

Planning

Growth & Development

Delegated officer report for planning application

Application no. 135710/FO/2022

Date registered valid: 18 January 2023

Proposal: Erection of a part single/part two storey side extension to form garage/laundry room with store above and three additional hotel bedrooms.,

Address: Park Crescent Hotel, 13 Park Crescent, Manchester, Manchester, M14 5RE

Ward(s): Rusholme Ward

Applicant: Mr CH Naseer

Agent (if any): Mr Amjad Tahir AFR Studio Ltd

Case officer: Steven McCoombe
Tel: 0161 234 4607
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Recommendation: Approve

Date of recommendation: 29 March 2023

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 22 February 2023

Standard consultations:

Printed: 27 January 2023 Expired: 17 February 2023

Neighbour notifications

Printed: 27 January 2023 Expired: 17 February 2023

Site notice

Posted: 22 February 2023 Expired: 15 March 2023

Press advert

Published: 31 January 2023 Expired: 21 February 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site relates to a large two storey detached property used as a hotel. The property is situated at the junction of Park Crescent and Denison Road within the bounds of Victoria Park Conservation Area.



The property has a frontage to both roads and includes a single storey extension to the rear and a single storey garage to the side. There is a small, grassed area between the building and Denison Road, with the remainder of the frontages to Denison Road and Park Crescent given over to car parking accessed from Park Crescent.

Listed building: Not applicable

Conservation area: Victoria Park Conservation Area 1972

Tree Preservation Order: Yes – front left hand corner of the site. Unaffected by the proposal.

Description of area

The site lies with the Victoria Park Conservation Area adjacent to a distinctive landscaped roundabout just off Wilmslow Road. The property is located outside of, but close to Rusholme district shopping centre which lies a short distance to the west. The area of the host property is predominantly residential, with some hotels nearby, as well as educational campuses and student halls of residences to the north.

Description of development

Planning permission is sought for the erection of a part single/part two storey side extension to form a garage/laundry room with store above and three additional hotel bedrooms.

The proposed extension is situated to the northern side of the building adjoining 11 Park Crescent and involves a two-storey element to the frontage, which drops to the single storey at the rear.

The proposed accommodation comprises a replacement garage at ground floor level, along with a laundry room, three hotel rooms and toilets. To the first floor above the garage, a storeroom is proposed. The extension incorporates a hipped roof and aligns with an existing single storey, rear extension, with the inclusion of with recessed elements for the proposed toilets.

The proposed extension follows the refusal of an earlier application for a larger proposal involving a two-storey side extension and single storey and first floor rear extensions to provide 8 no. additional hotel rooms (Ref:130954/FO/2021) and the withdrawal of application for the erection of a two-storey side and single storey rear extension (Ref: 133959/FO/2022).

The current proposal has sought to address concerns surrounding elevation design and over-dominance to the adjoining property.

Consultations & Notification Responses

Local Residents/Occupiers – No representations received.

Highway Services – The following comments are made:

Trip Generation

Highways acknowledge that this area is subject to significant demands for on-street car parking with limited capacity to support any further increase.

Given that the proposed development is resultant in 3 additional hotel rooms, the number of vehicular trips associated with site is expected to be minimal. It is therefore accepted that the adjacent highway network can facilitate such additional demands with no highway safety or capacity concerns.

The proposed development will provide an additional 3 hotels rooms. Therefore, there will be a total of 24 hotel rooms with the proposed extension. It should be noted that the Core Strategy requests a maximum of 24 parking spaces (1 space per bedroom) with 6% (2 spaces) allocated as disabled parking. The proposed parking will provide 50% of the total provision. It is noted that this arrangement is existing and therefore this provision is adequate. It is requested that parking is monitored as part of a Travel Plan and a parking management strategy is in place.

A parking management strategy is required to confirm the total number of car park spaces that will be available and how these spaces will be allocated.

Vehicular access to the car park is gained via an existing access point from Park Crescent.

An existing dropped crossing is already in place to facilitate access into the site for both vehicles and pedestrians. This is acceptable to Highways.

Cycle Provision

Secure and sheltered cycle parking provision should be made, within the curtilage of the site, for the accommodation of staff / guest's cycles.

Refuse and Servicing

The Design and Access note states that the hotel is working on the waste management with a private management company. It would be useful to understand refuse arrangements in more detail, to ensure there is no obstruction on the highway. Highways require all servicing to take place within the site's curtilage and would not support servicing on Park Crescent or Denison Road.

Accessibility

The site benefits from good access to local bus services, providing regular connections across the surrounding area from Wilmslow Road. Sustainable travel to and from the site should be fully endorsed for both staff, residents and visitors to the site and it is recommended that a Travel Plan is implemented for the site and conditioned to any approval.

It is understood that 12 parking spaces are in place in the car park situated on the eastern edge of the site. A garage is also in place on the western edge of the site. The ground floor plan shows that 12 parking spaces and garage will remain. It is requested that the applicant take the opportunity to provide a minimum of one disabled parking space.

Construction Management

A Construction Management Plan should be provided by the applicant prior to any construction works beginning.

Environmental Health – Conditions are recommended in relation to acoustic insulation, external equipment, waste management.

Planning History

130954/FO/2021

Erection of a two-storey side extension and single storey and first floor rear extensions to provide 8 no. additional hotel rooms together with ancillary space and ground floor garage following demolition of existing garage and outbuilding. *Refused 7 March 2022.*

127900/FO/2020

Elevational alterations to front of hotel. *Approved 22 December 2020.*

031755

Single storey extension at rear to form additional bedrooms. *Approved 2 August 1988.*

031754

Construction of a link corridor. *Approved 2 August 1988.*

028796

Conversion of existing detached garage rear of hotel into a playroom. *Approved 14 May 1987.*

023368

Single storey rear extension and elevational alterations. *Approved 21 January 1985.*

021460

Single storey rear extension to hotel. *Approved 15 June 1984.*

F15825

Reserved Matters application for Design, and external appearance, landscaping scheme, access to the site and car parking provision for additional accommodation to hotel, arising out of the outline planning permission (Ref: F12310). *Approved 12 August 1981.*

F12310

Alterations and extension to hotel. *Approved 6 February 1980.*

F11055

Extension at 1st floor level rear of hotel to form additional sanitary accommodation, and additional bedroom. *Approved 7 August 1979.*

F08476

Internal alterations to form toilets, and single-storey extension to form utility room. *Approved 5 July 1978.*

F07557

Internal alterations to form toilets, and single storey extension to form store, sitting room, and covered link at rear of hotel. *Approved 4 January 1978.*

Policy

The following policy and guidance is considered relevant to the consideration of this application.

- Saved policies DC1, DC18.1 and DC26 of the Unitary Development Plan;
- Policies DM1, T2, EC2, SP1, EN3 and EN19 of the Core Strategy;
- Guide to Development in Manchester (SPD);
- The National Planning Policy Framework (NPPF).

Issues

Principle

The principle of enlarging the hotel to improve facilities for visitors to the area is considered acceptable subject to consideration of the impact of the development upon the character and appearance of the conservation area, the impact to the highway and the amenity of adjoining residential properties.

In this case, the impact is considered satisfactory and the proposal would comply with the aforementioned policy and guidance. Specific planning issues are outlined further below.

Design, Scale and Appearance

The main part of the existing building comprises a two storey L shaped building with frontages to Park Crescent and Denison Road. The existing single storey wing at the rear nestles behind these structures and due to the raised ground level within the site is largely unseen from the public domain. The proposed extension would align with the existing single storey element.

The proposed part single, part two storey side extension would mirror the scale of the existing building, with only the front elevation of the extension visible from the public domain.

The proposed structure has sought to overcome the Council's previous concerns surrounding scale, overlooking and poor elevational design by reducing the amount of development, omitting and recessing windows and through alterations to the windows size, proportions and design, to reflect that of the main building in terms of appearance.

It is considered that due to the design and position of the extension and its relationship with neighbouring properties, there will be no significant or harmful impact to visual amenity and the proposed extension can be satisfactorily assimilated into the immediate area.

Residential Amenity

There are no habitable room windows overlooking adjoining residential properties or any habitable windows of the immediate neighbouring property at No. 11 that would be affected as a result of any overlooking. Whilst there are ground floor windows proposed to the side elevation facing No.11, these have been recessed and a condition has been included to ensure they are obscurely glazed. It is not therefore believed there would be any harmful effects upon privacy levels.

It is acknowledged that there will be an increase in activity at the site, the limited increase in the number of occupiers of the proposed extension is unlikely to be so significant that the living conditions of neighbouring occupiers would be unduly affected – particularly as the majority of the proposed floorspace is residential in nature.

It is noted that a laundry room is proposed. In order to ensure any noise generation arising from appliances does not result in unacceptable levels of noise break-out, conditions have been requested by Environmental Health to ensure the extension or ancillary external equipment is appropriately insulated.

On balance, it is considered that given that the majority of the proposed extension is single storey in nature along the common boundary with No.11 and given the relationship of the host property with No.11 and splayed orientation of both properties, it is not believed there would be any significant harmful impact in terms of any over-dominance or overshadowing. As such, the impact upon the living condition of neighbouring occupiers is considered satisfactory.

Heritage Impact

There is a need to have special regard to the desirability of preserving the character of conservation areas as outlined within Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990 which requires Local Planning Authorities to pay special attention to the desirability of preserving or enhancing the character and appearance of designated areas. This is supported by policies EN3 and DC18.1 of the Core Strategy, along with Section 16 of the NPPF, which underline the need for due consideration to be given to the impact of new developments on heritage assets

Paragraph 194 of the NPPF states that:

'In determining applications local planning authorities should require an applicant to describe the significance of any heritage assets affected, the level of detail should be proportionate to the asset's importance'.

Paragraph 197 states: *'in determining applications, local planning authorities should take account of:*

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

Paragraph 202 advises that:

'Where a development proposal will lead to less than substantial harm to the significance of designated heritage asset, this harm should be weighed against the public benefits of the proposal, including where appropriate, securing its optimum viable use'

Paragraph 203 states that proposal should consider:

'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage assets'.

Paragraph 206 further states:

'Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to

enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably'.

With reference to the above, the site is in the Victoria Park Conservation Area. None of the buildings on site are listed, the site does not contain any unlisted heritage assets and there are no listed buildings situated nearby that would be directly affected by the proposal.

A Heritage Statement accompanies the application which assesses the impact of the proposed development upon the setting of the conservation area.

The statement which has been assessed by the City Council notes that the proposed extension will be notably lower in height than the existing main range of the hotel and would not appear overly dominant. The proposed roofs will be hipped and covered in matching clay tiles to those used on the main building.

It is believed that the proposed works would cause minimal change to the appearance of the property and due to the subservient nature of the extension and use of matching fenestration and materials, any impact would be less than substantial and would not adversely impact upon the character and appearance of the conservation area. Further, whilst the increased capacity of the hotel would bring minimal public benefits, as no harm is considered to arise from the proposed development, no public benefit would be necessary in this instance, pursuant to paragraphs 199-202 of the NPPF.

In summary, the heritage significance of the conservation area would be sustained, and the design, scale and appearance of the proposed development will have no significant impact upon the character of the area or negatively affect views into and out of the conservation area. The impact to heritage assets would therefore be negligible.

Impact on the Highway

The existing parking arrangements remain unchanged despite an increase in the number of bedrooms by 3. However, as observed through multiple site visits, the existing car park is under-utilised and car ownership associated with the existing use appears to be very low.

It is considered that given the highly accessible and sustainable location of the site a short distance to the west of Rusholme district centre and the major public transport route of Wilmslow Road, the level of car parking provision is considered acceptable in this location, with the proposed increase in bedrooms unlikely to give rise to excessive vehicle movements.

As a safeguard and as requested by Highway, a condition has been included which requires the submission and approval of a Travel Plan to encourage travel by patrons and staff by non-car modes.

On this basis, the impact to the operation of the highway is considered satisfactory.

Waste Management

A communal refuse storage area to serve the development is in situ to the rear. Whilst this arrangement is considered acceptable, further details are required to demonstrate that the uplift in waste generated can be accommodated. Clarification is sought in relation to anticipated volumes of waste and the number of additional receptacles required. An appropriate condition requiring a waste management strategy is included.

Air Quality and Impact to Climate Change

Given the existing residential use of the site, the modest increase in the number of bedrooms and as no increase in parking spaces are proposed, it is considered that the impact upon air quality would not be significant, particularly given the sustainable location of site.

Whilst there will be some limited impact to air quality as a consequence of construction works, this will be limited and temporary in nature. Any harmful effects can be adequately mitigated through effective construction management. An appropriate condition requires the submission and agreement of a Construction Management Plan has been included.

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 / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application.

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 materials to be used on the external surfaces of the extension hereby permitted, shall match those of the existing building in type, size, colour and texture.

Reason - To ensure the appearance of the building to be extended is not adversely affected by the materials to be used in the construction of the extension, pursuant to saved policies DC1.1, DC1.2 and DC1.4 of the Unitary Development Plan for the City of Manchester and policies DM1, EN3 and SP1 of the Manchester Core Strategy.

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

Drawings referenced DR-01, DR-04, DR-05, DR-06, DR-07, DR-09, DR-10 and DR-11, received by the City Council as Local Planning Authority on 12 December 2022.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to saved policy DC1 of the Unitary Development Plan for the City of Manchester 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 legislation amending or replacing the same, no windows or doors shall be inserted in the extension hereby approved, other than those expressly authorised by the granting of this planning permission.

Reason - In the interests of residential and visual amenity since any additions to the approved dwelling may adversely impact upon the neighbouring occupiers, pursuant to saved policy DC1 of the Unitary Development for the City of Manchester Policies DM1 and SP1 of the Manchester Core Strategy.

5) If any external equipment is to be installed, the plant or equipment shall be selected and/or acoustically insulated in accordance with a scheme designed so as to achieve a rating noise level of 5dB (LAeq) below the existing background (LA90) at the nearest noise sensitive location. Details of the scheme should be submitted to and approved in writing by the City Council as Local Planning Authority in order to secure a reduction in the level of noise emanating from the site prior to installation of any plant. The approved scheme shall be fully implemented prior to first use and in accordance with the details agreed and a verification report shall be submitted and approved in writing in order to validate the works undertaken conform to the requirements within the report.

Reason - To safeguard the amenities of existing and future occupiers of nearby residential accommodation, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

6) a) The extension hereby approved shall be acoustically insulated and treated to limit the break out of noise in accordance with a noise study of the premises and a scheme of acoustic treatment that has been submitted to and approved in writing by the City Council as Local Planning Authority. The scheme shall be implemented in full before the extension accommodation becomes operational.

b) Prior to occupation of the extension, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also

undertake post completion testing to confirm that acceptable 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 safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies DM1 and SP1 of the Manchester Core Strategy.

7) The extension hereby approved shall not be occupied until a scheme for the storage (including segregated waste recycling) and disposal of refuse has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - To ensure there is sufficient space to cater for the uplift in waste generation and in the interests of public health and amenity, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

8) No part of the extension hereby approved shall be occupied until space and facilities for bicycle parking have been provided in accordance with details to be submitted to and approved in writing by the City Council as Local Planning Authority. The approved space and facilities shall then be retained and permanently reserved for bicycle parking for so long as the use is operational.

Reason - To ensure that adequate provision is made for bicycle parking so that persons occupying or visiting the development have a range of options in relation to mode of transport in order to comply with policies SP1, T1 and DM1 of the Manchester Core Strategy.

9) Prior to first occupation of the additional bedrooms hereby approved, a detailed Travel Plan shall be submitted to and agreed in writing by the City Council as Local Planning Authority. In this condition a Travel Plan means a document which includes:

- (1) The measures proposed to be taken to reduce dependency on the private car by those attending or employed in the development;
- (2) A commitment to surveying the travel patterns of staff and customers during the first three months of the development and thereafter from time to time;
- (3) Mechanisms for the implementation of the measures to reduce dependency on the private car; and
- (4) Measures for the delivery of specified travel plan services; and measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car.

Within six months of the first use of the development, a revised Travel Plan which takes into account the information about travel patterns gathered pursuant to item (2) above shall be submitted to the City Council as local planning authority for approval. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To reduce dependency on the car travel and to promote alternative means of transport, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

10) Prior to the commencement of development, a construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Measures to control noise and vibrations;
- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Detail of an emergency contact telephone number;
- Parking of construction vehicles; and
- Sheeting over of construction vehicles.

The development shall only be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

11) Before first occupation of the extension hereby approved, the ground floor toilet windows to the northern elevation, as shown on drawing DR-09 received by the City Council as Local Planning Authority on 12 December 2022, shall be obscure glazed to a specification of no less than level 5 of the Pilkington Glass Scale or such other alternative equivalent and shall remain so in perpetuity.

Reason - To protect the amenity and living conditions of adjacent residential property from overlooking or perceived overlooking and in accordance with policies SP1 and DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Heritage & Urban Design
Rusholme, Fallowfield & Moss Side Civic Society

14 Park Crescent, Manchester, M14 5RE
9 Park Crescent, Manchester, M14 5RE
10 Lower Park Road, Manchester, M14 5QZ
20 Crescent Range, Manchester, M14 5RW
18 Crescent Range, Manchester, M14 5RW
14 Crescent Range, Manchester, M14 5RW
89 Denison Road, Manchester, M14 5RN
87 Denison Road, Manchester, M14 5RN
16 Crescent Range, Manchester, M14 5RW
Flat 14, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 13, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 12, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 11, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 10, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 9, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 8, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 6, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 5, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 4, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 3, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 2, 48 - 50 Denison Road, Manchester, M14 5RN
Flat 1, 48 - 50 Denison Road, Manchester, M14 5RN
12 Crescent Range, Manchester, M14 5RW
Flat 7, 48 - 50 Denison Road, Manchester, M14 5RN
85 Denison Road, Manchester, M14 5RN
83 Denison Road, Manchester, M14 5RN
16 Park Crescent, Manchester, M14 5RE
11 Park Crescent, Manchester, M14 5RE

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
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Victoria Park Conservation Area 1972
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: SOUTH AREA