

Planning

Growth & Development

Delegated officer report for planning application

Application no. 136066/VO/2023

Date registered valid: 28 March 2023

Proposal: City Council development - Installation of external Air Source Heat Pump, 2.4 metre high external fencing and solar PV roof panels together with replacement first floor windows

Address: Fallowfield Library , Platt Lane, Manchester, M14 7FB

Ward(s): Fallowfield Ward

Applicant: Mr Conal Spellacy Manchester City Council

Agent (if any): Mr James Barlow AA Projects

Case officer: Janet Lawless
Tel: 0161 234 4535
Email: janet.lawless@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 22 May 2023

Application details

Type of application: Regulation 3 Consent

Development type: Minor Other

Date of site visit: May 2023 last visit 22.05.2023

Standard consultations:

Printed: 4 April 2023 Expired: 25 April 2023

Neighbour notifications

Printed: 4 April 2023 Expired: 25 April 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

The property that is the subject of this application is a 2 storey detached brick and stone multi-functional building. It has a flat roof with a parapet detail around the edges and recessed detailing to the elevations. It houses Fallowfield library, together with other community uses. There is car parking provided within the car park area which wraps around three sides of the building. It sits at the junction of Platt Lane, Waverton Road and Lloyd Street South. There are green buffers enclosed by knee rails around the edges of the site together with established tree planting on the edges. It is located within the Fallowfield ward of the City.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The area is predominantly residential in nature with small parades of local retail offers.

Description of development

The proposal is for the installation of pf photovoltaic panels to the flat roof area behind the parapet roof, installation of a ground source heat pump and the replacement of the windows to the first floor of the building.

Consultations & Notification Responses

Local Residents were informed- no representations have been received.

Environmental Health -no objections subject to the attachment of a condition relating to noise of external plant.

Highways- It is acknowledged that the proposal would involve the loss of three parking spaces in the northern car parking area. It is noted that the development is located within a sustainable location with access to bus services, Bee Network docking station, tram stops and within walking distance of residential areas. Therefore, Highways have no concerns on parking or vehicular build up on- street.

It is requested that the site continue to monitor the parking on-site and where necessary manage the parking on-site with a car park management plan, robust Travel Plan and incentives to reduce single occupancy car trips to the site.

Issues

POLICY

The National Planning Policy Framework (NPPF) (July 2021)

The document sets out the Government's Planning Policies for England and how these are expected to be applied. 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).

Paragraph 8 - 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 - 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;
- b) 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
- c) 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.

The following specific policies are considered to be particularly relevant to the proposed development:

- i. Chapter 12. Achieving well-designed places- Reflects upon the importance of design to the built environment and its contribution to sustainable development and making places better for people. With this in mind, the design of the substantive development has been assessed in relation to the quality and cohesion of its composite building, as well as the function and appearance of public and private spaces.

The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.

The Core Strategy is the key document in Manchester's Local Development Framework. It 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. Of relevance are:

Policy DM1 (Development Management); which 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. The relevant issues are the appropriate siting, layout, scale, form, massing, materials and detail. The 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. The 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.

Policy SP1 (Spatial Principles); which sets out 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, amongst these include: 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.

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development); states that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices, through the following actions:

All development must follow the principle of the Energy Hierarchy, being designed:

- to reduce the need for energy through design features that provide passive heating, natural lighting and cooling
- to reduce the need for energy through energy efficient features such as improved insulation and glazing to meet residual energy requirements through the use of low or zero carbon energy generating technologies
- Where possible new development and retrofit projects will be used as a mechanism to help improve energy efficiency and provide low and zero carbon energy supplies to existing buildings.

Policy EN5 (Strategic Areas for low and zero carbon decentralised energy infrastructure); aims to achieve an increase in the level of decentralised, low and zero carbon energy supplies.

Policy EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies); provides a Framework for CO2 reductions from low or zero carbon energy supplies.

Policy EN7 (Energy Infrastructure opportunities low and zero carbon decentralised energy schemes); states that there will be a general presumption in favour of low and zero carbon decentralised energy Schemes.

Policy EN8 (Adaptation to Climate Change); states all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. In achieving developments which are adaptable to climate change.

Unitary Development Plan Saved Policies

Large elements of the UDP have been superseded by the Core Strategy. The following saved policies are of relevance in the consideration of this application:

DC26.1 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 the new development proposals which are likely to be generators of noise and

(b) the implications of new development being exposed to exiting noise sources which are effectively outside planning control.

ISSUES

Principle of Development

The submitted application seeks planning permission for City Council Development for the installation of an external Air Source Heat Pump, 2.4 metre high external fencing and solar PV roof panels together with replacement first floor windows. The proposal would sit within a commercial / residential setting.

The current heating system would be changed to Air Source Heat and will allow full removal of the building's gas boilers. Solar panels would also be installed to the roof of the building to further generate electricity for the property. Both are considered energy efficient methods to heat buildings. The proposal would support the Authority in its ambitions to become a Zero Carbon city by 2038, reducing the carbon emissions associated with the operation of the building through the provision of on-site renewable electricity generation subject to the panels and ASHP not compromising the levels of amenity within the surrounding area. As such, the proposal is considered pursuant to policies EN4, EN5, EN6, EN7 and EN8 of the Core Strategy (2012).

The principle of development is considered acceptable. However, consideration must be given to the proposal's appearance, impact on the visual amenity of the area and impact on the neighbouring properties' residential amenity.

Visual Amenity

Solar panels:

The PV panels will be located on the flat roof to the east of the main atrium rooflight and be concealed from ground level by the parapet wall. The PV panels measure 12m² comprised of 6 no. panels measuring at 1765mm x 1048mm, resulting in 2.3 kWp of power output. With the parapet wall in place, they will not represent an incongruous feature as the wall will limit the view from ground level, and also by users of the building.

As such, this would create limited harm in terms of visual amenity.

Air source heat pump ASHP:

The ASHP will be located in the car park against the building and enclosed using a 2.4 metre high weldmesh fencing which would be the same height as the new plant. The colour will be proposed to be in keeping with the surrounding areas and would be conditioned. The plant for the heat pump would be viewed from Elevation 1 (northern) and Elevation 4 (western), however when viewed within the context of the building, occupies a modest area. It would be in a position that is currently occupied by 3 parking spaces. This is the elevation which would face out towards the commercial properties of the local centre. The plant would be enclosed by the weldmesh fencing.

A condition relating to the materials proposed would be attached to any consent granted.

In the interests of residential amenity to the surrounding commercial units, Environmental Health have requested a pre-commencement condition requiring a noise assessment of the plant to be submitted and approved prior to installation, pursuant to policies SP1 and DM1 of the Core Strategy.

Overall, the benefits of carbon reduction for the Harpurhey District Office is considered to outweigh any harm to visual amenity. It is considered the proposed development is acceptable

in terms of the National Planning Policy Framework (NPPF), Manchester's Core Strategy, including policies DM1, EN4, EN5, EN6, EN7 and EN8, and saved Unitary Development Plan policy DC26.

Design and Appearance

Solar panels:

The solar panels installed would be of a typical design and would not be visible from behind the parapet roof. The number of solar panels proposed are considered acceptable given the large footprint of the building. The benefits associated with the proposed solar panels in any event would outweigh any limited view of them from within the vicinity of the site. Therefore, the design siting and appearance is considered pursuant to Policy DM1 of the Core Strategy.

1no. ASHP:

The ASHPs are utilitarian in appearance, with a weld mesh enclosure to safeguard the plant and they are of a design which benefits its function, similar to that of large air-conditioning units. The structure would not appear incongruous within its setting and would not be easily visible from surrounding public vantage points. The benefits associated with the proposed air source heat pumps cannot be achieved without the structure and it is sited in the most suitable location within the site. The fencing offer some level of screening. Therefore, the design and appearance is considered pursuant to Policy DM1 of the Core Strategy.

Noise

A condition would be attached to any consent granted requiring the attachment of a condition relating to external plant noise.

Given a pre-operational condition and submission of a verification condition shall be attached, it is considered that any impacts could be mitigated against. Therefore the proposed installations are not considered to give rise to any harmful impacts with regards to noise and disturbance in accordance with policies SP1 and DM1 of the Core Strategy.

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

The proposal was assessed with regards to policies outlined in the National Planning Policy Framework, Unitary Development Plan Saved Policies, Local Development Framework Core Strategy Development Plan and other material considerations. Officers have worked with the applicant/agent in a positive and proactive manner and the application has been determined in a timely manner.

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:

19972-PPL-201 Proposed Elevations received 25.01.2023

PPL-6600 Rev2- PV Proposals received 25.01.2023

6778-M-DR-05-01 Proposed External Plant received 25.01.2023

Design and Access Statement received 25.01.2023

003A Proposed Site Plan received 25.01.2023

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) No works above ground level shall commence until details of the materials to be used on the external elevations/ windows and plant enclosure have been submitted to and approved by the City Council as local planning authority. The development shall be constructed only using the approved materials.

Reason- To ensure that the appearance of the development is acceptable to the City Council as Local Planning Authority in the interests of the visual amenity of the area within which the site is located, pursuant to policy DM1 of Manchester's Core Strategy.

4) a) Prior to the implementation of the development hereby approved, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval in writing by the City Council as Local Planning Authority. The approved scheme shall be implemented prior to the plant becoming operational and thereafter retained and maintained in situ.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the

approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of plant on the occupants of the development pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

Informatives

1) It is requested that the site continue to monitor the parking on-site and where necessary manage the parking on-site with a car park management plan, robust Travel Plan and incentives to reduce single occupancy car trips to the site.

Appendix 1 – List of consultees & neighbours notified

Environmental Health Highways

157A Lloyd Street South, Manchester, M14 7LA
332 Platt Lane, Manchester, M14 7DA
328 Platt Lane, Manchester, M14 7DA
340 Platt Lane, Manchester, M14 7DA
330 - 332 Platt Lane, Manchester, M14 7DA
322 Platt Lane, Manchester, M14 7DA
324 Platt Lane, Manchester, M14 7DA
157 Lloyd Street South, Manchester, M14 7LA
150 Lloyd Street South, Manchester, M14 7DY
324A Platt Lane, Manchester, M14 7DA
334A Platt Lane, Manchester, M14 7DA
342A Platt Lane, Manchester, M14 7DA
6 Waverton Road, Manchester, M14 7EB
16 Waverton Road, Manchester, M14 7EB
Platt Lane Garage, Platt Lane, Manchester, M14 7DA
Top Flat, 332 Platt Lane, Manchester, M14 7DA
Flat 4, 6 Copper Place, Manchester, M14 7FZ
328A Platt Lane, Manchester, M14 7DA
330A Platt Lane, Manchester, M14 7DA
Top Flat, 322 Platt Lane, Manchester, M14 7DA
336 Platt Lane, Manchester, M14 7DA
336A Platt Lane, Manchester, M14 7DA
338 Platt Lane, Manchester, M14 7DA
Flat 1, 342 Platt Lane, Manchester, M14 7DA
Flat 2, 342 Platt Lane, Manchester, M14 7DA
342 Platt Lane, Manchester, M14 7DA
Flat 21, 6 Copper Place, Manchester, M14 7FZ
Flat 19, 6 Copper Place, Manchester, M14 7FZ
Flat 20, 6 Copper Place, Manchester, M14 7FZ
Flat 17, 6 Copper Place, Manchester, M14 7FZ
Flat 18, 6 Copper Place, Manchester, M14 7FZ

Flat 14, 6 Copper Place, Manchester, M14 7FZ
Flat 5, 6 Copper Place, Manchester, M14 7FZ
Flat 12, 4 Copper Place, Manchester, M14 7FZ
Flat 14, 2 Copper Place, Manchester, M14 7FZ
4 Waverton Road, Manchester, M14 7EB
195 Platt Lane, Manchester, M14 7EA
Flat 2, 6 Copper Place, Manchester, M14 7FZ
Flat 17, 4 Copper Place, Manchester, M14 7FZ
Flat 16, 4 Copper Place, Manchester, M14 7FZ
Flat 14, 4 Copper Place, Manchester, M14 7FZ
Flat 10, 4 Copper Place, Manchester, M14 7FZ
Flat 8, 4 Copper Place, Manchester, M14 7FZ
Flat 1, 4 Copper Place, Manchester, M14 7FZ
12 Waverton Road, Manchester, M14 7EB
Flat 1, 6 Copper Place, Manchester, M14 7FZ
Flat 20, 4 Copper Place, Manchester, M14 7FZ
Flat 11, 4 Copper Place, Manchester, M14 7FZ
Flat 5, 4 Copper Place, Manchester, M14 7FZ
Flat 8, 2 Copper Place, Manchester, M14 7FZ
Flat 4, 2 Copper Place, Manchester, M14 7FZ
Flat 10, 6 Copper Place, Manchester, M14 7FZ
Flat 9, 2 Copper Place, Manchester, M14 7FZ
Flat 7, 2 Copper Place, Manchester, M14 7FZ
Flat 12, 2 Copper Place, Manchester, M14 7FZ
Flat 1, 2 Copper Place, Manchester, M14 7FZ
326 Platt Lane, Manchester, M14 7DA
344 Platt Lane, Manchester, M14 7FA
8 Waverton Road, Manchester, M14 7EB
Flat 10, 2 Copper Place, Manchester, M14 7FZ
1 Waverton Road, Manchester, M14 7EB
Flat 15, 6 Copper Place, Manchester, M14 7FZ
Flat 16, 6 Copper Place, Manchester, M14 7FZ
Flat 12, 6 Copper Place, Manchester, M14 7FZ
Flat 9, 6 Copper Place, Manchester, M14 7FZ
Flat 8, 6 Copper Place, Manchester, M14 7FZ
Flat 7, 6 Copper Place, Manchester, M14 7FZ
Flat 11, 6 Copper Place, Manchester, M14 7FZ
Flat 6, 6 Copper Place, Manchester, M14 7FZ
Flat 18, 4 Copper Place, Manchester, M14 7FZ
Flat 15, 4 Copper Place, Manchester, M14 7FZ
Flat 4, 4 Copper Place, Manchester, M14 7FZ
Flat 2, 4 Copper Place, Manchester, M14 7FZ
Flat 5, 2 Copper Place, Manchester, M14 7FZ
Flat 3, 2 Copper Place, Manchester, M14 7FZ
334 Platt Lane, Manchester, M14 7DA
14 Waverton Road, Manchester, M14 7EB
Flat 19, 4 Copper Place, Manchester, M14 7FZ
Flat 21, 4 Copper Place, Manchester, M14 7FZ
Flat 3, 4 Copper Place, Manchester, M14 7FZ
Flat 2, 2 Copper Place, Manchester, M14 7FZ
Flat 6, 2 Copper Place, Manchester, M14 7FZ
Flat 7, 4 Copper Place, Manchester, M14 7FZ
Flat 6, 4 Copper Place, Manchester, M14 7FZ
Flat 11, 2 Copper Place, Manchester, M14 7FZ

Flat 9, 4 Copper Place, Manchester, M14 7FZ
Flat 3, 6 Copper Place, Manchester, M14 7FZ
148 Lloyd Street South, Manchester, M14 7LB
320 Platt Lane, Manchester, M14 7DA
18 Waverton Road, Manchester, M14 7EB

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
Flood Zones Type 2 (low to medium risk) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: SOUTH AREA