ITEM 4

Application Reference	DC/076218
Location:	South Manchester Muslim Association Weybrook Road Heaton Chapel Manchester Stockport M19 2QD
PROPOSAL:	Proposed creation of 409 sqm of additional floorspace on the first floor for additional community use space, along with elevational alterations to building including additional external windows and fire escape doors
Type Of Application:	Full Application
Registration Date:	18.03.2020
Expiry Date:	Extension of Time agreed until 16 th June 2020
Case Officer:	Jeni Regan
Applicant:	Mr Ghulamrasool Ali
Agent:	Visua15

DELEGATION/COMMITTEE STATUS

Heatons and Reddish Area Committee. Application referred due to receipt of 4 or more letters of objection, contrary to the Officer recommendation to grant.

DESCRIPTION OF DEVELOPMENT

Planning permission is sought for the creation of 409 sqm of additional floorspace on the first floor of the existing building for further community use space. The applicant has confirmed that the additional floorspace on the first floor is to continue to provide support and meet the needs of the people in the community. As outlined within the submitted Design and Access Statement, this will be done by creating the facilities below:

- Gym and Sports facility For men and women, as there is not a separate facility for both genders in the area, especially females. This sport facility is essential as it will promote good physical and mental health as both genders make the most of these facilities in a comfortable manner.
- Classrooms These rooms will be used for evening classes for education
- Library To allow the people in the community to relax and educate themselves and for students to study in a quite area and use the computers provided.
- Food bank This will also continue from the centre to help the community.

The proposals also include a number of elevational alterations to the existing building including:

- Curving the corners of the front elevation of the existing building to assist with vehicle movements in and out of the rear car parking area;
- Additional external windows and fire escape doors; and

In relation to the proposed elevational alterations and the provision of new windows and doors into all four elevations of the existing building, the specific list of works are outlined below:

Ground Floor

- Front Elevation (West) Removal of 2 windows to accommodate the new curved corners
- Rear Elevation (East) Creation of new curved window in existing opening and additional access door into rear car park
- Side Elevation (North) Removal of 1 window to accommodate new curved corner
- Side Elevation (South) Provision of new double fire door

First Floor

- Front Elevation (West) Creation of 1 new window
- Rear Elevation (East) Creation of 2 new windows
- Side Elevation (North) Creation of 3 new windows
- Side Elevation (South) Creation of 3 new windows

Members will note that the application previously included the proposals to install new solar panels to both slopes of the existing roof. However, due to comments received from the Safeguarding Officer at Manchester Airport requesting a glint and glare assessment, the applicant has decided to remove this element of the proposals from this application DC/076218, and submit a subsequent planning application to seek approval for the panels once the relevant information has been obtained.

SITE AND SURROUNDINGS

The site comprises a single storey, former industrial unit, located at the end of Weybrook Road. The site forms part of the larger Blackbrook Trading Estate and lies adjacent to the boundary with Manchester City Council.

Planning permission was granted in February 2017 under application DC/058645 for the site to be used as a place of worship / community centre by the South Manchester Muslim Association. This includes the use of the building for community uses and prayers on a Friday, with car parking to the front and rear.

A number of industrial units exist to the north-west, with an Aldi foodstore adjoining the site to the south-west. A wooded area with a small brook falls to the east of the site, with residential properties beyond. Dwellings also exist directly to the rear (south-east) of the site.

Levels within the site are set upto 1m lower than the adjacent Aldi car park and undulate across the site from north to south. Existing boundary treatments include palisade, post and wire, and panel fencing, together with soft landscaping. A number of trees of varying age and condition also exist within the site.

Vehicular access to the site is currently taken off Weybrook Road. Areas of hardstanding existing to the front, side and rear, which appear to have provided informal parking and storage areas.

POLICY BACKGROUND

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications and appeals to be determined in accordance with the Statutory Development Plan unless material considerations indicate otherwise.

The Statutory Development Plan for Stockport comprises :-

- Policies set out in the Stockport Unitary Development Plan Review (saved UDP) adopted on the 31st May 2006 which have been saved by direction under paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004; and
- Policies set out in the Stockport Local Development Framework Core Strategy Development Plan Document (Core Strategy DPD) adopted on the 17th March 2011.

The application site is allocated within a Predominantly Residential Area, as defined on the UDP Proposals Map. The following policies are therefore relevant in consideration of the proposal:-

Saved UDP Review

- CTF1.1 Development of Community Services and Facilities
- CDH1.2 Non Residential Development in Predominantly Residential Areas
- CDH1.9 Community Facilities in Predominantly Residential Areas

Core Strategy

CS1 - OVERARCHING PRINCIPLES: SUSTAINABLE DEVELOPMENT -

ADDRESSING INEQUALITIES AND CLIMATE CHANGE

CS7 - ACCOMMODATING ECONOMIC DEVELOPMENT

CS8 - SAFEGUARDING AND IMPROVING THE ENVIRONMENT

CS10 - AN EFFECTIVE AND SUSTAINABLE NETWORK

SIE-1 - Quality Places

SIE-3 - Protecting, Safeguarding and Enhancing the Environment

SD-3 - Delivering the Energy Opportunities Plan - New Development

SD-6 - Adapting to the Impacts of Climate Change

T-1 - Transport and Development

T-2 - Parking in Developments

T-3 - Safety and Capacity on the Highway Network

AS-2 - Improving Indoor Sports, Community, Education Facilities and their Accessibility.

AED-6 - Employment Sites Outside Protected Areas

Supplementary Planning Guidance

Supplementary Planning Guidance does not form part of the Statutory Development Plan; nevertheless it does provide non-statutory Council approved guidance that is a material consideration when determining planning applications.

There are no relevant SPD or SPG documents in this case.

National Planning Policy Framework

A Revised National Planning Policy Framework (NPPF) issued by the Secretary of State for Housing, Communities and Local Government (MHCLG) on 19th February 2019 replaced the previous NPPF (originally issued 2012 & revised 2018). The NPPF has not altered the fundamental legal requirement under Section 38(6) of the Planning and Compulsory Purchase Act 2004 that decisions must be made in accordance with the Development Plan unless material considerations (such as the NPPF) indicate otherwise.

The NPPF representing the governments up-to-date planning policy which should be taken into account in dealing with applications focuses on achieving a lasting housing reform, facilitating the delivery of a greater number of homes, ensuring that we get planning for the right homes built in the right places of the right quality at the same time as protecting our environment. If decision takers choose not to follow the NPPF, then clear and convincing reasons for doing so are needed.

N.B. In respect of decision-taking the revised NPPF constitutes a "material consideration".

Para.1 "The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied".

Para.2 "Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise".

Para.7 "The purpose of the planning system is to contribute to the achievement of sustainable development".

Para.8 "Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective
- b) a social objective
- c) an environmental objective"

Para.11 "Plans and decisions should apply a presumption in favour of sustainable development.

For decision-taking this means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
- d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole".

Para.12 ".......Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed".

Para.38 "Local planning authorities should approach decisions on proposed development in a positive and creative way..... Decision-makers at every level should seek to approve applications for sustainable development where possible".

Para.47 "Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible, and within statutory timescales unless a longer period has been agreed by the applicant in writing".

Para.124 "The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities".

Para.130 "Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development".

Para.213 "existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)".

Planning Practice Guidance

The Planning Practice Guidance (NPPG) is a web-based resource which brings together planning guidance on various topics into one place (launched in March 2014) and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

RELEVANT PLANNING HISTORY

There are a number of historic applications for this site, however the one of most relevance is the permission for the site to be used as the current Community Centre / Place of Worship:

DC/058645

Change of use of two warehouses to a place of worship / community centre, with external alterations including new/replacement windows and doors and an extended parking area (Part Retrospective).

Granted 14.02.2017

NEIGHBOUR'S VIEWS

The application has been advertised by way of notification letters to 310 addresses including immediate premises and all of the addresses that had previously made representations on the original planning permission DC/058645. The application was also publicised through a site notice posted at the site and a press notice in the Stockport Express.

Two rounds of notification have been completed since the original submission, due to the receipt of amended plans during the life of the application to include the installation of solar panels on the roof.

7 emails / letters of representation have been received in response to this notification process, including 2 letters of support, 4 letters of objection and 1 representation containing a query. The comments made are summarised below:

Objections

Highways / Parking Issues

- The additional floorspace will significantly increase the number of cars for the space available. The existing car park is inadequate.
- The increase in people and cars will increase noise pollution from the site.
- The building is already over capacity from a fire safety perspective.

Residential Amenity / Overlooking

- Concerned that the proposed development will impact on our garden by blocking out light and overlooking the garden. There are windows in the proposed development that will overlook existing gardens from a higher level than is currently there and will compromise the privacy of gardens.
- The development would further reduce the green space and garden area that was supposed to be a feature of the previous planning application that was to extend the car park.
- The last development was supposed to maintain a garden at the back but instead a larger car park was built, a road was added round the back of the building and any garden space is now dumped with rubbish.
- Cannot see where the fire escape will be located. So long as it is not directly facing the houses either on Hillcrest Drive or Highbury, then there is no objection.
- Residents of Hillcrest Drive, whose property is adjacent to the building, are still awaiting the landscaping, planting of trees and shrubs that were promised in the original application. This area is now overgrown with us not having access to the stream for clearance. At the best of times it is not very pleasant clearing it, but people have been plumbing sewage to discharge into it (North West Water have been informed).

Solar Panels

- The solar panels would not be in keeping with the sight and skylights would have been a better option as a new roof has just been installed.
- Solar panels to the front of the building (entrance) only as the roof at present is unsightly enough. Also, there will be glare issues which is not acceptable. From the front, there would not be any inconvenience to residents.

Members should note that this element of the application has now been withdrawn by the applicant, subject to a further subsequent planning application being submitted for permission to install the solar panels.

Other Issues

- Believe that the works have already begun, as we have heard industrial noise for this site over the Easter weekend.
- This building is on an Industrial estate and the building should remain the same as the others on the site.

Support

- This community centre will benefit and help people who are less fortunate with charity events and the food bank which benefits all faiths in society. There will be lots of activities for the younger generation and the older generation and this brings all community's together to learn about each other faiths.
- Through this community centre, all the Stockport churches and temples come
 together to understand each other faiths. The mosque is not only a place of
 worship for Muslims but it is a vital aspect of unity for people be it a Muslim or
 Non-Muslim.
- It will play an educational aspect, keeping people of the community interacted with their faith and to keep people doing something useful with their time.
- During Muslim times of the year such as Ramadan, the community gets together and there are gatherings of any faiths. The additional floorspace can make the place more open and less crowded during that time.
- Foodbanks also take place and with the additional space they can be sufficiently carried out with control.
- The mosque currently doesn't allow for the right type of segregation between the men and women due to the lack of space when events take place so with the new floorspace that can be followed.

Query

An email was received from a local resident asking if this application could be deferred for consideration until such a time that an application on the nearby Elite Cars site was also being considered by the Council. This was so that the potential impact of the proposals could be assessed together.

A response was sent to the resident to say that the Council is not currently dealing with a live planning application for the former Jaguar garage on the frontage on Wellington Road North and therefore, it was not possible to consider both of the proposals together.

There is no legislative basis to allow the Council to defer dealing with the application for the SMMA community centre until an application comes forward for a nearby site, as such an application may never be submitted. Each site is considered on its own

merits on a site by site basis based on the most up to date information and policies at that time.

CONSULTEE RESPONSES

Highways

The application is for the creation of first floor space within the building to be utilised for community purposes. Highways understand the space will provide for sporting activities, education, a library and other community focused activities and there is no intention whatsoever for the additional space to be used for prayer purposes. Highways also understand that the community space will not be utilised whilst any prayer is taking place within the centre, so there should not be any conflict between users.

A community use in its own right does would not generate a significant volume of traffic and such movements would not conflict with prayer traffic or have an unacceptable impact on highway operation. There is sufficient capacity within the highway network adjoining the site to accommodate the likely small increase in traffic across different times of the day to the ordinary traffic peaks and prayer period peaks and Highways have no expectation that any mitigation or highway improvement should be provided. There is ample car parking within the site to satisfy the demands of a community use, particularly noting that demand for space will not coincide or conflict with prayer time.

A condition is required on any permission granted that prevents the use of the space for any prayer purpose.

Condition:

This permission grants approval for community facilities. The space shall not be used for worship or any other purpose including any other purpose in Class D1 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 or in any provision equivalent to that Class in any statutory instrument revoking or re-enacting that order, with or without modification.

Reason: To ensure that the proposed development does not result in a level of vehicle movements to / from the site greater than the level considered as part of the planning application and that an appropriate level of parking is provided, having regard to Policies T-1 'Transport and Development', T-2 'Parking in Developments' and T-3 'Safety and Capacity on the Highway Network' of the Stockport Core Strategy DPD.

Manchester Airport Safeguarding

The Safeguarding Authority for Manchester Airport has assessed this proposal and its potential to conflict aerodrome Safeguarding criteria.

We object to the proposal due to the potential of the solar panels to create a glint & glare hazard to pilots of aircraft using Manchester Airport. We require sight of a detailed glint & glare assessment that takes aviation into account, to be reassured that this development will not cause ocular hazard to pilots.

Members should note that this element of the application has now been withdrawn by the applicant, subject to a further subsequent planning application being submitted for permission to install the solar panels.

Environment Agency

Due to the corner of the site being located within Flood Zone 3 (not including any part of the building or car park), the Environment Agency were consulted. However, no comments have been received in response to this consultation.

ANALYSIS

Policy Principle

In respect of the proposal to provide additional floorspace and elevational alterations to the existing community centre at SMMCA, Weybrook Road, consideration must be taken of the requirements of the saved UDP policies, Core Strategy policies and the NPPF outlined above. In particular, Members should have regard to the potential impact of the proposed increased floorspace on the immediate area and Highway safety/parking arrangements and the potential impacts of the elevational alterations on the residential and visual amenity of the surrounding properties.

At a national level, the general approach of the National Planning Policy Framework (NPPF) to such proposals is to support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

Para 69 of the NPPF, inter alia, states that "the planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. Local planning authorities should create a shared vision with communities of the residential environment and facilities they wish to see. To support this, local planning authorities should aim to involve all sections of the community in the development of Local Plans and in planning decisions, and should facilitate neighbourhood planning. Planning policies and decisions, in turn, should aim to achieve places which promote opportunities for meetings between members of the community who might not otherwise come into contact with each other, including through mixed-use developments, strong neighbourhood centres and active street frontages which bring together those who work, live and play in the vicinity.

Subsequently para 70 of the NPPF, inter alia, goes on to states that "to deliver the social, recreational and cultural facilities and services the community needs, planning policies and decisions should plan positively for the provision and use of shared space, community facilities (such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments". In light of the above the broad principle of the proposal is supported by the National Planning Policy Framework (NPPF).

Saved Policy CTF1.1 'Development of Community Services and Facilities' of the UDP outlines that proposals for the provision of additional community services and facilities will be permitted provided that they are well located to serve the relevant population by sustainable transport modes, have satisfactory access, parking, design and landscaping standards and that there would be no harm to the living conditions of neighbouring residents.

In terms of specific land use allocations, the site falls with a 'Predominantly Residential Area'. Saved Policy CTF1.9 'Community Facilities within Predominantly Residential Areas' outlines that subject to the overall requirements of Policy CDH1.1, small-scale community facilities in Predominantly Residential Areas will be permitted provided that there is no over-riding detrimental effect on the residential amenity of the area by reason of noise, disturbance, visual intrusion or traffic generation, there is adequate parking provision in accordance with Policy TD1.4 and that the proposal does not prejudice highway safety and is accessible by sustainable transport modes.

Core Strategy Policy AS-2 'Improving Indoor Sports, Community and Education Facilities and their Accessibility' states that sufficient indoor sports, community (including health care facilities) and education facilities will provide education and community facilities that are well located to serve the relevant population and comply with PPS4 and any subsequent replacement or amendment, with particular reference to PPS4 Policy EC10: Determining Planning Applications for Economic Development (which applies to uses including public and community uses).

The loss of a former employment unit to create the South Manchester Muslim Association Community Centre was previously assessed and approved under application DC/058645. Therefore, this use has been established since 2017 and is not under consideration as part of this current application.

The creation of the additional first floor space at the community centre is considered to be providing key social, recreational and cultural facilities and services for this community's needs to enhance the sustainability of communities and residential environments as outlined in the NPPF and the development plan policies outlined above. However, the impact on highway safety and parking is a key consideration of this additional floorspace being created along with any potential impacts on the amenity of the residential properties surrounding the site. These matters will now be considered below.

Highway and Parking Matters

It is acknowledged that objections have been raised by local residents in terms of traffic generation and the potential for increased levels of congestion and noise pollution from additional users visiting the centre. The application has been assessed in detail by the Council's Highways Engineer. Highways understand the space will provide for sporting activities, education, a library and other community focused activities and there is no intention whatsoever for the additional space to be used for prayer purposes. Highways also understand that the community space will not be utilised whilst any prayer is taking place within the centre, so there should not be any conflict between users.

A community use in its own right does would not generate a significant volume of traffic and such movements would not conflict with prayer traffic or have an unacceptable impact on highway operation. There is sufficient capacity within the highway network adjoining the site to accommodate the likely small increase in traffic across different times of the day to the ordinary traffic peaks and prayer period peaks and Highways have no expectation that any mitigation or highway improvement should be provided. There is ample car parking within the site to satisfy the demands of a community use, particularly noting that demand for space will not coincide or conflict with prayer time.

Therefore, it is considered that no issues will arise in relation to the demand for parking or any other highway safety matter. On this basis, there is no expectation that there will be a significant increase in noise pollution from the site, and a condition from the original permission will be repeated here, in relation to the use of loud speakers within the newly created first floor accommodation. The existing permitted hours for the community centre will also be applied to this permission and controlled by an appropriately worded condition.

In view of the above, in the absence of objections from the Highway Engineer and subject to conditional control, the proposal is considered acceptable from a traffic generation, parking and highway safety perspective, in accordance with Core Strategy DPD policies SIE-1, CS9, T-1, T-2 and T-3.

Visual and Residential Amenity

In assessing the likely impact of the elevational alterations on the amenity of local residents, the proposed changes are considered to be minimal with no extension or increase in height of the building. The curving of the corners on the front elevation will be barely visible from the neighbouring properties. It is considered that the additional windows are located a decent distance away from any of the site boundaries, however the eastern and northern elevations do face residential properties and therefore, these require a full assessment of their impact.

The new windows and doors on the front (west) and side (south) elevation, including the new fire escape doors on the ground floor, do not face existing residential properties and face exiting commercial / industrial properties. Therefore, there is no impact being created here. In relation to the additional openings in the eastern and northern elevations, it is approximately 40m to the nearest habitable room windows on the rear of the properties along Hillcrest Drive to the north, with the closest garden being approx. 7.5m away. These properties have very long gardens with a significant change in levels between the application site and the properties themselves, with the residential properties sitting above the application site to the north. It should also be noted that there are significant mature trees along this boundary that screen the residential properties from the application site. In relation to the east of the site, it is 36m to the nearest habitable room window on the rear of the properties along Highbury Road and approximately 18m to the closest boundary with a garden.

However, notwithstanding the acceptable distances quoted above, the applicant has agreed to install opaque glazing into all the new first floor windows to ensure that there is no overlooking or loss of privacy caused by the new windows. This will be controlled by an appropriately worded condition.

In view of the above considerations, it is considered that the proposed development could be accommodated on the site without causing undue harm to the residential amenity of surrounding properties, by reason of overshadowing, over-dominance, visual intrusion, loss of outlook, overlooking or loss of privacy. As such, the proposal is considered to comply with Core Strategy policy SIE-1.

Other Resident Comments

In response to the points raised about works already taking place at the application site, a response was sent to the resident in question. This explained that the Council had been advised that these were to replace the existing roof at

the premises with a like-for-like material. There would be no increase in height of the roof or significant change in the material appearance of the building from these works. Therefore, on this basis, the works being carried out did not require formal planning permission and could be completed without formal approval. The works listed in the planning application submitted did require formal permission and that is why an application has been submitted for consideration. Therefore, this does not need to be classed as a retrospective application in this case.

In relation to the comments made about the non-compliance of the site with the landscape masterplan previously approved under Condition 9 of the original permission, this matter has been pursued further with the applicant. The applicant has now confirmed that the landscaping at the rear of the properties on Highbury Road has been completed. However, it has been acknowledged that the remaining area to the side of the site adjacent to the properties on Hillcrest Drive still needs to be completed. The applicant has confirmed that they have asked the builder to move his machinery, which is currently being stored in this area. This will be done as soon as possible following further relaxations of movement currently in place due to the current Covid-19 situation. The landscaping will be completed as soon as this can be done and the applicant is hopeful that his will be by the end of July.

Finally, in relation to the comments made about problems experienced with the adjacent stream and a lack of maintenance. Due to the location of the corner of the site being in Flood Zone 3, the Environment Agency were consulted on the original application and this current application. A full Flood Risk Assessment was completed for the original application and the Environment Agency confirmed that they had no objections to the proposed change of use on the basis of the findings of the report. It was confirmed that the proposed car parking area did not encroach into the floodplain, and the surface water from the site would be minimal.

The current proposals being applied for under this application, do not include any changes to the external areas around the site and do not include any additional hardstanding at the site. The Environment Agency were consulted again on submission of this application, however no response has been received. The applicants have been advised of the concerns raised by residents, however this is not a matter that can be addressed through this current application due to the proposed changes having no effect on the drainage of the site.

SUMMARY

At the heart of the NPPF is a presumption in favour of sustainable development. Paragraph 8 of the NPPF establishes three dimensions to sustainable development – economic, social and environmental and Paragraph 8 of the NPPF indicates that these should be sought jointly and simultaneously through the planning system.

There is an established precedent at the site for the non-residential institution use and the proposed additional floorspace and elevational alterations in this case are considered to be acceptable. The siting, design and materials of the proposed elevational changes are considered to be appropriate and it is not considered that the additional floorspace would result in any additional demands on car parking or detrimental impacts on highway safety. The proposals represent a favourable and modernisation of the existing community centre, and

will not undermine the character or setting of the area or the residential amenity of the properties around the site.

In considering the planning merits against the development plan and the NPPF, the proposal would, as a whole, represent sustainable development; and therefore, Section 38(6) of the Planning and Compulsory Purchase Act 2004 would require that the application be granted subject to conditional control.

RECOMMENDATION

Grant