MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	142455/FO/2025
Date registered valid:	17 March 2025
Proposal:	Retention of automated teller machine.
Address:	126 Oldham Road, Manchester, M4 6AG
Ward(s):	Ancoats & Beswick Ward
Applicant:	NCR
Agent (if any):	Ms Natalie Gaunt, NCR Atleos
Case officer:	Jack Naven Tel: 0161 219 2095 Email: jack.naven@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	**09 May 2025**

Application Details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 11 April 2025

Standard consultations:
Printed: 31 March 2025 Expired: 23 April 2025

Neighbour notifications
Printed: 31 March 2025 Expired: 23 April 2025

Site notice
Posted: 14 April 2025 Expired: 8 May 2025

Press advert
Published: 8 April 2025 Expired: 29 April 2025

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Ancoats Conservation Area 1989

Tree Preservation Order:

The site that is the subject of this planning application, is the existing retail premises on the northern side of Oldham Road at number 126. Oldham Road a key radial route to/from Manchester City Centre and the premises in question in a part of a run of shops and commercial units at ground floor.

The area comprises of predominantly commercial/ retail uses, and there is some residential.

The Wing Yip and CDO Customer Service Point are sited across the road from the premises.

The site is located in Ancoats Conservation Area.

There are no listed buildings in the direct vicinity of the proposed site, so the works do not affect the setting of any listed buildings.

Description of Development

The proposal seeks planning permission for the retention of automated teller machine (ATM).

Related Applications

142456/AO/2025 - Retention of 1no internally illuminated panel sign and 1no internally illuminated top sign.

Approved May 2025.

Consultations & Notification Responses

Highway Services - Confirmed that a projection over license was not required and that access to the site and other sites would not be impeded by the proposed development. Also confirmed that the forecourt area within the vicinity of the ATM is sufficiently wide so that any queuing for the machine can be accommodated without inconveniencing passing pedestrians on the adjacent footway. Confirmed that the static internal illumination of the ATM is not significant enough to cause distraction issues to passing traffic.

Greater Manchester Police - Provided no response to the consultation request.

Publicity - Neighbour notification letters were sent to surrounding properties. A site notice and local press advert were also produced. At the time of writing this report, no representations have been received because of this publicity.

Policy

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

The Adopted Core Strategy for the City of Manchester (2012)

Adopted on 11th July 2012 and the Key Development Plan Document in the Local Development Framework. It states that all new developments should follow the 'Development Principles' and accord with the design guidance set out in the Supplementary Planning Documents.

C1 (Centre Hierarchy) states Manchester City Centre is the regional focus for commerce, culture, leisure and tourism development, with retail development being directed towards the Primary Shopping Area.

CC1 (Primary Economic Development Focus: City Centre and Fringe) identifies the City Centre as a strategic economic location and focus of employment growth encouraging a variety of high quality accommodation types, sizes and foot-plates to boost investment by local, national and international businesses and supports the provision of a range of economic development uses, such as retail, leisure, entertainment, cultural and tourism facilities within the City Centre to support the development of a vibrant employment location attractive to businesses, employees and visitors to the City Centre.

CC7 (Mixed Use Development) sets out that ‘active ground floor uses (shops, food and drink and leisure) will be appropriate in locations which have an established public function, or as part of a development which will create such an environment’.

CC9 (Design and Heritage) advises that design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

The Council will support high density and mixed-use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

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

EN1 (Design Principles and Strategic Character Areas) advises that development provide opportunities for good design to enhance the overall image of the City should be fully realised and both reinforce and enhances the local character. It also advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

EN3 (Heritage) advises 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 of the City Centre and that proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

DM1 (Development Management) states that all development should have regard to a number of specific issues the following of which are relevant to this application and for which more detailed guidance may be given within a supplementary planning document:

- 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 prevention.
- Design for health.
- Refuse storage and collection.
- Vehicular access and car parking.

The Unitary Development Plan (UDP) for the City of Manchester (1995)

The Unitary Development Plan was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced; however, a number of polices were saved on 11 July 2012 and remain extant.

DC18.1 (Conservation Areas) states that the Council will give particularly careful consideration to development proposals within Conservation Area. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering; the relationship of new structures to neighbouring buildings and spaces; and the effect of major changes to the appearance of existing buildings.

Places for Everyone (2024)

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

The following policies are considered relevant to this application:

JP-Strat2 (City Centre) states that the role of the City Centre as the most significant economic location in the country outside London will be strengthened considerably. The City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester, but the increasingly important residential role of the City Centre will be expanded. It will be a priority for investment in development and infrastructure. This will include addressing current network capacity issues in the City Centre which will enable the future expansion of the rapid transit public transport network across Greater Manchester. Improvements in the public realm, walking and cycling facilities, and green infrastructure will help to enhance the local character and environmental quality of the City Centre so that it can rival city centres across the globe, enabling it to compete effectively at the international level for investment, businesses, skilled workers, residents and tourists. A broad range of commercial accommodation will be delivered, helping the City Centre to capture growth across key economic sectors. The new functions within the City Centre will be delivered in a way that complement, rather than displace the area's non-residential functions and will seek to protect and enhance the city centre's historic environment and assets.

JP-P2 (Heritage) states an aim to proactively manage and work with partners to positively conserve, sustain and enhance its 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 identity and sense of place. The policy requires development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area to conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

Shopfront and Signage Design Guide (2024)

The shopfronts and signage SPD sets out the detailed guidance for shopfront alterations and the display of signage in Manchester.

The SPD states that new signage should:

- be limited to one fascia signage or internal hanging signage per elevation;
- be located below the first-floor cills, unless there is historic evidence of signage above;
- have a maximum depth of 30mm;
- not be in the form of internally illuminated lightbox signage;
- not conceal, obscure or damage any elements or detailing of a shopfront that positively contribute to its appearance, historic interest and appreciation.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer

environment through Secured by Design principles, appropriate waste management measures, and environmental sustainability.

In Chapter 2 'Design', paragraph 2.7 outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment and encourages "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing, and orientation of its buildings should achieve a unified form which blends in with and links to adjacent areas.

National Planning Policy Framework (NPPF) (2024)

Decisions should accord with the requirements of the National Planning Policy Framework (NPPF) (2024), which sets out the Government's Planning Policies for England and how these are expected to be applied.

The following sections are of relevance to this application:

Section 6 (Building a strong and competitive economy) states a commitment to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future and places significant weight on the need to support economic growth through the planning system.

Section 7 (Ensuring the vitality of town centres) promotes competitive town centre environments.

Section 8 (Promoting healthy and safe communities) outlines how planning policies and decisions should aim to achieve healthy, inclusive, and safe places and beautiful buildings.

Section 12 (Achieving well-designed places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

It specifically states that:

"Development that is not well designed should be refused, specifically where it fails to reflect local design policies and government guidance on design. Developments should help to raise the standard of design more generally in an area and fit in with the overall form and layout of their surroundings" (**paragraph 139**).

At the heart of the Framework is a presumption in favour of sustainable development in terms, "For plan-making" and "For decision-taking", (**paragraph 11**).

This is further explored in paragraph 8, which confirms that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective
b) a social objective and
c) an environmental objective.

Issues

Principle of the Development

ATMs can be considered to be appropriate to implement in units occupied by shops. Therefore, the principle of the development is accepted.

The proposal must now be judged against its impact upon visual amenity, public safety and access.

Visual Amenity

The installation of an ATM in this unit could be considered to be acceptable, if it did not have an inappropriate negative impact upon the facade and architectural language of the shopfront.

There is precedence for this, with the approval of 118502/FO/2017 at 120 Oldham Road, M4 6AG, in March 2018. This site is just a few buildings along from the site in question, however, the installation of the ATM on this site takes up a much smaller footprint, until the proposal in question.

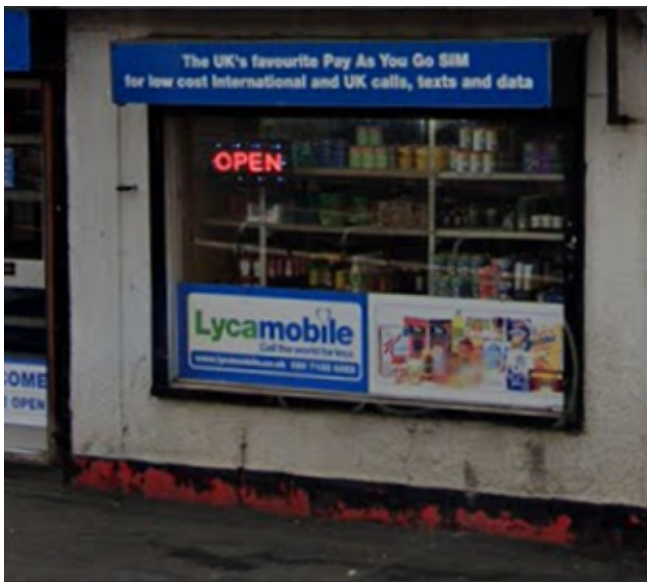
The applicant has stated that ATM is of standard design as located in many areas throughout the UK and is accepted as a necessary facility, and that there are a number of mandatory standards which apply, relating to the position of the ATM, its visibility, ambient lighting, building structure, building security features, ATM anchoring, safe strength.

Whilst the Local Planning Authority accepts that in order for an ATM to be installed, there must be some kind of solid surround put in place, in order to comply with certain mandatory requirements, the Local Planning Authority do not see any justification as to why an entire long glazed panel has been removed and been entirely replaced by an external security wall with a white laminate finish.

This is deemed to be an inappropriate and unacceptable external alteration. Any security wall installed should be as small in size as possible, so as to have as minimal impact upon the overall building and street scene as possible. The siting of the ATM should be carefully considered to be in a location on the external façade where it will have the least amount of negative impact upon the visual amenity of the building and the street scene.



Drawing in situ



Elevation prior to works carried out

Whilst the colour of the white laminate is similar to the colour of the overall building, the design and resulting appearance of this has resulted in an inappropriate change to the facade and architectural language of the shopfront that harms the visual amenity of the building itself and the surrounding streetscape.

It is considered that removing the existing glazed panel and installing an external security wall with a white laminate finish has concealed the wide-open glazing that made a positive visual contribution to the shopfront, which has led to a negative contribution to the overall appearance and appreciation of this building, located within a conservation area.

CC9 (Design and Heritage) advises development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. This site is located with Ancoats Conservation Area and it is not considered that the development conserves, sustains or enhances its historic environment.

SP1 (Spatial Principles) states that developments in all parts of the city should create well designed places which enhance or create character and protect and enhance the built environment. The external alterations are not considered to have create and well-designed places which enhance or create character and protect and enhance the built environment.

EN1 (Design Principles and Strategic Character Areas) advises that development provide opportunities for good design to enhance the overall image of the City should be fully realised and both reinforce and enhances the local character. It also advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern. It is not considered that the development has achieved this, particularly when considered within the setting of Ancoats Conservation Area.

EN3 (Heritage) advises 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 of the City Centre and that proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset. It is not considered that the development has achieved this when considered within the setting of Ancoats Conservation Area.

DM1 (Development Management) states that development should consider the impact on the surrounding areas in terms of the design, scale, and appearance of the proposed development and regard to the character of the surrounding area. It is not considered that the development achieves this.

DC18.1 (Conservation Areas) states that the Council will give particularly careful consideration to development proposals within Conservation Area. This site is located within Ancoats Conservation Area.

JP-P2 (Heritage) states an aim to proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. This site is located with Ancoats Conservation Area and it is not considered that the proposal conserves, sustains or enhances its historic environment.

The formally adopted Shopfront and Signage Design Guide (2024) states that any shopfront alterations should "not conceal, obscure or damage any elements or detailing of a shopfront that positively contribute to its appearance, historic interest and appreciation." The development now obscures what was previously an open glazing panel and this is not considered to positively contribute to its appearance.

Public Safety

Greater Manchester Police were formally consulted and did not provide a consultation response to object to the retention of the ATM.

Access

Access to the site and other properties will not be affected.

The forecourt area within the vicinity of the ATM is sufficiently wide so that any queuing for the machine can be accommodated without inconveniencing passing pedestrians on the adjacent footway.

The ATM is set at a height that makes it accessible for all users and has space to the front for a wheelchair. Key 5 has raised markings for blind persons to identify the centre key.

Conclusion

The alterations to the shop front, specifically the removal of an existing glazed panel and the replacement of this with an external security wall with a white laminate finish, by virtue of its design and resulting appearance, has resulted in an inappropriate change to the facade and architectural language of the shopfront.

The alterations are detrimental to the visual amenity of the facade and have resulted in undue harm when considered within the setting of the Ancoats Conservation Area.

The development is therefore contrary to the policies listed above and is herby refused.

<u>Other Legislative Requirements</u>

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 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

Officers have worked with the applicant/agent in a positive and proactive manner in relation to dealing with the application.

Reasons for recommendation to refuse

1) The alterations to the shop front, specifically the removal of an existing glazed panel and the replacement of this with an external security wall with a white laminate finish, by virtue of its design and resulting appearance, has resulted in an inappropriate change to the facade and architectural language of the shopfront. The alterations are detrimental to the visual amenity of the facade and has not conserved, sustained or enhanced its historic environment, when considered within the setting of Ancoats Conservation Area. The development is therefore contrary to the provisions of policies SP1, CC9, EN1, EN3 and DM1 of the Manchester Core Strategy (2012), saved policy DC18 of the Unitary Development Plan for the City of Manchester (1995), policy JP-P2 (Heritage) of Places for Everyone (2024) and sections 12 and 16 of the NPPF.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Greater Manchester Police

130A Oldham Road, Manchester, M4 6BG
9 Portugal Street, Manchester, M4 6EP
130 Oldham Road, Manchester, M4 6BG
First Floor, 126 - 128 Oldham Road, Manchester, M4 6AG
Ground Floor, 116 Oldham Road, Manchester, M4 6AG
132 Oldham Road, Manchester, M4 6BG
116 Oldham Road, Manchester, M4 6AG
Top Flat, 134 Oldham Road, Manchester, M4 6BG
126 - 128 Oldham Road, Manchester, M4 6AG
118 Oldham Road, Manchester, M4 6AG
Top Flat, 120 Oldham Road, Manchester, M4 6AG
128 Oldham Road, Manchester, M4 6BG
134 Oldham Road, Manchester, M4 6BG
120 Oldham Road, Manchester, M4 6AG

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(c) To C3
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 - Ancoats Conservation Area 1989
Area Team Boundary - Name: CENTRAL