

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
110923/FO/2016/N2	11 Feb 2016	12th Jan 2017	Longsight

**Proposal** Erection of single storey extensions to front side and rear to form ancillary accommodation to place of worship (Class D1)

**Location** Former Garratt Hotel , Pink Bank Lane, Longsight, Manchester, M12 5RF

**Applicant** Mr A Mohammed , Iqra Welfare Forum, Iqra, Pink Bank Lane, Manchester, M12 5RF,

**Agent** Mr Phil Holmes, PHA Architects Ltd, 1 Cranleigh Avenue, Heaton Mersey, Stockport, SK4 3PZ,

## **Description**

This application relates to a detached 2 storey building which sits centrally in a corner site, and is surrounded by hard surfacing. The site lies in a predominantly residential area, with housing to the north and south and a nursing home to the west, with some industrial units to the east.

In August 2013 planning permission was granted for the change of use of former public house to Class D1 community centre and prayer Hall which would also include educational classes (102887/FU/2013/N2). Some minor external alterations were also proposed, including a small, 0.4 metre long single storey extension to the existing front entrance, to provide a new entrance to the building, a new door in the side elevation, a roof alteration to an existing single storey part of the building and other aesthetic improvements. The internal alterations included creating dedicated prayer spaces, multi-use rooms and teaching spaces. The hours of operation, approved at that time were:

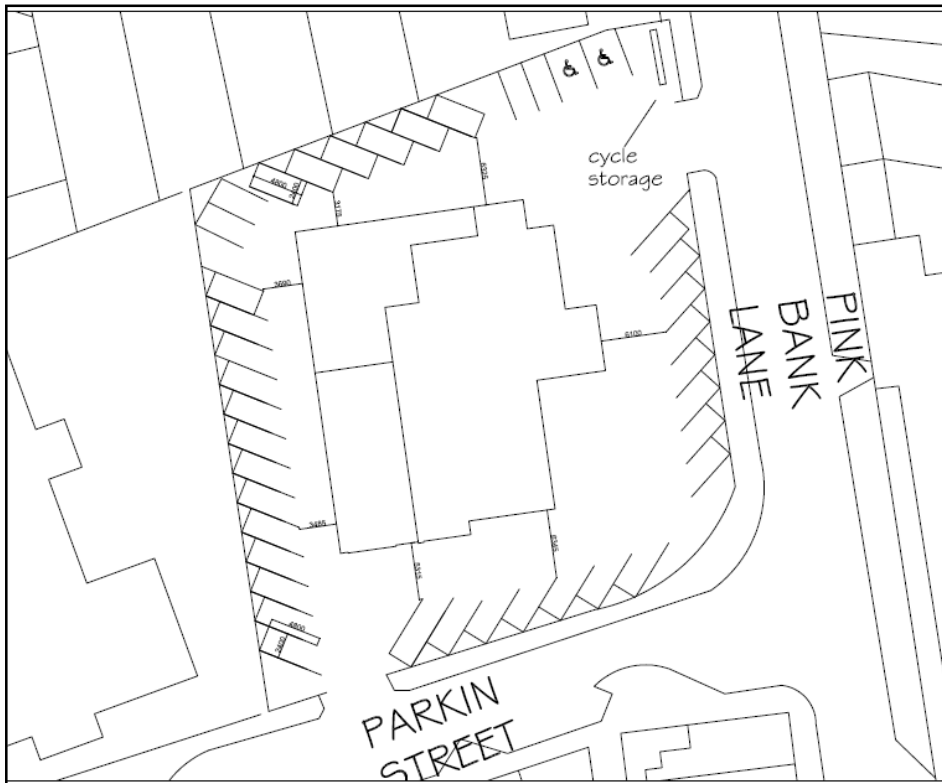
Monday to Friday - 8.00 am to 9.00 pm and Saturday, Sunday and Bank Holidays - 9.00 am to 8.00pm.

The premises are now operational and it is now proposed to erect a single storey extension to the property. The building currently has an irregular shape with projecting elements to the front side and rear. It is proposed to give the building a more regular shape to give a larger prayer room and rearrange the existing facilities. The extensions would, in effect, 'square-off' the northern and western boundaries of the building, with the extensions coming no further forward than the existing forward most points of the building. The existing building has a floorspace of 526 square metres and the proposal would result in an extra 187 square metres of floorspace being created. In addition to the single storey element three domed features are proposed at the front of the building.

The car parking at the site is currently unmarked and, as part of the proposal it is proposed to demarcate the car park providing spaces for 40 vehicles, including two

disabled persons spaces. The applicant considers that this would result in an increase in 10 spaces at the site, compared to the existing arrangement. The proposed hours of operation are unchanged.

Proposed site layout



Proposed side elevation (as viewed from rear of properties on Melling Street and 32 Pink Bank Lane) and proposed front elevation (as viewed from Pink Bank Lane)



Proposed rear elevation (as viewed from Farrant House Nursing Home) and proposed side elevation (as viewed from Elgar Street)



## Consultations

Local residents/adjoining occupiers - One letter of objection has been received, from a local resident, for the following reasons:

- The land around the building is currently used as a car park. If the extension is granted this would impact on the space available for parking, which would lead to vehicles parking on-street.
- The area on Pink Bank Lane, directly in front of the mosque, is already congested with vehicles from the garages opposite. This causes problems for residents and this situation would be made worse if the proposal goes ahead.
- The mosque already generates a high volume of traffic and the extension would lead to an even higher volume of traffic.
- On a Friday the mosque traffic blocks driveways and inconsiderate parking prevents parents and children from crossing safely.

This objection was accompanied by a petition, against the proposal, signed by 47 local residents.

Highway Services - Requested further information in relation to the following matters:

- Existing and proposed capacity at the site at peak times
- Existing and proposed parking numbers
- Existing and proposed trip generation at the site

- Details of existing on-street parking issues

In response the applicant has confirmed the following:

- The new extension would be used from 5pm - 7pm Monday to Friday and it is anticipated this would generate 5 car journeys dropping children off
- The Mosque has prayers 5 times during the day which last approximately 20mins. The times are sunrise , mid morning , lunchtime , mid afternoon and evening. These periods are attended by 10-15 people.85% of journeys are made without the use of a car. Therefore 2-3 car journeys can be expected at these off peak times.

- Fridays are a busier period at lunchtime which can attract a congregation of 150 people. Again 85% of journeys are not made by car.

The existing car park arrangement has been identified as providing a maximum 29 car spaces. The proposed parking layout has been improved to accommodate 40 spaces. They estimate that approximately 26 cars use the existing car park at busiest periods. There will therefore be no increase in traffic at busiest periods

- It is accepted that there are some existing car parking issues which require resolving. There are a number of businesses locally and mainly on the opposite side of Pink Bank Lane that have been using the Mosque car park for convenience. They estimate this to be approximately 15 cars at any particular time. They would like to address this by having a management policy in place which would mean providing controlled access.

This could be done manually or automatically.

It is the applicants intention to make arrangements nonetheless to stop the cars that are parked in the mosque car park without appropriate permission.

- There are cars parked on the main road at all times which they can understand is an issue with local residents but these vehicles relate to other adjacent business operations.

In response, Highways Services made further comments:

- What are the proposals for preventing use of the car park by unauthorised users?
- How is the car park managed - are there car parking marshals?
- Does the Mosque have a travel plan to encourage sustainable travel? Are there cycle parking facilities?
- Is there an event car parking management plan for festivals?

In response the applicants have confirmed the following:

- The gates are now managed by the caretaker to stop unauthorised parking and only the entrance on Pink Bank Lane is being used .
- Generally the daily prayers result in less than 10 vehicles at any time. On Fridays, and events, two security guards will control traffic.
- Cycle parking is now indicated, for 6 cycles.

Highways Services now consider that the proposed arrangements are acceptable subject to the following points:

- The car park layout is also acceptable in principle however it is noted that there are a number of pinch points so it is recommended that the car park is marked with a one

way route to minimise potential conflicts. To discourage the use of Elgar Street, the gates to/from Elgar Street should not be used by Mosque traffic. They can be retained for emergency and this should be conditioned.

As part of any subsequent planning approval they would also suggest the following conditions:

- Event Management Plan to include Marshalls and management of access/egress to Elgar Street.
- Travel Plan.
- Construction Management Plan to include details of car parking during construction phases.
- Details of on site storage and highway collection of waste.

Strategic Area and Citywide Support Manager - Recommends that conditions are attached, to any permission, in relation to acoustic insulation of the extension, refuse and contaminated land.

Greater Manchester Police - Support the application subject to consideration of a number of matters relating to the security of the premises.

United Utilities - No objections.

## **Policies**

National Planning Policy Framework - Sets out the Government's Planning Policies for England and how these are expected to be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that the planning system should perform:

An economic role - contributing to build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and co-ordinating development requirements, including the provision of infrastructure;

A social role - supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and supports its health, social and cultural well-being; and

An environmental role - contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy

Pursuing sustainable developments involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life, including (but not limited to):

- making it easier for jobs to be created in cities, towns and villages;
- moving from a net loss of bio-diversity to achieving net gains for nature;
- replacing poor design with better design;

- improving the conditions in which people live, work, travel and take leisure, and
- widening the choice of high quality homes.

There should be a presumption in favour of sustainable development and plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas.

Unitary Development Plan - The site is presently unallocated within the Manchester Unitary Development Plan (adopted 1995).

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 T1 relates to sustainable transport and states that to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport, and that the Council will support proposals that improve choice by developing alternatives to the car.

Policy T2 states that the Council will actively manage the pattern of development to ensure that all new development should provide appropriate car parking facilities. In all parts of the City proposals should have regard to the need for disabled and cycle parking.

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 relates to waste and states that the Council will require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how 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 (UDP) - 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.

## **Issues**

Scale/design - The extension leads to a significant increase in the building footprint although the structure is single storey only and there remains a substantial space around the building. At certain points the proposed building would be nearer to residential properties on Melling Street but a 30 metre gap is retained. In relation to properties on Pink Bank Lane, and the nursing home on Elgar Street, the structure

would be no nearer than the existing building. The resulting building would have a greater mass when viewed from these properties, but as the extension is single storey only, it is not considered that the building would have an adverse visual impact upon those residents. Additional features are proposed to be introduced, by way of 3 new domed features, on the Pink Bank Lane frontage of the building. These are considered to be of a typical design, for a building of this nature and the design and scale of the mosque is considered to be appropriate in this location.

Use of extension - The applicant states that the additional space requirements are for educational purposes as the existing facilities do not provide an appropriate layout, and there is insufficient space for undertaking teaching facilities for younger people. The applicant goes on to state that the extended area would give the mosque an area that could be used for educational facilities at times when the prayer room is occupied. The layout also allows a more flexible private entrance and egress from the main prayer room with new washing facilities. In addition, the proposed extension also has a separate entrance from the main prayer area. It is considered that this will help facilitate the education programme with the spaces being linked together internally. The proposal results in the size of the building being increased by approximately one third and whilst this does create the potential for an intensification of the existing use the uses it is not considered that this would be significant and would not generally lead to an intensified use outside of the mosques busiest period (i.e. Friday prayers). Indeed the extension is primarily needed for educational classes which would run between 5pm and 7pm, Monday to Friday and the applicant has indicated that this is likely to result in approximately 5 additional vehicles at the site to drop-off and collect children. The extension of the site is not expected to generate any other additional visits, at other times, so at peak usage times there should be no increase in vehicular activity at the site. The use of the extension is therefore considered to be acceptable.

Car parking - This is the element of the proposal which causes most concern to local residents. It is clear that residents have suffered in the past, due to inconsiderate parking although it is considered that this cannot all be attributed to visitors to the mosque. Through prolonged negotiations, with Highways Services, it is considered that the scheme now proposed would offer the following benefits:

- A formally marked parking area. Although the applicant states that the premises currently only accommodate 29/30 vehicles, it is considered that more could be accommodated if this area were properly managed. The demarcation of this area allows this, creating greater efficiency of this space and thereby increasing capacity, whilst reducing the space around the building. A condition is proposed which would require this area to be formally demarcated, prior to occupation of the building.
- The applicant has indicated that two marshalls would patrol the parking area, on Fridays and at busy events, to ensure that vehicles parked appropriately and responsibly, so as not to have a harmful impact upon adjoining residents.
- Greater control over vehicular access to the mosque to ensure that it is not occupied by users of nearby industrial premises and that full capacity is always available to mosque users.
- Six cycle spaces are now proposed, and a travel plan condition is proposed, with the aim of reducing visits to the site by cars and the use of sustainable modes of transport.



Subject to the conditions, required by Highways Services, being satisfactorily implemented, it is considered that this could create an improvement upon the existing situation, for residents, particularly during peak times such as Friday prayers. As such it is considered that, for the majority of the week, the car park is likely to operate under capacity. It is acknowledged that at Friday prayers, and festivals, the demand for car parking could, on occasion, be greater than the site's capacity but Highways Services consider that, with the use of marshalls and an event management plan, any potential impact upon residents can be minimised. On this basis, it is considered that the proposal would not have an unduly harmful impact upon local residents and would not exacerbate on-street parking issues in the vicinity of the site.

Residential amenity - In the past residents would have experienced activity, noise and comings and goings, from the former public house. The proposed extended premises would also lead to noise and activity. However, the extension to the mosque is unlikely to see an uplift in worshippers, just improved facilities for existing worshippers and it remains the case that the premises would only operate until 9 pm in the week and 8pm at weekends, including during any festivals/events, such as Ramadan. The peak time, when visits to the site might exceed past levels, is likely to be for Friday prayer, between 1pm and 2pm. Whilst there may be some on-street parking difficulties at that time, this is not likely to be at a time when residents demand for car parking is at its peak. Conditions are proposed in relation to matters such as hours of operation, car park management and acoustic insulation of the extension, and generally it is not considered that the proposal would significantly impact upon the amenity of surrounding residents.

Boundary treatment - The site is surrounded by low walls and metal railings and there are clear views of the building and car parking area. Whilst it is not considered that the building would have a harmful visual impact, upon the locality, it is considered that the site would benefit from some landscaping around the periphery of the site. This will help break up the large areas of hard surfacing around the car parking area and therefore represent an improvement in terms of visual amenity. The applicants have agreed to provide this and an appropriate condition is proposed.

Conclusion - Whilst some additional vehicle movements take place as a result of this proposal, between 5pm and 7pm Monday to Friday, the facility is essentially proposed to meet a local demand, and, other than at Friday prayer, the levels of activity at the site are unlikely to be detrimental to surrounding residents. Undoubtedly there will be significant activity and demand for car parking at the site, particularly during Friday prayer. However, it is not considered that this proposal would significantly add to the existing demand. Furthermore peak demand for parking (i.e. Friday prayers) will not be at a time when residential demand, for car parking, is at its peak. The conditions requested by Highways Services should ensure any impact on on-street parking, and residential amenity, would be kept to a minimum, and as such the proposal is considered to be acceptable in this location.

**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 the right to a fair hearing and to this end the Committee 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 Head 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 approval of the application is proportionate to the wider benefits of approval 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 negotiations have taken place in relation to car parking provision, to ensure that the development would not have a harmful impact upon the amenities of surrounding residents.

### **Reason for recommendation**

#### **Conditions to be attached to the decision**

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:

Drawings number F01/IQ/01, F01/IQ/02, F01/IQ/03, F01/IQ/04, F01/IQ/05, F01/IQ/06 and F01/IQ/07 rev A, stamped as received by the City Council, as Local Planning Authority, on 4 January 2016

Drawings number F01/IQ/09 rev B, F01/IQ/10 rev B, F01/IQ/11, and F01/IQ/13, stamped as received by the City Council, as Local Planning Authority, on 10 February 2016

The Cyclesafe Bicycle Locker Systems document stamped as received by the City Council, as Local Planning Authority, on 26 November 2016

Drawing number F01/IQ/12 rev B, stamped as received by the City Council, as Local Planning Authority, on 30 November 2016

Drawing number F01/IQ/14 stamped as received by the City Council, as Local Planning Authority, on 7 December 2016

The emails from Phil Holmes, dated 1 April 2016, 19 July 2016 and 7 December 2016

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

3) No development works above ground shall take place unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing 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 policies DM1 and SP1 of the Manchester Core Strategy.

4) The premises shall not be open outside the following hours:  
Monday to Friday - 8.00 am to 9.00 pm  
Saturday, Sunday and Bank Holidays - 9.00 am to 8.00pm

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

5) Before any use of the extension commences, the premises 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 use commences.

Reason - To safeguard the amenities of the occupiers of the building and occupiers of nearby properties, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

6) Prior to the first occupation of the development hereby approved 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 - In the interests of amenity and public health, pursuant to policies DM1 and SP1 of Manchester's Core Strategy.

7) The car parking indicated on the approved plans shall be surfaced, demarcated and made available for use prior to the first use of the extension hereby approved. The car park shall then be available at all times whilst the site is occupied.

Reason - To ensure that there is adequate parking for the development proposed when the building is occupied, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

8) Before the development hereby approved is first occupied a 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:

- i) the measures proposed to be taken to reduce dependency on the private car by those [attending or] employed in the development
- ii) a commitment to surveying the travel patterns of staff during the first three months of use of the development and thereafter from time to time
- iii) mechanisms for the implementation of the measures to reduce dependency on the private car
- iv) measures for the delivery of specified travel plan services
- v) 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 (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. 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.

9) The car parking area shall only be used in accordance with a management plan which shall be submitted to and approved in writing by the City Council as Local Planning Authority, prior to the first use of the development hereby approved. This shall include details of marshalling, operation of car park during Friday prayers, and other events, measures for dealing with overspill parking and management of access/egress to Elgar Street. The car park shall then operate in accordance with this management scheme at all times whilst the site is occupied.

Reason - To ensure that there is adequate parking for the development proposed when the building is occupied, pursuant to policies SP1 and DM1 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;

- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Parking of construction vehicles;
- Wheel washing facilities; 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) Notwithstanding the approved plans no above ground construction works shall commence until a hard and soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the extension is first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy.

### **Local Government (Access to Information) Act 1985**

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 110923/FO/2016/N2 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

### **The following residents, businesses and other third parties in the area were consulted/notified on the application:**

Highway Services  
Environmental Health  
South Manchester Regeneration - Central SRF  
Greater Manchester Police

A map showing the neighbours notified of the application is attached at the end of the report.

### **Representations were received from the following third parties:**

**Relevant Contact Officer :** Ian Jarvis  
**Telephone number :** 0161 234 4079  
**Email :** i.jarvis@manchester.gov.uk



 Application site boundary  Neighbour notification  
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