

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141698/FH/2024
Date registered valid: 9 December 2024
Proposal: Conversion of rear garage building to form living accommodation and associated elevational alterations
Address: Ingleside, Glencastle Road, Manchester, M18 7NE
Ward(s): Gorton & Abbey Hey Ward

Applicant: Mr Adeel Ghaffar, Accommodation Links Ltd
Agent (if any): Matt Vizard, Kva Architectural Solutions
Case officer: Ian Jarvis
Tel: 0161 234 4079
Email: ian.jarvis@manchester.gov.uk

Recommendation: Refuse
Date of recommendation: 29 January 2025

Application details

Type of application: Full Householder Application

Development type: Householder

Standard consultations:

Printed: 2 January 2025 Expired: 23 January 2025

Neighbour notifications

Printed: 2 January 2025 Expired: 23 January 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: Not applicable

Tree Preservation Order: Not applicable

This application relates to an existing two storey property in a largely residential area, although there is a church opposite the site and two nearby schools. The property is in a residential use and there is an existing single storey detached flat roof building to the rear. This structure is indicated to be a garage although access to the structure, for a vehicle, appears difficult, as it would be from a gated alleyway at the side of the property.

It is proposed to convert the structure into an additional living unit, which would be self contained, including a living/dining area, bathroom and bedroom. The proposal also includes external alterations by way of the installation of domestic style door and windows, and the creation of a dual pitched roof above the existing flat roof building.

Consultations & Notification Responses

Local residents - One objection has been received, for the following reasons:

If no parking has been included in planning permission, have they got a solution as the street is already incredibly busy due to the church and school being in close proximity. Residents often struggle to park, so the increased footfall and possible cars it will add will only making the current issue worse.

If they a building alongside the common boundary, they will they need access the adjoining property and damage may be caused.

If no waste solutions have already been organised, what is the proposed solution as there is already quite a big issue with waste being left in the alleyway and bins being used incorrectly.

If they are going to be entering from the alleyway will they be provided with a gate key or will the gate be left open all the time as that will give access to the access to surrounding gardens for the public and will increase the amount of rubbish left.

What is the reason for the extra property and who will they be looking at renting it to?

The property ingleside that they are already doing work on is often left littered with building materials when they leave. Are residents to expect the same when doing the building work in the garden?

Highway Services - Make the following comments:

TRIP GENERATION AND JUNCTION CAPACITY:

Given that the proposed conversion of the garage is resultant in 1no. living accommodation, the number of vehicular trips associated with site is expected to be minimal. It is therefore accepted that the adjacent highway network can facilitate such additional demands with no highway safety or capacity concerns.

SITE ACCESSIBILITY:

The site is well accessed by sustainable modes. Regular bus services are located within walking distance of the property. Ryder Brow Railway Station is located within a short walking distance of the site providing connections to Manchester Piccadilly and New Mills Central.

PARKING AND ACCESS:

There is no on-site car parking associated with the development and as such, all vehicular demands associated with the site are anticipated to contribute to the level of vehicles parked on-street. It is noted that Glencastle Road has existing on-street parking in place due to a number of the existing properties having no off-street parking in place. Plans suggests that pedestrian access to the proposed living accommodation is to be via the existing alleyway to the east of the site from Glencastle Road. Can the applicant confirm that the rear garage has any access rights in place to utilise the alleyway?

CYCLE PARKING:

In line with MCC Residential Guidelines, secure and sheltered cycle parking provision should be made, within the curtilage of the site, at a provision of one-per-unit.

BOUNDARY TREATMENTS: It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians. The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.

REFUSE AND SERVICING: No information on refuse storage and servicing arrangement has been provided. Highways requests further information on the location of refuse bins and refuse servicing arrangement is provided and should be demonstrated on a dimensioned plan.

CONSTRUCTION MANAGEMENT: Detail should be sought from the applicant in relation to any proposed construction or fit out arrangements, where there is an impact on the highway.

Strategic area and citywide support manager - Recommends that conditions are attached, to any permission, in relation to construction management hours and refuse.

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 too 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 H4 relates to sites in East Manchester and states that, over the lifetime of the Core Strategy, East Manchester will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats, New Islington, Holt Town and Chancellor's Place; to the west of Alan Turing Way, and within Eastlands, Newton Heath, Openshaw and Gorton district centres as part of mixed-use schemes.

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 unallocated in the plan.

Saved policy DC26.1 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

- a. the effect of new development proposals which are likely to be generators of noise.
- b. the implications of new development being exposed to existing noise sources, which are effectively outside planning control.

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 CABI 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.

Point 10.9 relates to external space and states that all residents should enjoy useable private amenity space wherever they choose to live in the City. All new developments should be

designed to provide on-site amenity space which is fit for purpose and which is informed by, and relates to, the character of the area. Simply this means the provision of gardens that perform well as multi-functional space. Gardens are valuable within any development by contributing the following:

- A safe play area for children
- Additional storage outside the house
- The provision of outside drying area for clothes which additionally assists the environmental sustainability of a development
- Space in which to relax which helps the overall sense of well-being
- An increased amount of planting which enhances the quality of the natural environment
- The space to provide home grown food which benefits the health of the local community.

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- It is considered that the proposed conversion of the garage/outbuilding to a self-contained living unit, would 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. Also, it is considered that the conversion would represent an intensification of the use of the site, and as such it would be out of character with its immediate surroundings. It is effectively a backland development and the principle of this form of development is considered to be inappropriate in this location.

Living conditions of existing and future occupiers - The proposal shows two bed spaces and the proposed floorspace, of approximately 40 square metres is therefore below the Council's minimum standards for this type of development. In addition the existing house already has a very small amount of outdoor amenity space, which would need to be shared with the occupiers of the proposed units. This amount of amenity space is considered to be insufficient to meet the needs of one household, and the additional demand, on this space, would further emphasise that it is of an insufficient level.

Site layout - The property does not have a road frontage, so residents would need to navigate a side gated alleyway, to accommodation which lacks natural surveillance. These arrangements are not considered to represent appropriate living conditions for future occupiers.

Car parking - The premises would put additional demand on the street network, which already appears to accommodate high levels of on-street parking, particularly at certain times of the day/week, due to its location close to church and school buildings.

Residential amenity - When added to the existing use of the property, it is considered that the proposal would increase the activity levels at the site and would be significantly different to the activity associated with a single dwelling house, which has the potential to exert a much greater impact on the amenity of local residents from increased comings and goings. In addition, an increase in vehicular activity would be likely to take place at premises where no dedicated car parking is provided. As such, this is likely to lead to an increase demand for on street car parking in an area where there is already a high demand.

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: Refuse

Article 35 Declaration

proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

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

1) The proposal would result in an over intensive use of the site resulting in the creation of living accommodation that is out of character with the surrounding area. In addition, the proposal would result in a significant intensification of occupation, waste generation and comings and goings at the site which would increase level of noise, disturbance and activity for proposed and existing residents and with a lack of adequate parking arrangements which would create the demand for on-street car parking, within the local area. The proposal would therefore have an unacceptable detrimental impact upon the residential amenity of neighbouring residential occupiers and would be detrimental to the character of the area. The proposal would therefore be contrary to the provisions of policies SP1, H11, T2 and DM1 of the Manchester Core Strategy, saved policy DC26 of the Unitary Development Plan for the City of Manchester and guidance in the National Planning Policy Framework.

2) The development results in an unacceptable standard of living accommodation for the intended occupiers of the premises, due to the size of the proposed living accommodation, the lack of provision of sufficient outdoor amenity space and access arrangements to the living accommodation with a lack of natural surveillance. The development is therefore contrary to the provisions of policies SP1 and DM1 of the Manchester Core Strategy, the Manchester Residential Quality Guide, the Guide to Development in Manchester and guidance contained in the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

8 Levenshulme Road, Manchester, M18 7WJ
10 Levenshulme Road, Manchester, M18 7WJ
16B Levenshulme Road, Manchester, M18 7WJ
16A Levenshulme Road, Manchester, M18 7WJ
12 Levenshulme Road, Manchester, M18 7WJ
Room 2, Belmont, Glencastle Road, Manchester, M18 7NE
Belmont, Glencastle Road, Manchester, M18 7NE
Room 1, Belmont, Glencastle Road, Manchester, M18 7NE
22 Levenshulme Road, Manchester, M18 7WJ
14A Levenshulme Road, Manchester, M18 7WJ
Flat 2, 12 Levenshulme Road, Manchester, M18 7WJ
Flat 1, 12 Levenshulme Road, Manchester, M18 7WJ
18 Levenshulme Road, Manchester, M18 7WJ
14 Levenshulme Road, Manchester, M18 7WJ
20 Levenshulme Road, Manchester, M18 7WJ
47 Knutsford Road, Manchester, M18 7NJ
45 Knutsford Road, Manchester, M18 7NJ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH AREA