

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
121647/FO/2018	25th Oct 2018	17th June 2019	Cheetham Ward

**Proposal** Erection of second floor extension to the existing building to form additional storage area in association with existing cash and carry use (sui generis)

**Location** 1 - 4 Sagar Street, Manchester, M8 8EU

**Applicant** Mr Ravinder Singh, C/o Agent

**Agent** Mr Chris Jones, NJL Consulting, 8 Ashbrook Office Park, Longstone Road, Manchester, M22 5LB

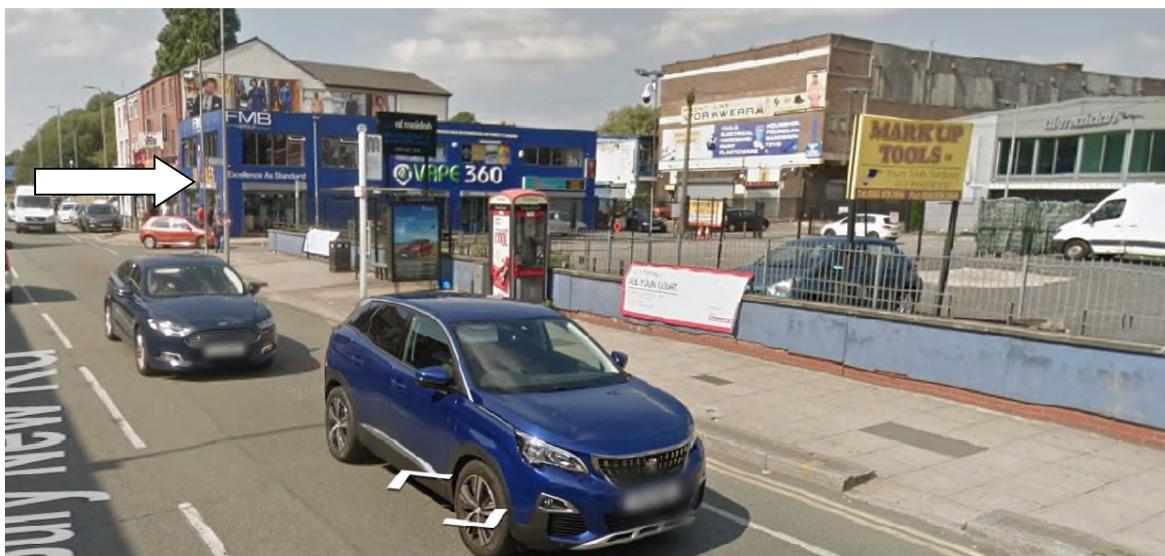
### Description

Members may recall that at the Planning and Highways Committee meeting on 13 December 2018, the Committee resolved to defer determination of this application in order to undertake a site visit before making a decision. The recommendation of approval remains unchanged.

The application site relates to an existing, two storey, flat roof building which occupies an end terrace position at the corner of Bury New Road and Sagar Street.

The building contrasts to the Victorian design of the host terrace and incorporates a flat roof design, with the front and side elevations clad with 'Cobalt Blue' Trespa cladding panels. Traditional red brickwork forms the rear elevation.

The building incorporates shop frontages to both the roads it addresses and is divided into 5 units used for cash and carry purposes (sui generis) predominantly for the distribution and wholesale of phone, fashion, vaping and related products. The units are leased by the applicant who owns the entire building.



The application premises is situated within the heart of the Strangeways employment area and lies adjacent to a busy, north/south arterial road situated in an area defined by The Strangeways Local plan (2009) as 'The Workshop Village'. This is located on either side of Bury New Road and contains a mixture of large and small commercial premises within 1-3 storey buildings occupied by wholesalers, small-scale retail and distributors, involved predominantly in textile, clothing, vaping, information communications and technology. HMP Strangeways is situated a short distance to the east.

In terms of the immediate surroundings, the premises is adjoined to the north by a three storey parade containing retail and wholesale businesses and to the rear by a complex of 2 and 3 storey commercial units, separated by an associated car park/service area. On the opposite side of Sagar Street is a car park associated with a neighbouring banqueting business set back from the main Bury New Road frontage. On the other side of Bury New Road, there are two and three storey Victorian terraced properties containing a variety of retail, wholesale and food and drink uses.

In terms of this application, planning permission is sought for the erection of an additional floor over most of the existing flat roof to create a three storey building. The additional floorspace is to create a new storage area for the existing cash and carry units, with a gross internal area of 123 sqm.

The proposed structure is to incorporate a pair of gabled roofs to reflect the design and ridge height of the terrace to which the existing building adjoins, with access to be achieved by a continuation of the existing stairwell.

Externally, the extension is to be clad in brick panels to reflect the adjoining terrace, with the use of similar roof tiles.

The application follows the refusal of an earlier similar application and an associated application for advertisement consent (Refs: 120457/FO/2018 & 120458/AO/2018) due to concerns surrounding design, the impact upon visual amenity and servicing requirements. It is believed these concerns have now been overcome.

## **Consultations**

Local Residents/Occupiers – 1 objection has been received from a neighbouring business occupier. Comments are summarised below:

- The existing building is already over-subscribed. It is believed that the proposed floorspace is to facilitate another unit rather than storage associated within an existing use. It is not considered that such large floorspace would be required for a small trading entity and that if storage is required, there are plenty of storage units within existing premises in the area.
- Sagar Street is heavily over-subscribed and sees a large volume of traffic in and out daily. Units 1-4 receive a number of deliveries from long wheel base vans and 7.5 tonne trucks. There is no specified loading area for such vehicles which results in them blocking one side of the carriage way on Sagar

Street. This then has a knock on effect on all surrounding traffic and manoeuvrability. Additional storage space would create further issues as a consequence of increased servicing requirements.

- It is questioned where waste associated with the additional space would be stored. It is considered that there is not adequate or dedicated bin storage facilities for this site already and that current arrangements encroach on private land not owned by the applicant.

Local Ward Members – Councillor Shaukat Ali objects on the basis that the proposed floorspace will contribute towards a fly tipping and litter problem in the area. It is also not considered that the applicant will occupy the proposed floorspace and will therefore have no control over its operation.

Highway Services – It is noted that directly adjacent to the unit, there are junction protection markings, with Limited Waiting Bays located along Bury New Road, (2hours, No return within 1 hour, Mon-Fri 8am-6pm). There are no further kerbside restrictions along Sagar Street.

The technical note provided indicates an additional 3 trips per day arising from service vehicles associated with the development. It is anticipated that this can be absorbed on the existing highway network with no significant impact in terms of traffic accumulation or capacity constraints.

It is understood that there is no car parking associated with the unit and therefore all parking demands are to be accommodated on-street.

Servicing and access arrangements for the building remain as per the existing arrangement, with servicing vehicles loading/unloading directly adjacent to the unit's frontage along Sagar Street.

Highways accept that loading from Sagar Street is permitted and therefore whilst servicing within the site's curtilage is typically preferable, it is accepted on this occasion that service vehicles can load from the adjacent highway.

Environmental Health – No objection. The submitted information is satisfactory to address waste considerations.

## **Policy**

### Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'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 also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principle) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

Policy EC1 (Employment and Economic Growth in Manchester) looks to ensure priorities for economic growth, the Council will support significant contributors to economic growth and productivity including health, education, retailing, cultural and tourism facilities, and other employment generating uses.

Policy EC3 (Regional Centre) – states that within the Regional Centre development for employment generating uses including offices and other commercial development will be encouraged.

Policy EC4 states that North Manchester is expected to provide approximately 14ha of employment land. The key development opportunity in the area is:

1. City Centre Fringe suitable for office (B1a) led mixed use development:
  - a. -Strangeways;
  - b. Collyhurst.
  
2. Significant existing employment and economic development is found in:
  - a. Strangeways Employment Area north of the City Centre fringe, suitable for retention and growth of general industry, warehousing and distribution;
  - b. Collyhurst;
  - c. North of City Centre Fringe, an area with a number of major employers;
  - d. Cheetham offering cultural facilities, such as museums;
  - e. Manchester Fort Retail Park;

- f. North Manchester Business Park.
3. The Council will promote development which has had regard to:
- a. The key transport infrastructure such as the arterial roads Bury New Road, Cheetham Hill, Rochdale Road and other public transport networks such as bus routes; Metrolink and proposed extension and new stops;
  - b. Connecting major employment opportunities to residential neighbourhoods within North Manchester and Lower Broughton and Salford;
  - c. The importance of waterways and particularly the Irwell River in creating a sense of place and attracting investment.

Policy CC1 notes that the City Centre is a strategic economic location and focus of employment growth in the City and City Region.

The City Centre and fringe will be considered a suitable location for the consideration of high density buildings and commercially led mixed use schemes. The focus for employment growth will be in B1a high density offices and the Council will give particular encouragement and support for such development in location including the Strangeways area.

Developments which lead to the more intensive use of employment land (in terms of floorspace provided) will be supported.

Policy T2 (Accessible Areas of Opportunity and Need) states that the Council will actively manage the pattern of development to ensure that new development: is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections. Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

Policy EN1 'Design principles and strategic character areas' The proposal's considered to be a high quality scheme in terms of its design and appearance that would enhance the regeneration of the area.

Policy EN16 (Air Quality) – states that the Council will seek to improve the air quality within Manchester, and particularly within Air Quality Management Areas, located along Manchester's principal traffic routes. Developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.

Policy EN19 (Waste) states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

## Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policies of the Unitary Development Plan are also considered relevant:

Policy CC10 encourages the continued high level of economic activity in Strangeways and lower Cheetham Hill Rd areas, recognising particularly the needs of the wholesale trades which dominate these areas. The Council recognises the regional role played by this locality and will pursue policies designed to improve the efficiency of existing businesses by environmental improvements and better parking and servicing.

Permission will only be granted where proposals incorporate sufficient parking and servicing for their own needs, subject to a proper balance of other planning requirements.

Strangeways Local Plan – The City Council document outlines aspirations for the Strangeways area and recognises the economic importance that the area plays in the wholesale trades and an important provider of employment in Manchester.

The Local Plan identifies the site as being within the ‘workshop village’ and acknowledges the need to retain and improve the neighbourhood as a vibrant business location, including the retention of employment uses in the area and to encourage a programme of public realm improvements and improvements to accessibility and the physical environment.

## The Guide to Development in Manchester (SPD) (2007)

The Guide to Development in Manchester is a supplementary planning document which contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve, include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability.

## Greater Manchester Spatial Framework (GMSF)

The Association of Greater Manchester Authorities (AGMA) is preparing a sub-regional spatial framework in order to prepare a vision for a better, more productive and successful Greater Manchester.

The draft plan is at early stage of preparation, but it sets out a number of key strategic approaches and issues and objectives that a successful Greater Manchester needs to address in the coming years.

## National Planning Policy Framework (2018)

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

The Framework underlines a “presumption in favour of sustainable development”. This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

Relevant to this application, Section 6 provide guidance in relation to ‘Building a Strong Economy’, Section 11 underlines the need to ‘Make Effective Use of Land’, Section 12 provides design guidance – ‘Achieving Well-Designed Places’.

## National Planning Policy Guidance (March 2014)

The Government produced a suite of documents to act as a live resource which set out advice and best practice on a wide range of planning issues following a detailed review of planning policy guidance as a way of streamlining policy.

The relevant sections of the NPPG in this case are as follows:

*Design* states that where appropriate the following should be considered:

- layout – the way in which buildings and spaces relate to each other;
- form – the shape of buildings;
- scale – the size of buildings;
- detailing – the important smaller elements of building and spaces;
- materials – what a building is made from.

*Air Quality* – Guidance states that when air quality is considered relevant to a planning application, which includes when proposals:

- Give rise to potentially significant impact (such as dust) during construction for nearby sensitive locations;
- Significantly affect traffic in the immediate vicinity of the proposed development site or further afield; or
- Expose people to existing sources of air pollutants. This could be by building new homes, workplaces or other development in places with poor quality.

## **Issues**

### Principle

Policy and in particular, the Strangeways Local Plan, recognises the site as being within the warehouse district and therefore further businesses which support economic growth in the area are generally welcomed.

The application site is situated within an area subject to a site specific policy.

Saved policy CC10 of the UDP specifically recognises the need to encourage high levels of economic activity in the area and particularly the wholesale trades which dominate the area.

This is supported by policies CC1, EC2 and EC4 of the UDP which highlights the importance that the city centre and its fringe makes towards economic activity and employment within the regional centre.

The Strangeways Local Plan – a City Council document produced in 2008 outlines a strategy to be delivered over the next 10-15 years for Strangeways to maximise its potential to contribute to the economy of the city, building upon and diversifying its current employment base, exploiting its location on the edge of the city centre.

The site is situated within an area defined as 'The Workshop Village' which advocates the retention and improvement of employment uses.

it is noted that whilst large-scale de-industrialisation has occurred elsewhere in many of the city's traditional employment areas, Strangeways has remained an important provider of employment in Manchester and has the highest concentration of businesses outside the city centre. As manufacturing has declined, the area has continued to focus on textiles with more emphasis on distribution and warehousing.

The above policy context underlines the importance of retaining and enhancing established economic sectors including warehousing, manufacturing and distribution activities within the core of Strangeways so to protect and enhance the employment function of this part of Strangeways.

Given the overarching policy context, it is considered that the general principle of the proposed use is acceptable, subject to consideration of more detailed planning issues which are explored further below.

### Design, Scale and Appearance

The proposed extension relates to the creation of a third storey, incorporating a gable roof. The eaves and ridge height reflects the dimensions and scale of the host terrace, with the fenestration and window rhythm mirroring the floors below.



### View of proposed front elevation (Bury New Road)

The existing building is unusual in that in contrast to other end terraced properties in the immediate area, the building is only two storeys in height and utilises a flat roof.

Originally, the site would have been occupied by a building of the scale and roof pitch proposed, albeit with a lesser depth. The extension has been set back from the original building so it sits on the inner leaf of the cavity walls to clearly define the extra storey as a later addition.



### View of proposed side elevation (Sagar Street)

In terms of materials, the exact specification is to be agreed by way of a planning condition. Indicative details indicate the use of contemporary, 'Stofix' grey brick panels rather than continue the blue cladding. This will reduce the dominance of the structure and help tie the building into the adjoining terrace and surrounding urban fabric which is predominantly of masonry construction.

The proposed windows are to match those on the first floor and will comprise aluminium frames in a light grey finish.

Given the immediate context and the relationship of the proposed structure with neighbouring buildings, the proposed development is considered acceptable in terms of its design, scale and appearance.

### Use

The proposed floorspace is to facilitate additional storage to be shared between all existing business units within the building which operate on a cash and carry, wholesale basis.

Whilst a comment has been received which raises the issue of additional storage being stored off site due to the availability of existing storage floorspace in the area, it is not considered reasonable to disaggregate the storage demands of the existing businesses and would also lead to increased delivery movements between the existing units and off-site space, on top of existing deliveries to the host businesses.

In order to alleviate concerns surrounding the over-intensive use of the building if a further business was to operate from the building, planning conditions have been included which prevent the floorspace from being operated as an independent unit or outside the authorised use class, as well preventing any future sub-division of the floorspace.

### Impact on the Highway

The principal impact on the highway will be as a consequence of servicing requirements as the proposed floorspace is for storage purposes and is not for public use.

A Technical Note has been prepared in respect of the application which assesses trip generation, parking demand and highway safety, whilst acknowledging the highly sustainable location of the application site and how the site is accessibly located within close proximity to a range of transport modes.

The development which involves the creation of an additional 130 sqm of storage space will not require any additional staff and therefore it is unlikely that there will be an increase in parking requirements.

Servicing and access will remain as the existing arrangement, with deliveries/collections typically being made by car or transit van and take place on the highway outside the building on Sagar Street.

A trip generation forecast has been calculated using the industry standards TRICS database. This calculates that the additional floorspace will generate an additional 3 trips per day, including additional servicing trips. This is considered to have a negligible impact on the operation of the highway, even considering the congested nature of the local environment.

Highway Services who were consulted as part of the application process, indicate that whilst in-curtilage servicing is preferable, the existing on-street arrangement is acceptable in this case. It is anticipated that additional movements can be absorbed with no significant impact in terms of traffic accumulation or capacity constraints.

### Waste Management

The application has been accompanied by a waste management strategy which indicates that proposed floorspace will utilise an existing, ventilated bin store situated

internally on the ground floor, due to the lack of any external space associated with the entire development. The bins will be moved to a collection point immediately adjacent to the premises on Sagar Street on the day of collection. The existing waste management company that presently operates will be responsible for collecting the additional waste generated.

It is understood that the businesses that occupy the existing units generate limited waste at present. The clothing element generated limited polythene waste in the form of suit covers and the vape and mobile phone elements create limited cardboard waste, as many of the products are retained in their sales packaging. The proposed storage area will accommodate items in a similar state, resulting in a limited uplift in waste. A total of 840 litres of capacity for waste is proposed of which 50% is for recycling. This will involve a total of 2 x 140 litre receptacles each for general, pulpable and mixed recycling waste shared between all units.

### Air Quality

Given the modest number of increased vehicle movements, it is considered that the impact upon air quality would not be significant, particularly given the sustainable location of the property, the upper floor position of the floorspace and as no new parking spaces are to be created.

It is considered that if the mitigation measures during the construction phases are adopted, air quality is not considered to be a constraint to development and will accord with the relevant local policy and national guidance. To ensure this is the case, a condition have been included which will require the submission and approval of a Construction Management Plan.

### Other Issues

A concern is raised that the proposed floorspace will contribute to fly tipping in the area.

There is no evidence that the application premises presents an existing problem or that the proposed storage floorspace would generate litter/fly tipping. As such, this is a perceived issue that relates to the wider area outside the scope of planning and is not therefore a matter for consideration in this instance.

**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 polices 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 / 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.

### **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) Notwithstanding details submitted, no development that is hereby approved shall commence 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 only be implemented in accordance with the agreed material.

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, as specified in policies SP1 and DM1 of the Core Strategy.

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

005/P, 006/P, 007/P, 008/P and 009/P received by the City Council as Local Planning Authority on 23 October 2018 and 22 November 2018 respectively.

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

4) The development hereby approved shall only be implemented in accordance with the submitted Waste Management Strategy and waste management plan numbered 009/C, received by the City Council as Local Planning Authority on 22 November 2018. The agreed strategy shall remain in operation at all times whilst the building is occupied.

Reason - In the interests of visual amenity and public health, pursuant to policies DM1 and SP1 of the Manchester Core Strategy.

5) The development shall only be implemented in accordance with the servicing details outlined within Section 3 of the submitted Technical Note produced by Mode Transport Planning received by the City Council as Local Planning Authority on 1 November 2018. The strategy shall remain in operation as long as the units are occupied.

Reason – To prevent an over-intensive use of the site and in the interests of highway safety, pursuant to policies SP1 and DM1 of the Core Strategy.

6) Prior to the commencement of development, a construction management plan outlining working practices during development and demolition 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;
- 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.

7) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) the building, including the floorspace hereby approved shall not be further subdivided to form additional units.

Reason - To prevent an over-intensive use of the site, pursuant to Policies SP1 and DM1 of the Manchester Core Strategy.

8) The floorspace hereby approved shall not be used as an independent unit and shall be for storage purposes ancillary to the existing cash and carry units only (sui generis) and for no other purpose.

Reason – To prevent an over-intensive use of the building, pursuant to policies DM1 and SP1 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

**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: 121647/FO/2018 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  
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:**

Highway Services  
Environmental Health

**Relevant Contact Officer :** Steven McCoombe  
**Telephone number :** 0161 234 4607  
**Email :** s.mccoombe@manchester.gov.uk



 Application site boundary  Neighbour notification  
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