

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137126/FO/2023
Date registered valid: 31 May 2023
Proposal: Erection of a first floor extension
Address: Manchester South Seventh Day Adventist Church, 13 Wilbraham Road, Manchester, M14 6JS
Ward(s): Fallowfield Ward

Applicant: Mr Wayne Picart, Manchester South Seventh Day Adventist Church
Agent (if any): Mr Nick Goodchild, Goodchild Design Partnership (GDP)
Case officer: Janet Lawless
Tel: 0161 234 4535
Email: janet.lawless@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 26 July 2023

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 10th July

Standard consultations:

Printed: 7 June 2023 Expired: 28 June 2023

Neighbour notifications

Printed: 7 June 2023 Expired: 28 June 2023

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

This application relates to Seventh Day Adventist Church, located on Wilbraham Road in the Fallowfield area of Manchester. The Church was rebuilt in 2004 and re-cladding of the building was undertaken in 2009. The majority of the external site area is covered by a macadam surface for off road parking which runs along the side and rear of the building.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The application site is situated on a busy road, at the Fallowfield end of Wilbraham Road, with a mix of businesses and residential properties. The Church of The Holy Innocents is directly across the road to the north- east and the South Manchester Hebrew Congregational Synagogue to the west of the site, both are Grade II buildings.

Description of development

The proposal is for the erection of a first- floor extension to the north western side of the building, that runs just under half the length of the overall building, sitting atop of the existing ground floor. There is also a small ground floor extension proposed to provide for the location of the stairs to lead up to the first floor. The space created will be an additional hall space for use by the existing congregation. It would be in materials to match those of the existing church, with the cladding being used on all 4 elevations. The roof is currently a mix of hips and valleys, and this would be changed to give a dual pitched roof which mirrors the existing section of the building on the north- eastern end of the building. This would now take the height to the north- western side of the building which is the reverse of the current situation.

The first- floor extension would provide additional floorspace without increasing the footprint of the building on the ground.

Consultations & Notification Responses

Local Residents- were informed 3 representations have been received. The issues raised are summarised below, however, they are predominantly relating to concerns over parking, and inconsiderate parking, which given the traffic orders within the vicinity would be covered mainly through other legislation.

There are issues when there are large functions with cars overspilling onto the surrounding residential roads, and parking on Wilbraham Road can be a hazard if cars are on the corner. This is unsafe and probably illegal.

There are concerns that whilst the extension is being constructed the car park may not be in use, and this would cause problems for local residents, similarly if the extension is to be used for social reasons. If so, it is hoped that the congregation would park more considerably than they do currently at times.

South East Fallowfield Residents Association - No objections to the proposed development in principle, however had some concerns that if the space was to be used for the purpose of attracting additional members that there may be some issue with regards to the parking provision.

Highways- No objections to the principle of the proposed extension, however wanted clarification as to whether the additional floorspace was for the existing congregation, or if it was to encourage additional members to the church. The applicant has confirmed that it is to provide a more flexible space for the existing congregation. This information was forwarded to Highways officers, and no further comments have been received.

Electricity North- West- Have stated that the proposal has the potential to interfere with the apparatus of Electricity North West. The applicants should contact ENW as soon as possible to fully discuss the proposal and the implications. An informative will be attached to any consent granted outlining the measures required.

Policies

National Planning Policy Framework (July 2021) - 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. paragraph 126).

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 T2 - States that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses).

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy EN1 relates to design principles and strategic character areas and states that all development in Manchester will be expected to follow the seven principles of urban design listed below:

- Character: a place with its own identity
- Continuity and enclosure: a place where public and private places are clearly distinguished
- Quality of the public realm: a place with attractive, and successful outdoor areas
- Ease of movement: a place that is easy to get to and move through
- Legibility: a place that has a clear image and is easy to understand
- Adaptability: a place that can change easily
- Diversity: a place with variety and choice

Policy EN19 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.

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 policy DC26.1 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.

Guide to Development in Manchester Supplementary Planning Guidance - Recognises the importance of an area's character in setting the context for new development; New development should add to and enhance the area's distinct sense of place; Each new development should be designed having full regard to its context and the character of the area; Seeks to ensure high quality development through good and inclusive design; Buildings should front onto streets; Site boundaries and treatment should contribute to the street scene; There should be a clear definition between public and private space; The impact of car parking areas should be minimised; New developments will be expected to meet designing out crime principles; The impact of development on the global environment should be reduced.

The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings.

Principle of works - the site has an established religious use with the same ground floor footprint on the site already. Unlike some of the neighbouring ecclesiastical buildings it does provide off street parking and is set within its own gated plot. The principle of extending the existing buildings to serve the existing congregation is therefore considered to be acceptable.

Appearance - It is considered that the additional upper floor proposed, gives this section of the building a design which now mirrors the overall appearance of the main building on site. The section that is to house the first floor was the lower side of the building, however with the addition of this first floor extension the height has now been transferred to this side of the site. Both sides now have a dual pitched roof, with the hips and valleys that were originally on this side of the building having been simplified to give the head space within the proposed hall. The cladding provides the interest, and the porch to the frontage still provides the irregular shape in the canopy. In relation to the single storey modest extension to the rear to provide the staircase, the works are considered to be quite minimal and well related to the adjoining buildings. Overall it is not considered that the proposed works would have a harmful visual impact upon the locality.

Car parking - Car parking provision is not affected. The small ground floor extension that is proposed to provide access to the new first floor does not require the loss of any of the spaces, with the full 25 spaces being retained. It may merit that some of the spaces cannot be used during the construction period, however they would all be in use post development. As the additional hall is for the use by the existing congregation, Highways officers had no objections to the proposal. The applicant maintains that the works are needed to provide additional facilities on site for the existing congregation and it is not intended that they would lead to additional visitors being attracted to the site. Nevertheless, the proposal has been assessed with regards to the potential intensification of activity at the site and Highway Services have sought clarification on the operation of the church from the applicants.

In an email from the agent, confirmation was received confirming that the new hall would only be to provide improved facilities for the existing congregation.

Impact upon the Listed Buildings- The proposal site itself does not house a listed building, however there are two within close proximity to the site. These are: The Church of The Holy Innocents is directly across the road to the north- east and the South Manchester Hebrew Congregational Synagogue to the west of the site, both are Grade II buildings. There is however sufficient public open space between the site and the listed buildings and given that the extension is in the same style as the existing building it is relatively modest in height and footprint and there is nothing incongruous about the extension that would materially impact upon the setting of the listed buildings.

Residential amenity - The site currently operates as a church and there are no restrictions in terms of the hours that the premises may operate. Whilst there is additional space proposed the use and the end users will be no different to what currently takes place on the site. It is not therefore considered that these works would lead to any significant changes, in how the site operates or significantly increase any potential disturbance to residents.

Privacy - The proposal involves new windows being introduced into the development, whilst these are at the first floor, they are to the front elevation only. There are residential properties on the opposite side of Wilbraham Road, but these are a good distance away across public open space, and it is not therefore considered that these new windows would lead to any loss of privacy for neighbouring occupiers.

Boundary treatment - No changes are proposed, as part of this application.

Waste - No changes are proposed to the existing waste management arrangements.

Conclusion - The proposal would lead to an increased level of accommodation at the site, although the applicant maintains that this is not to facilitate an increase in attendance / activity at the site. The car parking and servicing arrangements are to be maintained as currently exists and as such it is not considered that the proposed extension would have any detrimental impacts upon the current levels of either visual or residential amenity nor upon the character of the listed buildings, the property itself or the area within which it is located.

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: Approve

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. In particular additional information was requested in relation to potential increases in congregation numbers and how this may impact upon any parking difficulties. The email from the agent dated 10th July 2023 confirmed the development is not to facilitate an increase in congregation numbers, and as such the application has been determined in a timely manner and in accordance with both local and national policies.

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

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

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

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

N1343(P) 0.01-Location Plan

N1343(P) 0.02- Proposed Site Plan

N1343(P) 2.01- Proposed Ground Floor Plans

N1343(P) 2.02- Proposed First Floor Plans

N1343(P) 2.03- Proposed Elevations

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

3) The materials to be used in the construction of the external surfaces of the extension hereby approved shall match the existing property, in terms of colour, type, and method of coursing, pointing. and patching in.

Reason - In the interests of the character and appearance of the property and surrounding area, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

4) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) no windows or doors shall be inserted into the elevations of the extensions hereby approved other than those shown on the approved plans.

Reason - In the interests of residential amenity pursuant to saved policies DC1 of the Unitary Development Plan for the City of Manchester and Policy DM1 and SP1 of Manchester's Local Development Framework: The Manchester Core Strategy policy SP1 and DM1 Core Strategy for the City of Manchester.

5) If at a future time, these car parking facilities no longer meet the needs of the development, or a written request is made by the City Council, to review the car parking arrangements, within one month of such an occurrence, revised arrangements, including any required highways mitigation measures, shall be submitted to and approved in writing by the City Council as Local Planning Authority, and be made available within a timescale to be agreed with the City Council, as Local Planning Authority, and shall thereafter be retained.

Reason

To ensure the effective management of car parking at the site and in order to reduce levels of on-street parking in the vicinity of the site, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

Informatives

1) The development is shown to be adjacent to or affect Electricity North West's operational land or electricity distribution assets. Where the development is adjacent to operational land the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant should verify such details by contacting Electricity North- West, Land Rights & Consents, Frederick Road, Salford, Manchester M6 6QH.

The applicant should be advised that great care should be taken at all times to protect both the electrical apparatus and any personnel working in its vicinity. The applicant should also be referred to two relevant documents produced by the Health and Safety Executive, which are available from The Stationery Office Publications Centre and The Stationery Office Book shops, and advised to follow the guidance given.

The documents are as follows:-

HS(G)47 - Avoiding danger from underground services.

GS6 - Avoidance of danger from overhead electric lines.

The applicant should also adhere to the minimum safety clearances contained within the Energy Network Associations Guidance, a copy of which is also attached to this email.

Furthermore, should there be a requirement to divert the apparatus because of the proposed works, the applicant should be advised that the cost of such a diversion would usually be borne by the applicant. The applicant should be aware of our requirements for access to inspect, maintain, adjust, repair, or alter any of our distribution equipment. This includes carrying out works incidental to any of these purposes and this could require works at any time of day or night. Our Electricity Services Desk (Tel No. 0800 195 4141) will advise on any issues regarding diversions or modifications.

Electricity North- West offers a fully supported mapping service, at a modest cost, for our electricity assets. This is a service which is constantly updated by our Data Management Team who can be contacted by telephone on 0800 195 4141 or access the website Know before you dig (enwl.co.uk)

It is recommended that the applicant gives early consideration in project design as it is better value than traditional methods of data gathering. It is, however, the applicant's responsibility to demonstrate the exact relationship on site between any assets and rights that may cross the site and any proposed development.

Appendix 1 – List of consultees & neighbours notified

Highway Services

Electricity Northwest

South East Fallowfield Residents Association

9 Wilbraham Road, Manchester, M14 6JS

Flat 13, 4 Wilbraham Road, Manchester, M14 6GF

Holy Innocents Church, 2 Wilbraham Road, Manchester, M14 6JZ

10 Sherwood Avenue, Manchester, M14 6EA

12 Redmere Grove, Manchester, M14 6ES

14 Redmere Grove, Manchester, M14 6ES

24 Redmere Grove, Manchester, M14 6ES

22 Redmere Grove, Manchester, M14 6ES

18 Redmere Grove, Manchester, M14 6ES

26 Redmere Grove, Manchester, M14 6ES

Flat 5, 11 Wilbraham Road, Manchester, M14 6JS

16 Redmere Grove, Manchester, M14 6ES

28 Redmere Grove, Manchester, M14 6ES

20 Redmere Grove, Manchester, M14 6ES

10 Redmere Grove, Manchester, M14 6ES

Flat 2, 4 Wilbraham Road, Manchester, M14 6GF

Flat 5, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

5 - 7 Wilbraham Road, Manchester, M14 6JS

Flat 8, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

Flat 8, 4 Wilbraham Road, Manchester, M14 6GF

Flat 7, 4 Wilbraham Road, Manchester, M14 6GF

Flat 12, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

Flat 1, 9 Wilbraham Road, Manchester, M14 6JS

Flat 7, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

Flat 23, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

Flat 4, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

Flat 22, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ

Flat 1, 11 Wilbraham Road, Manchester, M14 6JS

Flat 5, 9 Wilbraham Road, Manchester, M14 6JS

Flat 3, 9 Wilbraham Road, Manchester, M14 6JS

Flat 14, 4 Wilbraham Road, Manchester, M14 6GF

Flat 12, 4 Wilbraham Road, Manchester, M14 6GF

Flat 9, 4 Wilbraham Road, Manchester, M14 6GF

5 Scargill Close, Manchester, M14 6ER

6 Wilbraham Road, Manchester, M14 6JZ

South Manchester Synagogue, Wilbraham Road, Manchester, M14 6JS

Flat Above, 5 - 7 Wilbraham Road, Manchester, M14 6JS

Flat 16, 4 Wilbraham Road, Manchester, M14 6GF

Flat 15, 4 Wilbraham Road, Manchester, M14 6GF

Flat 5, 4 Wilbraham Road, Manchester, M14 6GF

Flat 4, 4 Wilbraham Road, Manchester, M14 6GF
Flat 17, 4 Wilbraham Road, Manchester, M14 6GF
Flat 11, 4 Wilbraham Road, Manchester, M14 6GF
Flat 10, 4 Wilbraham Road, Manchester, M14 6GF
Flat 1, 4 Wilbraham Road, Manchester, M14 6GF
Flat 6, 4 Wilbraham Road, Manchester, M14 6GF
Flat 3, 4 Wilbraham Road, Manchester, M14 6GF
Flat 9, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 21, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 1, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 2, 9 Wilbraham Road, Manchester, M14 6JS
Flat 14, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 17, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 2, 11 Wilbraham Road, Manchester, M14 6JS
Flat 4, 9 Wilbraham Road, Manchester, M14 6JS
Flat 19, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 3, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 6, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 15, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 11, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 10, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 20, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 16, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 13, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 2, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 18, Village Gate, 15 Wilbraham Road, Manchester, M14 6EZ
Flat 4, 11 Wilbraham Road, Manchester, M14 6JS
Flat 3, 11 Wilbraham Road, Manchester, M14 6JS
3 Scargill Close, Manchester, M14 6ER
7 Scargill Close, Manchester, M14 6ER

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
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: SOUTH AREA