

Planning

Growth & Development

Delegated officer report for planning application

Application no. 128836/FO/2020

Date registered valid: 14 December 2020

Proposal: Change of use of property to four x 1 bedroom flats (C3 residential use) with a first floor extension and associated external alterations

Address: 19 Beaver Road, Manchester, M20 6SR

Ward(s): Didsbury East Ward

Applicant: Mr Kieran Hedges, Eminence Development, 10 Broughton Road, Salford, M6 6LS

Agent (if any): Mr Chris Jones, Icen Projects Limited, This Is The Space, 68 Quay Street, Manchester, Manchester, M3 3EJ

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

Recommendation: Approve

Date of recommendation: 18.03.2021

Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: No site visit conducted during COVID-19, regard has to photos submitted and aerial imaging

Standard consultations:

Printed: 2 March 2021 Expired: 16 March 2021

Neighbour notifications

Printed: 2 March 2021 Expired: 16 March 2021

Site notice

No site notice has been produced

Press advert

No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

The existing building is a commercial premises, Didsbury Glass and Glazing at ground floor with storage and an office on the first floor. The site has a rear storage area and a skip to the frontage with 2 car parking spaces. The area is predominantly residential in character.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of development

Change of use of property to four x 1 bedroom flats (C3 residential use) with a first floor extension and associated external alterations

Consultations & Notification Responses

One letter that did not object but had queries was received to the first plans submitted, on the grounds that:

There are only 2 car parking spaces for 4 units

That the first floor extension would impact upon a neighbouring boiler vent

That any cladding or finish to the northern elevation should not reduce the width of a side access to a neighbouring property and should be low maintenance.

One comment received that was supportive but stated that it would suit the area to have two larger apartments, as this is a family area close to a school.

Highway Services – This section of Beaver Road is generally unrestricted and does have some capacity to support further in street parking. I would agree that the location is very sustainable with tram/rail connections within a half mile radius. On balance, whilst 2 spaces for 4 apartments is not ideally preferred, given the former retail and office space, the impact of this scheme isn't likely to be significant. Providing the developer can accommodate 100% (minimum) cycle parking, Highways are comfortable with the 50% on-site car parking provision.

Environmental Health – Are satisfied subject to conditions relating to waste in accordance with details submitted and EV charging in accordance with details submitted.

Policy

The National Planning Policy Framework - March 2012

The NPPF was introduced in March 2012 and superseded by a 2018 updated Framework. It remains the overarching policy framework for England, setting out the Government's priorities for the Planning system and is a material consideration in the decision-making process. It places emphasis on the three strands of sustainable development and its social, environmental and economic functions.

One objective of the Framework is the need for good design in the planning of new development. The Framework states that: Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. One of the Core Planning Principles; that planning should always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings, underpins the decision making process.

Core Strategy 2012 - 2027 (adopted July 2012)

Manchester Core Strategy - The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Policy SP1 - Spatial Principles

The key spatial principles relevant to this application which will guide the strategic development of Manchester to 2027 are:

- o The Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living.
- o The growth of Manchester Airport will act as a catalyst for the regional economy, and will also provide the impetus for a second hub of economic activity in this part of the City.
- o Beyond these areas, the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North Manchester, East Manchester and Central Manchester Regeneration Areas.
- o The City is covered by regeneration areas including the City Centre. All development should have regard to the character, issues and strategy for each regeneration area as described in the North, East, Central and South Manchester and Wythenshawe Strategic Regeneration Frameworks and the Manchester City Centre Strategic Plan.

Core Development Principles

Development in all parts of the City should:-

Make a positive contribution to neighbourhoods of choice including:-

- o creating well designed places that enhance or create character.
- o making a positive contribution to the health, safety and wellbeing of residents
- o considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- o protect and enhance the built and natural environment.
- o Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
- o Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Core Strategy Policy DM1 - Development Management.

Policy DM1 provides specific guidance in the Development Management decision making process and provides that:

All development should have regard to the following specific issues relevant to this application:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.

Unitary Development Plan (Adopted 1995)

The site is unallocated in the plan. However, saved citywide policies DC1 and DC5 are applicable to this application:

DC1. Residential Extensions

DC1.1 - In determining planning applications for extensions to residential properties, the Council will have regard to:

- a. The general character of the property;
- b. The effect upon the amenity of neighbouring occupiers;
- c. The desirability of enabling people to adapt their houses in appropriate ways to meet changing household needs;
- d. The overall appearance of the proposal in the street-scene;
- e. The effect of the loss of any on-site car parking.

DC1.2 - Extensions to residential properties will be allowed subject to compliance with other relevant policies of the Plan and the following criteria:

- a. They are not excessively large or bulky (for example, resulting in structures which are not subservient to original houses or project out too far in front of the original buildings);
- b. They do not create an undue loss of sunlight, daylight or privacy;
- c. They are not out of character with the style of development in the area or the surrounding street scene by virtue of design, use of materials or constructional details;
- d. They would not result in the loss of off-street car-parking, in a situation where there is so severe an existing on-street parking problem that unacceptable additional pressures would be created.

DC1.3 - Notwithstanding the generality of the above policies, the Council will not normally approve:

- a. Rearward extensions greater than 3.65m (12 ft) in length;
- b. 2-storey extensions with a flat roof, particularly those which would be visible from the public highway;
- c. 2-storey extensions to terraced properties which occupy the full width of the house;
- d. Flat roofed extensions to bungalows;
- e. Extensions which conflict with the Council's guidelines on privacy distances (which are published as supplementary guidance).

DC1.4 - In considering proposals for 2-storey side extensions, the Council will have regard to the general guidance above and also to supplementary guidance to be issued. In particular, the Council will seek to ensure that:

- a. The development potential of the gap between detached and semi-detached houses is capable of being shared equally by the owners or occupiers of the two properties concerned;
- b. The actual or potential result of building the extension will not be the creation of a terracing effect, where this would be unsympathetic to the character of the street as a whole;
- c. The actual or potential result of building the extension will not be the creation of a very narrow gap between the properties, or any other unsatisfactory visual relationships between elements of the buildings involved.

As a guide, and without prejudice to the generality of this Policy, the Council will normally permit 2-storey house extensions which, when built, would leave a minimum of 1.52m (5 ft) between the side wall and the common boundary, and which meet the other requirements of this Policy. Proposals which cannot meet these requirements will be judged on their merits, but with weight being given to (a) and (c) above.

DC1.5 - The Council will consider on their merits exemptions to the above policies in the case of applications from disabled people who may require particular adaptations to their homes.

DC1.6 - For the avoidance of doubt, Policies DC1.1 to DC1.4 apply to domestic houses, flats, houses in multiple occupation, nursing homes, rest homes and hotels.

Reasons - Many people prefer to extend their existing homes rather than move, and the planning system needs to accommodate this demand for more living space, whilst at the same time ensuring that the amenities of neighbours are protected, and that the overall character of the surrounding area is not harmed. The Council is not generally in favour of dealing with this issue by laying down firm rules about home extensions; the Policy therefore allows each case to be looked at on its individual merits, having regard to a range of criteria.

DC5. Flat conversions

DC5.1 In determining planning applications to convert property to flats, the Council will have regard to:

- a. the standard of accommodation for the intended occupiers of the premises;
- b. effects on adjoining houses as a result of noise from flats passing through party walls and affecting adjoining houses;

- c. adequacy of car parking, off-street car parking being normally required where practicable, and essential where there is so severe an existing on-street parking problem that unacceptable additional pressures would be created;
- d. general effects on the character of the neighbourhood, including the extent to which flat conversion schemes are a new or an established feature of the immediate area, avoiding the loss of front gardens and the retention of existing trees and shrubs;
- e. adequate private outdoor amenity space;
- f. the desirability of achieving easy access for all, including disabled people (as a minimum, access for disabled people will normally be required in conversions of ground floor accommodation);
- g. the satisfactory provision of refuse storage and collection facilities.

Reasons: Many larger, older properties in the City are suitable for conversion into flats, and this is often a good way of preserving attractive buildings which are no longer economical for use as single family dwellings or as commercial property. Nonetheless, the Council will look at all the factors set out in policy DC5.1 to ensure that the standards of accommodation are satisfactory for the people who would be living in the flats, and also that there is no unacceptable impact on occupiers of neighbouring property, or on the character of the area.

A particular issue which the Council will take into account is the effect of providing for the car, especially where local streets are already heavily congested, or where on-site parking can only be achieved by removing trees, gardens, walls etc., with potentially harmful effects on the overall street-scene.

Issues

Principal

The principal of residential accommodation in this location is acceptable as the area is predominantly residential in character.

Standard of Accommodation

The development would provide 4.no new residential units (4 x 1 bedroom) in place of an existing glaziers workshop with storage yard to the rear at ground floor and storage and office at first floor.

The accommodation offered is of an acceptable size that would meet with the DCLG Technical Housing Standards - Nationally Described Space Standard (March 2015) for 1-bedroom accommodation offering 41.6m, 40m, 37.1 and 37.6.

Residents would access their property from the front elevation.

There would be a private landscaped amenity area provided to the rear accessible to the ground floor flats. The property as converted is c. 200m south of Fog Lane Park.

The properties have been designed to be zero carbon, with photovoltaic panels to the rear roof slope, airsource heat pumps, mechanical heat recovery and electric vehicle charging points.

On this basis, it is considered that any approval of the proposal would be in accordance with saved UDP policy DC5.1a.

The application is subject to assessment under the other parts of this policy and DM1 of the Core Strategy with specific consideration of the implications for car parking, waste management and residential amenity.

Parking

The application proposes 2.no spaces in front of the proposed conversion. The proposals would provide 50% car parking. Electrical vehicle charging points would be incorporated in the parking area. Highways comment that on street car parking provision is available in this location and the site is in a highly sustainable location near to the tram and train network.

A sheltered and secure area for the parking of 4 no. bicycles would be created, providing 100% cycle parking provision.

On this basis, the proposal is considered to accord with Core Strategy policies T2 and DM1 and saved UDP policy DC1.

Waste Management

The application proposes 16.no waste containers. There are to be accommodated in a bin store to screen the view of the bins in the street scene, details of the enclosure are to be submitted. It is noted that the proposal will vastly improve the appearance of the property from Beaver Road, both in the alterations to the property frontage and with regards to the loss of trades/waste storage to the site frontage.

The level of waste containers are acceptable for the development and does not conflict with the parking arrangements at the front property. In this regard, the proposal accords with saved UDP policy DC1.2d and Core Strategy policy DM1 and EN19.

Residential Amenity

It is not considered that the creation of 4.no flats within the property would significantly increase the intensity of use of the building from a commercial premises with an office us above. Access and egress to the newly proposed dwellings would be by the front doors to the Beaver Road frontage where access to residential property is expected.

There are no concerns regarding overlooking as the only new windows are proposed to non-sensitive areas such as 1no. bed window to the front elevation and 1no. kitchen window to the rear elevation of the side extension. The proposal is considered to accord with saved UDP policies DC1.1b and DC1.2b and Core Strategy policy DM1.

It is not considered that the first floor side extension, which is setback from the front elevation by 1.5m with a lowered ridge above the existing single storey side extension, projecting a further c.1.4m from the rear elevation would adversely impact upon the residential amenity of the property to the north at No. 17 Beaver Road.

No. 17 has a two storey side extension that projected beyond the existing building line with one wc window and door at ground floor to the south elevation, that was approved in 2017 reference 115911/FH/2017. These look directly at the wall of the existing ground floor extension at No. 19 Beaver Road. These would not be unduly impacted any more than the existing arrangement. The minimal rearward projection proposed would not adversely impact upon the neighbouring property at No. 17, by virtue of their extension that also projects beyond the building line.

It is considered that the loss of the service yard to the rear and the waste storage area to the frontage would represent improvements to the site conditions and the contribution that the premises would have to the visual amenity of the neighbouring property and character of the area. This has been taken into consideration in the planning balance.

In comments made by a resident reference was made to overhanging to the side access, impact on a boiler vent and maintenance of the materials of the extension proposed, these are civil matters between the applicant and the neighbour to be agreed outside of the planning process. The plans submitted show works within the curtilage of the application premises and Certificate B was served on the owner of No. 19 Beaver Road itself.

Design and Appearance

The physical external alterations would be as follows:

- Introduction of an additional storey to the single storey extension on the North Elevation;
- Addition of retrofit insulation;
- Addition of composite cladding;
- Replacement of existing lead roof shop signage panel on the principal elevation with a metal porch of zinc finish;
- Installation of 8 no. Photovoltaic panels on the rear elevation of the roof;
- Replacement UPVC windows; and
- Subdivision of the existing rear yard into two gardens each accessible via the ground floor flats.

The contemporary treatment of the extension and the existing property through the application of insulation and cladding is considered to be acceptable; alterations were made to set the extension back to be subordinate to the existing premises, with a reduced roof form. The upper floors when viewed from Beaver Road would be finished in render, partial render to other property is prevalent in the street scene, the roof tiles would match the existing property, there are examples of the use of wood cladding and zinc finished additions in a domestic setting. The agent has confirmed that this will be treated to the satisfaction of building control. Upvc is prevalent in the area, as are photovoltaic panels which contribute to the sustainable aspirations of the build.

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: Approve

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Appropriate conditions have been attached to the end of this report. The scheme is considered to be in accordance with the guidance contained within saved policies of the Manchester Unitary Development Plan and to policies SP1 and DM1 of the Core Strategy.

Condition(s) to be attached to decision for approval

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

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

PL_100-P-0-001	GROUND FLOOR PLAN
PL_100-P-1-002	FIRST FLOOR PLAN
PL_100-P-R-003	ROOF PLAN Public
PL_200-P-X-001	ELEVATIONS 01
PL_200-P-X-002	ELEVATIONS 02
PL_100-E-0-001	GROUND FLOOR PLAN
PL_100-E-1-002	FIRST FLOOR PLAN
PL_100-E-R-003	ROOF PLAN
PL_200-E-X-001	ELEVATIONS 01
PL_200-E-X-002	ELEVATIONS 02
Location Plan	
Site Plan	
PL_000-E-S-001	EXISTING
Site Plan	
PL_000-P-S-001	PROPOSED

Received 25.02.2021

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.

3) Above-ground construction works shall not commence until samples and specifications of all materials to be used in the external elevations as detailed on the approved drawings have been submitted to and approved in writing by the City Council as local planning authority. Thereafter the development shall be carried out in accordance with those details.

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.

4) Prior to first occupation of the development hereby approved detailed drawings of the bin storage enclosure shall be submitted in writing to the local planning authority for approval. The approved scheme for the storage and disposal of refuse shall be implemented as part of the development and shall remain in situ whilst the use is in operation.

Reason - In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

5) The car parking layout indicated on the approved plans shall be surfaced, demarcated and made available for use prior to the buildings hereby approved being occupied. The car park shall remain in use at all times thereafter.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to policies DM1, T2 and SP1 of the Manchester Core Strategy.

6) Prior to first occupation of the development hereby approved detailed drawings of the cycle parking enclosure shall be submitted in writing to the local planning authority for approval, the approved structure for cycle parking shall be implemented in full and made available for use. The approved scheme shall remain available for use whilst the development is occupied.

Reason - To ensure there is adequate bicycle parking provision, pursuant to policies DM1, T1 and SP1 of the Manchester Core Strategy.

7) Prior to first occupation of the development hereby approved, details of the measures to be incorporated into the development to allow for the provision of electric vehicle charging points shall be submitted in writing to the local planning authority for approval and shall be implemented in full and made available for use. The approved scheme shall remain available for use whilst the development is occupied.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy (2012).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

12 Beaver Road, Manchester, M20 6SR
57 Clothorn Road, Manchester, M20 6BP
17 Beaver Road, Manchester, M20 6SR
15 Beaver Road, Manchester, M20 6SR
21 Beaver Road, Manchester, M20 6SR
1 Veronica Road, Manchester, M20 6ST
4 Adria Road, Manchester, M20 6SG
2 Adria Road, Manchester, M20 6SG

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
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: SOUTH