

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143570/FO/2025
Date registered valid: 28 July 2025
Proposal: Convert of existing double garage to ancillary accommodation with external alterations
Address: 9 Howard Road, Manchester, M22 4EG
Ward(s): Northenden Ward

Applicant: Mr Po Chu Lee
Agent (if any): Mr Healey, Healey Consulting
Case officer: David Lawless
Tel: 0161 234 4543
Email: david.lawless@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 19 September 2025



Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 18 August 2025

Standard consultations:

Printed: 7 August 2025 Expired: 29 August 2025

Neighbour notifications

Printed: 7 August 2025 Expired: 29 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/area

9 Howard Road is a 2-storey semi-detached dwellinghouse located within a residential estate to the west of the Northenden District Centre. To the front there is a hardsurfaced parking area and landscaped strip, while at the rear there is a garden and a detached garage, vehicular to which is gained via St Hilda's Close to the rear.

The area is predominantly residential in character.

Listed building: No
Conservation area: No
Tree Preservation Order: No

Description of development

The applicant has previously applied for a Certificate of Lawful Proposed Development (CLPD) for the conversion of the property into a granny annexe (ref: 141424/LP/2024). That application was refused for the following reason on 20 March 2025:

On the evidence contained in the application, the proposed development would fail to comply with the limitations set out in paragraph E.1.(e)(i) and (f) to Part 1, Class E of The Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended). Furthermore, the proposed use as a "Granny Annex" would amount to a self-contained dwelling and would therefore not be a purpose incidental to the enjoyment of the dwellinghouse as such. Planning permission would therefore be required.

The applicant is now seeking planning permission to use the garage as ancillary residential accommodation. To facilitate this the rear garage door is to be removed and replaced with matching brickwork.

Consultations & Notification Responses

Local Residents – Correspondence has been received from three local residents, the comments are summarised as follows:

- One local resident remains neutral about the proposed conversion of the garage into residential accommodation but raises concerns about its potential future use, specifically short-term lets such as Airbnb, which may result in noise disturbance affecting neighbouring properties.
- St Hilda's Close should not be used to access the accommodation.
- The proposed residential use is inappropriate given its location within a cluster of surrounding homes and there is concern about its future expansion, i.e. the addition of an additional floor.
- Two of the residents have also raised concerns about previous boundary issues.

Highway Services – Have made the following comments:

- The site can be accessed by sustainable modes of transport. Five bus services are located within a 5 minute walk. Attractions such as a chemist, a parade of other shops and a garage on Palatine Road is about a 10 minute walk.
- The proposal includes the removal the use of a double garage as a parking space for two cars. The property has one parking space to the front with potential space for further vehicles to the side of the house. Overall, it is considered that the loss of the double garage, as parking spaces, will not have an adverse impact on the local highway network.
- Any construction works are to take place on site only; The works period is expected to be for a short time only and have only a small impact locally. No traffic management plan is needed on this occasion.
- In line with MCC Residential Guidelines, secure and sheltered cycle parking provision for one-cycle should be made within the curtilage of the site. The removal of the double garage may remove the only facility to store a cycle securely.

Environmental Health – Suggests the imposition of a waste management condition if the accommodation is to be used as a separate dwelling.

Policies

The National Planning Policy Framework (December 2024) – The National Planning Policy Framework 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 National Planning Policy Framework 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 means:

- c) approving development proposals that accord with an up-to-date development plan without delay; or
 - d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear strong 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, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.
- Paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as the starting point for decision-making. Where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

The Places for Everyone Plan – This plan was adopted on 21 March 2024, as such the Plan and its policies are now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance. The relevant policy is set out below:

Policy JP-Strat9 (Southern Areas) – This policy states that the economic competitiveness, distinctive local neighbourhood character and environmental attractiveness of the southern areas will be protected and enhanced. There will be a strong emphasis on making as much use as possible of suitable previously developed (brownfield) land and promoting the roles of the areas' town centres and its other key assets.

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 H1, Overall Housing Provision – This policy states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution set out above which supports growth on previously developed sites in sustainable locations and which takes account of
- the availability of developable sites in these areas;
- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space. schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;
- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.

Policy H7, *Wythenshawe* – The Council expects that Wythenshawe will accommodate only around 3% of new residential development over the lifetime of the Core Strategy. New high quality high density development will be encouraged within the district centres of Northenden, Baguley and Wythenshawe and upon small infill sites where it contributes to the stock of affordable housing and where it complements Wythenshawe's garden city character. There is also the potential for additional family housing for sale.

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.

Guide to Development in Manchester Supplementary Planning Guidance – Recognises the importance of an area 's character in setting the context for new development; New development should add to and enhance the area's distinct sense of place; Each new development should be designed having full regard to its context and the character of the area; Seeks to ensure high quality development through good and inclusive design; Buildings should front onto streets; Site boundaries and treatment should contribute to the street scene; There should be a clear definition between public and private space; The impact of car parking areas should be minimised; New developments will be expected to meet designing out crime principles; The impact of development on the global environment should be reduced.

The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings.

Issues

Principle of the Proposal – It is noted that the applicant previously sought to regularise the residential use of the garage through a Certificate of Lawful Proposed Development (CLPD). That application was unsuccessful, as the proposed use was assessed against the criteria for “incidental” accommodation under Class E of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended). “Incidental” use refers to activities that are subordinate and non-essential to independent living—such as storage, home offices, or hobby spaces. The proposed accommodation, being self-contained and capable of independent occupation, did not meet this definition and therefore fell outside the scope of permitted development rights.

The current application seeks planning permission for the use of the garage as “ancillary” residential accommodation. Ancillary use, while still subordinate to the main dwelling, may include separate living quarters for family members, provided it remains functionally linked to the host property and does not constitute a separate planning unit. In this instance, the accommodation is intended for family use and is not proposed as an independent dwelling.

It is acknowledged that the refusal of a CLPD does not preclude the granting of planning permission for the same or similar use, particularly where the proposed use is assessed on its planning merits rather than its lawfulness under the GPDO.

In this case, the principle of the proposed ancillary residential use is considered acceptable, having regard to the residential character of the host property and the surrounding area. However, the proposal must be further assessed in terms of its impact on residential and visual amenity, and on pedestrian and highway safety, to ensure it accords with relevant local and national planning policies.

Elevational Alterations – The removal of the garage door on the rear elevation and replacement with matching brickwork is considered acceptable.

Residential Amenity – The use of the garage as ancillary residential accommodation would not lead to overlooking or a loss of privacy. While the concerns raised about the building being used as separate accommodation or for short-term rental (Airbnb) are acknowledged, it is considered that the imposition of conditions 4 (ancillary accommodation) and 5 (Class C3 only) below would ensure that this is not the case.

In light of the above, it is not considered that the proposal would have a detrimental impact upon the levels of residential amenity enjoyed by occupants of the adjoining residential properties.

Visual Amenity – Given the modest nature of the physical alterations to the building it is not considered that the proposal would have a detrimental impact upon the levels of visual amenity enjoyed within the vicinity of the site.

Pedestrian and Highway Safety – It is not considered that the proposed accommodation would exacerbate the level of on-street parking in the vicinity of the site, this is acknowledged by Highway Services, Given this and the fact the cessation of the garage use would remove the requirement for vehicles associated with the site to travel down St Hilda's Close, it is not considered that the proposal would have a detrimental impact upon the levels of pedestrian and highway safety enjoyed within the vicinity of no. 9 Howard Road.

Waste Management – As the proposed accommodation is ancillary to the main dwelling and not a separate unit, there is no requirement in this instance to impose the standard waste management condition.

Ecology – The proposal does not raise any ecological concerns.

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 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 issues arising from the consideration of this application.

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 received on 28 July 2025:

- a) Location plan
- b) Existing and proposed block plan
- c) Drawing no. HC-25474-(20)-03, proposed floor and roof plan
- d) Drawing no. HC-25474-(20)-04, proposed elevations

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 elevational alterations hereby approved shall be constructed using materials that match the existing building in terms of colour, type, and method of coursing and pointing.

Reason - In the interests of the character and appearance of the development 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) The development hereby approved shall not be occupied at any time other than for purposes ancillary to the residential use of the main dwelling known as no. 9 Howard Road (M22 43G). It shall not be used as a separate, self-contained residential unit independently from the main dwelling.

Reason - To ensure that the development remains ancillary to the main dwelling and does not result in the creation of a separate residential unit, in order to safeguard the character of the area, safeguard existing levels of residential amenity and maintain appropriate levels of parking provision, pursuant to Policies SP1 and DM1 of the Manchester Core Strategy.

5) The residential use hereby approved shall be used only as a private dwelling (which description shall not include serviced properties or similar uses where sleeping accommodation, with or without other services, is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for private residential purposes and to ensure the achievement of the public benefit identified pursuant to policies SP1, DM1, EN3 , H1, H7 and H11 of the Manchester Core Strategy and the guidance contained within National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Highway Services

Environmental Health

6 Howard Road, Manchester, M22 4EG

10 St Hilda's Road, Manchester, M22 4FP

14 St Hilda's Close, Manchester, M22 4EP

10 Howard Road, Manchester, M22 4EG

12 St Hilda's Road, Manchester, M22 4FP

13 St Hilda's Close, Manchester, M22 4EP

11 St Hilda's Close, Manchester, M22 4EP

10 St Hilda's Close, Manchester, M22 4EP

17 St Hilda's Close, Manchester, M22 4EP

16 St Hilda's Close, Manchester, M22 4EP

15 St Hilda's Close, Manchester, M22 4EP

11 Howard Road, Manchester, M22 4EG

12 St Hilda's Close, Manchester, M22 4EP

8 Howard Road, Manchester, M22 4EG

7 Howard Road, Manchester, M22 4EG

13 Howard Road, Manchester, M22 4EG

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) -

Area Team Boundary - Name: SOUTH AREA