MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	141550/FH/2024
Date registered valid:	20 November 2024
Proposal:	Installation of air source heat pump to rear of property
Address:	66 Shillingford Road, Manchester, M18 7TS
Ward(s):	Longsight Ward
Applicant:	Mr Christopher Bruce
Agent (if any):	Andrew Butt, Octopus Energy Services
Case officer:	Katie Raw Tel: 0161 234 4164 Email: katie.raw@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	**14 January 2025**

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 11 December 2024

Standard consultations:
Printed: 5 December 2024 Expired: 28 December 2024

Neighbour notifications
Printed: 25 November 2024 Expired: 16 December 2024

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 66 Shillingford Road located within the north Manchester ward of Longsight. The application site relates to a semi-detached, two storey, red brick, new build dwellinghouse characterised by a gable roof and solar panels on the primary roof plane. Amenity space to the front consists of hard landscaping and off street parking is available along the gable of the property. Amenity space to the rear is characterised by a grassed garden with a small outbuilding.

Description of area

The surrounding area to the applicant site consists of a new build residential estate. An industrial site sits close to the east of the applicant site.

Description of development

The submitted application seeks planning permission for the installation of air source heat pump to rear of property. The unit would be sited close to the property's patio doors and underneath the ground floor window. The unit would be sited 1 metre from the shared boundary with 66a Shillingford Road.

Supporting information and technical details were provided as part of the application. The unit to be installed would be a Daikin Altherma 3 Low Capacity Monobloc unit and would have approximate dimensions, including feet, of Height: 920mm x Width: 1250mm x Depth: 362 mm. The unit would have an ivory white colouration and the casing would be made of a zinc coated low carbon steel.

Within the details submitted as part of the application, it was confirmed the unit could not be achieved through the route of Permitted Development, because the unit exceeds the noise limitations specified within the GPDO, with a final noise output 0.11 dB (A) beyond the stipulations within Permitted Development.

Negotiations during the course of the Application

During the course of the application, an acoustic condition was requested by colleagues in Environmental Health. The agent requested that the condition was not attached to any approval granted as they stated the inclusion of the condition in this instance was inappropriate, given the marginal exceedance of the noise output beyond permitted development.

Planning History

No planning history exists for this site, however, planning history can be found for the development of the estate including planning reference: 098524/FO/2012/N2.

Consultations & Notification Responses

Local Residents

Local residents were consulted and one objection was received, on the grounds of potential noise disturbance and its impact on residential amenity. Concern was raised that the noise levels may increase over time, which could impact the quietness the existing neighbours could reasonably expect to enjoy. The neighbour suggested the applicant may wish to consider other low carbon heating options.

Highway Services

Highways Services were consulted on the application and had no objections to the proposal.

Environmental Health

Environmental Health were consulted on the application and requested an acoustic noise condition be attached to any approval granted.

Issues

POLICY

The National Planning Policy Framework (NPPF) (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
c) an environmental objective

The following specific policies are considered to be particularly relevant to the proposed development:
Chapter 8. Promoting healthy and communities
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);
Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development);
Policy EN5 (Strategic Areas for low and zero carbon decentralised energy infrastructure);
Policy EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies);
Policy EN7 (Energy Infrastructure opportunities low and zero carbon decentralised energy schemes);
Policy EN8 (Adaptation to Climate Change).

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.

DC26.1 states 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; and b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

DC26.2 states new noise sensitive developments (including large scale changes of use of existing land or buildings) such as housing, schools, hospitals, or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.

DC26.4 states where the council believes that an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, it will in either case require the applicant to provide an assessment of the likely impact and of the measures he proposes to deal satisfactorily with it. Such measures might include the following
a) engineering solutions, including reduction of noise at source, improving sound insulation of sensitive buildings or screening by purpose-built barriers
b) layout solutions, including consideration of the distance between the source of the noise and the buildings or land affected by it and screening by natural barriers or other buildings or noncritical rooms within a building; and
c) administrative steps, including limiting the operating times of the noise source, restricting activities allowed on the site or specifying an acceptable noise limit. Any or all these factors will be considered appropriate for inclusion in conditions on any planning permission

DC26.5 states the council will control noise levels by requiring, where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate.

Manchester Residential Quality Guidance 2016

Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and raise the quality of life across Manchester. 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.

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:
JP- S1- Sustainable development
JP- S2- Carbon and Energy
JP-S6- Clean Air

ISSUES

Principle of Development

The submitted application seeks planning permission for the Installation of air source heat pump to rear of property.

The current heating system would be changed to Air Source Heat. Air Source Heat Pumps operate by absorbing heat from the outside air – heat is absorbed at low temperature into a fluid, which is passed through a compressor to increase the temperature, and then transferred into the heating and hot water circuits of a building. The pumps use electricity to operate, however, the heat output is greater than the electricity input, making them an energy efficient method to heat buildings.

The proposed ASHP is an efficient heating system and would contribute to the reduction in CO2 emissions for the applicant site which would also reduce energy bills. As such, in principle the proposal is considered acceptable and would be pursuant with National Planning Policy Framework (NPPF), Manchester's Core Strategy, including policies DM1, EN4, EN5, EN6, EN7 and EN8, and Places for Everyone policies JP- S1, JP- S2 and JP-S6. However, consideration must be given to the amenity implications of the unit and any issues arising in relation to noise.

Visual/ Residential Amenity

The heat pump would be located within the rear garden sited below the ground floor rear elevation windows. The unit would have a height of 0.91 metres and would sit against the wall of the applicant property. As such, as this is considered a small feature to be inserted in the garden at ground floor level and given it is sited against an external wall, the proposal is not considered to unduly encompass the rear amenity space, to the detriment of the applicant’s enjoyment of their rear amenity space.

Further, the position of the heat pump would be sited as far away from habitable windows/doors as possible, given the constraints of suitable locations. Although the unit would be visible when the applicant were to use their garden, the benefits to the applicant and the renewable energy

source is considered to outweigh any potential harm in terms of visual amenity to the applicant site.

As the unit is sited within the rear private amenity space of the property rather than to the front of the property, the proposal would not adversely impact the wider streetscene and surrounding neighbours to the front of the dwellinghouse.

The unit would be sited 1 metre from the shared boundary with no.66a Shillingford Road. Due to the 1.8 metre high timber boundary treatment separating the two properties, the unit would not be seen when the neighbour utilises their rear amenity space, or if the neighbour was to look from their first floor rear window. Similarly, harm would be limited to the non-adjoining neighbour no.64 Shillingford Road due to the high boundary treatment and relationship of windows in the direction to the applicant site.

Potential noise disturbance would be the main concern from an amenity perspective. This includes the potential adverse impact to the neighbours as well as the applicant as the unit would sit under a window. During the course of the application, one resident raised concern with the proposal, on the grounds of potential noise disturbance and its impact on residential amenity. In the interests of residential amenity, Environmental Health have requested a prior to first use condition requiring a noise assessment of the plant to be submitted and a verification report to be submitted. As such, the inclusion of the condition would ensure the unit does not result in any adverse noise disturbance for the neighbours nor applicant, to help mitigate concerns raised from the local neighbour, pursuant to policies SP1 and DM1 of the Core Strategy.

Overall, the benefits of carbon reduction from the dwellinghouse is considered to outweigh any harm to visual amenity. It is considered the proposed development is acceptable in terms of the National Planning Policy Framework (NPPF), Manchester's Core Strategy, including policies DM1, EN4, EN5, EN6, EN7 and EN8, and saved Unitary Development Plan policy DC26.

Design and Appearance

The Air Source Heat Pump is utilitarian in appearance, with an ivory white finish and the casing would be made of a zinc coated low carbon steel, and a design which benefits its function, similar to that of large air-conditioning. The structure would not appear incongruous within its setting and would not be easily visible from surrounding public vantage points. The benefits associated with the proposed air source heat pumps cannot be achieved without the structure and it is sited in a suitable location within the site.

The unit to be installed would be a Daikin Altherma 3 Low Capacity Monobloc unit and would have approximate dimensions, including feet, of Height: 920mm x Width: 1250mm x Depth: 362 mm. The product chosen is considered to be of an acceptable quality and the measurements ensure the proposal is appropriate in scale and massing. Therefore, the design and appearance is considered pursuant to Policy DM1 of the Core Strategy.

Sustainability and Carbon Emission Reduction

Pursuant to policies EN4, EN5, EN6, EN7 and EN8, an air source heat pump system can help to lower carbon footprints as it uses a renewable, natural source of heat - air. A heat pump also requires a supplementary source of power, usually electricity, to power the heat pump, so there would still be some resulting CO2 emissions. However overall, the proposed method would be a better long term solution than the existing heat source.

Noise

Within the details submitted as part of the application, it was confirmed the unit could not be achieved through the route of Permitted Development, because the unit exceeds the noise limitations specified within the GPDO, with a final noise output 0.11 dB (A) beyond the stipulations within Permitted Development.

As such, colleagues in Environmental Health requested that an acoustic condition be attached to any approval granted, split into two sections- prior to commencement of use and a verification report. The wording of the condition was sent to the agent for review. The agent considered the inclusion of such condition to be onerous to the applicant, as the noise output marginally exceeds the stipulation within Permitted Development. The agent raised concern with the financial burden of such condition to the applicant. It was suggested to the agent the client may wish to withdraw the scheme and choose a product which aligns with PD requirements. The agent requested the application be determined with the inclusion of the condition omitted. However, given the national guidance confirming the noise output to be considered PD is exceeded and given the advice of Environmental Health plus the neighbour objection, the application recommends the proposal for approval, with the inclusion of such condition.

Given an acoustic treatment condition shall be attached, the proposed installations are not considered to give rise to any harmful impacts with regards to noise and disturbance in accordance with policies SP1 and DM1 of the Core Strategy.

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

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. Officers have worked with the applicant/agent in a positive and proactive manner and appropriate conditions have been placed on the approval granted, including those requested by colleagues in Environmental Health.

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 20 November 2024.
-Drawing- Proposed- Elevations, numbered 04, stamped as received by the City Council as Local Planning Authority on 20 November 2024.
-Supporting Information- Daikin Altherma 3 Low Capacity Monobloc, stamped as received by the City Council as Local Planning Authority on 20 November 2024.
-Drawing- Site Plan, numbered 03, stamped as received by the City Council as Local Planning Authority on 20 November 2024.

Reason - To ensure the development is carried out in accordance with the approved plans, pursuant to Policies SP1 and DM1 of the 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 'Supporting Information- Daikin Altherma 3 Low Capacity Monobloc', 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.

4a) Prior to commencement of the use hereby approved the scheme for acoustic insulation shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the site. The scheme shall be implemented in full before the use commences or as otherwise agreed in writing by the City Council as local planning authority.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in preexisting background noise levels around the site, pursuant to Policy DM1 in the Manchester Core Strategy and saved UDP Policy DC26.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

62 Shillingford Road, Manchester, M18 7TS
64 Shillingford Road, Manchester, M18 7TS
66A Shillingford Road, Manchester, M18 7TS
47 Falshaw Way, Manchester, M18 7TG
5 Hamsterley Avenue, Manchester, M18 7TP
45 Falshaw Way, Manchester, M18 7TG
Kenwood Depot, Stockport, SK5 6PH

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Area Team Boundary - Name: NORTH AREA