

Planning

Growth & Development

Delegated officer report for planning application

Application no. 132389/FO/2021

Date registered valid: 4 January 2022

Proposal: Erection of single storey rear extension, to form additional living accommodation, following demolition of existing single storey rear extension

Address: Flat 1 , 51 Marshall Road, Manchester, M19 2EG

Ward(s): Burnage Ward

Applicant: Ms Val Smith Care today 2nd Floor Lansdowne House, 85 Buxton Road, Stockport, SK2 6LR

Agent (if any): Mr Shariq Poonawala SPA Unsworth Moss Farm , Simon Lane, Middleton, M24 4SH

Case officer: Sue Wills
Tel: 0161 234 4524
Email: sue.wills@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 8 April 2022

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit:

Standard consultations:

Printed: 6 January 2022 Expired: 27 January 2022

Neighbour notifications

Printed: 6 January 2022 Expired: 27 January 2022

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

The property is an end terrace in a row of 4 located at the junction of Marshall Road and Alma Road. The property has been converted into 4 flats , and benefits from a large side/rear garden, which is accessed from Alma Road.

Refuse storage is currently located within the side garden located adjacent to the boundary treatment to the back edge of pavement on Alma Road. The property is 2 storeys in height at the front , three storeys at the rear , and has a basement. A two storey side extension has been built at the property previously.

The property currently comprises a two bedroom duplex flat facing Marshall Road , and three flats in the rear of the building . It is understood that the two bedroom duplex accommodation is used to accommodate two children with support staff and that the other existing flats are supported living flats with each flat having 1 young person being supported to live independently.

There are two existing small pitched roof single storey brick extensions to the rear, with a raised Area directly to the rear of the extensions in the rear garden, which are to be removed. The property is bounded by wanelap fencing set between concrete posts set above a concrete plinth to the northern boundary. To the Alma Road frontage the boundary treatment in part comprises a high concrete post and panel fence with a strip of planting within the garden area alongside the fence, and brick wall with wooden fencing above. Mature trees are located to perimeter of the side and rear garden alongside Alma Road. The remainder of the side and rear garden has existing hard surfacing and accommodates off street parking .

Pedestrian access is from Marshall Road, with vehicular access being taken from Alma Road.

Planning History

025367 - Conversion of dwellinghouse (let in multiple occupation) into 4 self contained flats

51 Marshall Road.
Approved 10.12.1985

026061 -Conversion of basement of dwellinghouse into a self contained flat.
51 Marshall Road.
Approved 11.03.1986

033256 - Construction of a two storey side extension to form lounge and bedroom over
51 Marshall Road.
Approved 31.03.1989

042613 - Two storey extension rear of former dwellinghouse let in flats to form two additional
bedrooms and bathrooms
51 Marshall Road.
Approved 09.03.1993

059602/FU/NORTH2/00 Change of use from flats to a dwellinghouse
51, Marshall Road
Approved 18.08.2000

060747/FO/NORTH2/00
Two storey rear extension to form additional bedrooms and bathrooms, to existing flats and
erection of double garage at rear of garden.
Approved 08.01.2001

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The property is located in a predominantly residential area , with Alma Park Primary school , located further to the south , the Manchester to London elevated rail line directly to the east, and beyond that the Levenshulme District Centre which comprises a mix of retail , restaurant ,leisure and office uses.

Description of development

Consent is sought for the erection of single storey rear extension, to form additional living accommodation, following demolition of two existing single storey rear extensions at the end of the existing three storey outrigger, and the removal of the raised area. The extension would be 6m in depth and would extend across the full width of the existing rear elevation. Windows are proposed to serve a living room and bedroom on the rear elevation and a bathroom window in the side elevation.

Confirmation has been received from the planning agent that the proposed extension would function in connection with the existing rear apartment and would form assisted living accommodation, with the supported individual and a carer using the accommodation in the existing flat and the proposed accommodation with one of the bedrooms being used as staff bedroom, with the other bedroom used for supported living .

Consultations & Notification Responses

Local Residents – No comments received.

Environmental Health - recommend that conditions relating to acoustic insulation and construction hours are attached to any approval, and a condition relating the implementation of the submitted waste management strategy is also attached.

Highways Services - The site is located adjacent to the junction of the adopted highways Marshall Road and Alma Road in the ward of Burnage.

There is a 20mph speed restriction in place on both Marshall Road and Alma Road.

A traffic restriction of No Waiting Mon-Fri 8am-6.30pm and Sat 8am-12.30pm is in place on the junction up to the car park entrance.

HIGHWAYS RESPONSE

The proposed extension is sited only within the curtilage of the site and does not impinge onto the adopted highway.

Vehicle and pedestrian access will remain as existing, which is acceptable to Highways.

In-curtilage parking will remain as existing, which is acceptable to Highways.

Refuse servicing will continue as present, bins will be stored within the site's curtilage and presented to the highway on waste collection days.

There are no boundary treatments submitted.

Given the scale of the development we do not anticipate a significant impact, however detail should be sought from the applicant in relation to any proposed construction or fitout arrangements, where there is an impact on the highway. It would be useful for a site layout plan to be provided, referencing the location for contractor parking, waste storage areas, and loading/unloading areas and how this will impact the use of the car park.

The applicant should be advised that any requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Email [-highwaylicenses@manchester.gov.uk](mailto:highwaylicenses@manchester.gov.uk)

Issues

NPPF (July 2021)

The NPPF sets out the Government's planning policies and how these are expected to be applied.

At Paragraph 7 it confirms that the purpose of the planning system is to contribute to sustainable development.

At Paragraph 8, it identifies three overarching objectives to sustainable development:

- Economic: building a strong, responsive and competitive economy;
- Social: supporting strong, vibrant and healthy communities; and
- Environmental: protecting and enhancing the natural environment and built and historic environment.

Paragraph 10 confirms that a presumption in favour of sustainable development lies at the heart of the Framework.

Paragraph 11 states that for decision-making, this presumption in favour of sustainable development means "approving development proposals that accord with an up-to-date development plan without delay."

Of particular relevance to this application is Section 5 of the NPPF –

'Delivering a sufficient supply of new homes' states that in order to support the Government's objective of significantly boosting the supply of homes, 'it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay'. The development accords with this section of the NPPF as it would lead to the provision of additional residential accommodation.

Section 9 of the NPPF concerns the promotion of sustainable transport. Paragraph 107 states that if setting local parking standards for residential and non-residential development, policies should take into account the accessibility of the development; the type, mix and use of development; the availability and opportunities for public transport; local car ownership levels; and the need to ensure provision for electric vehicles. The property has 8 off street parking spaces , and is within walking distance of regular bus services on Stockport Road and Levenshulme Railway Station on Albert Road, which would facilitate sustainable transport options.

Paragraph 126 states that the creation of high quality buildings and places is fundamental to what the planning and development process should achieve. In terms of decision making, the NPPF guides Local Planning Authorities to approve, where possible, proposals for sustainable developments.

Section 14 'Meeting the challenge of climate change, flooding and coastal change' states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure .

Paragraphs 10, 11, and 12, of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

The Development Plan

The Development Plan consists of:

- The Manchester Core Strategy (2012); and
- Saved policies of the Unitary Development Plan for the City of Manchester (1995)

The Core Strategy was adopted in July 2012 and is the key document in the Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved and 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 as directed by the National Planning Policy Framework (NPPF).

The NPPF requires application to be determined in accordance with the Development Plan unless material considerations indicate otherwise.

The relevant policies within the Core Strategy are as follows:

Policy SP1 'Spatial Principles' ,Policy T1 'Sustainable Transport' , Policy EN1 'Design principles and strategic character areas', Policy H1 'Overall Housing Provision' Policy EN8, Policy EN19 'Waste' and Policy DM1 'Development Management'

For the reasons given below, it is considered that the proposal is consistent with the policies listed above.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policies of the Unitary Development Plan are also considered relevant: Policy DC5 states that in determining planning applications to convert property to flats, the Council will have regard to:

- a) The standard of accommodation for the intended occupiers of the premises;
- b) Effects on adjoining houses as a result of noise from flats passing through party walls and affecting adjoining houses;
- c) Adequacy of car parking, off-street car parking being normally required where practicable, and essential where there is so severe an existing on-street parking problems that unacceptable additional pressures would be created;
- d) General effects on the character of the neighbourhood, including the extent to which flat conversion schemes are a new or an established features of the immediate area, avoiding the loss of front gardens and the retention of existing trees and shrubs;
- e) Adequate private outdoor amenity space;
- f) The desirability of achieving easy access for all, including disabled people;
- g) Satisfactory provision of refuse storage and collection facilities.

The policy goes on to state that the Council will normally refuse permission for any developments in this category which:

- a) Do not provide accommodation to the Council's current approved standards;
- b) Are in tightly packed residential streets where there is no scope for off-street car parking and where there is already an acknowledged problem of on street congestion;
- c) Involve conversion schemes without adequate private external amenity space;
- d) Are schemes without satisfactory refuse storage and collection facilities.

Policy DC26 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

Planning Practice Guidance (PPG)

The relevant sections of the PPG are as follows:

Noise states that Local planning authorities' should take account of the acoustic environment and in doing so consider:

- o whether or not a significant adverse effect is occurring or likely to occur;
- o whether or not an adverse effect is occurring or likely to occur; and
- o whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- o engineering: reducing the noise generated at source and/or containing the noise generated;
- o layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- o using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- o mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

Design states that where appropriate the following should be considered:

- o layout - the way in which buildings and spaces relate to each other
- o form - the shape of buildings
- o scale - the size of buildings
- o detailing - the important smaller elements of building and spaces
- o materials - what a building is made from

Other material policy considerations

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures and environmental sustainability. Sections of relevance are:

Chapter 2 'Design' - outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;

Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.

Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.

Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and

landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.

Chapter 8 'Community Safety and Crime Prevention' - The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;

Chapter 11 'The City's Character Areas' - the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

Manchester Residential Quality Guidance (2016)

The City Council's Executive has recently endorsed the Manchester Residential Quality Guidance. As such, the document is now a material planning consideration in the determination of planning applications and weight should be given to this document in decision making.

The purpose of the document is to outline the consideration, qualities and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester. Above all the guidance seeks to ensure that Manchester can become a City of high quality residential neighbourhood and a place for everyone to live.

The document outlines nine components that combine to deliver high quality residential development, and through safe, inviting neighbourhoods where people want to live. These nine components are as follows:

- Make it Manchester;
- Make it bring people together;
- Make it animate street and spaces;
- Make it easy to get around;
- Make it work with the landscape;
- Make it practical;
- Make it future proof;
- Make it a home; and
- Make it happen.

Principle

Policy H1 outlines the strategic approach to housing growth in the City, and goes on to state that the Regional Centre is a priority area for residential schemes in order to support regeneration and drive regional growth.

The proposed development would involve the erection of single storey rear extension, to form additional living accommodation, following demolition of 2 existing single storey rear extensions. The application is viewed in terms of the proposed extension, whilst being self contained, functioning in connection with the existing rear apartment, forming assisted living accommodation, with the supported individual and a carer using the accommodation in the existing flat and the proposed accommodation, with the carer occupying one apartment and the supported individual occupying the other.

It is considered that a satisfactory level of accommodation can be provided without any significant undue effects upon prospective or nearby occupiers, or the general character of the neighbourhood.

Given the above, the proposed development is considered to be acceptable.

Having regard to the existing planning policy framework, City Council policy and national planning guidance, the principle of the development is considered acceptable.

Residential space standards

In this case, the planning agent has sent confirmation that the floorspace would comply with the guidance in Manchester Residential Quality Guidance (2016) being 39.9sq.m,. The proposal therefore accords with the relevant standards and provides an appropriate standard of accommodation.

Visual Amenity

The elevations of proposed rear extension would be built in matching materials, and it is recommended that this aspect of the scheme is conditioned. The proposed extension would incorporate a flat roof . Whilst in visual terms a pitched roof would be the preferred option , due to the mass of the resultant structure, on the basis of the rearward projection of the scheme, and the associated impact to the residential amenity enjoyed by the occupiers of the adjacent dwellinghouse, it is considered on balance to be an acceptable solution in this instance.

Furthermore , the extension would be 10.35 m away from the boundary on Alma Road, and the existing boundary treatment and trees within the site alongside Alma Road , would partially screen the proposed extension , thereby reducing the visual impact within the streetscene.

It is not considered that the proposed development would lead to any significant impacts to visual amenity.

Residential Amenity

The property has a basement and as such the floor level at ground floor is elevated above the external ground levels. The existing boundary treatment with no.49 Marshall Road takes account of this, with high fencing being located above a concrete plinth on the boundary to reduce any potential for overlooking and loss of privacy. Due to the basement the overall height of the proposed extension would be 3.52m. As advised earlier, the proposed extension would incorporate a flat roof, which would enable the mass of the overall extension to be reduced and minimise the resultant impact on the occupiers of no.49 Marshall Road , so that any impacts would not be so significant as to warrant the refusal of planning permission.

The property also benefits from a private side and rear garden area, which would provide private usable amenity space for the future occupiers of the property.

Whilst the extension would project to the rear by 6m , the rear amenity space which would be retained would be 20.39m at the longest point, reducing to 13.66m, due to the configuration of the retained space.

Parking

Policies T2, DM1 and SP1 of the Core Strategy and saved policy DC5 of the UDP require that adequate car parking is provided for new developments.

Policy T2 in particular states that the Council will take the circumstances of each proposal into account to establish what level of parking is appropriate. There are 8 existing car park spaces on the site, and the property within walking distance of regular bus services on Stockport Road and Levenshulme Railway Station on Albert Road, which would facilitate sustainable transport options.

Disabled Access

The access to the proposed accommodation is through the existing access to the property on the side elevation which has stepped access due to the basement.

Refuse storage

The application is accompanied by a waste management strategy and a plan which shows the location of the refuse storage arrangements in the rear garden. The proposed arrangements are considered to be satisfactory . It is therefore proposed to attach a condition to require the scheme to be implemented in full accordance with the submitted plan and waste management strategy. As the design of the proposed bin store has not been provided for consideration it is recommended that this aspect of the scheme is conditioned.

Landscaping and trees

The existing soft landscaping and trees are to be retained .

Boundary treatment

The existing boundary treatment is to be retained.

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:

Article 35 Declaration

The local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems which arise during the determination of the planning application. This includes the identification of issues and 'problems' associated with the proposals that have required positive consideration, dialogue and negotiation to secure positive outcomes. Officers have worked with the applicant in a positive and proactive manner in order to achieve solutions to problems arising from the consideration of this planning application. In this instance, matters relating to the roof design and level of accommodation were raised with the agent and the appropriate conditions have been attached.

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:

Location Plan ref:007 rev.A ; Existing and proposed floor plans ref:005 rev.A; Existing and Proposed Elevations ref: 006 rev.A ; Design and Access Statement received 2nd December 2021;

Email from planning agent 3rd January 2022;

Site Plan ref: 001 rev.B and Waste Management Strategy received 4th January 2022;

Design Statement received 15th March 2022 regarding the use of the property ;

Email from planning agent confirming floor area received on 7th April 2022.

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 (2012).

3. The external facing materials to be used on the elevations of extension hereby permitted shall match those of the existing building in terms of type, colour, texture and scale, and the roof shall be implemented using black GRP as stated in the Design and Access Statement received 2nd December 2021;

Reason - To ensure that the appearance of the building to be extended is not adversely affected by the materials to be used in the construction of the extension, pursuant to saved policies DC1 of the Unitary Development Plan for the City of Manchester and policies DM1 and SP1 of the Manchester Core Strategy(2012).

4. Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from the nearby train line and any other significant noise source shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation and ventilation scheme shall be completed before any of the dwelling units are occupied.

Noise survey data shall include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to policy DM1 of the Manchester Core Strategy (2012) and saved UDP policy DC26.

5. The development shall be implemented in accordance with the waste management strategy received 4th January 2022, and Site Plan ref: 001 rev.B and shall remain in situ whilst the accommodation in hereby approved is occupied.

Reason - In the interests of residential and visual amenity, and to ensure the safety of the occupiers and future occupiers, pursuant policies DM1 and SP1 in the Manchester Core Strategy (2012)

6. Prior to the development hereby approved first being occupied, finalised elevational details of screening/enclosure of the bin storage area, shall be submitted to, and approved in writing by, the City Council as local planning authority. The bin storage area shall be implemented in accordance with the approved scheme and shall thereafter be so maintained.

Reason - In the interests of residential and visual amenity, and to ensure the safety of the occupiers and future occupiers, pursuant to policies DM1 and SP1 of the Manchester Core Strategy (2012).

Informative

1. Construction/demolition works shall be confined to the following hours :

Monday - Friday: 7.30am - 6pm

Saturday: 8.30am - 2pm

Sunday / Bank holidays: No work

To safeguard the amenities of nearby residents pursuant to policies SP1, EN19 and DM1 of the Manchester Core Strategy.

2. Any requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Email - highwaylicenses@manchester.gov.uk

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

54 Marshall Road, Manchester, M19 2FQ
52 Marshall Road, Manchester, M19 2FQ
48 Marshall Road, Manchester, M19 2FQ
46 Marshall Road, Manchester, M19 2FQ
7 Alma Road, Manchester, M19 2FG
5 Alma Road, Manchester, M19 2FG
11 Alma Road, Manchester, M19 2FG
Flat 4, 51 Marshall Road, Manchester, M19 2EG
Flat 3, 51 Marshall Road, Manchester, M19 2EG
Flat 2, 51 Marshall Road, Manchester, M19 2EG
50 Marshall Road, Manchester, M19 2FQ
9 Alma Road, Manchester, M19 2FG
47 Marshall Road, Manchester, M19 2EG
51 Marshall Road, Manchester, M19 2EG
4 Preston Road, Manchester, M19 2FR

2 Preston Road, Manchester, M19 2FR
49 Marshall Road, Manchester, M19 2EG
45 Marshall Road, Manchester, M19 2EG

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: NORTH2