylsden Road, Manchester, M40 1GF
8 Graver Lane, Manchester, M40 1QL
6 Graver Lane, Manchester, M40 1QL
4 Graver Lane, Manchester, M40 1QL
5 Sparth Road, Manchester, M40 1QH
2 Graver Lane, Manchester, M40 1QL
7 Sparth Road, Manchester, M40 1QH
3 Sparth Road, Manchester, M40 1QH
11 Sparth Road, Manchester, M40 1QH
1 Sparth Road, Manchester, M40 1QH
8 Brookdale Avenue, Manchester, M40 1GH
2A Graver Lane, Manchester, M40 1QL
12 Brookdale Avenue, Manchester, M40 1GH
342 Droylsden Road, Manchester, M40 1GF
338 Droylsden Road, Manchester, M40 1GF

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Graver Lane Conservation Area 2005
Historic Landfill Site 50m Buffer -
Area Team Boundary - Name: NORTH AREA