

Planning

Growth & Development

Delegated officer report for planning application

Application no. 132784/FH/2022

Date registered valid: 11 February 2022

Proposal: Erection of two storey flat roof rear extension, front single storey extension with porch, installation of two front elevation dormers, hip to gable roof conversion and erection of single storey attached garage following demolition of existing

Address: 94 Blackcarr Road, Manchester, M23 1PN

Ward(s): Baguley Ward

Applicant: Mr Jordan Hames 94 Blackcarr Road, Manchester, M23 1PN

Agent (if any): Mr Daniel Glynn Glynn Property Consultants Ltd 38 Astley Road, Bolton, BL2 4BR

Case officer: Linda Marciniak
Tel: 0161 234 4636
Email: linda.marciniak@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 7 April 2022



Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 28 March 2022

Standard consultations:

Printed: 15 February 2022 Expired: 8 March 2022

Neighbour notifications

Printed: 15 February 2022 Expired: 8 March 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 application site is a detached 1950's bungalow situated on the eastern side of Blackcarr Road in the Baguley ward. The faux stone clad dwelling has a deep clay tile pyramid hipped roof with projecting cross gable at the front, detached garage towards the rear and single storey flat roof rear extension with lean-to conservatory alongside.

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The property is in a stretch of a mixed typology residential estate west of the M56 motorway. The majority of houses between Heybrook Road to the south and Partridge Ave to the north are bungalows of various designs, whilst facing the site is an estate of new 2-storey plus dormers detached and semi-detached houses.

Materials are red and yellow brick, and red and grey clay or concrete tiles.

Baguley Brook lies within the wooded Baguley Bottoms east of the rear boundary, which is also within the Order Lands of the HS2 consultation zone.

Description of development

Erection of two storey flat roof rear extension, front single storey extension with porch, installation of two front elevation dormers, hip to gable roof conversion and erection of single storey attached garage following demolition of existing.

The proposal creates an extended lounge-dining room at ground floor and 2no. additional bedrooms at first floor.

Consultations & Notification Responses

Neighbour notifications

A total of 4no. neighbours were notified of the application. No comments were received.

HS2

No objections to the proposal. A small section of the red line boundary plan falls within sub surface safeguarding. Having reviewed the plans associated with the submission, it is clear that the proposal will not impact HS2 works in that location, therefore HS2 Ltd would have no objection to the proposed development

Issues

Policy

Section 38(6) Planning and Compulsory Purchase Act 2004 requires that decisions be made in accordance with the development plan unless material considerations indicate otherwise.

Core Strategy

The principal document within the Manchester Development Plan is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'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.

The following policies within the Core Strategy are material to the application:

Policy SP1 - Spatial Principles

This policy establishes the key spatial principles which will guide the strategic development of Manchester together with core development principles. It notes that development in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment.

Policy DM1 - Development Management

This policy states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

National Planning Policy Framework (2021)

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

The Framework underlines 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. Material to this application:

Chapter 12 - Achieving well-designed places

Paragraph 127 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 visually 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.

Paragraph 130 notes that:

Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents.

Unitary Development Plan

The UDP has largely been superseded by the Core Strategy. However, 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 therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.' The following policies are material to this application:

The site is unallocated within the adopted Unitary Development Plan for Manchester but policy DC1 is taken into consideration:

Policy DC1 of the Unitary Development Plan seeks to accommodate the demand for more living space, while at the same time ensuring that the amenities of neighbours are protected, and that the overall character of the surrounding area is not harmed. It relates specifically to residential extensions and the relevant criteria from this policy include:

DC1.1 The Council will have regard to:

- a. The general character of the property
- b. The effect upon the amenity of neighbouring occupiers
- c. The overall appearance of the proposal in the street scene;
- d. The effect of the loss of any on-site car-parking

DC1.2 Extension will be allowed subject to:

- a. They are not excessively large or bulky
- b. They do not create a loss of sunlight/daylight or privacy
- c. They are not out of character with the style of development in the area
- d. They would not result in the loss of off-street parking

Policy DC1.3 The Council will not normally approve:

- a. Rearward extensions greater than 3.65 metres in length;
- b. 2-storey extensions with a flat roof, particularly those which would be visible from the public highway;
- c. 2-storey extensions to terraced properties which occupy the full width of the house;
- d. Flat roofed extensions to bungalows;
- e. Extensions which conflict with the Council's guidelines on privacy distances (which are published as supplementary guidance).

Policy DC1.4 In considering proposals for 2-storey side extensions, the Council will have regard to the general guidance above and also to supplementary guidance to be issued. In particular, the Council will seek to ensure that:

- a. the development potential between properties is capable of being shared equally by the owners or occupiers of the two properties concerned.
- b. the actual or potential result of building the extension will be the creation of a terracing effect, where this would be unsympathetic to the character of the street as a whole;
- c. the actual or potential result of building the extension will not be the creation of a very narrow gap between the properties, or any other unsatisfactory visual relationship between elements of the buildings involved.

As a guide, and without prejudice to the generality to this policy, the Council will normally permit house extensions which when built, will leave a minimum of 1.52 metres between the side wall and the common boundary, and which meet the common requirements of this policy. Proposals which cannot meet these requirements will be judged on their merits but with weight being given to a) and c) above.

Principle

The application is for extensions to a residential property to provide additional living accommodation. Saved UDP policy DC1 permits such extensions provided that the criteria of this policy are satisfied. Whilst the proposal is considered to be acceptable in principle, there are concerns with the flat roof design of the development and the siting of side bedroom



windows which restrict neighbours' potential to carry out similar development, due to potential new overlooking opportunities.

Residential Amenity

The first-floor rear extension proposes bedroom windows on each side elevation, as well as WC windows. There are concerns with the siting of bedroom windows on the side elevation which are in close proximity to the sides of each adjacent property; No.92 to the south and No.96 to the north. No.92 has been significantly extended and has removed an original bedroom window which was sited at first floor on the south elevation as seen below:

No new windows were introduced on the north elevation of this property, these measures ensuring that the development complied with saved UDP policy DC1.4a and DC1.4c which requires that development is capable of being shared equally and does not result in unsatisfactory visual relationships between buildings.

Including first floor side bedroom windows in this scheme could prejudice the potential for each neighbour to carry out equal development as this would result in a significant loss of privacy due to overlooking. This is also contrary to saved UDP policies DC1.1b and DC1.2b, Core Strategy policy DM1 and the general guidance within Chapter 12 of the National Planning Policy Framework – 'Achieving Well-Designed Places.'

There are no residential amenity concerns due to overshadowing or the extension appearing overbearing as No.92 has a 2-storey projecting rear gable extension close to the southern elevation of the application property, whilst No.96, which has not been extended, is separated 3.4-metres away from the site by the garage to the north.

Visual Amenity

The proposed design of the flat roof, which is set down 375mm below the level of the original ridge and extends back for 6.4-metres, creates an incongruous and uncharacteristic form of



development that conflicts with the prevailing character of other extended and original dwellings in the street scene.

The rear projecting flat roof would be most visible on approaching the site from the north where the wider gap noted above would expose this mass of development, without articulation, to the street scene.

The hip to gable alteration is acceptable, however, this creates a greater expanse of blank gable brickwork up to 4.3-metres in height which in this case, would be exacerbated by the projection of the flat roof off the ridge. The design could be amended to include a hipped roof on this elevation which would relieve the mass of brickwork and would respond to the roof profile at No.92 as well as other properties in the street scene.

The last concern is with the dormer windows on the front elevation. In this proposal, the original horizontally proportioned ground floor windows are retained, but appear ambiguous against the larger and vertically proportioned dormer windows. They also appear out of scale with the spread of the roof, being more in scale with those approved at No.92 which were negotiated down from larger windows and sit in a wider roof. The proposal would therefore benefit from windows that are horizontally proportioned if the ground floor windows are to remain, and if they were set within smaller scaled front dormers.

On the basis of the above, the proposal fails to meet the requirements of saved UDP policies DC1.1a, DC1.1c, DC1.2a and DC1.2c, Core Strategy policy DM1 and the general guidance within Chapter 12 of the National Planning Policy Framework – Achieving Well-Designed Places.

Parking / Bin Storage

Parking and bin storage would not be compromised by any approval of the application and can continue to be taken from the front and side of the property.

HS2

There are no objections from HS2 to the proposal. A small section of the red line boundary plan falls within sub surface safeguarding zone. HS2 have assessed the proposal and are satisfied that it will not impact HS2 works in that location. No conditions or Informatives are recommended which would be applied to any approval.

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

The proposal would 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. The Council expressed its concerns to the agent with the design of front windows, siting of bedroom windows on each side elevation and with the side and rear roof profiles, with the option to withdraw the application. This option was not pursued and so the application has been refused.

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

1) The first-floor flat roof which extends off the original roof ridge, by reason of its design, height, scale and rearward projection, creates a bulky and incongruous form of development that is out of character with the pattern and style of original and extended dwellings in Blackcarr Road and the neighbouring street scene. This is contrary to the guidance within saved UDP policies DC1.1a, DC1.1d, DC1.2a, DC1.2c and DC1.3b, Core Strategy policy DM1 and to the guidance within Chapter 12 of the National Planning Policy Framework (2021) - Achieving Well-Designed Places.

2) The first-floor bedroom windows on each extended side elevation, by reason of their siting and proximity to each neighbouring boundary, removes the opportunity for development to be shared equally by neighbouring occupiers. The side bedroom windows create new opportunities for intrusive overlooking into any future windows which neighbouring occupiers may wish to install, which would be to the detriment of neighbouring residents' residential amenity through a loss of privacy. This is contrary to saved UDP policies DC1.1b, DC1.2b, DC1.4a and DC1.4c, Core Strategy policy DM1 and to the general provisions of Chapter 12 of the National Planning Policy Framework (2021) - Achieving Well Designed Places.

Appendix 1 – List of consultees & neighbours notified

High Speed Two (HS2) Limited

96 Blackcarr Road, Manchester, M23 1PN

92 Blackcarr Road, Manchester, M23 1PN

2 Nethercote Avenue, Manchester, M23 1LL

1 Nethercote Avenue, Manchester, M23 1LL

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 45M

Site of Biological Interest - Name: Blackcarr Wood & Baguley Bottoms

HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (October 2020)

Susceptible to Surf Water Flood (Less) -

Susceptible to Surf Water Flood (Less) -

Susceptible to Surf Water Flood (Middle) -

Area Team Boundary - Name: SOUTH