MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	142870/FH/2025
Date registered valid:	6 May 2025
Proposal:	Conversion of existing rear garage into ancillary living accommodation with associated external alterations
Address:	13 Eltham Street, Manchester, M19 3AL
Ward(s):	Levenshulme Ward
Applicant:	Mrs Riffat
Agent (if any):	Mr Kevin Foey, Kevin Foey
Case officer:	Ian Jarvis Tel: 0161 234 4079 Email: ian.jarvis@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	13 August 2025

Application details

Type of application: Full Householder Application

Development type: Householder

Standard consultations:
Printed: 15 May 2025 Expired: 6 June 2025

Neighbour notifications
Printed: 5 August 2025 Expired: 12 August 2025

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

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

This application relates to an end-terraced property in a predominantly residential area. The property benefits from a large rear garden, which includes a detached single storey garage, which is linked to the main house by a canopy type structure, which creates a covered area between the two buildings. The site sits at the junction of Eltham Street and Leabank Street, with the garage running along the back of pavement on Leabank Street.

Originally permission was sought to convert the garage into a self-contained living unit, which the Council could not support, and the proposal has now changed, and it is proposed to convert the garage into ancillary living accommodation, for use in association with the main house, and that it will be used as a games room/home office/relaxation area by individuals who will still reside in the main house.

The proposal also includes some external alterations, which mainly comprise of changing the roof design from a sloping roof to a dual pitched roof. In addition, a new door and windows are proposed with brick infilling to match the existing structure. The fenestration alterations are all internal with no new windows/door on the elevation which runs along the back of pavement on Leabank Street.

Consultations & Notification Responses

Local residents - An objection has been received, from the adjoining occupier, to the original proposal to convert the garage into an independent living unit, for the following reasons:

- The proposed conversion of the garage does nothing to try to fit in with or improve the streetscape or local area - it is solely designed to increase the rental income from the property.

- The presence of a residential property in their neighbour's back yard will have significant impact on their privacy at the rear of their house. The two windows proposed in the side of the structure, that faces their garden will have views into their rear windows as will the windows facing north from the property.

- The property is unable to manage its own waste. The back yard regularly fills with rubbish and there is currently a rat infestation at the property which impacts neighbours via the back yards and attics of their houses.

The resident reiterated their objections, in relation to the revised proposal.

Highway Services - Made the following comments in relation to the original proposal to convert the garage into an independent living unit.

The proposed development extends only within the red-line curtilage of the site, and as such does not impinge upon the adopted highway.

There are no boundary treatments noted in the application.

The proposed development seeks to remove the existing covered area which gave access into a parking space. Highways requests clarification on planned parking arrangements, including if the existing shutter door will be retained to allow off-street vehicle access. Should no on-site parking be available then vehicles associated with the property will likely add to existing on-street demand.

MCC Highways have concerns that the conversion of this garage space to living accommodation and the loss of a parking space may result in an increase in on-street parking demand, which could negatively impact local highway capacity and safety.

Pedestrian access will remain as existing, which is acceptable to Highways.

Refuse storage and collection is expected to remain as existing, which is accepted by Highways in principle.

Issues

National Planning Policy Framework (December 2024) - Sets out the Government's Planning Policies for England and how these should be applied. It states that the purpose of the planning system is to contribute to the achievement of sustainable development. It states that achieving sustainable development means that the planning system has 3 overarching objectives:

An economic objective - to help build a strong, responsive and competitive economy, by ensuring that sufficient land, of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

A social objective - to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

An environmental objective - to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy

It states that 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 visibly 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.

Section 12 'Achieving Well Designed Places' states that 'the creation of high quality, beautiful and sustainable 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 to is effective engagement between applicants. Communities, local planning authorities and other interests throughout the process (paragraph 131).

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 identifies the City Council's Core Development Principles and states that 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
- Making a positive contribution to the health, safety and wellbeing of residents
- Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
- Protect and enhance the built and natural environment

Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.

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.

Policy EN19 relates to waste and states that the Council will require all developers to submit a waste management plan to demonstrate how both construction and demolition waste will be minimised and recycled on site wherever possible and how the sustainable waste management needs of the end user will be met.

Policy T2 states that outside the City Centre all new development should provide appropriate car parking facilities, taking account of the guidance in Appendix B (of the Core Strategy). In all parts of the City proposals should have regard to the need for disabled and cycle parking, in line with appendix B (this indicates maximum car parking standards for various uses).

Notwithstanding the above, Policy T2 requires that consideration is given to the particular circumstances of each proposal to determine the appropriate levels of car parking that may be required. Policy T2 requires the provision of proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Policy DM 1 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 and 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.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Unitary Development Plan - The site is presently unallocated within the Manchester Unitary Development Plan.

Saved Policy DC1.1 states that 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 the 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 a street scene;
e. The effect of the loss of any on-site car parking.

DC1.2 states that 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 original buildings);
b. They do not create 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 scene by virtue of design, use of materials or construction details.

DC1.3 States that, notwithstanding the generality of the above policies, the council will not normally approve:
a) rearward extensions greater than 3.65m (12ft) 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 councils guidelines on privacy distances (which are published as supplementary guidance).

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance was formally adopted in April 2007, and is therefore relevant in this case. At that time, Planning Policy Statement 3 'Housing' stated that to facilitate efficient delivery of high quality development, Local Planning Authorities should draw on relevant guidance and standards and promote the use of appropriate tools and techniques, such as Design Coding alongside urban design guidelines, detailed masterplans, village design statements, site briefs and community participation techniques.

In the City of Manchester, the relevant design tool is the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance. This guidance aims to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods. The guidance is grouped under seven key principles recognised by CABE as being those urban design characteristics which create successful places, that is character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability.

The guidance advises that high quality design is a vital attribute of successful neighbourhoods, the design of streets should promote neighbourliness and design should respect and be informed by location. The guidance also advises that buildings should relate well to each other and building heights should be carefully considered. In terms of ease of movement, cul-de-sacs are discouraged, the street network should contribute to the character of the area, safe routes for cyclists and pedestrians will be promoted, and public transport should be easy to use. Places with attractive and successful public areas are encouraged with open spaces reflecting and accommodating future uses with children and young people being considered in the design and location of open spaces. Neighbourhoods should contain a mix of housing, safety and security are vital elements of the urban area, the impact of parking areas should be minimised and new developments should maximise access for disabled people.

Manchester Residential Quality Guidance 2016 sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016). The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles

contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses. In relation to one bedroom, one person, units the minimum standard of accommodation is set at 37 square metres (35 metres where a shower room is proposed), and for one bedroom, two person units, the standard is 50 square metres.

Places for Everyone - The approved Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for 9 of the 10 boroughs which make up Greater Manchester.

The Plan identifies the essential aspect of the efficient and effective use of land with the preference to be given to making as much use as possible of suitable previously developed brownfield land and vacant buildings when meeting development needs.

Relevant policies of PfE in this instance are:
JP-S1: Sustainable development
JP-C8: Transport Requirements of New Development
JP-P1: Sustainable Places

Principle of development/intended use- It is considered that the proposed conversion of an outbuilding to form living accommodation, associated with the main house, is acceptable in principle, dependent upon how the accommodation is used. Originally the application indicated a self-contained unit, with lounge/kitchen, bedroom and bathroom accommodation. This was considered to be out of character with the surrounding area, which generally consists of two-storey housing that faces onto a road and with amenity space to the rear, with some properties having an extension/outbuilding used for purposes ancillary to the main house. Also, it was considered that the introduction of a second living unit would represent an intensification of the use of the site, and as such it would be out of character with its immediate surroundings, being effectively a backland development and the principle of that form of development is considered to be inappropriate in this location.

The applicants have now clarified the proposal stating that the unit is intended to provide additional living space for members of their household, who would still live and function as members of the main household, stating that it would be used as a games room, home office and relaxation space and not as an independent living unit. On this basis, the proposed use is considered to be acceptable, subject to a condition which would prevent it being used as a separate self-contained living unit.

Living conditions of existing and future occupiers - The building would have a floorspace of approximately 34 square metres, which is therefore below the Council's minimum standards for self-contained living accommodation. However, the situation here is that the number of people currently living on site, would not be increasing and it is for additional space for family members. It does not have a layout that allows full independent living and, in particular, the lack of kitchen facilities means that the occupier would need to have everyday interaction with the remainder of the family in the main house. On this basis, it is considered that the living conditions, of the users of the building, are acceptable.

Residential amenity - Due to the proposed use, of the unit, it is not considered that the proposal would increase the pedestrian and vehicular activity levels at the site and would not be significantly different to what presently occurs at the house. It is therefore considered that the proposed development is unlikely exert a much greater impact on the amenity of local residents from increased comings and goings.

Impact of external works - The main change proposed is the addition of some new roof works. The bulk of the existing building would remain, with a new pitched roof being created, which would have an apex approximately 0.5 metres higher, than the existing building. Overall it is not therefore considered that the overall building mass would be significantly altered. Visually, this is not felt to be a significant change, and it is considered that this change would improve the visual appearance of the building. Also, the building's position is such, at the back of pavement on Leabank Road, that there are significant gaps, with adjoining properties. It is not therefore considered that this additional height would create any loss of outlook or light for occupiers of these nearby properties.

The structure does not appear to be currently well used, but it is only for use by existing occupiers of the property, and it is not considered that a more active use of this outbuilding would impact upon the amenity of surrounding occupiers.

The other changes are largely cosmetic and internal on the site and it is not felt that the minor changes to windows, or use of the building, would have any privacy impacts upon neighbours.

Overall, it is not therefore considered that the proposals would have an adverse visual or amenity impact on neighbouring occupiers or the general area.

Car parking/refuse - The property has an area of hardstanding, which could be used for car parking, which is in the rear garden as well as space for refuse storage. As there is no loss of garden space and no changes in occupancy levels on site are proposed, no changes to the existing arrangements are necessary.

Other Legislative Requirements
Equality Act 2010
Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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 polices 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 / agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application, including making contact, during the application process. In particular negotiations took place in relation to the nature of the occupation of the proposed building.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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:

Site location plan, stamped as received by the City Council, as Local Planning Authority, on 6 May 2025

Set of existing and proposed plans, stamped as received by the City Council, as Local Planning Authority, on 22 July 2025

Statement from Ghazala Riffat, indicating that the converted garage will only be used as members of the household that occupy the main house, stamped as received by the City Council, as Local Planning Authority, on 5 August 2025

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

3) The proposed infill brickwork shall match the existing structure, in terms of colour, type, and method of coursing and pointing.

Reason - In the interests of the character and appearance of the dwellinghouse and surrounding area, pursuant to policy DC1 of the saved Unitary Development Plan for the City of Manchester, and policy DM1 of the Manchester Core Strategy.

4) Prior to being installed, samples and specifications of the proposed roof materials shall be submitted to and approved in writing by the City Council as local planning authority. The development shall then be constructed in accordance with the approved 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, EN1 and DM1 of the Manchester Core Strategy.

5) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015, (or any order revoking and re-enacting that Order with or without modification), no openings, including windows and doors, shall be inserted within the elevations of the outbuilding, no windows other than those shown on the approved drawings, unless Planning Permission is specifically granted.

Reason - In the interests of the amenities of the occupiers of the neighbouring dwellinghouse, pursuant to saved policy DC1 of the Unitary Development Plan for the City of Manchester, and policy DM1 of the Manchester Core Strategy.

6) The authorised outbuilding shall only be used as ancillary accommodation for use in conjunction with the occupation of 13 Eltham Street, Manchester M19 3AL, as a dwellinghouse (Class C3), as indicated in the statement from Ghazala Riffat,, stamped as received by the City Council, as Local Planning Authority, on 5 August 2025, with a layout as shown in the set of existing and proposed plans, stamped as received by the City Council, as Local Planning Authority, on 22 July 2025, and shall not be used at any time as a separate or independent dwellinghouse.

Reason - In the interests of residential amenity pursuant to policy SP1 and DM1 of the Core Strategy for the City of Manchester.

Informatives

1) The applicant is required to discuss and agree any requirements for licensing, hoarding / scaffolding, and skips with MCC's Highways Licensing Team via Email to: highwaylicences@manchester.gov.uk The applicant is required to discuss and agree any requirements for temporary traffic and pedestrian management with MCC's Event and Traffic Management Team via Email to: highwaynetworkmanagement@manchester.gov.uk

Appendix 1 – List of consultees & neighbours notified

Highway Services

1A The Crescent, Manchester, M19 3AJ
2 Crescent Grove, Manchester, M19 3BW
8 Leabank Street, Manchester, M19 3DU
20 Eltham Street, Manchester, M19 3AL
2 The Crescent, Manchester, M19 3AJ
18 Eltham Street, Manchester, M19 3AL
16 Eltham Street, Manchester, M19 3AL
14 Eltham Street, Manchester, M19 3AL
11 Eltham Street, Manchester, M19 3AL
4 The Crescent, Manchester, M19 3AJ
1 The Crescent, Manchester, M19 3AJ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: NORTH AREA