

Planning

Growth & Development

Delegated officer report for planning application

Application no. 142346/FH/2025

Date registered valid: 7 March 2025

Proposal: Proposed garage conversion involving elevational alterations and creation of driveway

Address: 11 Robert Harrison Avenue, Manchester, M20 1LW

Ward(s): Didsbury West Ward

Applicant: Mr David Campbell

Agent (if any): Mr Nick Perkins, NP Architectural

Case officer: Katie Raw
Tel: 0161 234 4164
Email: katie.raw@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 1 May 2025

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 25 March 2025

Standard consultations:

Printed: 14 March 2025 Expired: 4 April 2025

Neighbour notifications

Printed: 14 March 2025 Expired: 4 April 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

The application site relates to 11 Robert Harrison Avenue within the south Manchester ward of Didsbury West. The application site relates to a three storey, semi-detached dwellinghouse constructed in red brick with a vertical section of white render with a staggered primary elevation. The property is characterised by an integral garage prominent within the front elevation of the property. Amenity space to the front of the property takes the form of an off street driveway, ramped access into the property, gravelled area and landscaping leading along the side of the property. Amenity space to the rear is characterised by a private amenity space.

Description of area

The surrounding area is residential in context, with Didsbury High School and Sixth Form sitting to the west of the applicant site. Withington Community Hospital sits to the south east of the applicant site.

Description of development

The application seeks consent for the proposed garage conversion involving elevational alterations and creation of driveway.

The existing garage would be amended to a family room. This would involve the insertion of a 3 panel full length window to be made out of white PVCu to match the existing fenestration at the property.

To compensate for the loss of the off street parking space, the scheme proposes the creation of an additional driveway, resulting in 2no. driveways at the front of the property. The existing gravel at the site would be changed to a new permeable tarmacadam drive. The proposed parking space would have dimensions of 6.2 metres length x 2.7 metres width. The existing gravel bed to be retained would receive additional shrub planting.

Negotiations during the Course of the Application

Amendments were made to the scheme to be considered acceptable to the LPA.

The initial scheme proposed French doors with side screens fitted to full opening. It was considered this fenestration would appear incongruous in the streetscene and the introduction of a patio door (common place to rear of properties) would create a 2nd door and would be out of character with the style of development in the immediate area. The elevational alteration was amended to a full length window to more closely reflect the existing development within the immediate streetscene, including no.8 and no.6 Robert Harrison Avenue.

Concern was raised that no information had been provided in relation to the drainage system with the introduction of a 2nd off street parking space annotated tarmacadam drive. The driveway was amended to be made of a permeable material.

It is noted the soft landscaping including trees and hedges at the site have been removed over the years and such loss is regrettable. The scheme now proposes the installation of shrubs within the retained gravelled area.

Planning History

Whilst no planning history exists for no.11 Robert Harrison Avenue, planning history exists for the development of the new build development that the applicant site sits within- Didsbury Point (Phase 4).

This includes:

073030/MO/2004/S1- Part Of Former Withington Hospital Didsbury Point- Reserved Matters Application for phase 4 consisting of 183 residential units comprising of semi-detached houses, mews houses and apartments and associated car parking and landscaping.
Approved 15 November 2004.

This approval involves the inclusion of condition 2:

Notwithstanding the provisions of Article 3 of, and Class A of Part 1 of Schedule 2 to, the Town and Country (General Permitted Development) Order 1995, the garage accommodation hereby approved, as part of this development shall not be converted into living accommodation without the express written permission of the City Council as local planning authority.

Reason- The loss of garage parking space would result in an unacceptable increase in on-street parking and would thereby be detrimental to highway and pedestrian safety.

Consultations & Notification Responses

Local Residents

Local residents were consulted. One comment was received from a local Councillor asking if the new driveway proposed could be made of permeable paving.

Highway Services

Highway Services were consulted and provided the following response:

The proposed garage conversion and elevation alterations appears to be within the redline boundary of the site and as such, does not impinge upon the adopted highway.

The existing 1no. on-site parking space is understood to be retained.

The proposal also involves the creation of 1no. additional car parking space within the sites curtilage.

The proposed driveway to accommodate 1no. new car parking space is acceptable in principle from a Highways perspective.

Observations indicate that there is no dropped kerb present adjacent to the proposed driveway. The applicant will be required to enter into a Section 184 agreement for the provision of dropped kerbs on Robert Harrison Avenue to accommodate the 1no. new on-site car parking space. This will require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense.

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 pedestrian and traffic management with MCC's Event and Traffic Management Team via Email to highwaynetworkmanagement@manchester.gov.uk .

Issues

POLICY

The National Planning Policy Framework (December 2024)

The document sets out the Government's Planning Policies for England and how these are expected to be applied. At the heart of the Framework is a presumption in favour of sustainable development in terms, "For plan-making" and "For decision-taking", (paragraph 11).

Paragraph 8 - Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective

- b) a social objective and
- c) an environmental objective.

The following specific policies are considered to be particularly relevant to the proposed development:

- i. Chapter 8. Promoting healthy and safe communities.
- ii. Chapter 12. Achieving well-designed places.

The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012, updated March 2024 following adoption of Places for Everyone Joint Development Plan

The Core Strategy is the key document in Manchester's Local Development Framework. It 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. Of relevance are:

Policy DM1 (Development Management),
Policy SP1 (Spatial Principles) and
Policy EN1 (Design Principles and Strategic Character Areas).

Unitary Development Plan Saved Policies

Large elements of the UDP have been superseded by the Core Strategy. The following saved policies are of relevance in the consideration of this application:

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.
- 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).

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance, Adopted April 2007.

The Guide 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 CABI as being those urban design characteristics which create successful places. These are: character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability. It advises that high quality design is a vital attribute of successful neighbourhoods. Of relevance are paragraph 2.7, paragraph 2.14 and paragraph 2.16.

Places for Everyone (2022-2039)

Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024. 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 full weight in the planning balance.

The following policies are relevant:
i.JP- S1- Sustainable development.

ISSUES

Principle of Development

The submitted development application is for the proposed garage conversion involving elevational alterations and creation of driveway. This is considered acceptable in principle as many people prefer to alter and adapt homes rather than move, to meet the changing residential needs of families. However, consideration must be given to the proposal's appearance, impact on the visual amenity of the area and impact on the neighbouring properties' residential amenity. The revised scheme submitted is considered to mitigate concerns expressed in relation to design and appearance, and drainage. As the property is to remain a single family dwelling house, it is not considered that the proposed extension would give rise to any significant additional waste or car parking pressures.

Visual/ Residential Amenity

Due to the nature of the development, it is not considered that the proposed garage conversion involving elevational alterations and creation of driveway would have any adverse implications to the neighbour's enjoyment of their properties. The proposal would provide the applicant with a further space for living and would alter the home to meet the applicant's needs.

Given the proposal does not involve an extension and rather the replacement of the garage shutter with a full length window, it is not considered to give rise to any adverse loss of light, adverse privacy nor overbearing implications.

The elevational alteration proposed would result in a large opening within the front elevation of the property at ground floor level which may lead to the applicant experiencing neighbours walking past and looking into the property. However, given the set back of the property from the streetscene with the use of the driveway and given there is a similar privacy distance achieved for neighbouring properties including no.6 and no.8 Robert Harrison Avenue which benefit from similar large openings at ground floor level, it is not considered to create such an adverse privacy implication to the applicant to cause harm.

Due to the nature of the proposed driveway, it is not considered this element would give rise to any visual nor residential amenity implications which would detrimentally harm the neighbour's enjoyment when utilising their properties.

Overall, the proposal is not considered to give rise to any overlooking, loss of light nor privacy implications to the surrounding properties, pursuant to Policy DC1 of the UDP and Core Strategy policies SP1 and DM1.

Design and Appearance

In most circumstances, such internal garage conversion could be achieved through the route of Permitted Development. However, in this instance, due to the removal of such PD rights under 073030/MO/2004/S1- condition 2, planning consent is required. This is due to concern that the loss of the garage parking space would result in an unacceptable increase in on-street parking and would thereby be detrimental to highway and pedestrian safety.

The proposed garage conversion involving elevational alterations initially involved the insertion of French doors with side screens fitted to full opening. It was considered this design feature would appear incongruous in the streetscene and the introduction of a patio door (common place to rear of properties) would create a 2nd door, which would be out of character with the style of development in the immediate area.

The scheme was amended to insert a three pane full length window. This would more closely reflect the full length windows as seen at no.6 and 8 Robert Harrison Avenue. Whilst the proposed would involve a three pane window and not the two panes as is seen at the neighbouring properties where they have full length ground floor windows, given the permitted development rights available to change such windows and door patterns, given the property does not sit within a Conservation Area, and given the mix of fenestration patterns across the street, the three pane window is considered acceptable. The material for the proposed window would be white PVCu and so would match the existing circumstances which is welcomed and would be conditioned accordingly within any approval granted.

The driveway originally proposed tarmac that was not permeable in nature. Concern was raised as to how surface water would drain from the site, especially as the soft landscaping and hedges previously at the site had been lost to a gravelled area. As such, the scheme was amended to ensure the material for the driveway is amended to be permeable and this would be considered acceptable.

It is noted the soft landscaping including trees and hedges at the site have been removed over the years and such loss is regrettable. The scheme now proposes the installation of shrubs within the retained gravelled area. This is welcomed to try to improve the amount of soft landscaping available at the site. The materials to be used for the driveway would be conditioned accordingly.

On balance it is considered that the design and appearance of the proposed development accords with Core Strategy Policies DM1 and EN1 and in general the design is considered acceptable.

Highways Considerations and Loss of Garage

Given the internal garage to be lost at the site would be replaced with 1no. additional parking space, there would not be an overall loss in the off street parking available for the applicant.

Highway Services were consulted on the application and were happy with the proposed driveway to accommodate 1no. new car parking space from a Highways perspective.

Observations indicate that there is no dropped kerb present adjacent to the proposed driveway. The applicant will be required to enter into a Section 184 agreement for the provision of dropped kerbs on Robert Harrison Avenue to accommodate the 1no. new on-site car parking space. This will require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense. An informative would be attached to any approval granted for the applicant to obtain consent separately from the planning system.

Highway Services requested two further informatives be placed on any approval granted and this would be reflected within the decision notice of any approval granted.

Bin Storage

No change to bin store arrangements would occur as a result of the proposal.

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

The proposal was assessed with regards to policies outlined in the National Planning Policy Framework, Unitary Development Plan Saved Policies, Local Development Framework Core Strategy Development Plan and other material considerations. In this instance officers have worked with the applicant in a positive and proactive manner and an acceptable revised scheme was supplied in a timely manner. Appropriate conditions have been attached to any approval granted.

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:

-Application Form, stamped as received by the City Council as Local Planning Authority on 7 March 2025.

-Drawing- Proposed- GF Plan, Front Elevation and Section, numbered NPA 287. A02 REV A, stamped as received by the City Council as Local Planning Authority on 10 April 2025.

-Drawing- Proposed- Additional Parking, numbered NPA 287. A03 REV B, stamped as received by the City Council as Local Planning Authority on 29 April 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 materials to be used throughout the proposal hereby permitted shall be implemented in accordance with the approved details as set out in the 'Application Form' and within the 'Drawing- Proposed- Additional Parking, numbered NPA 287. A03 REV B', specified in Condition 2 of this approval.

Reason- In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with saved policies DC1 of the Unitary Development Plan for the City of Manchester, SP1 and DM1 of the Manchester Core Strategy and the requirements of the National Planning Policy Framework.

Informatives

- 1) The applicant will be required to enter into a Section 184 agreement for the provision of dropped kerbs on Robert Harrison Avenue to accommodate the 1no. new on-site car parking space. This will require the agreement with MCC's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004). This will be funded at the applicant's expense.
- 2) 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
- 3) The applicant is required to discuss and agree any requirements for temporary pedestrian and traffic 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

23 Robert Harrison Avenue, Manchester, M20 1LW
21 Robert Harrison Avenue, Manchester, M20 1LW
19 Robert Harrison Avenue, Manchester, M20 1LW
14 Robert Harrison Avenue, Manchester, M20 1LW
10 Robert Harrison Avenue, Manchester, M20 1LW
15 Robert Harrison Avenue, Manchester, M20 1LW
9 Robert Harrison Avenue, Manchester, M20 1LW
16 Georgia Avenue, Manchester, M20 1LX
17 Robert Harrison Avenue, Manchester, M20 1LW
13 Robert Harrison Avenue, Manchester, M20 1LW
18 Robert Harrison Avenue, Manchester, M20 1LW
16 Robert Harrison Avenue, Manchester, M20 1LW
12 Robert Harrison Avenue, Manchester, M20 1LW
8 Robert Harrison Avenue, Manchester, M20 1LW
7 Robert Harrison Avenue, Manchester, M20 1LW

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