

Planning

Growth & Development

Delegated officer report for planning application

Application no. 131569/FH/2021
Date registered valid: 20 September 2021
Proposal: Installation of rear roof dormer to form additional living accommodation
Address: 7 Elisma Road, Manchester, M40 1QG
Ward(s): Miles Platting & Newton Heath Ward

Applicant: William Johnston 7 Elisma Road, Manchester, M40 1QG
Agent (if any): Mr Mark Gordon MGD 12 Westbury Close, Bury, BL8 2LW
Case officer: Katie Raw
Tel: 0161 234 4164
Email: katie.raw@manchester.gov.uk

Recommendation: Approve
Date of recommendation: 15 November 2021

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 4 October 2021

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

Printed: 23 September 2021 Expired: 14 October 2021

Site notice

Posted: Expired: Posted: Expired:

Press advert

Published: 28 September 2021 Expired: 19 October 2021

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Graver Lane Conservation Area 2005

Tree Preservation Order:

Description of area

The application site relates to 7 Elisma Road within the Miles Platting & Newton Heath ward of north Manchester. It is a two storey, white rendered, mid-terraced property. Access is possible via the steps leading to the front door, with a small patio area located at the front of the property. The rear consists of a small courtyard. Boundary treatment around the curtilage consists of black railings to the front and brick walls to the rear.

The property is located within Graver Lane Conservation Area.

Description of development

The submitted application seeks planning permission for the installation of rear roof dormer to form additional living accommodation. The proposal would have approximate dimensions of: Height: 1.82 (at the highest point)/ 1.64 (to the eaves) x Length: 3.81 (at the longest point) x Width: 4 metres. The dormer window would be positioned centrally along the rear roof plane, occupy most of the roof space, and be set behind the eaves level. The existing outrigger roof would be cut back, and rafters tied into the timber dormer frame.

The proposal would create an additional bedroom and bathroom within the attic. The dormer would include the insertion of 2 windows: 1 smaller and 1 larger. The smaller dormer window would be aligned centrally to the first floor rear window. Materials to be used include grey vertical hanging tiles and white uPVC windows.

The proposal details have been amended following conversations with the agent. The amended drawings were registered by the City Council, as Local Planning Authority on 6 October. The amended drawing aligns the smaller dormer window with the first floor window. This helps to minimise any adverse visual impacts of the dormer.

Planning history

No planning history exists for this site, but the following planning application for the neighbouring property is considered relevant.

5 Elsmas Road- Erection of a dormer window to the rear of existing property to create additional living accommodation. Approved 11 January 2011.

Consultations & Notification Responses

Local residents

The occupiers of the surrounding properties were consulted, and no representations were received.

Issues

The National Planning Policy Framework (July 2021)

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 – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural

resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

The following specific policies are considered to be particularly relevant to the proposed development:

- i. Chapter 8. Promoting healthy and safe communities- States that planning policies and decisions should aim to achieve healthy, inclusive and safe places and policies and decisions should promote public safety and take into account wider security and defence requirements.
- ii. Chapter 12. Achieving well-designed places- Reflects upon the importance of design to the built environment and its contribution to sustainable development and making places better for people. With this in mind, the design of the substantive development has been assessed in relation to the quality and cohesion of its composite building, as well as the function and appearance of public and private spaces.
- iii. Chapter 16. Conserving and enhancing the historic environment- States that Local Planning Authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise.

Of particular relevance is:

Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.

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); which states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. The relevant issues are the appropriate siting, layout, scale, form, massing, materials and detail. The impact; on the surrounding areas; in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area. The effects on amenity, including privacy, light, noise,

vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.

Policy SP1 (Spatial Principles); which sets out the City Council's Core Development Principles and states that development in all parts of the City should make a positive contribution to neighbourhoods of choice, amongst these include: creating well designed places that enhance or create character, making a positive contribution to the health, safety and wellbeing of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity.

Policy EN1 (Design Principles and Strategic Character Areas); states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located.

Policy EN3 (Heritage); states that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including conservation areas.

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.

DC18.1 states that the Council will give particularly careful consideration to development proposals within Conservation Areas.

- a. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:
 - i) the relationship of new structures to neighbouring buildings and spaces;
 - ii) the effect of major changes to the appearance of existing buildings;

- iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
 - iv) the effect of signs and advertisements;
 - v) any further guidance on specific areas which has been approved by the Council.
- b. The Council will not normally grant outline planning permission for development within Conservation Areas.

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance, Adopted April 2007.

The Guide aims to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods. The guidance is grouped under seven key principles recognised by CABI as being those urban design characteristics which create successful places. These are: character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability. It advises that high quality design is a vital attribute of successful neighbourhoods.

Paragraph 2.7 states that development should help to sustain local neighbourhoods, encouraging the most appropriate form of development to enliven neighbourhoods and sustain local facilities.

Paragraph 2.14 goes on to say that it is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.

Paragraph 2.16 considers the impact of site boundaries, which can be significant and must be taken into account and incorporated into the design of new developments and conversions from an early stage. Original examples that contribute to the character of the area should be retained. Well designed new treatments such as walls, low walls and railings or hedges and boundary trees, can maintain the enclosure of the street, reinforce the building line and contribute to the quality of the environment.

Paragraph 11.45 stresses that proposals should preserve or enhance the character of the conservation area. It is important that new developments in conservation areas or elsewhere are not designed in isolation. This does not prevent or inhibit creative design. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings, but also to the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development.

Paragraph 11.46 states that planning submissions within conservation areas must be supported by sufficient information to enable the Council to assess in detail the context of the area. This will include full contextual drawings, photomontage, and where appropriate, a model of the proposed development.

Listed Building Act

Section 72 provides an exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

ISSUES

Principle of development

The submitted application is for the installation of a rear roof dormer to allow for additional living accommodation. This is considered acceptable in principle as many people prefer to alter homes rather than move, to meet the changing residential needs of families. However, consideration must be given to the proposal's appearance, impact on the visual amenity of the area and impact on the neighbouring properties' residential amenity. As the property is to remain a single family dwellinghouse it is not considered that the proposed extension would give rise to any significant additional waste or car parking pressures.

Visual/ Residential Amenity

Due to the location of the property, and the rear elevation of the property facing onto an alleyway which is gated and provides distance to the properties opposite, there would be no real view from the dormer. Therefore, there would be no significant overlooking or overshadowing implications for neighbours and neighbouring properties. In terms of visual amenity, views into and out of Graver Lane Conservation Area would be safeguarded, and Elisma Road would not be impacted. Therefore, the dormer would have minimal adverse visual implications to the conservation area.

In terms of residential amenity, the proposal would not negatively impact the amenity space within the curtilage of the property and would instead add additional storage space for the residents.

Since the ridge height of the dormer is no higher than the existing, and the dormer does not project further than the roof plane, it is considered to be an acceptable addition to the roof of the property. Since the size, positioning and footprint of the dormer is sensible, the dormer is not considered to be a detrimental and overpowering feature.

Due to the reasons stated above, there are no significant impacts associated in terms of residential or visual amenity. The amended drawings offer a more appropriate design by minimising visual harm.

Design and Appearance

The design of the dormer has been tailored to fit the shape of the existing property and respects the relationship with the neighbouring property at the rear. In terms of the proposed materials, the dormer would be clad in vertical hung slate tiles to match the existing roof slope and have a slat finish. Therefore, the design and appearance of the proposal preserves the character and appearance of the conservation area.

The proposed extension would be sited and designed to ensure that it is subservient to the original dwellinghouse and is not excessively large or bulky. This is pursuant to Policy DC1 within the UDP. Therefore, the siting and form of extension is considered acceptable.

On balance it is considered that the design and appearance of the proposed development accords with Core Strategy Policies DM1 and EN1 and in general the design is considered acceptable.

Graver Lane Conservation Area

The application site lies within a row of Victorian terraced properties that can be seen in conjunction with the period properties that lie on Windsor Road and the wider Conservation Area. UDP Policy 18 considers the relationship of new structures to neighbouring buildings, in relation to conservation areas. The dormer proposed would have a limited impact on the neighbouring properties due to its siting and size. With regards to the proposal, it would have a limited impact on the appearance of the existing building. The dormer has been designed sympathetically to the host property and would be viewed in context with the rear dormer approved for 5 Elms Road. Therefore, it is not considered that the development would undermine the residential character of the Graver Lane Conservation Area due to the siting of the development and proposed materials.

On balance, it is considered that the proposed development would cause the lower end of less than substantial harm to the conservation area and therefore would be in accordance with, relevant policies and the tests within the NPPF with public benefits outweighing any harm.

Paragraph 207 of the NPPF states that not all elements of a Conservation Area will necessarily contribute to its significance. It is considered that the host building makes a small contribution to the character of the conservation area. The main body of the application property is visible in the main from the front of the property, whilst the rear is set into a gated alley that is not open to public access.

Paragraph 197 of the NPPF states that the following should be taken into account when determining applications that affect heritage assets.

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

The proposed development involves the installation of rear roof dormer to form additional living accommodation. Whilst it is considered that the frontage of the host building makes a significant contribution to the character of the conservation area, the rear of the property is only viewed by occupiers of the adjoining dwellinghouses, which is further limited by the gated alleyway restricting public access. Therefore, the installation of a dormer is considered to cause the lower end of less than substantial harm to the character of the conservation area. The proposal would also allow the dwelling to be enlarged to create additional accommodation.

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;

With the dormer positioned to the rear of the property, any harm would be minimised. The dormer would increase benefits to the residents by accommodating their growing needs to create sustainable communities.

c) the desirability of new development making a positive contribution to local character and distinctiveness;

The alignment of the windows in the dormer has been altered to ensure visual harm is minimised. Materials used will match the host property will match sure the dormer is in keeping with the character of the conservation area by making a positive contribution to the character and distinctiveness.

Paragraph 197 states, the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

As stated above, it is considered that the proposed works would have less than substantial harm on the character of the conservation area with the host building only having a very limited contribution to that character. The public benefits of the scheme are considered to outweigh any limited harm.

Paragraph 202 states, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

The character of this part of the conservation area contains recent and more modern additions and interventions, including the rear dormer installed at 5 Elisma Road. The proposed extensions are not out of keeping with the context and overriding character of the conservation area.

It is considered that the proposal would be low level of less than substantial harm to the conservation area. This low level of harm is outweighed by the benefits of the scheme. In this instance, the dormer window would result in a sympathetic addition to the property with matching materials and details which correspond with the character of the area and other properties in the vicinity.

Conclusion

The approval for a rear dormer for neighbouring property 5 Elisma Road is viewed as material consideration. The proposed development does not create any significant impacts in terms of visual or residential amenity. The design, size, position, and appearance are in keeping with the character of the property and local area. The proposal complies with The National Planning Policy Framework; Core Strategy policies SP1, DM1, EN1 and Saved Policy DC1 of the Unitary Development Plan.

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: 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. In this instance officers have worked with the applicant in a positive and proactive manner by requesting further information relating to the scheme.

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:

- Householder Application for Planning Permission for works or extension to a dwelling, stamped as received by the City Council as Local Planning Authority on 6 September 2021.
- Drawing- Proposed- Layout Plan, stamped as received by the City Council, as Local Planning Authority, on 6 October 2021.
- Drawing- Existing- Plans and Elevations, stamped as received by the City Council, as Local Planning Authority, on 6 September 2021.
- Drawing- Location Plan, stamped as received by the City Council, as Local Planning Authority, on 6 September 2021.
- Design & Access Statement, stamped as received by the City Council, as Local Planning Authority, on 6 September 2021.

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.

3) The materials used to construct the external elevations of the extensions hereby approved shall match the existing dwellinghouse, in terms of colour, type, and method of coursing and pointing.

Reason - In the interests of the character and appearance of the dwellinghouse and surrounding area, pursuant to policy DC1 of the saved Unitary Development Plan for the City of Manchester, and policy DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

10 Windsor Street, Newton Heath, Manchester, M40 1GU
6 Windsor Street, Newton Heath, Manchester, M40 1GU
8 Windsor Street, Newton Heath, Manchester, M40 1GU
4 Windsor Street, Newton Heath, Manchester, M40 1GU
20 Windsor Road, Newton Heath, Manchester, M40 1QQ
9 Elsmas Road, Manchester, M40 1QG
5 Elsmas Road, Manchester, M40 1QG

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 - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Graver Lane Conservation Area 2005
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: NORTH1