

Planning

Growth & Development

Delegated officer report for planning application

Application no. 139308/FO/2024

Date registered valid: 29 February 2024

Proposal: Erection of two storey side and rear extension to existing offices, elevational alterations and installation of rear dormer.

Address: 1004 Stockport Road, Manchester, M19 3WN

Ward(s): Levenshulme Ward

Applicant: Rightcover Insurance Broker

Agent (if any): Mr Stephen Nicholls, Richmond Consultants

Case officer: Carl Glennon
Tel: 0161 234 4530
Email: carl.glennon@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 18 April 2024

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 22 March 2024

Standard consultations:

Printed: 10 April 2024 Expired: 17 April 2024

Neighbour notifications

Printed: 10 April 2024 Expired: 17 April 2024

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: No

Tree Preservation Order: No

Description of area

The application site is located at the north- east junction of the Stockport Road and North Western Street and is situated within Levenshulme District Centre. The application property is the end of a two storey parade of six units comprising ground floor retail and commercial uses with mix of residential and non-residential use above. A large restaurant is located of the opposite junction of Stockport Road and North Western Street and a single storey café is located to the rear of the application site with a frontage to North Western Street. Double yellow lines are positioned at the junction of Stockport Road and North Western Street. Lay-by parking is located in the adjacent section of Stockport Road.

The application property comprises two storeys with roof space accommodation. It has a slate pitched roof terminating in a gable elevation. The elevations are predominantly of light grey rendered, punctuated by windows with stone headers and sills. Quion brickwork is incorporated into the intersection of the front and side elevations. Stone moulding detailing is also incorporated into to the elevations above first floor windows. The ground floor included and semi-hexagonal ground floor bay with red brick elevations. The principal entrance is related to Stockport Road and a secondary access from North Western Street. The side elevation is set back from the back of pavement to North Western Street and has formerly been demarcated by

a low wall. The area is currently enclosed by a hoarding. The application property is currently vacant and has been formerly and entirely used as a funeral directors' office.



Fig.1 – Views of the applications it from Stockport Road and Western Street

Description of development

The proposed development would comprise:

- i. The formation of a side and partial rear extension to the ground, first and roof space. It would have a width of 1.8 metres (projecting to the full extent of the site to North Western Street). It would have a depth of 9.25 metres and would follow the pitch of the existing roof plane (thereby forming a recess within the rear elevation. The existing rear roof plane would also incorporate a [flat roof] extension.
- ii. New window frames to the front and side elevation would be designed to reflect existing features. The elevational details would include stone headers and sills and quoin brickwork at the intersection of the front, side and rear elevations.
- iii. The principal entrance to Stockport Road would be retained along with the existing bay feature. The position of the secondary entrance to North Western Street would be replicated in the side elevation.



Fig.2 – Proposed elevations

iv. New windows with extensive glazing would be introduced to the southern elevation at ground, first and roof space levels.

v. A flat roof extension to the existing rear roof plan. The roof extension would be offset from the eaves and below the ridge line.

vi. The internal layout would comprise:

Ground floor – Reception, two offices and a WC.

First floor – Archive room, meeting room and staff facilities;

Extended roof space – One office.

vii. The development would facilitate the expansion of the existing Class E use (specifically Class E(c) (i) Financial services).

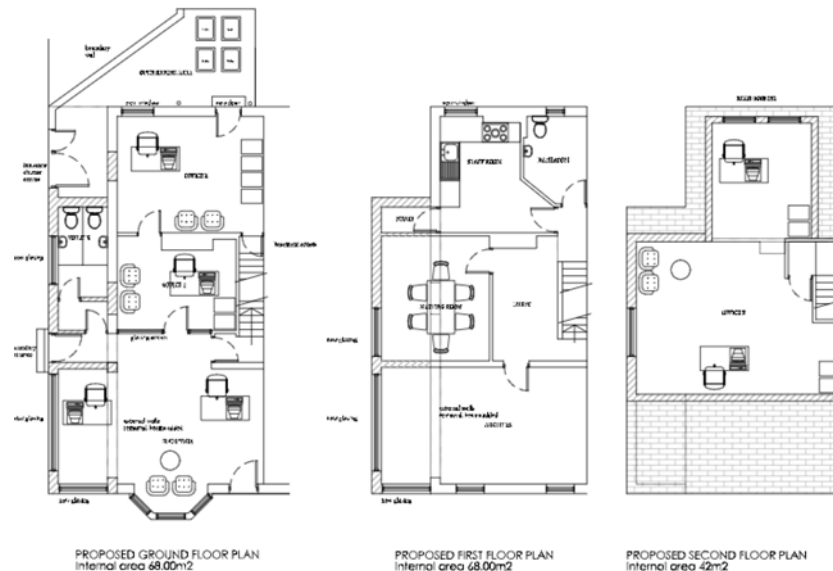


Fig.3 – Proposed layout

Site history

i. F/AD02347: Approved - 04.12.1979

Illuminated double sided box sign, projecting over highway on front elevation of unoccupied building.

ii. 125013/FO/2019: Withdrawn - 06.03.2020

Proposed change of use from funeral business (Class A2) to a cafe (Class A3) with elevational changes to shop front, creation of disabled access ramp to front, new external staircase to rear to access first floor flat and installation of extraction flue to rear elevation

Consultations & Notification Responses

Local residents – No comments received.

Environmental Health – Recommend conditions relating to:

i. Provision of a construction management plan;

ii. Delivery and servicing hours being limited to: Monday to Saturday - 7.30 and to 8.00 pm, Sunday and Bank Holidays – No collections.

Issues

National Planning Policy Framework (NPPF) – This Framework came into effect on 27th March 2012 and was amended and updated in February 2019 and subsequently in September 2023. It represents key up to date national policy and is an important material consideration in determining the current application. A number of key aspects of the NPPF that impact on the considerations that need to be given to the current application are identified below. The document states that the 'purpose of the planning system is to contribute to the achievement of sustainable development. The document clarifies that the 'objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs' (paragraph 7). The purpose of the planning system is to achieve sustainable development. Paragraph 8 of the NPPF states that to achieve this, the following three overarching objectives need to be pursued mutually:

- i. The economic role should contribute to sustainable development by building a strong, responsive and competitive economy and ensuring the sufficient amount of and right type of development to support growth.
- ii. The social role is required to support communities by creating a high quality built environment with accessible local services to reflect the needs of the community.
- iii. The environmental role should protect and enhance the natural, built and historic environment.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. The following aspects of the Framework are relevant.

- i. Chapter 7 Ensuring the vitality of town centres – States that planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. The development would facilitate the continuation of a Class E office use, which would be appropriate within Levenshulme District Centre. However, it is considered that the intensity of the expanded use would be harmful given the constraints of the site. The development would thereby be harmful to the amenities of the area and contrary to chapter 7.
- ii. Chapter 8: Promoting healthy and safe communities - States that planning decisions should aim to:
 - Promote social interaction;
 - Achieve healthy, inclusive, accessible and safe places;
 - Enable and support healthy lifestyles, especially where this would address identified local health and well-being needs, including the provision of local shops, access to healthier food and layouts that encourage walking and cycling.

As outline above and detailed below, it is considered that the harm potentially caused by the development would outweigh apparent benefits. On this basis, chapter 8 would not be accorded with.

- iii. Chapter 9: Promoting sustainable transport - States that in assessing specific applications for development, it should be ensured that:
 - Appropriate opportunities to promote sustainable transport modes in relation to the proposed type of development and its location;
 - Safe and suitable access to the site can be achieved for all users; and
 - Any significant impacts from the development on the transport network (or on highway safety, can be effectively mitigated to an acceptable degree.

Notwithstanding the above, chapter 9 also states that 'development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe'.

The development would not be supported with on-site car parking. It would therefore be reliant upon available car parking within Levenshulme District Centre. A travel plan could be attached to a suitable development to reduce reliance upon private car usage. The development would benefit from access to extensive public transport links. Aspects of chapter 9 could be potentially accorded with. However, the development would not include cycle storage, which would adversely affect the delivery of travel plan objectives.

Planning Practice Guidance (PPG) - On 6 March 2014, the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource. The PPG seeks to both simplify and clarify planning guidance easier and simpler. It is intended to be read in conjunction with the National Planning Policy Framework (NPPF) and is relevant to key planning issues of significance to applicants and local authorities. In the following assessment of the proposed development has been given to the following aspects of the PPG:

- i. Consultation and pre-decision matters;
- ii. Health and well-being;
- iii. Noise.

Necessary local consultation has been undertaken. It is not considered that the development accord with the above guidance as it has not been demonstrated that associated harm could be effectively mitigated.

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. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan. To date, five consultations have taken place in relation on the Plan. The Examination of Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation. The City Council's Executive agreed the Main Modification on 4 October 2023 and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023. Any representations will be forwarded to the Examination team managing the Plan. The Inspectors will consider all representations on the proposed Modifications before finalising the examination report. Given the stage the Plan has reached, and level of public consultation and scrutiny it has received, 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 policies are relevant to the consideration of the development:

JPS1 - Sustainable development – In this case, the development would utilise an existing building and its retained Class E use. Identified harm, including adverse social impacts, is related the intensified operation of Class E use and the disproportionate scale of new built form.

Manchester's Local Development Framework: Core Strategy - The Core Strategy Development Plan Document 2012 -2027 ('the Core Strategy') was adopted by the 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.' The following policies are relevant to the proposed development:

Policy SP 1 Spatial Principles - Specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development:

- a. Makes a positive contribution to neighbourhoods of choice including the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and well-being of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and to protect and enhance the built and natural environment;

- b. Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- c. Improve access to jobs and services, education, whilst reducing the need to travel and maximising benefits of sustainable transport provision.

The development would be related to a use that would be appropriate in Levenshulme District Centre. However, the harm to amenity attributable to the development would be harmful to well-being and character of the area and thereby contrary to policy SP1.

Policy C 1 Centre Hierarchy - States that district centres, such as Levenshulme, have an essential role in providing key services to the City's neighbourhoods including shopping, commercial, leisure, public and community functions, ensuring that residents can access such services easily.

Policy C2 District centres - States that development will support thriving district centres, with distinct local character, providing a good range of accessible key services, including commercial offices.

It is considered that the reinstate of the property to Class E use following suitable refurbishment of the application property would secure an appropriate contribution to Levenshulme District Centre as required by policies C1 and C2. However, for the reasons outlined within this report it is considered that the disproportionate magnitude of the development and intensity of occupation would be harmful to the locality and thereby contrary to policies C1 and C2.

Policy EC1 Employment and Economic Growth in Manchester - The relevant sections of policy EC 1 include the contribution of the development to:

- o Improving access to jobs for all via public transport, walking and cycling;
- o Demonstrating that employment-generating development has fully considered opportunities to provide jobs for local people, through construction or use;
- o Ensuring the continued social, economic and environmental regeneration of the City;

The applicant has not indicated that the development would deliver additional employment opportunities, but it is related to the operation of an existing business with an on-going economic contribution.

Policy EN19 Waste - Requires consideration of the submitted details relating to determine if the applicant has satisfactorily demonstrated how:

- i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
- ii. The sustainable waste management needs of the end user will be met.

The development has the capability of securing appropriate bin storage and waste management and would be satisfactorily related to policy EN19.

Policy T1 Sustainable Transport - Relates to the delivery of sustainable, high quality, integrated transport system, which encourages a modal shift away from car travel to public transport, cycling and walking and prepare for carbon free modes of transport.

Policy T2 (Accessible areas of opportunity and need) - Discusses the relationship of development to transportation routes and the utilisation of sustainable transport modes. It states, amongst other things, that the Council will take account of the circumstances of each proposal to establish what level of parking is appropriate and whether proposals are likely to be access or transport issues.

The application site is located on a radial within access to the public transport links (bus and rail) and cycle routes. The site is accessible by foot and the development but would not be supported with staff cycle storage. On balance, it is considered that the traffic and highway impacts associated with the proposed development would be capable of being accommodated within the local highway networks and policies T1 and T2 would be responded to satisfactorily.

Policy DM1 (Development Management) - States that all development should have regard to the following specific issues, which are relevant to the consideration of this application:

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Impact on the surrounding area;
- Effects on amenity;
- The accessibility of the building and neighbourhood, in relation to inclusive access and sustainable transport modes.
- Community safety and crime prevention;
- Design for health;
- Refuse storage and collection.

The development would fail to secure appropriate siting, form, massing and application of materials. The intensity of occupation would be harmful to the amenities of the area. The development would thereby fail to accord with policy DM1.

Unitary Development Plan (UDP) saved policies -The following saved policies are also considered to be relevant:

Policy E3.3 (Upgrade the appearance of radial and orbital routes) – This policy (E3.3) is relevant given the views of the site from Stockport Road, which is a major radial route to the City Centre. It requires that new development contributes to the improvement of the appearance of such routes. It is considered that the interventions the Stockport Road and North Western Street elevations would undermine the appearance and character of the building and its relationship to the streetscene. It is not considered that the development would achieve a standard of design that would contribute positively to Stockport Road as a radial route and policy E3.3 would not be accorded with.

Policy DC26 (Development and Noise) - Is relevant to the proposed development due to its potential to generate noise and disturbance through the operation of the proposed use and any external associated equipment. Notwithstanding the comments of Environmental Health and acknowledging the established use of the property, it is considered that the increased activity associated with development has the potential to increase noise and disturbance. This would be potentially significant, as if the upper floor of 1002 Stockport Road appears to be in residential use.

Positive and proactive engagement with the applicant - An amendment to the DMO, which came into effect on 1st December 2012, requires every decision notice relating to planning permission and reserved matters application to include an explanation as to how the local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems which arise during the determination of the planning application. In this case, discussions were undertaken with the applicant's agent and advice issued regarding concerns of the local planning authority regarding the proposed development. In response, revised drawings were submitted that reduced the scale and massing of proposed extensions. However, it was not considered that these revisions sufficiently mitigated against the harm that would be caused by the magnitude of new built form and the increase intensity of occupation associated with the development. The applicant's agent was advised that

the application could not be supported in its amended form. It was agreed that the revised submission would be re-consulted upon and related to the assessment of the proposed development. No further negotiation was undertaken.

Principle of the development - The development would be related to the lawful and historically established use of the property. The continue of this use would thereby be appropriate and potentially beneficial to the commercial offer within Levenshulme District Centre. However, the development would facilitate a significant expansion of the existing use, which may result in highly intensive activity within a tightly constrained site. This would be significant as the layout of the internal space appears to be capable of occupation by a number of businesses. The magnitude of the development has been reduced during the consideration of the application. However, the development, in its revised form, would still lead to the formation of a disproportionately large extension that would adversely affect the relationship of the property to the streetscene and the symmetry of units comprising the parade. The principle of the development is not considered to be acceptable.

Scale and massing – The height of the proposed extensions (including the height of the roof extension) would be appropriately related to the existing roof space. However, the development would expand the width of the application property and would thereby undermine its relationship to the wider parade, which is defined by units with uniformly width frontages. Within this context, the enlarged application property would have a disproportionate and unduly prominent appearance. The undue prominence of the southern elevation would be emphasised by the introduction of large windows with extension glazing at ground, first and roof space levels. Within a tightly constrained site, it is considered that the scale and massing of the development would be excessive and unacceptable.

Siting – The proposed side extension would align with the principal elevation of the exiting building (excluding the ground floor bay). The configuration the principal elevation to the neighbouring single storey restaurant does not present a formal building line to North Western Street. Notwithstanding the above, the extension of the side of the property over two storey would increase its prominence and the resulting harmful impact would be exacerbated by the configuration of windows with the side elevations. As the two storey side extension would not be satisfactorily related to the constraints of the application site, the proposal would result in a cramped and excessive development, which would have a harmful and overbearing impact on the streetscene. The proposed rear roof extension is considered to be proportionate and appropriately related to the existing ridge line and eaves height.

Design and impact on the street scene – Notwithstanding the application of render and advertising within the existing parade, its distinctive architectural details can be discerned. It is acknowledged that the applicant has sought to retain some existing architectural details and incorporate new stone and sill detailing, quoin brickwork and the retention of the ground floor bay. However, the detailing of stone moulding with the elevations would not be effectively replicated thereby resulting in the loss of significant architectural feature that positively contribute to the quality of the existing built form. The submission indicates that the side extension and yard wall would be constructed in red facing brick with existing front and side elevation retaining a render finish. The development would thereby fail to be related to a cohesive elevational treatment. It is noted that gable elevation in the locality predominantly comprise of blank brickwork or punctuation with small windows openings. By contrast, the proposed development would introduce the pairing of windows to form much larger openings that would be harmful to the relationship of the building to the streetscene and character of the wider. On balance it is considered that the development would undermine the character of the existing property and its relation to its context, including the wider streetscene within Levenshulme District Centre.

Residential and visual amenity – As stated, it appears that the upper floor of the adjoining No 1002 has the potential to support residential use. An expansion of the office use and related activity may increase activity, noise and disturbance, which would be harmful to the residential amenity of future occupants.

Crime and security – The related issues could be addressed through detailed design relating to a more appropriate development proposal.

Highway and servicing issues – It is considered that highway impacts would be capable of being accommodated within the local highways network and facilities within the district centre.

Construction management – Given the scale of the development, it is considered that a construction management plan would be an onerous requirement. Given the relationship of the site to the highway the consent of the Council as local highways authority would be required regarding the siting of hoarding and scaffolding.

Cycle parking – The retained service yard has the potential capacity to accommodate secured cycle storage subject to the satisfactory reconfiguration of bin storage. However, such provision has not been made.

Waste Management - The site incorporates an enclosed yard area and area for bin storage has been identified with collection via North Western Street. It has been demonstrated the development would be capable of accommodating bins with satisfactory capacity for the storage of waste and recyclable material.

Opening hours – The following opening hours have been proposed and would be appropriate in a district centre location:

Monday to Saturday Friday: 9.00 am to 5.30 pm
Sunday and Bank Holidays - Closed.

Servicing hours – The management of servicing hours through an appropriate could be achieved in respect of a more appropriate development proposal.

Accessibility - Access to the building has been informed by the existing configuration of the host building. The main Stockport Road and 'reinstated secondary entrance in the side elevation would continue to incorporate a stepped threshold. The absence of a front forecourt and proposed relationship of the side extension to North West Street would prevent the formation of an inclusive access. The existing circumstances regarding access would therefore be maintained.

Conclusion – The composition and design of the proposed two storey side extension would be inappropriately related to the existing house and its context. The resulting intensity of occupation would be harmful to the amenities of the area. The proposed development is therefore considered to be unacceptable.

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 worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers undertook discussions with the applicant's agent and advice issued regarding concerns of the local planning authority regarding the proposed development. In response, revised drawings were submitted that reduced the scale and massing of proposed extensions. However, it was not considered that these revisions sufficiently mitigated against the harm that would be caused by the magnitude of new built form and the increase intensity of occupation associated with the development. The applicant's agent was advised that the application could not be supported in its amended form. It was agreed that the revised submission would be re-consulted upon and related to the assessment of the proposed development. No further negotiation was undertaken.

Reasons for recommendation to refuse

1. The development, by virtue of its component proportions, siting, scale and massing would result in the formation of incongruous, overly dominant and excessively bulky two storey side extension that would detract from the appearance of the existing building and the character of the adjoining parade of properties and the wider streetscene within Levenshulme District Centre. Furthermore, the magnitude of the development would not be appropriately related to the constraints of the application site and would thereby result in its cramped overdevelopment and have harmful and overbearing impact on the streetscene. The proposed development would thereby adversely affect the amenities of the area and be contrary to policies DM1, EN1 and SP1 of Core Strategy for the City of Manchester and the guidance contained within the National Planning Policy Framework.

2. The design of the proposed two storey side extension would not be satisfactorily related to the character, composition and appearance of the existing building, including the application of contrasting materials. The development would also fail to maintain existing architectural features or secure appropriately relate new windows to the fenestration of the existing

elevations The development would thereby be harmful to the character of the existing building and its relationship to the streetscene and thereby be contrary to policies SP1, EN1 and DM1 of the Core Strategy for the City of Manchester and the guidance contained within the National Planning Policy Framework.

3. The development would lead to the excessive expansion of an existing office use (Class E) within a tightly constrained site. The resulting overly intensive occupation of the enlarged property would lead to excessive activity and disturbance and thereby be contrary to policies SP1, EN1 and DM1 of the Core Strategy for the City of Manchester and the guidance contained within the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Environmental Health

1002A Stockport Road, Manchester, M19 3WN
939A Stockport Road, Manchester, M19 3NP
Top Flat, 933 Stockport Road, Manchester, M19 3NP
Top Flat, 929 Stockport Road, Manchester, M19 3NP
Flat Above, 994 Stockport Road, Manchester, M19 3WN
Tesco, Stockport Road, Manchester, M19 3NN
1000A Stockport Road, Manchester, M19 3WN
996 Stockport Road, Manchester, M19 3WN
Top Flat, 935 Stockport Road, Manchester, M19 3NP
941A Stockport Road, Manchester, M19 3NP
941 Stockport Road, Manchester, M19 3NP
1008 Stockport Road, Manchester, M19 3WN
1002 Stockport Road, Manchester, M19 3WN
Mecca Bingo, 1008 Stockport Road, Manchester, M19 3WN
943 Stockport Road, Manchester, M19 3NP
Top Flat, 937 Stockport Road, Manchester, M19 3NP
Fire And Ice, 2 North Western Street, Levenshulme, Manchester, M19 3NY
935 - 937 Stockport Road, Manchester, M19 3NP
933 Stockport Road, Manchester, M19 3NP
931 Stockport Road, Manchester, M19 3NP
929 Stockport Road, Manchester, M19 3NP
939 Stockport Road, Manchester, M19 3NP
1006 Stockport Road, Manchester, M19 3WN
1000 Stockport Road, Manchester, M19 3WN
998 Stockport Road, Manchester, M19 3WN
994 Stockport Road, Manchester, M19 3WN

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Area Team Boundary - Name: NORTH AREA