

Planning

Growth & Development

Delegated officer report for planning application

Application no. 129857/FO/2021

Date registered valid: 26 March 2021

Proposal: Erection of two storey two bedroom house following demolition of garage

Address: 22A Edge Lane, Chorlton, Manchester, M21 9JF

Ward(s): Chorlton Ward

Applicant: Mr A Haq, 22A Edge Lane, Chorlton, Manchester, M21 9JF

Agent (if any): Mr Zareen Rahman, Zendium Design, 5 Clover Road, Timperley, Altrincham, WA15 7NL

Case officer: Jennifer Connor
Tel: 0161 234 4545
Email: jennifer.connor@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: **21.05.2021**

Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: 15 April 2021

Standard consultations:

Printed: 6 April 2021 Expired: 27 April 2021

Neighbour notifications

Printed: 6 April 2021 Expired: 27 April 2021

Site notice

Posted: 15 April 2021 Expired: 6 May 2021

Press advert

Published: 13 April 2021 Expired: 4 May 2021

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

The application site has a single storey garage on it, situated to the northmost boundary of the property fronting Edge Lane. The site currently backs onto Wilbraham Road for limited width near to the junction with Edge Lane. The garage is almost imperceptible in the street scene from Wilbraham Road due to trees/shrubbery. The area is predominately residential near to the boundary with Trafford. The site lies within the Wilbraham Road/Edge Lane Conservation Area.

Listed building: Not applicable

Conservation area: Wilbraham Road/Edge Lane Conservation Area 2005

Tree Preservation Order: Not applicable

Description of development

Erection of two storey two bedroom house following demolition of garage

Consultations & Notification Responses

Objection received from 2 neighbouring property for the following reasons:

A previous application was made which was not successful and the problem remains that the building is shoehorned into a small awkward shaped plot and as such manifests as anomalous of itself and incongruous in its context.

In describing the qualities that define Wilbraham Road /Edge Lane, the Conservation Area Statement reads:

Many of the buildings that line the streets are architecturally impressive.....making a positive contribution to the conservation area.

It is the relationship of these various buildings to each other, to their sites and to the streets that mostly determine the character of the area

The existing garage plot, which tapers to a very narrow boundary on Wilbraham Road, is incapable of delivering a building with grounds and landscaping appropriate to the wider context. The proposal is therefore a series of awkward compromises. As such it is in conflict with the defining characteristics of the area.

In terms of form and massing, whilst the latest proposal retains more of the view of the Coach House, it does not respect the detached nature of this important existing building. We went to considerable lengths to preserve and enhance its character and appearance with our own planning applications in order to improve the immediate setting and worked with you to make appropriate changes enabling this to happen. The contribution we were able to make to the Wilbraham Road /Edge Lane Conservation Area is significant in its contribution to the streetscene and to the Conservation Area.

The proposal will have a negative effect on views to and from the Coach House (hiding elements of the house from view from the road) which has stood for over a century and is an important building in the Conservation Area. There will also be a detrimental impact on the trees and on the landscape character. With the building dominating the small awkward plot and not having sufficient curtilage to provide trees in a harmonious relationship with built form, the proposal runs counter to the prevailing qualities of the neighbourhood.

The attempt to shoehorn a two storey house into the plot has a negative impact. Whilst the existing garage is of no architectural significance, its height, scale and massing leads to it having a neutral impact on the setting.

The proposed materials and details appear to be those of the Coach House, but there is nothing in the form of the building, window to wall ratios or proportions to commend the design. There is a real danger that the proposal will be a pale and awkward pastiche.

Whilst the single storey front elevation allows for a greater view of the Coach House and its important features, it presents a bizarre face to the street. Through the obvious need for compromise, it stands void of the normal principal room/front garden relationship that characterises all good streets.

In addition, at the back the windows and door facing our home and garden are detrimental to our privacy and right to private amenity. The window in our house is in our open plan dining area (i.e. a habitable room) and the proposed development is only 150cm away. In terms of light, it is the only window in the room that brings sunlight into the room in the afternoons.

This particular spot is already becoming overdeveloped with several blocks of flats and houses being built in the vicinity in recent years. I am concerned that this new building, which looks "squeezed in" at best, will only add to noise levels, loss of trees, and especially parking problems. The proposed parking area shows it is large enough for two cars at most, but the gateway will only accommodate one vehicle. Residents or visitors to this property may become inclined to park their cars on the road (where there is a bus stop and a cycle lane) or in the car park of the neighbouring Thornlea Lodge flats, which is already a huge ongoing problem. In a conservation zone such as this, we shouldn't be trying to squeeze every last inch of land dry for profit in the housing market.

Highway Services –

CONTEXT

The application seeks consent for the demolition of an existing garage on site and construction of a new small housing unit at 22A Edge Lane, Chorlton, Manchester, M21 9JF.

The existing garage is located on land connected to 22A Edge Lane and exists as a land by itself with frontage to Wilbraham Road. The frontage of the garage adjoins the rear garden and parking area of 22A Edge Lane.

The site is located adjacent to the adopted highway of Edge Lane and Wilbraham Road. A bus stop clearway is in place adjacent to the property on Edge Lane and No Waiting at Any Time.

TRIP GENERATION AND JUNCTION CAPACITY:

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

SITE ACCESSIBILITY:

The site is well accessed by sustainable modes. Regular bus services are routed along Edge Lane (280m west of the development site) and provide connections to Mersey Bank Estate, Shetland Way Estate and Flixton. Bus services are also routed along Wilbraham Road (adjacent to the development site) and provide connections to The Trafford Centre, Stockport and Gorton.

The closest Metrolink facility is located at Chorlton (870m east of the development site) providing connections to East Didsbury, Rochdale Town Centre, Manchester Victoria and Manchester Airport.

OFF-SITE HIGHWAYS WORKS:

Should the planning application be approved, the applicant will be required to enter into a Section 278/184 agreements for the alterations to the existing highways, and for construction of the proposed vehicular access and dropped kerbs on Wilbraham Road and will require a crossing licence/agreement. This will require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense.

PARKING AND ACCESS:

There are 2 car parking spaces proposed within the site's curtilage. These parking spaces are proposed from a new access off Wilbraham Road. It is assumed that vehicle access will be such that the vehicle can reverse from Wilbraham Road onto the driveway so the vehicle can then exit the driveway in forward gear.

It should be noted that all individual driveway parking spaces should be a minimum of 3.0m x 6.0m to ensure that vehicles / pedestrians do not impact on the adopted highway.

It is anticipated that car parking spaces that meet the above requirements may not be accommodated in the proposed driveway. Plans with bay dimensions should be submitted to show parking spaces meeting the above dimensions can be accommodated in the proposed driveway.

Swept path information is required to demonstrate that the necessary vehicle manoeuvres can be undertaken on-site, allowing the vehicles to access/egress in forward gear.

EV CHARGING

It is required, in line with MCC Residential Guidelines, that the provision of an Electrical Vehicle charging point (minimum 7kW) is made available.

CYCLE PARKING:

In line with MCC Residential Guidelines, secure and sheltered cycle parking provision should be made, within the curtilage of the site, at a provision of one-per-unit. Plans show two cycle parking spaces at the west of the property accessed via the access and maintenance path. This is acceptable to Highways.

BOUNDARY TREATMENTS:

It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians.

The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.

Observation shows a telecommunications pole which may require removal/ relocation and therefore the applicant should discuss with the relevant telecoms provider.

Observations show a bus stop along Wilbraham Road, but it is unlikely that the driveway will impact this bus stop.

Several trees are also observed within the site and within the proposed driveway. It is noted that a tree survey has been undertaken and the trees are a Category B and C trees.

It is noted that without the removal of these trees a driveway cannot be provided off Wilbraham Road.

REFUSE AND SERVICING:

A designated refuse storage accommodated within the developments curtilage with and kerbside collection should be in place. The Application Form suggests that plans show storage at the front of the property however these are not present on the submitted plans.

Plans should show the proposed location of the bin store and a waste management plan/proforma submitted for comment.

CONSTRUCTION MANAGEMENT:

A Construction Management Plan should be provided by the applicant prior to any construction works beginning. The Construction Management Plan should detail the phasing and quantification / classification of vehicular activity associated with planned construction. This should include commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routeing both within the site and on the adjacent highway. The document should also consider ongoing construction works and contractor parking in the locality. It is also requested the applicant provides a dilapidation survey as part of the Construction Management Plan document. The survey should include photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site. It is recommended that the above is conditioned and attached to any planning permission that may be granted.

Conditions:

- o EV Charging
- o Cycle Storage
- o Off Site Highways Works
- o Construction Management Plan

Environmental Health – Recommend conditions relating to construction hours (outside of our legislation), waste management details to be approved, electric vehicle charging and contaminated land.

MCC Flood Risk Management – Recommend a condition as follows:

Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles has been submitted to and approved in writing by the local planning authority. The development shall be constructed and completed in accordance with the approved details.

The scheme shall also include:

- Surface water drainage layout including discharge points, proposed attenuation and proposed surface water flow routes for extreme events.
- Where a new surface water connection is made to the public sewer, agreement in principle from United Utilities is required that there is adequate spare capacity in the existing system taking future development requirements into account. An email of acceptance of proposed flows and/or new connection will suffice.

Reason: To prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN17 of the Core Strategy.

Policies

Manchester Core Strategy Development Plan Document (2012) - The Core Strategy was adopted on the 11th July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant Core Strategy policies for this application are as follows:

SP1 – Spatial Principles
DM1 – Development Management 1
EN3 – Heritage

The relevant UDP policies for this application are:
DC 18.1 – Conservation Areas

The Guide to Development in Manchester SPD

National Policy

National Planning Policy Framework (NPPF) - The NPPF sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt.

Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors.

In particular NPPF states that in terms of design:

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. Being clear about design expectations, and how these will be tested, is essential for achieving this. So too is effective engagement between applicants, communities, local planning authorities and other interests throughout the process.

And,

127. Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

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. Local planning authorities should also seek to ensure that the quality of approved development is not materially diminished between permission and completion, as a result of changes being made to the permitted scheme (for example through changes to approved details such as the materials used).

Issues

The Principle

It is expected in residential areas which are characterised by large properties within spacious grounds that there may be a pattern of development whereby an outbuilding is located to the rear or side, used as ancillary to the property within which grounds it sits. The existing structure, which sits to the rear of No. 22a is well screened and does not impose itself on the street scene of Wilbraham Road to the north.

The applicant wishes to construct a two storey two bed house following demolition of the existing garage fronting Wilbraham Road to the north. Given that the current garage is inconspicuous in the street scene any replacement structure will impact on the character of the street scene and conversely the Conservation Area.

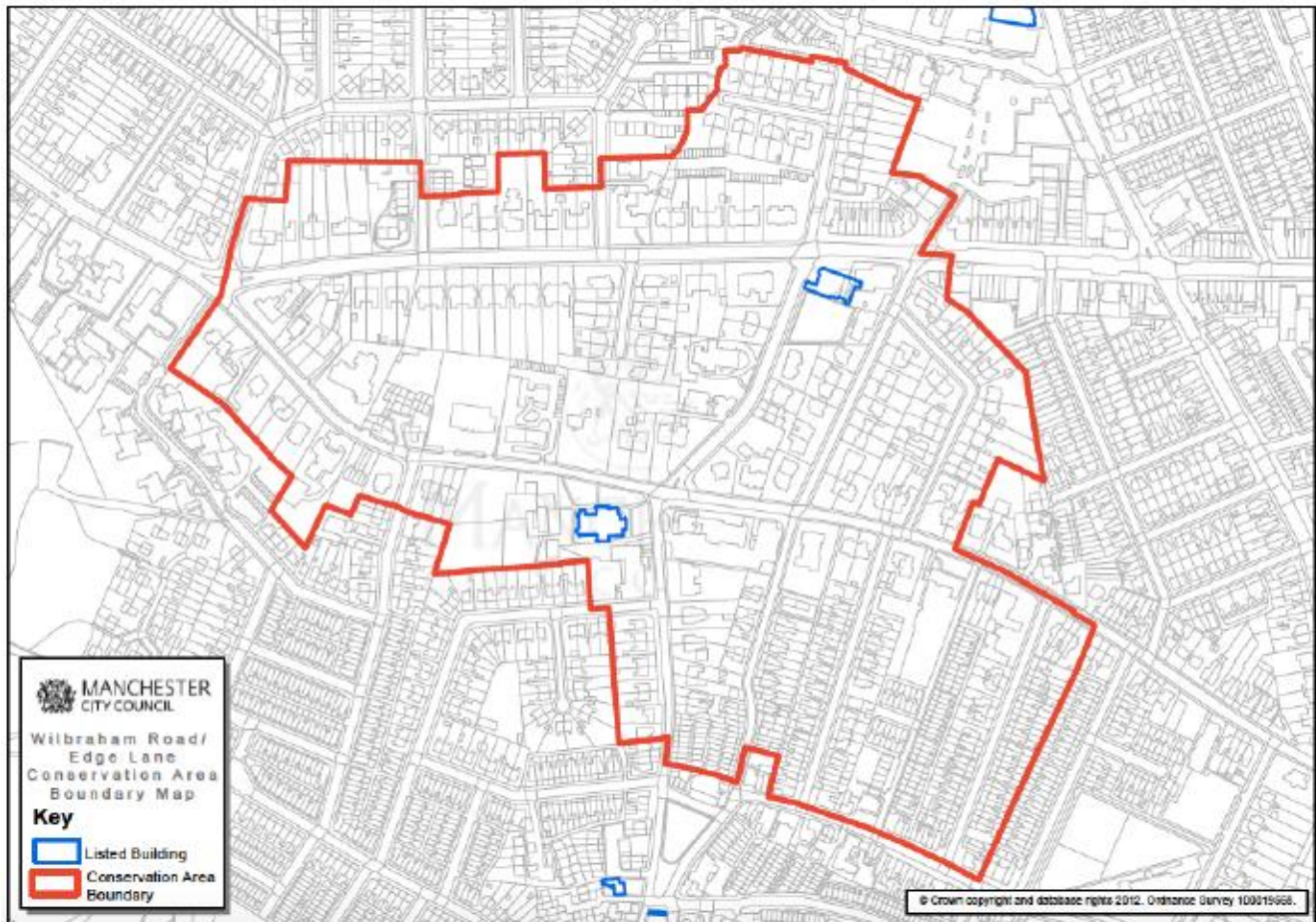
This application follows a previous application 116639/FO/2017 for the erection of 1No. two storey house with associated parking and vehicular access following demolition of existing garage by the same applicant/agent. The application was withdrawn due to concerns that were expressed by the case officer with regards to the impact of the proposals on the spacious character of the Conservation Area, loss of view of features within the Conservation Area and with regards to the impact upon the residential amenities of the property at 655 Wilbraham Road. Although no pre-application engagement has been undertaken prior to the submission of this application, supporting statements submitted state that this application has been submitted to respond to the concerns raised in the processing of the previously withdrawn application.

There is no objection to the loss of the existing garage building on site, which as described above it is not considered to contribute to the character of the Conservation Area.

There is no objection to the redevelopment of the site for residential use, which is acceptable in principle, it is the detailing of that proposed building and the impacts of the built form on the visual amenity of the street scene and the character of Conservation Area within which it sits and the impacts on the residential amenities of neighbouring property that must be assessed.

Design, scale, massing and the impact of the proposal on the character of the Wilbraham Road / Edge Lane Conservation Area

A map of the extent of the Conservation Area is included below. This shows the application site near to the junction of Edge Lane and Wilbraham Road in the north west corner of the area edged red on the outskirts of the Conservation Area. The coach house building at 655 Wilbraham Road and its features to the gable contribute to the experience of the entrance into the Conservation Area when travelling from Trafford in Chorlton District Centre.



The existing garage building and the shrubbery to the Wilbraham Road frontage interferes with lower level views of the side gable of the coach house at 655 Wilbraham Road, however, the gable is still visible in the street scene and provides a key gateway entrance feature to the Conservation Area.

The development proposal would provide a limited access to the Wilbraham Road frontage measuring c.2.7 width between the side of the property at No. 655 Wilbraham Road and the land adjacent to garages associated with the use of Thornlea Lodge (flats at the junction of Wilbraham Road and Edge Lane).

The scheme submitted shows that the building would be set further back at ground floor level and that the first floor element would be significantly set back so as not to compete with features to the side gable of the coach house building.

This would reduce the appearance of the proposed two storey structure in the street scene, however, regard has to also be had to the settings of buildings within the Conservation Area. The area is characterised by buildings that have a spacious setting particularly to the Wilbraham Road and Edge Lane frontages. Whilst the proposal would be setback it is still considered that it would compete with and have lack of respect for an existing feature of the Conservation Area, at a key gateway into the Conservation Area, regardless of the design style adopted or material selection to mimic the existing coach house building.

For the reason set out above it is considered that the proposal would not enhance not would it preserve the character of the existing Conservation Area, the scheme would cause less than substantial harm that would not be outweighed by the benefit of redeveloping the site or providing a further housing unit.

Residential Amenity

The proposed development would be located some 1.5 m from the shared boundary to No. 655 Wilbraham Road (0.6m further away than the current single storey building). However the proposed development is two storey in scale. The neighbouring property has a high level oculus window to the gable to a bedroom window. It is considered that the second storey which would be located in close proximity to the oculus window would provide an overbearing impact that is unneighbourly and contrary to policy DM1 of the Core Strategy.

The development would also be constructed in close proximity to a high level window at ground floor to the side facing elevation of a two storey rear extension that was constructed to the neighbouring property at No. 655 Wilbraham Road, given that this is a high level window and the reception room at ground floor has windows to two other elevations that this would not constitute such an overbearing relationship as to contribute to a reasons for refusal.

It is not considered that the windows to the proposed rear elevation would provide undue overlooking to the rear amenity space associated with No. 655 Wilbraham Road, due to proposed relationship of the two buildings and the decreased depth of the amenity space associated with No. 655 Wilbraham Road at the point where they have constructed their two storey rear extension.

The first floor window proposed to the east elevation would provide direct overlooking between the proposed house and the high level ground floor window to the side of the extension at the existing house at No. 655 Wilbraham Road. The ground floor windows would not be able to provide the same overlooking.

The proposal would an acceptable relationship other neighbouring property with regards to the possibility of overlooking/loss of privacy. The property would be separated by the width of Wilbraham Road to the north, separated by a distance of c. 30m to Thornlea Lodge to the west, beyond the partial screening offered by the garage block to that property. To the south there would be a distances of c. 20-22m to the rear elevations of No.'s 22 and 22a Edge Lane, the proposal not offering any further overlooking than available from the rear elevation of No. 655 Wilbraham Road.

Trees

There are 8 individual trees (2 x category B and 6 category C) and two groups (category C) located on the site. These are shown as being retained as part of the development proposals.

Highways

The scheme would cater for its own requirements with regards to car parking and cycle parking. There are no objections from Highways subject to the imposition of appropriate conditions.

Waste

There is space on site to accommodate waste storage, were the local planning authority minded to approve a condition could have been appended to require details of the location of bin storage out of the street scene in a location not to conflict with the use of the car parking spaces.

Amenity Space

Whilst there would be limited amenity space provided by the scheme proposal, the level of amenity provision is not at such a low level as to warrant the refusal of planning consent.

Accessibility

The scheme appears to be accessible, with a level access threshold and largescale ground floor WC with open circulation spaces. The scheme would be accessible.

Sustainability

No details as to the sustainability of the building have been provided.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Refuse

Article 35 Declaration

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

Reasons for recommendation to refuse

1. The proposed dwelling by reason of its position, scale, bulk, massing, size, design would form an overly dominant and visually obtrusive feature within the street scene, and would be incongruous with the character of the area in general and within the Wilbraham Road / Edge Lane Conservation Area, which would also have an overbearing appearance to neighbouring occupiers to the detriment of visual amenity and as such is contrary to saved policies DC1.1, DC1.2, DC1.3, and DC1.4 and DC18 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 DM1 of Manchester's Core Strategy Development Plan Document and the NPPF.
2. Due to the siting of the house and the first floor window proposed to the east elevation, the proposal would have an unacceptable impact on the amenity of the occupiers of No. 655 Wilbraham Road in terms of overbearing appearance and overlooking/loss of

privacy. The proposed development is therefore contrary to Policies SP1 and DM1 of the Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management

Flat 10, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 9, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 8, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 7, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 6, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 5, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 4, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 3, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 2, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 1, The Oaks, 22 Edge Lane, Chorlton, Manchester, M21 9JF
554 Wilbraham Road, Manchester, M21 9LB
Woodstock, Ground Floor Flat, 566 Wilbraham Road, Manchester, M21 9LB
Flat 9, 560 Wilbraham Road, Manchester, M21 9LB
Flat 8, 560 Wilbraham Road, Manchester, M21 9LB
Wrea Bank, 20 Edge Lane, Chorlton, Manchester, M21 9JF
8 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
6 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
3 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
1 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
556 Wilbraham Road, Manchester, M21 9LB
Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 1JF
560 Wilbraham Road, Manchester, M21 9LB
9 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
7 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
5 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
4 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
2 Thornlea Lodge, 24 Edge Lane, Chorlton, Manchester, M21 9JF
Flat 7, 560 Wilbraham Road, Manchester, M21 9LB
Flat 6, 560 Wilbraham Road, Manchester, M21 9LB
Flat 5, 560 Wilbraham Road, Manchester, M21 9LB
Flat 4, 560 Wilbraham Road, Manchester, M21 9LB
Flat 3, 560 Wilbraham Road, Manchester, M21 9LB
Flat 2, 560 Wilbraham Road, Manchester, M21 9LB
Flat 1, 560 Wilbraham Road, Manchester, M21 9LB
562 Wilbraham Road, Manchester, M21 9LB
558 Wilbraham Road, Manchester, M21 9LB
655 Wilbraham Road, Manchester, M21 9JT
653 Wilbraham Road, Manchester, M21 9JT
Woodstock, 564 - 566 Wilbraham Road, Manchester, M21 9LB

Appendix 2 – Planning constraints

Article 4 Direction - Removal of PD Rights Change of Use from Class C3 to Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Conservation Area - Wilbraham Road/Edge Lane Conservation Area 2005

Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: SOUTH