MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	141511/FO/2024
Date registered valid:	14 November 2024
Proposal:	Partial demolition of vacant commercial buildings and replacement with 2 single storey, 1 bedroom studios
Address:	Land To Rear Of 12A Standish Road, Manchester, M14 6NP
Ward(s):	Fallowfield Ward
Applicant:	Mr T John TJTR Ltd
Agent (if any):	Stephen Lamb
Case officer:	Holly Wright Tel: 0161 219 6381 Email: holly.wright@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	**3 January 2025**

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 3 December 2024

Standard consultations: Printed: 20 November 2024 Expired: 11 December 2024

Neighbour notifications: Printed: 19 November 2024 Expired: 10 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/area

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

The application relates to an area of land measuring to approximately 31m by 19m, located to the immediate rear of No.12 and No.12A Standish Road in the Fallowfield ward of Manchester. The site itself is bordered by high-level brick walls on all sides and exists in a derelict/disused state, featuring the remains of a previous commercial/workshop building. It is bounded to the north and west by shared communal alleyways which service the surrounding commercial and residential properties, and to the east and south by existing commercial and residential buildings. It does not feature direct access to a public highway and thus constitutes a 'backland' site.

The site's surrounding area features a variety of uses, with a strong commercial precedent evident along Wilmslow Road (A6010) to the west, residential and light industrial uses present to the east along Ladybarn Road, and residential properties located to the north along Standish Road and Carill Drive. The adjacent properties of No.12 and No.12A Standish Road have been established as 2no. small Houses in Multiple Occupation (HMO) under 139968/LE/2024 and 139969/LE/2024 respectively, with No.12 occupied by 4no. tenants and No.12A occupied by at least 3no. tenants on a yearly basis since 2014. Split horizontally, the lower property (No.12) is accessed off Standish Road, whilst the upper property (No.12A) is accessed via a staircase to the rear.


Ego Barber
321A
325
he Fallowfield Barber
999
3A
6
8
12
7
9
15
3a
9A
7A
3B
Standish Rd
Standish Rd
Ladybarn Rd
Ladybarn Rd
Ladybarn Rd
Ladybarn Rd


LATCHMERE
ROAD





















Description of development

The applicant is seeking permission for the partial demolition of vacant commercial buildings and replacement with 2no. single storey, 1-bedroom studios.

Relevant planning history

044173/LE/CENTL2/93 - CERTIFICATE OF LAWFULNESS The premises referred to as the site edged red on plan reference number 044173/LE/CEN TL2/93-01 have been used as offices and workshop for more than ten years – Approved (06.06.1994).

108564/FO/2015/S1 - Erection of 3no. three-storey, four bed terraced dwellinghouses (Class C3) following demolition of existing terraced dwellinghouses – Approved (09.07.2015).

125726/FO/2019 - External alterations comprising replacement of recently removed roof and installation of new doors, windows and rooflights – Refused (12.02.2020).

125614/P3PAP/2019 - Notification for prior approval for a proposed change of use of building from workshop (Class B1c) to form 3no. two-bedroom dwellinghouses (Class C3) – Refused (13.02.2020).

129558/FO/2021 - Demolition of workshop building and erection of 2 x 2 bed houses – Withdrawn (28.05.2021).

139968/LE/2024 - Use of property as a Small House in Multiple Occupation (Use Class C4) – Approved (02.07.2024).

139969/LE/2024 - Use of property as a Small House in Multiple Occupation (Use Class C4) – Approved (02.07.2024).

Consultations & Notification Responses

Local residents, as per appendix 1 – no comments or objections received.

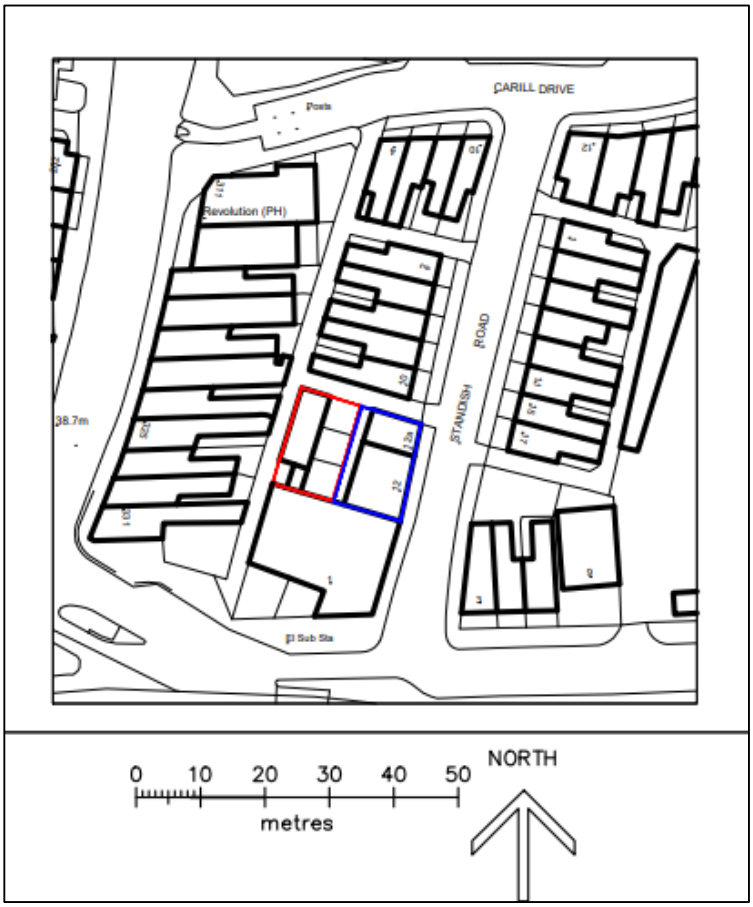
Highways Services made comments in relation to the following:

- The proposal is unlikely to generate a significant increase in the level of vehicular trips and therefore does not raise any network capacity concerns.
- The site is suitably accessible by sustainable transport modes, including local bus services.
- No on-site car parking is provided, therefore, all vehicular demands associated with the site are anticipated to contribute to the level of vehicles parked on-street.
- The cycle store adjacent to Studio 1 appears to be secured and sheltered. However, the cycle store adjacent to Studio 2 does not appear to be secure and sheltered and may cause obstruction as a result of its siting in close proximity to the pedestrian access gate.
- Boundary treatments adjacent to the adopted highway should be visually permeable from a distance of 600mm upwards.
- All gated accesses should include inward-opening gates.
- If any basement excavations are proposed adjacent to the highway, structural drawings and calculations for the temporary and permanent support works must be submitted for checking (for a fee) to MCC Bridges/Structures Section.
- Bins should be kept in the refuse store located within the courtyard of the site. These should be placed on the kerbside of Standish Road on collection days.

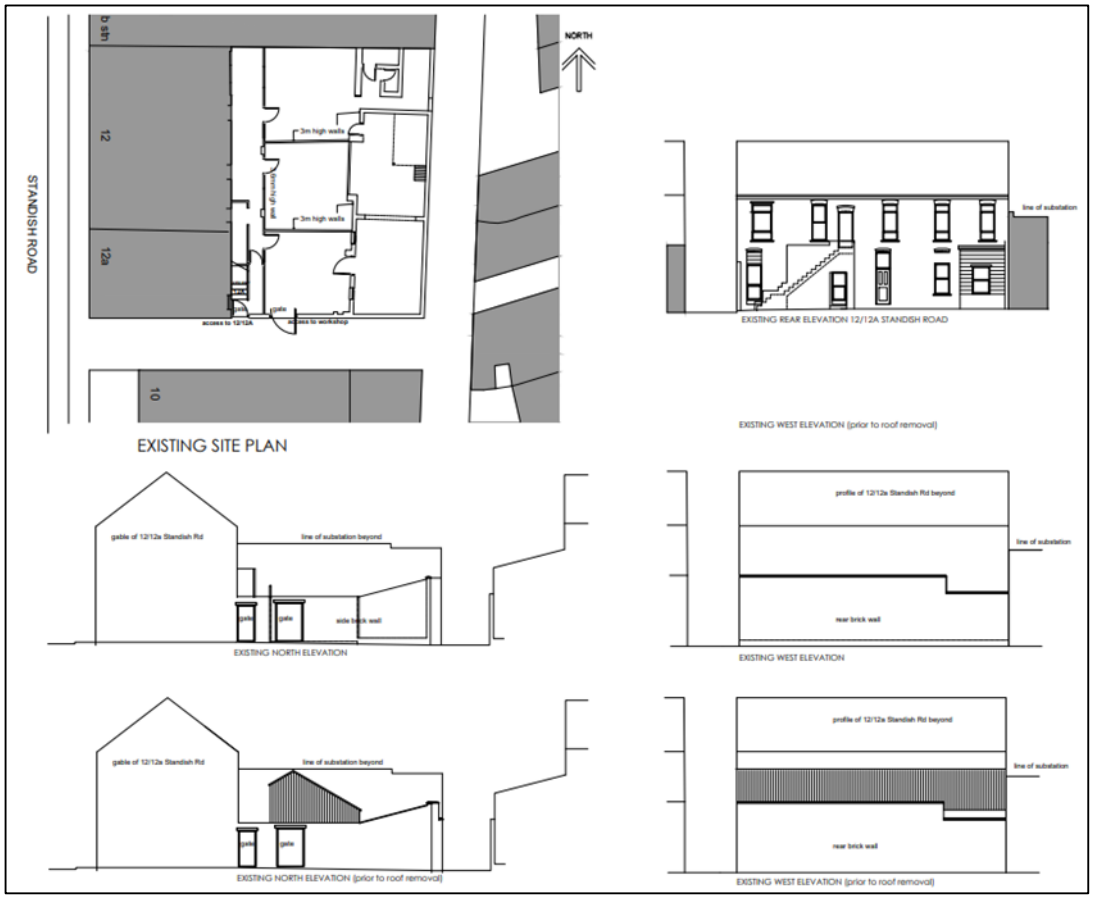
- A construction management plan should be provided prior to any construction works beginning as well as a dilapidation survey.

Environmental Health requested conditions relating to the submission of demolition and construction management plans, a scheme for the storage and disposal of refuse, contaminated land, demolition and construction hours, and residential sound insulation.

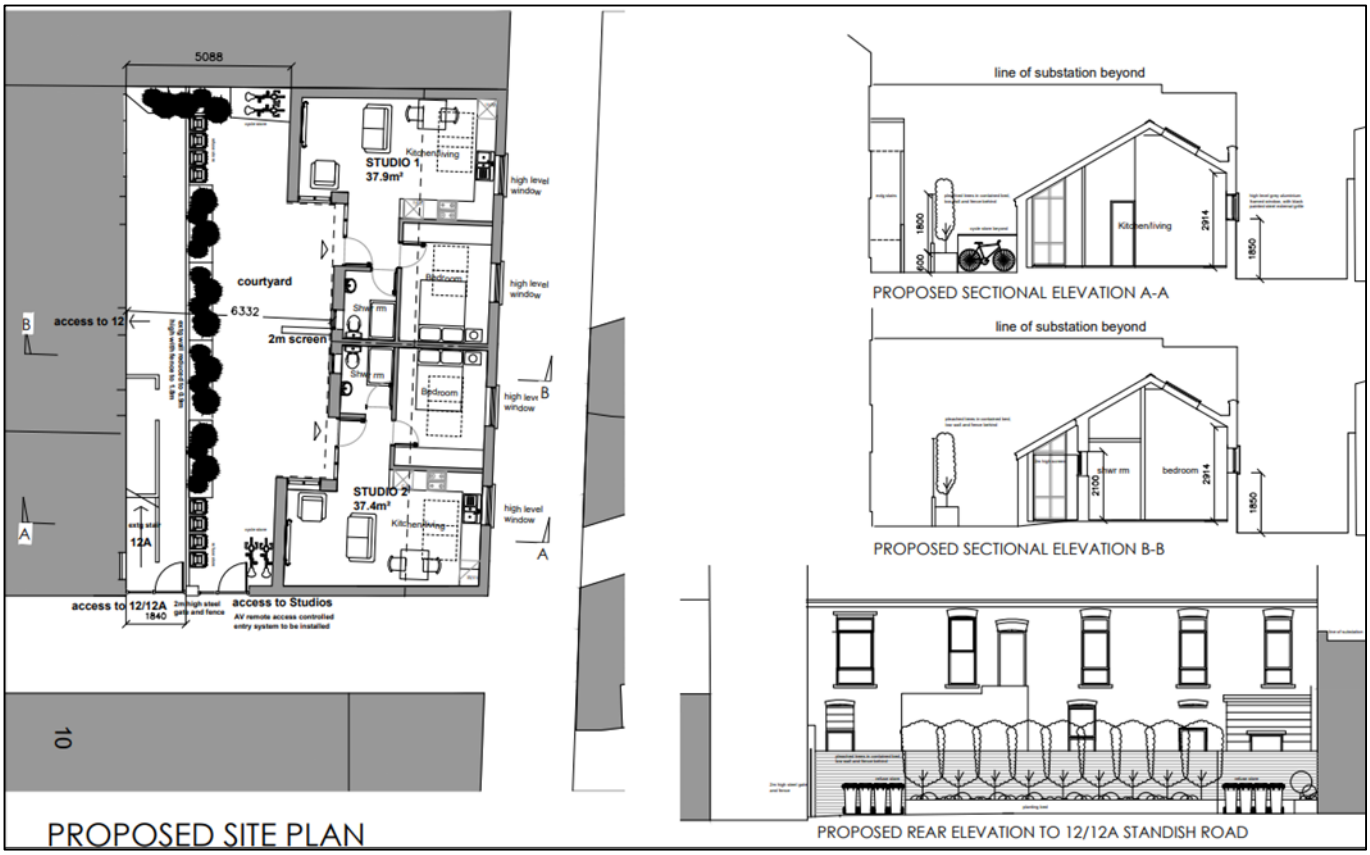
Greater Manchester Ecology Unit noted that the ecology scoping survey report found the site to have very limited ecological value with no further survey work required. They requested an informative note relating to the safeguarding of protected species be attached to the decision notice, as well as a condition relating to works not taking place within the main bird nesting season and encouraged biodiversity improvements be included within the proposal.



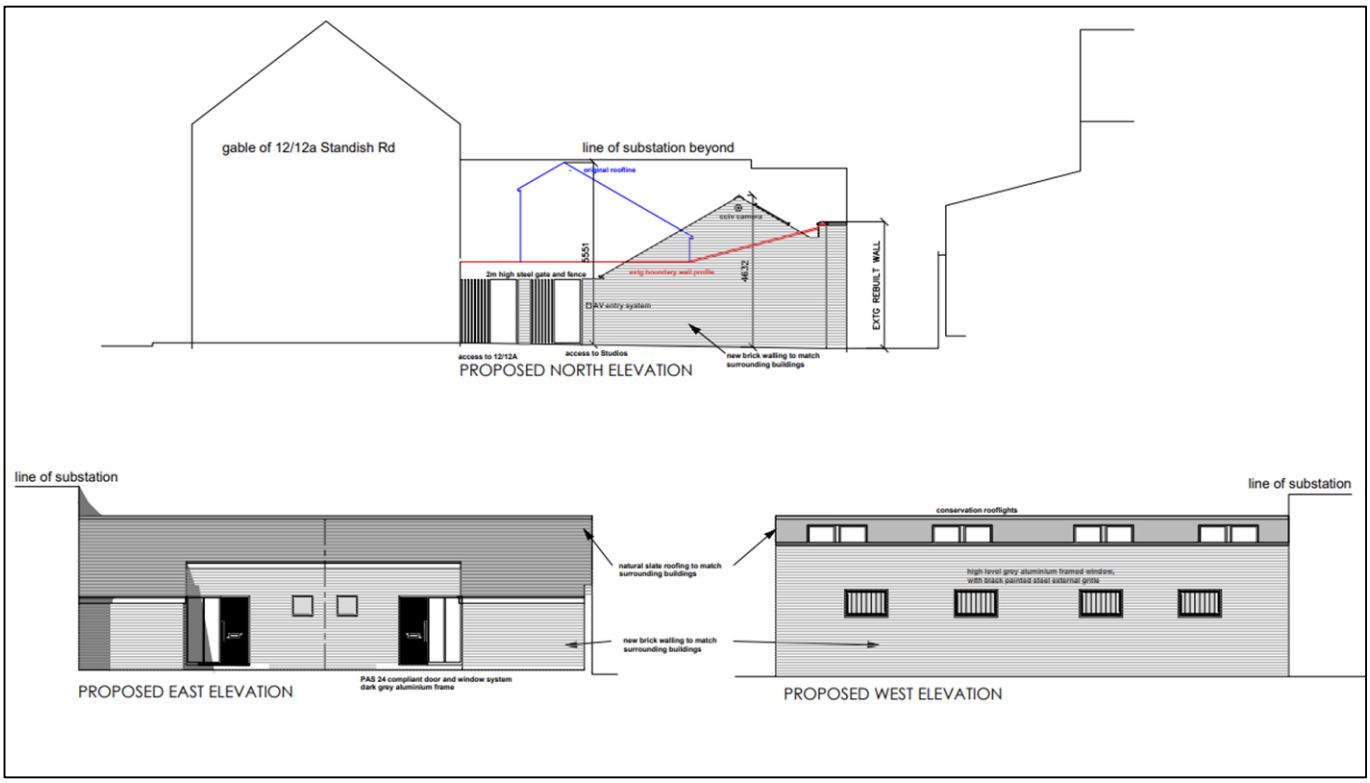
Submitted site location plan



Submitted existing plans and elevations



Submitted proposed plans and elevations



Submitted proposed elevations

Policies

The following policies are considered relevant in the consideration of this application.

Unitary Development Plan (UDP) – The UDP has been superseded by the Core Strategy Development Plan, but certain policies are still considered of relevance:
- Policy DC6 – Housing on 'Backland' Sites
- Policy DC26 – Development and Noise

The Manchester Core Strategy – Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on the 11th of July 2012:
- Policy DM1 – Development Management
- Policy SP1 – Spatial Principles
- Policy EN1 – Design Principles and Strategic Character Areas
- Policy EN19 – Waste
- Policy T1 – Sustainable Transport
- Policy H1 – Overall Housing Provision
- Policy H6 – South Manchester
- Policy H11 – Houses in Multiple Occupation

The National Planning Policy Framework (NPPF, 2024)
- Chapter 2 – Achieving Sustainable Development
- Chapter 5 – Delivering a Sufficient Supply of Homes
- Chapter 11 – Making Effective Use of Land
- Chapter 12 – Achieving Well-Designed Places

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.

- Policy JP-H1: Scale, Distribution, and Phasing of New Housing Development
- Policy JP-J3: Type, Size, and Design of New Housing
- Policy JP-P1: Sustainable Places

Manchester Residential Quality Guidance (2017)
- Appendix - Manchester's Emerging Space Standards

Technical Housing Standards – Nationally Described Space Standard (2015)

Issues

Principle - Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that decisions must be made in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework reinforces this requirement in paragraphs 2 and 48, whilst paragraph 12 indicates that the presumption in favour of sustainable development does not alter the statutory status of the development plan as a starting point for decision-making and that, where a planning application conflicts with an up-to-date development plan, permission should not normally be granted.

In the case of this application, the principle of the proposal is considered unacceptable and cannot be supported as it conflicts with the development plan policies and associated guidance listed in the preceding section.

It is considered that the partial demolition of the existing vacant commercial buildings and their replacement with 2no. single storey 1-bedroom studios would result in an over-intensive use of a 'backland' site, leading to problems associated with increased levels of activity formed by people with different lifestyles and patterns of behaviour, including increased noise disturbance, traffic congestion, parking pressures and waste storage demands. The internal floor space of the proposed studios also falls below national and local space standards for accommodation of this type, with the proposal also failing to respect the character of the area overall and creating potential amenity issues for neighbouring residents as well as for the prospective occupiers of the studios.

On this basis, the proposal is considered to conflict with policies DC6 and DC26 of the Unitary Development Plan, policies DM1, SP1, H1, EN19, T1 and H6 of the Manchester Core Strategy, policies JP-H1, and JP-H3 of the Places for Everyone Joint Development Plan Document, chapter 12 of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards. There are no material considerations which indicate otherwise.

Siting, scale, and massing – the proposal would be sited to the immediate rear of No.12 and No.12A Standish Road within an area of derelict/disused land previously occupied by a commercial/workshop building.

Studio 1, located within the southern portion of the application site, would measure to approximately 6.668m in length/depth, 7.96m in width, with a dual pitch roof height of 4.632m and eaves heights of 2.066m and 2.9m. It would be sited along the boundaries shared with the communal alleyway to the rear of No.323-327 Wilmslow Road and the substation located to the south, would abut studio 2, and would maintain a gap of 3.148m to the boundary shared with No.12 and No.12A Standish Road, with a gap of 5.088m maintained to the buildings themselves.

Studio 2, located within the northern portion of the application site, would measure to approximately 6.668m in length/depth, 7.64m in width, with a dual pitch roof height of 4.632m and eaves heights of 2.066m and 2.9m. It would be sited along the boundaries shared with the communal alleyways to the rear of No.323-327 Wilmslow Road and side of No.10, No.12 and No.12A Standish Road, would abut studio 1, and would maintain a gap of 2.652m to the boundary shared with No.12 and No.12A Standish Road, with a gap of 4.501m maintained to the buildings themselves.

A shared communal courtyard/external amenity space would be provided to the east of the studios. This would accommodate each property's bins and cycle stores and would feature

pleached trees in contained beds along the boundary shared with No.12 and No.12A Standish Road.

Appearance and visual amenity – the submitted application form and drawings indicate that the studios would be built of common brick to match the surrounding properties with natural slate roofing, grey-aluminium framed windows and doors and conservation rooflights.

Studio 1 would feature 1no. window and 1no. inward-opening door and window-set to its eastern elevation (facing No.12 and No.12A Standish Road), a set of windows to its northern elevation (facing a 2m-high privacy screen which would screen the studios from each other), a blank southern elevation (abutting the adjacent substation) and 2no. high-level windows with black-painted steel security grilles to its western elevation. 4no. conservation rooflights would be featured atop its west-facing roof slope.

Studio 2 would feature 1no. window and 1no. inward-opening door and window-set to its eastern elevation (facing No.12 and No.12A Standish Road), a set of windows to its southern elevation (facing a 2m-high privacy screen which would screen the studios from each other), a blank northern elevation (facing onto the shared communal alleyway) and 2no. high-level windows with black-painted steel security grilles to its western elevation. 4no. conservation rooflights would be featured atop its west-facing roof slope.

Waste storage and management – each property would feature a refuse store able to accommodate 4no. bins within the shared courtyard/external amenity space of the site, however no further details are provided. This is insufficient as the proposal fails to include:

- The estimated volumes and types of waste produced by the development.
- Details of internal and external stores for both general waste and recycling.
- The location of the proposed collection point and details of the route the collection vehicle will take.
- Details of how waste will be transferred between stores and to the collection location.
- Details of the number and capacity of bins proposed and collection frequency.

The proposal therefore fails to adhere to the requirements of policy EN19 of the Core Strategy.

Parking and impact to the highway – the proposal does not include any on-site vehicular parking provisions. As such, any parking demand would likely take place on the surrounding highway network which currently experiences high levels of parking demand. There are therefore concerns that the proposal would give rise to additional safety issues associated with pavement parking, visibility impacts and obstructing vehicular movements.

The proposal is therefore considered unacceptable, conflicting with the principles set out under saved policy DC5 of the UDP and policies DM1 and H1 of the Manchester Core Strategy.

Cycle provisions – each property would feature a cycle store able to accommodate 2no. cycles within the shared courtyard/external amenity space of the site.

Highways Services indicated that, whilst the arrangements for studio 1 appear acceptable including secure and sheltered provisions, the cycle store for studio 2 does not appear to be secured and sheltered. Additionally, this cycle store would be sited in close proximity to the pedestrian access gate, with the potential to cause obstruction.

The proposal's cycle parking provisions are therefore considered to be inadequate overall, conflicting with policies T1 and H1 of the Core Strategy as well as the policies of Highways Services.

Landscaping and boundary treatment – the submitted drawings indicate that the western boundary of the site would be bordered by a 'rebuilt wall' measuring to 3.863m in height, whist the northern boundary of the site would partly consist of the external wall of studio 2 in addition to a 2m-high steel gate and fence system providing access.

As detailed within the submitted ecology scoping survey, some minor areas of landscape planting are proposed between the new studios and the existing buildings at 12 Standish Road. This would include pleached trees in contained beds with a low 0.6m-high wall capped by a 1.8m-high fence to the east.

Standard of accommodation – paragraph 135(f) of the NPPF states that planning decisions should ensure that developments create places with a high standard of amenity for existing and future users.

The proposal does not include adequate living space for the prospective occupiers as studio 1 (1-bedroom/2-person) scales at 37.9 square metres, whilst studio 2 (1-bedroom/2-person) scales at 37.4 square metres.

The proposed studios are therefore below the nationally described space standard as well as Manchester's emerging space standards which both indicate that 1-bedroom/2-person dwellings should provide a minimum of 50 square metres of internal floor space with at least 1.5 square metres of built-in storage.

The proposal therefore directly conflicts with policy JP-H3 of PfE which indicates that all new dwellings must comply with the nationally described space standards as well as policy JP-H1 which indicates that new homes should be of good quality and design.

Intensified use and residential amenity – policies DM1 and SP1 of the Core Strategy indicate that consideration should be given to the effects of development upon the amenity, living conditions and the wellbeing of residents. Saved policy DC6 of the UDP, which specially relates to 'backland' sites, requires consideration be given to the effect on neighbouring occupiers, as well as the adequacy of amenity space, parking, access and waste management arrangements, whereas saved policy DC26 seeks to consider the effect of new development proposals which are likely to be generators of noise. Paragraph 135(f) of the NPPF states that planning decisions should ensure that developments create places with a high standard of amenity for existing and future users.

In this case, it is considered that the partial demolition of vacant commercial buildings and their replacement with 2no. single storey, 1-bedroom/2-person studios would lead to the over-intensive use of the site and surrounding area. Moreover, whilst the City Council has no control over who can occupy a property, it can help prevent sites from being over intensively used, by restricting the creation of certain types of accommodation.

The proposal would introduce activity associated with the proposed residential use of the site, which, at present, lies vacant and disused. This would include a greater level of comings and goings associated with the site, increased waste generation, multiple levels of car ownership and increased vehicular activity and parking requirements, with increased noise and disturbance to neighbouring occupiers.

The properties at No.12 and No.12A Standish Road would be directly impacted by this activity given the close relationship of the proposed studios to the plot's shared boundary, with studio 1 maintaining a gap of 3.148m and studio 2 maintaining a gap of 2.652m. The internal arrangements of the studios together with the location of their external amenity space and

refuse stores would contribute to the overall activity in this area, which would give rise to unacceptable impacts upon the residential amenity of the existing and future occupiers of the surrounding residential properties, including No.10-No.12A Standish Road.

On balance, it is maintained that the increase in levels of activity and associated noise and disturbance is likely to be unduly felt, undermining the living conditions of neighbouring occupiers, to the detriment of residential amenity. On this basis, the proposal would result in the over-intensive use of the application property, contrary to the aforementioned policies and guidance.

'Backland' development – saved policy DC6 of the UDP indicates that 'the Council will not normally grant consent for residential development on "backland" sites, that is, sites with limited access to a road because they are surrounded by housing or other uses' as 'experience shows that these sites are often very difficult to develop in a way which avoids a serious impact on neighbouring residents'. The site would only be accessible via the shared communal alleyway to the north of the site, which services the surrounding commercial and residential properties, and would not feature direct access to a public highway, thus constituting a 'backland' site.

As outlined in the preceding section, it is considered that the proposal would have a detrimental impact upon the residential amenity of neighbouring occupiers, in terms of introducing a greater level of comings and goings, increased waste generation, multiple levels of car ownership and increased vehicular activity and parking requirements, with an overall increase in noise and disturbance.

Further to this, it should be noted that the site is not identified as a strategic housing site, and it is considered that the net benefit of the 2no. studios would not outweigh the degree of harm that would be caused to the existing residential properties within their immediate vicinity.

The proposal is therefore considered to conflict with the principles set out under saved policy DC6 of the UDP.

Previous schemes – it is acknowledged that a previous scheme under 108564/FO/2015/S1 granted approval for a residential use of the site as listed below:

108564/FO/2015/S1 - Erection of 3no. three-storey, four bed terraced dwellinghouses (Class C3) following demolition of existing terraced dwellinghouses – Approved (09.07.2015).

However, it should be noted that this scheme included the portion of land subject of this application in addition to the land currently occupied by No.12 and No.12A Standish Road and, as such, offered a higher standard of accommodation for its prospective occupiers with a lesser impact upon the residential amenity of the area, due to the inherently different siting, scale, massing and layout of the proposal as well as its relationship to the surrounding properties.

A later scheme, 129558/FO/2021, which sought permission for the demolition of the workshop building and erection of 2no. 2-bedroom dwellinghouses to the rear of No.12 and No.12A Standish Road was withdrawn following discussions between the case officer and agent of the application. During these discussions, the case officer indicated that the proposal would constitute 'backland' development which would be out of character with the surrounding area and would cause issues associated with an increase in noise and disturbance, which would not be outweighed by the benefits of the scheme.

It is noted that the current application represents a reduction of the previously withdrawn scheme 129558/FO/2021, however, its 'backland' nature and relationship to the surrounding residential properties, has resulted in concerns relating to its detrimental impact upon the

residential amenity of neighbouring occupiers and intensified use of the site persisting. Additionally, there are also issues relating to the proposal's insufficient waste storage and management details and inadequate cycle parking provisions. For these reasons, it cannot be supported by the City Council.

Conclusion – on balance, it is considered that the proposal would create a development which would inflict poor living conditions upon its prospective occupiers as well as leading to the over-intensification of the site, which would have an adverse impact upon the amenity of the area, to the detriment of neighbouring residents. The proposed development therefore conflicts with policies DC6 and DC26 of the Unitary Development Plan, policies DM1, SP1, H1, EN19, and T1 and H6 of the Manchester Core Strategy, policies JP-H1, and JP-H3 of the Places for Everyone Joint Development Plan Document, chapter 12 of the National Planning Policy Framework, Manchester's Emerging Space Standards, and the Technical Housing Standards.

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: Refuse

Article 35 Declaration

The proposal does not improve the social and environmental conditions of the area, nor does it comply with the development plan and therefore does not comprise sustainable development. There are no conditions which could reasonably have been imposed, which would have made the development acceptable, and it is therefore not possible to approve the application.

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

1) The proposal, by reason of its siting to the rear of No.12 and No.12A Standish Road without its own road frontage, would constitute 'backland' development which would have a detrimental impact upon the residential amenity of neighbouring occupiers due to the close and cramped relationship of the proposed studios with the existing buildings, and the additional 'comings and goings' and increased general activity, noise, and disturbance associated with 2no. further dwellings. The proposal would be of detriment to the character of the area and would fail to meet the guiding principle of development of making a positive contribution to neighbourhoods of choice, contrary to saved policies DC6 and DC26 of the Unitary Development Plan for the City of Manchester, policies SP1, DM1, H1, H6 and EN1 of the Manchester Core Strategy and chapters 5, 11 and 12 of the National Planning Policy Framework.

2) The proposal would result in an over-intensive use of the site and surrounding area, with a consequential increase in the levels of activity, including increased 'comings and goings', noise

disturbance, traffic congestion, parking pressures and waste storage demands. This in turn would have a detrimental impact upon the amenity of neighbouring occupiers and would have a detrimental impact on the sustainability and character of an area in which there is a high concentration of Houses in Multiple Occupation, contrary to saved policies DC6 and DC26 of the Unitary Development Plan for the City of Manchester, policies DM1, SP1, EN19 and H11 of the Manchester Core Strategy and the provisions of the National Planning Policy Framework, including paragraphs 8, 10 and 11.

3) The proposal fails to provide adequate internal living space, which would give rise to a poor standard of living accommodation for its prospective occupiers and an inadequate residential accommodation, contrary to the Technical Housing Standards - Nationally Described Space Standard, Manchester's Emerging Space Standards detailed in the Manchester Residential Quality Guidance document, policies DM1 and SP1 of the Manchester Core Strategy, saved policy DC6 of the Unitary Development Plan for the City of Manchester, policies JP-H3 and JP-H1 of the Places for Everyone Joint Development Plan Document, and chapter 12 of the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Greater Manchester Police
Highway Services
Environmental Health
Greater Manchester Ecology Unit

6 Standish Road, Manchester, M14 6NP
Top Flat, 327A Wilmslow Road, Manchester, M14 6NW
331 Wilmslow Road, Manchester, M14 6NW
Flat A, 331 Wilmslow Road, Manchester, M14 6NW
315 Wilmslow Road, Manchester, M14 6NW
317 Wilmslow Road, Manchester, M14 6NW
329 Wilmslow Road, Manchester, M14 6NW
325 Wilmslow Road, Manchester, M14 6NW
323 Wilmslow Road, Manchester, M14 6NW
321 Wilmslow Road, Manchester, M14 6NW
319 Wilmslow Road, Manchester, M14 6NW
Ground Floor, 317 Wilmslow Road, Manchester, M14 6NW
315A Wilmslow Road, Manchester, M14 6NW
325A Wilmslow Road, Manchester, M14 6NW
12 Standish Road, Manchester, M14 6NP
319A Wilmslow Road, Manchester, M14 6NW
323A Wilmslow Road, Manchester, M14 6NW
317A Wilmslow Road, Manchester, M14 6NW
329A Wilmslow Road, Manchester, M14 6NW
321A Wilmslow Road, Manchester, M14 6NW
327 Wilmslow Road, Manchester, M14 6NW
8 Standish Road, Manchester, M14 6NP
10 Standish Road, Manchester, M14 6NP
4 Standish Road, Manchester, M14 6NP

Appendix 2 – Planning constraints

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