MANCHESTER CITY COUNCIL

Planning

Delegated Officer Report

Summary of application details

Application reference:	PLA-2026-000939
Application type:	Full planning permission
Proposal:	Change of Use to the rear of shop to form 2no. self contained apartments, including installation of roof dormer and associated external alterations, together with landscaping.
Site address:	150 Hollyhedge Road Manchester M22 9UE
Ward(s):	Sharston
Date application valid:	10 August 2026
Applicant name:	Mr Narendra Maisuria
Agent (if any):	Mr Thomas Chivers
Case officer:	Holly Wright
Recommendation:	Refuse
Date of recommendation:	28 September 2026

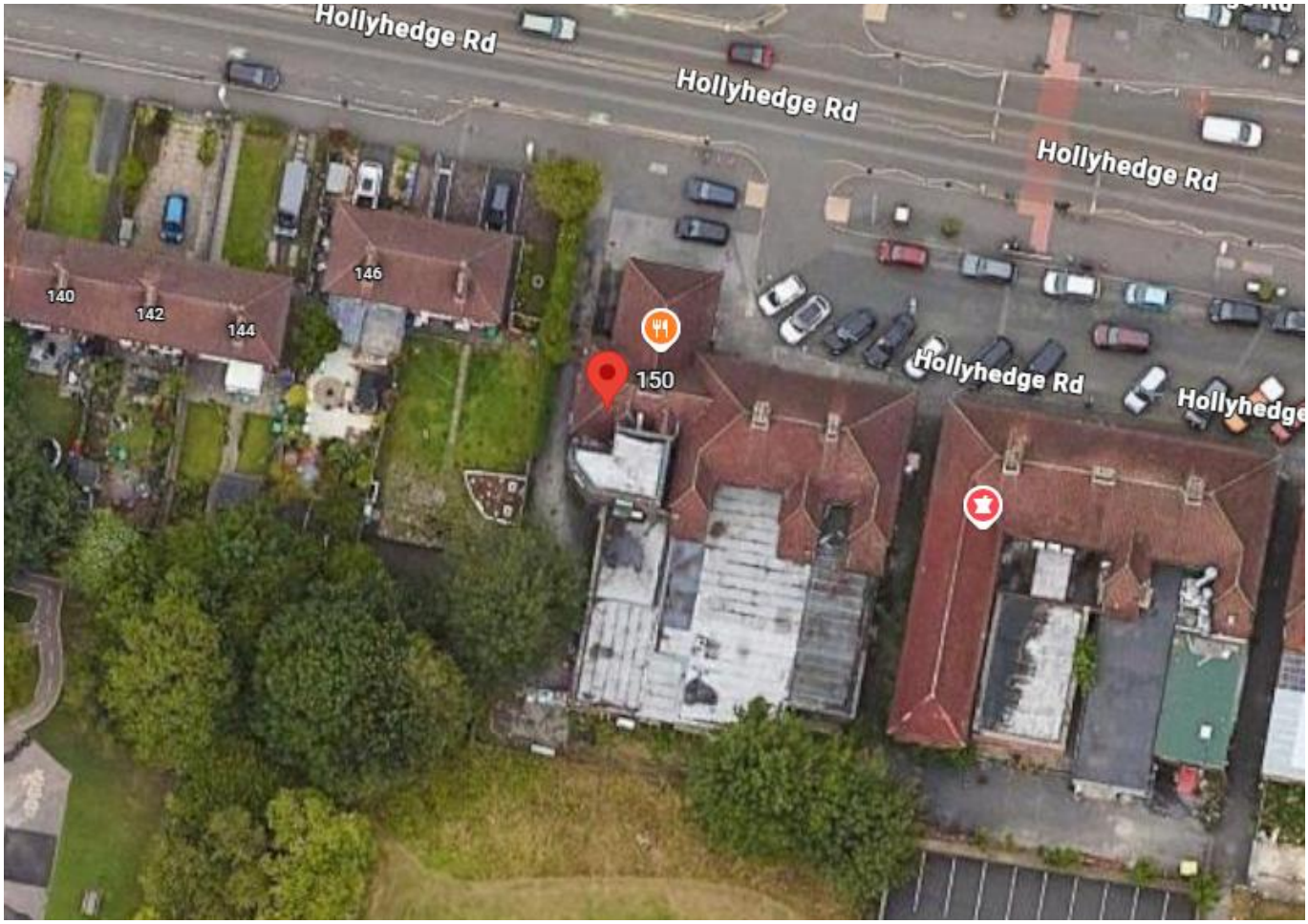
Description of site, building and/or area

The application relates to a part-single / part-two storey end-terraced building of brown, red, and buff brick with a red tile hipped roof. The property features white uPVC windows, a single storey projecting outrigger to the front with a glazed shopfront and fascia signage above, a part-single / part-two storey rear extension with a flat roof form, security roller shutters to it western side elevation, and a rear yard/servicing area which is shared with the neighbouring commercial units located to the east and is accessed via the gated entry to the side of the application property.

The property appears to feature a Class E (commercial, business, and service) use, though the submitted application form indicates that the shop usage is only extant at the front of the building.

The property forms part of an established parade of shops along either side of this section of Hollyhedge Road and is in-keeping with the commercial character of the area as well as being situated in proximity to the Manchester College (Wythenshawe Campus), Benchill Metrolink tram station, and SS John Fisher & Thomas Moore Catholic Primary School.

The property is not listed, nor is it sited within a conservation area.


Hollyhedge Rd
Hollyhedge Rd
Hollyhedge Rd
Hollyhedge Rd
Hollyhedge
140
142
144
146
150


COSTA
EXPRESS
Egg Free
Cake Box
Cake Box
NEW
Cake Box
Cake Box
J8 GSY


WASTE
Biffa










VEOLIA
0345 6060 460
VEOLIA
ENVIRONMENTAL SERVICES
0845 6060 460



Description of development

The applicant is seeking planning permission for the change of use to the rear of shop to form 2no. self-contained apartments, including the installation of a roof dormer and associated external alterations, together with landscaping.

Relevant planning history

Planning Application - 143566/FO/2025 - Change of use to the rear of a shop to form 2no. self-contained apartments together with elevational changes to the western side elevation – Refused (2025).

Consultation, notification and publicity responses

Local residents – no response received.

Highways made the following comments on the application:

- The site is located adjacent to the adopted Hollyhedge Road.
- No Waiting At Any Time and No Loading At Any Time restriction is in place, adjacent to the site, along Hollyhedge Road.
- Given that the proposed development is resultant in 2no. new residential apartments, 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 capacity concerns.
- The site is reasonably accessed by sustainable modes.
- Regular bus services are routed along within a short walking distance from the site.
- The closest Metrolink Stop is Benchill Metro Station, located on Brownley Road.
- D&A Statement confirms that vehicle and pedestrian access to the site is via an existing driveway on the western boundary.
- *However, the application form notes that a new or altered vehicular access is proposed to or from the public highway – Further clarification is required on this.
- D&A statement also acknowledges that the driveway is used infrequently for deliveries to the 3 commercial units adjacent to the site.
- *It is unclear how pedestrian access for residents will be safely accommodated given the shared use of the driveway for servicing activities – Further clarification is sought.
- Application form notes that there is no on-site car parking associated with the development.
- *However, it is unclear what measures will be put in place to manage residents from parking within the existing driveway/service area - Clarification is therefore sought on how this area will be managed and controlled.
- In line with MCC Residential Guidelines, secure and sheltered cycle parking provision should be made, within the curtilage of the site, at a provision of one-per-unit.
- It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians.
- The applicant should be advised that all gated accesses (except fire exits) will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.

- A refuse storage area is noted within the site curtilage – Acceptable in principle.
- *The Proposed Roof Plan identifies a refuse collection point directly in front of the bin store, whereas the Waste Management Plan shows a bin presentation area fronting Hollyhedge Road.
- *Clarification is sought regarding the refuse collection point /bin presentation area.
- *Will commercial waste storage for the adjoined commercial units be affected? – Further clarification is sought.
- A Construction Management Plan should be submitted prior to the start of works and conditioned.

Greater Manchester Police made the following comments on the application:

- Should the local planning authority approve this application and given the location and crime analysis for the local area Design for Security insist on the following recommendations:
  - The side access route to the main entrance should be covered by PIR lighting.
  - The main entrance door should be to a recognised security standard, as indicated in AD Part Q; PAS24 rated / LPS 1174 or similar approved.
  - Each apartment front door and French doors/double doors to external garden & terraced areas also should conform to the above security standards for doors.
  - External windows should conform to security standards as set out in AD Part Q; PAS24 / LPS1174.
  - Boundary fencing should be to a height of 1.8m.

Environmental Health – no response received.

Relevant policies

The following policies are considered relevant in the consideration of this application.

Unitary Development Plan (UDP) – The UDP has been superseded by the Core Strategy Development Plan, but certain policies are still considered of relevance:
- Policy DC5 – Flat Conversions
- Policy DC26 – Development and Noise

The Manchester Core Strategy – Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on the 11th of July 2012:
- Policy DM1 – Development Management
- Policy SP1 – Spatial Principles
- Policy EN1 – Design Principles and Strategic Character Areas
- Policy EN19 – Waste
- Policy T1 – Sustainable Transport
- Policy H1 – Overall Housing Provision
- Policy H7 – Wythenshawe

Places for Everyone - is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.
- Policy JP-H1: Scale, Distribution, and Phasing of New Housing Development
- Policy JP-J3: Type, Size, and Design of New Housing
- Policy JP-P1: Sustainable Places

National Planning Policy Framework (NPPF, 2026)
- Chapter 6 – Delivering a sufficient supply of homes
- Chapter 12 – Making effective use of land
- Chapter 14 – Achieving well-designed places

Manchester Residential Quality Guidance (2017)
- Appendix - Manchester's Emerging Space Standards

Technical Housing Standards – Nationally Described Space Standard (2015)

Assessment

Principle – Section 38(6) of the Planning and Compulsory Purchase Act 2004 and paragraph 3 of chapter 1 (introduction) of the National Planning Policy Framework (2026) require that decisions must be made in accordance with the development plan, unless material considerations indicate otherwise.

In the case of this application, the principle of the proposal is considered unacceptable and cannot be supported as it conflicts with the development plan policies and associated guidance listed in the preceding section.

It is considered that the change of use of the rear of the shop into 2no. self-contained apartments together with the installation of a roof dormer, associated external alterations, and landscaping would provide a poor standard of living for the prospective occupiers of the apartments on the basis that the proposal would fall below national and local space standards for accommodation of this type, would create an unsafe living environment, would fail to provide an adequate private external amenity space, and would be affected by unacceptable levels of noise from adjacent commercial units and activity associated with those uses.

On this basis, the proposal is considered to conflict with saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, the requirements of the National Planning Policy Framework (2026), Manchester's Emerging Space Standards, and the Technical Housing Standards.

Standard of accommodation - policy L2 of the National Planning Policy Framework (2026) requires relevant development proposals to maintain acceptable living standards for residents and neighbours, including in relation to daylight, sunlight, privacy and external amenity space.

It is considered that the proposal would fail to provide an acceptable standard of accommodation for future occupiers. Drawing 150HH-PL11 describes the ground-floor apartment as a two-bedroom, three-person dwelling. However, the submitted floor plans show four bedspaces within the apartment, indicating that it has been designed, and could reasonably be occupied, as a two-bedroom, four-person dwelling. The apartment would provide approximately 62.3 square metres of internal floorspace. It would therefore fall approximately 7.7 square metres below the minimum gross internal area of 70 square metres required for a single-storey, two-bedroom, four-person dwelling under the Nationally Described Space Standard. This minimum includes a requirement for at least 2 square metres of built-in storage.

Similarly, the first-floor apartment is described as a one-bedroom, one-person dwelling. Notwithstanding this description, the submitted floor plans show two bedspaces, indicating that the apartment has been designed, and could reasonably be occupied, as a one-bedroom, two-person dwelling. The apartment would provide approximately 48.5 square metres of internal floorspace. It would therefore fall approximately 1.5 square metres below the minimum gross internal area of 50 square metres required for a single-storey, one-bedroom, two-person dwelling. This minimum includes a requirement for at least 1.5 square metres of built-in storage.

It is therefore considered that the proposal directly conflicts with policy JP-H3 of Places for Everyone which indicates that all new dwellings must comply with the Nationally Described Space Standards as well as policy JP-H1 which indicates that new homes should be of good quality and design. Both apartments would fail to meet the applicable minimum space standards and would provide cramped and substandard internal living accommodation for the number of occupants they could reasonably accommodate.

In addition to the inadequacies in internal floorspace, the proposal would also fail to provide adequate and suitably located external amenity space. The ground-floor apartment would be served by a side garden comprising grass, pea shingle and planted borders, whist the first-floor apartment would have access to a small terrace above the existing single-storey rear outrigger. A green roof is also proposed above the outrigger. Although these measures represent an attempt to provide private external space, the ground-floor garden would be located immediately adjacent to the shared commercial service yard, whilst the first-floor terrace would directly overlook it.

The yard serves several surrounding commercial premises and functions as an active servicing and operational area. It is used for the storage and movement of waste containers, cages, trolleys and other commercial equipment, as well as other activities associated with the neighbouring commercial uses. Given their location and direct relationship with the yard, the proposed amenity spaces would be exposed to noise, disturbance, activity and poor-quality outlook arising from the existing commercial operations. These conditions would substantially diminish the attractiveness, usability and amenity value of the spaces, such that they would fail to provide a pleasant or satisfactory external environment for future occupiers.

The internal accommodation would also have an unacceptably close and incompatible relationship with the adjoining shared yard and surrounding commercial uses. Regular servicing operations, refuse collection, staff activity and the movement of commercial equipment would generate noise and disturbance inconsistent with a residential environment.

Additionally, future occupiers would be heavily reliant upon windows and external amenity spaces that face towards, overlook or are located immediately adjacent to the shared yard space. They would therefore be directly exposed to the effects of ongoing commercial operations. This would significantly harm their living conditions and substantially diminish the enjoyment of both the internal accommodation and external amenity spaces. The close relationship between the apartments, their outlook and the service yard would also result in limited opportunities for privacy and a general poor-quality of outlook, irrespective of the landscaping measures proposed.

Further to this, the introduction of noise-sensitive residential accommodation immediately adjacent to an existing commercial servicing area would create a clear potential for conflict between the proposed residential use and the surrounding commercial uses. This could result in complaints from future residents and place pressure upon neighbouring businesses to modify or restrict otherwise established day-to-day operations.

Taken together, the substandard internal floorspace, inadequate and poorly located external amenity provision, limited privacy, poor-quality of outlook and direct exposure to noise and

disturbance from established commercial servicing activities would result in an unacceptably poor living environment. The proposal would therefore fail to provide the high-quality, functional and satisfactory accommodation expected of new residential development.

The proposal is therefore contrary to saved policies DC5 and DC26 of the Manchester Unitary Development Plan, policies SP1, DM1, H1 and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, the National Planning Policy Framework (2026), Manchester's Emerging Space Standards and the Technical Housing Standards.

Appearance and visual amenity – the proposal includes the construction of a dormer extension on the west-facing roof slope of the building. The dormer would measure to approximately 2.1m in length, 2.2m in width and 2.1m in height. It would be positioned approximately 1.7m below the ridge and 0.4m above the eaves. According to the submitted drawings and application form, the dormer would be finished in grey vertical timber cladding and would incorporate a grey aluminium-framed window within its western elevation.

Although positioned on the side-facing roof slope, the dormer would be clearly visible from the street and public realm. Owing to its scale, box-like form and prominent position within the roof slope, it would appear as an incongruous and visually intrusive addition to the building. Further to this, the dark grey colouring and vertical timber cladding would contrast starkly with the red roof tiles and more traditional material palette of the existing property. The dormer would therefore appear as an alien addition that would disrupt the form and visual integrity of the roof, detract from the architectural character and appearance of the building, and cause harm to the visual amenity of the surrounding area.

The proposal also includes the application of grey vertical timber cladding to the existing first-floor rear extension, the replacement of the existing white uPVC-framed windows with grey aluminium-framed units, alterations to the ground-floor openings within the western elevation, the replacement of two first-floor windows with grey aluminium-framed doors, and the formation of a first-floor terrace with an associated privacy wall and glazed balustrade.

The submitted drawings are inconsistent regarding the proposed treatment of the ground-floor openings within the western elevation. Drawing 150HH-PL06a shows the replacement of the two existing doors with three aluminium-framed windows, whereas Drawing 150HH-PL03 appears to show three aluminium-framed doors. Despite this, the replacement of the existing openings with grey aluminium-framed units would not, in principle, cause significant harm to the character or appearance of the building.

Similarly, the replacement of two first-floor windows with grey aluminium-framed doors, one incorporating a Juliet balcony and the other providing access to the proposed terrace, would represent relatively modest alterations to the rear and side elevations that would not appear unduly prominent or result in significant visual harm.

The proposed grey vertical timber cladding to the existing first-floor rear extension could help to distinguish the extension from the original building and provide it with a more coherent and

contemporary appearance. Its acceptability would, however, depend upon the quality, profile, detailing and finish of the cladding.

The proposed first-floor terrace, including the privacy wall along the shared boundary and the glazed balustrade, would be modest in scale and largely contained within the rear of the site. These elements would also not appear unduly prominent and are considered visually acceptable.

Residential amenity – the planning submission indicates that the area to the rear of the shop is currently vacant. The introduction of two apartments capable of accommodating up to six occupants would result in a general increase in activity within this part of the site. However, having regard to the existing commercial character of the surrounding area and the existing use of the rear yard, which adjoins neighbouring residential properties, the additional activity associated with the proposed residential use would not, in itself, be likely to cause unacceptable noise or disturbance to nearby occupiers.

The proposed dormer would be positioned within the west-facing roof slope and would be set away from the nearest residential properties. Given its siting, scale and relationship with neighbouring residential properties, significant issues associated with overshadowing, loss of light, and loss of outlook are not anticipated. Further to this, the dormer's window should provide no further degree of overlooking than any existing windows at first-floor level.

The other proposed alterations to the elevations would largely involve the replacement of existing window and door openings. As such, they would not significantly alter the existing relationship between the building and neighbouring residential properties or result in a significant increase in overlooking.

The proposed first-floor terrace would include a privacy wall along its eastern boundary, which would restrict views towards neighbouring properties in that direction. However, no equivalent privacy screening is proposed along the western edge. As such, the terrace would provide opportunities for overlooking residential properties and their private amenity spaces to the west, with the potential to harm the privacy of neighbouring occupiers.

Waste storage – the submitted Waste Management Strategy proposes 2no. general refuse bins, 2no. pulpable recycling bins and 2no. mixed recycling bins to be stored within external bin stores positioned to the side of the building. However, the proposed collection arrangements are unclear, as the Proposed Roof Plan identifies a collection point adjacent to the bin store, whilst the Waste Management Strategy states that bins would be presented on the Hollyhedge Road frontage. Insufficient information has also been provided to demonstrate that adequate waste storage and collection arrangements would be retained for the adjoining commercial units, or that their operation would not be prejudiced.

Parking and highways impact – the proposal does not provide any off-street parking. Highways Services have advised that, due to the limited scale of the development and the site's accessible location, the anticipated level of vehicular activity associated with the proposed apartments would be unlikely to give rise to highway capacity concerns. The site also benefits

from access to sustainable transport options, including nearby bus services and Benchill Metrolink stop.

Notwithstanding this, concerns exist regarding the proposed access arrangements. The submitted Design and Access Statement indicates that access to the apartments would be taken via the existing driveway along the western boundary, which also serves the adjoining commercial units and is used by delivery and servicing vehicles. Future residents would therefore be required to share their primary access route with commercial traffic and servicing activity, creating an increased risk of conflict between pedestrians and vehicles, to the detriment of residents' safety and the overall suitability of the access arrangement.

It is also unclear what measures would prevent future occupiers or visitors from parking within the shared driveway area. Such parking could obstruct vehicular access, deliveries and servicing activities associated with the adjoining commercial units, resulting in conflict between the proposed residential use and established commercial operations.

Cycle parking – the proposal does not include any cycle storage provisions. Highways Services indicated that secure and sheltered cycle parking provision should be made, within the curtilage of the site, at a provision of one-per-unit as a minimum in order to ensure sustainable transport options are available to prospective occupiers of the site.

Landscaping – Drawing 150HH-PL08 indicates that the proposal would provide a side garden comprising grass, pea shingle and planted borders, a rear wildflower garden, and a green roof above the existing outrigger. Whilst these features would improve the site's landscaping and biodiversity, they would not overcome the poor relationship between the residential accommodation, shared commercial service yard and neighbouring commercial units.

Safety – Drawing 150HH-PL08a identifies several proposed security measures, including passive surveillance from the apartment windows, pea-shingle surfacing, a secure steel entrance door, 1.8-metre-high palisade fencing, CCTV and key-operated windows.

Notwithstanding these measures, access would be taken through a gated entrance into the enclosed shared rear yard, which benefits from limited natural surveillance other than from the proposed apartments themselves. This arrangement could result in an unsafe and intimidating route for residents and visitors, whilst increasing opportunities for antisocial behaviour, opportunistic crime and theft. Further to this, barbed wire is present above the existing single-storey rear extension. Its retention would contribute to a hostile and unwelcoming residential environment and may indicate existing security concerns within the site.

Inaccuracies - the submitted drawings also contain several inaccuracies and inconsistencies:

- The existing and proposed elevations do not accurately depict all openings within the western elevation, including an additional roller-shutter door near the rear of the building.
- It is unclear whether the barbed wire above the existing single-storey outrigger would be removed.
- Drawing 150HH-PL06a shows three windows within the western elevation, whereas Drawing 150HH-PL03 shows three doors in the same location.

- Drawing 150HH-PL04 shows one bathroom window within the western elevation, whereas Drawing 150HH-PL06a shows two.
- Drawings 150HH-PL03 and 150HH-PL08 show a gated entrance to the rear of the site, whereas this feature is not annotated on Drawing 150HH-PL08a.

Conclusion – on balance, It is considered that the change of use of the rear of the shop into 2no. self-contained apartments together with the installation of a roof dormer, associated external alterations, and landscaping would provide a poor standard of living for the prospective occupiers of the apartments on the basis that the proposal would fall below national and local space standards for accommodation of this type, would create an unsafe living environment, would fail to provide an adequate private external amenity space, and would be affected by unacceptable levels of noise from adjacent commercial units and activity associated with those uses.

On this basis, the proposal is considered to conflict with saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, the requirements of the National Planning Policy Framework (2026), Manchester's Emerging Space Standards, and the Technical Housing Standards.

The applicant's agent was notified of the LPA's intent to refusal the application.

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 polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Refuse

Article 35 Declaration

The proposal does not improve the social and environmental conditions of the area, nor does it comply with the development plan and therefore does not comprise sustainable development. There are no conditions which could reasonably have been imposed, which would have made the development acceptable, and it is therefore not possible to approve the application.

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

1) The proposal fails to provide adequate internal living space, would provide a poor quality of outlook, would create an unsafe, hostile, and unwelcoming living environment, would fail to provide an adequate private external amenity space, and would be affected by unacceptable levels of noise from adjacent commercial units and activity associated with those uses, which would give rise to a poor standard of living accommodation for its prospective occupiers and an inadequate residential accommodation, contrary to saved policies DC5 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, H1, and H7 of the Manchester Core Strategy, policies JP-H1 and JP-H3 of the Places for Everyone Joint Development Plan Document, the requirements of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards.