



MANCHESTER
CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no. 127148/FO/2020

Date registered valid: 26 August 2020

Proposal: Erection of 1 x 2no. bedroom bungalow (Class C3) together with associated, vehicular access, parking and landscaping following demolition of existing garage

Address: 20 St Hildas Road, Manchester, M22 4FP

Ward(s): Northenden Ward

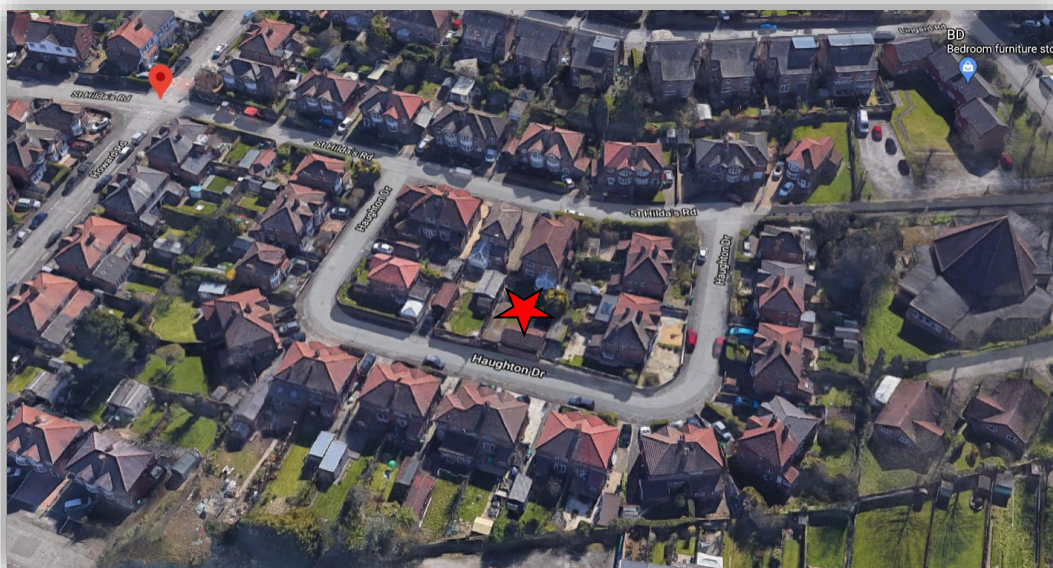
Applicant: Mr Scott Ogilvie, 20 St Hildas Road, Manchester, M22 4FP

Agent (if any): Mr Mark Clancy, 18 Leicester Road, Failsworth, Manchester, M35 0GN

Case officer: David Lawless
Tel: 0161 234 4543
Email: david.lawless@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 9 February 2021



Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Standard consultations:

Printed: 1 September 2020

Expired: 22 September 2020

Neighbour notifications

Printed: 1 September 2020

Expired: 22 September 2020

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

20 St. Hilda's Road is a 2 storey detached dwelling house typical of the interwar housing seen throughout south Manchester. To the front of the dwelling there is a small garden, while to the side there is a driveway which leads to the rear garden. Within the rear garden there is a detached garage which is accessed off Haughton Drive, a small residential street that runs off St Hilda's Road.

The area is residential in nature with interwar housing being the predominant style.

This application relates to part of the rear garden of no. 20 St Hilda's Road.

Listed building: no

Conservation area: no

Tree Preservation Order: no

Description of development

The applicant is proposing to erect a bungalow on a part of the rear garden of no. 20 St Hilda's Road. Access to the bungalow would be via Haughton Drive and two parking spaces would be provided to the side of the property.

Consultations & Notification Responses

Local Residents – Correspondence has been received from a local resident, the comments are summarised below:

- Do the council consider whether the property is in keeping with the current surroundings? All of the homes on the street are 1930s bay fronted semi detached and the planned building is a bungalow which would impact the appearance of the street.
- The road between my property and the planned site is narrow, will distance between windows /boundaries be considered in terms of privacy for facing homes.
- A similar point with regard access. Just yesterday there were cars parked on both sides of the street and I had to ask someone to move their van so I could get through, my concern would be this happening more if another home is built. Not just the impact on residents access but emergency services / bin lorries etc.
- Would approval set a precedent? There is a similar property next door to this applicant and if it becomes an option to sell part of your garden to make a few hundred thousand pounds then it would be unsurprising if they decided to do the same.

Environmental Health – Suggests the imposition of conditions designed to protect residential amenity and public safety.

Flood Risk Management – Suggests the imposition of a condition requiring the incorporation of flood resilience measures into the scheme.

Highway Services – Highway Services have made the following comments:

- The addition of one residential dwelling is unlikely to generate any significant increase in vehicle activity and can be absorbed on the local network with no significant impact.
- The site plan indicates that the new dwelling affords on-site car parking for two vehicles, this is considered acceptable. The driveway should also offer electric vehicle charging, providing a minimum of 7kw.
- Driveway parking for the existing dwelling fronting St Hilda's Road has also been maintained, which is considered appropriate in ensuring no build-up of vehicles along St Hilda's Road/ Haughton Drive.
- All waste will be stored within the curtilage of the site and will be transferred for kerbside collection under the standard MCC refuse collection service. This approach is acceptable.
- At present there are two dropped kerbs associated with the development site and therefore the one redundant crossover will require reinstatement. This will be subject to a Section 184 agreement with MCC Highways, and is to be funded at the expense of the applicant. This will require appropriate discussion and agreement with MCC, prior to any works beginning.
- It should be ensured that all boundary treatments are visually permeable from a height of 600mm upwards, in order to ensure appropriate sight lines are maintained from the property onto Haughton drive. The applicant should also ensure that all gating is inwardly opening, in order to prevent any obstruction to passing footway users.
- Given the residential surroundings and compact highway layout, it is recommended that a construction management plan is conditioned to any future approval at the site

Policies

The National Planning Policy Framework (February 2019) – The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- 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.

Paragraph 59 states that to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed.

Paragraph 68 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

National Design Guide (January 2021) – The NPPF makes clear that creating high quality buildings and places is fundamental to what the planning and development process should achieve. The National Design Guide (NDG) illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

Core Strategy Development Plan Document – 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. Relevant policies in the Core Strategy are detailed below:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy H6, South Manchester – South Manchester will accommodate around 5% of new residential development over the lifetime of the Core Strategy. High density development in South Manchester will generally only be appropriate within the district centres of Chorlton, Didsbury, Fallowfield, Levenshulme, and Withington, as part of mixed-use schemes. Outside the district centres priorities will be for housing which meets identified shortfalls, including family housing and provision that meets the needs of elderly people, with schemes adding to the stock of affordable housing.

Policy DM1, *Development Management* – This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, 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.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.

- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques as follows (In terms of energy targets this policy should be read alongside policy EN6 and the higher target will apply):-

a) For new residential development meet as a minimum the following Code for Sustainable Homes standards. This will apply until a higher national standard is required:

Year 2010 – Code Level 3;

Year 2013 - Code Level 4;

Year 2016 - Code Level 6; and

(b) For new commercial developments to demonstrate best practice which will include the application of the BREEAM (Building Research Establishment Environmental Assessment Method) standards. By 2019 provisions similar to the Code for Sustainable Homes will also apply to all new non-domestic buildings.

Issues

Principle of the Proposal – Whilst the area is residential in nature, the principle of erecting a bungalow on this site is not acceptable. The site is much smaller than the plots seen throughout this estate and this has resulted in a pattern of development and dwelling house out of character with those seen on Haughton Drive and St Hilda's Road. In addition, given the constraints of the plot's size, insufficient private amenity space would be provided for the future occupants of the bungalow.

Visual Amenity – The design of the proposed bungalow is best described as functional. It has not been informed by the design of the neighbouring dwellings but rather by the constrained nature of the site. The proposed building is much smaller in height than the adjoining dwellings and occupies a greater proportion of the site. This results in a building sited much closer to the back of pavement than seen elsewhere in the vicinity of the site, as demonstrated by the green site lines superimposed on the submitted layout drawing.



Given the design and siting of the development, it is considered that the proposal would form an incongruous feature in the streetscene and therefore have a detrimental impact on the existing levels of visual amenity enjoyed along Haughton Drive.

Design – The proposed development fails to pick up on the predominant features and overall character of the dwellings on Haughton Drive. The resultant structure would have a detrimental impact on the existing levels of visual amenity enjoyed in the vicinity of the site.

Siting – The siting of the building in front of the building line and closer to the back of pavement than other properties on Haughton Drive forms an incongruous feature in the streetscene.

Residential Amenity – Given the orientation of the proposed and neighbouring dwellings it is not considered that the proposal will lead to any loss of privacy. In addition, given the proposal is for one unit, the comings and goings of future residents would not give rise to undue disturbance. As a result, it is not considered that the proposal would have a detrimental impact upon the levels of residential amenity enjoyed within the vicinity of the site.

Amenity Space – Given the ratio of building footprint to plot size there is little room for the provision of private amenity space. All that remains after the building and associated parking is a strip of paving and a small triangular grass area at the rear. This is considered insufficient for the future occupants.

Pedestrian and Highway Safety – It is not considered that the dwelling would significantly increase the level of traffic along Haughton Drive so as to prove detrimental to the levels of pedestrian and highway safety enjoyed along that road. In addition, given the parking provision exceeds 100% the development would not lead to an increase in on-street parking.

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 was assessed against the policies within the Manchester Core Strategy Development Plan Document, the Manchester Residential Quality Guidance and the guidance contained within the National Planning Policy Framework and National Design Guide. The applicant was advised that the provision of residential accommodation in this location would not be appropriate as it was out of character with the pattern of development and due to the poor standard of accommodation proposed. As the nature of the proposal was considered to be unacceptable and the applicant has requested that the proposal be determined in its current format, a solution that was acceptable to both the Local Planning Authority and the applicant could not be reached.

Reasons for recommendation to refuse

- 1) The proposed development, by reason of its design and siting, would be out of character with the historic pattern of development in the area and result in an incongruous feature in the streetscene. It would therefore be detrimental to existing levels of visual amenity enjoyed on Haughton Drive and contrary to Policies SP1 and DM1 in the Manchester Core Strategy, the National Planning Policy Framework and National Design Guide.
- 2) The proposed development, due to its design and siting, would provide inadequate levels of private amenity space which would lead to the creation of poor living standards. As a result, the proposal would be contrary to the guidance contained within the Manchester Residential Quality Guidance, the National Planning Policy Framework, the National Design Guide and policy DM1 in the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Environment Agency
Northenden Neighbourhood Forum (Pending)
Northenden Civic Society

9 Haughton Drive, Manchester, M22 4EQ
7 Haughton Drive, Manchester, M22 4EQ
24 Haughton Drive, Manchester, M22 4EQ
20 Haughton Drive, Manchester, M22 4EQ
18 Haughton Drive, Manchester, M22 4EQ
1 Haughton Drive, Manchester, M22 4EQ
18 St Hilda's Road, Manchester, M22 4FP
5 Haughton Drive, Manchester, M22 4EQ
16 St Hilda's Road, Manchester, M22 4FP
3 Haughton Drive, Manchester, M22 4EQ
26 Haughton Drive, Manchester, M22 4EQ
22 Haughton Drive, Manchester, M22 4EQ

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

Flood Zones Type 2 (low to medium risk) -

Flood Zones Type 3 (high risk) -

Susceptible to Surf Water Flood (Less) -

Area Team Boundary - Name: SOUTH