

Planning

Growth & Development

Delegated officer report for planning application

Application no. 130566/FO/2021
Date registered valid: 16 June 2021
Proposal: Erection of a 2 storey side extension to form separate dwelling
Address: 2 Boothfield Road, Manchester, M22 8AS
Ward(s): Northenden Ward

Applicant: Mr Sankaranarayanan Spocsoft Limited 2 Boothfield Road,
Manchester, M22 8AS

Agent (if any): Mr Dean King NK Architectural Services Office 3, 1st Floor , 227
Finney Lane, SK8 3DQ

Case officer: David Lawless
Tel: 0161 234 4543
Email: david.lawless@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 27 September 2021



Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 9 August 2021

Standard consultations:

Printed: 21 June 2021 Expired: 12 July 2021

Neighbour notifications

Printed: 21 June 2021 Expired: 12 July 2021

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

2 Boothfield Road is a 2 storey semi-detached house, with garden to the rear and hardsurfaced area to the front for the parking of cars. To the side of the property there is a car port.

This part of south Manchester is one of several areas that can be characterised by the predominance of the interwar 2 storey semi-detached and detached dwellinghouse. They are usually red brick, topped with red or grey tiled hipped roofs and set in a regimented fashion behind modest front gardens. Parking is usually possible at the front of these properties, though as this period of house building pre-dated the era of mass car ownership, driveways to the side of properties are not common.

Listed building: No

Conservation area: No

Tree Preservation Order: No

Description of development

Erection of a 2 storey side extension to create a one bed, two person dwelling. The accommodation would provide 46m² of floorspace and would have parking for one vehicle at the front, along with a bin store.

Consultations & Notification Responses

Local Residents – One letter of objection has been received:

- The proposal would lead to the overdevelopment of the site,
- The flat roof design of the planned development is not in keeping with the area,
- The physical size of the proposed dwelling is so very small for habitation

- In the past the rental property has had up to four vehicles parked on it and in front of it, it is highly likely that the proposed development will bring with it increased demand for more parking from both the additional residents and visitors, causing parking issues.

Highway Services – Commented as follows:

- Given that the proposed development will result in one additional residential unit, it is accepted that no highway concerns in terms of safety or capacity are considered likely to arise.
- A new driveway will be installed at the front of the property with parking for two vehicles - one per dwelling. It should be noted that all individual driveway parking space should be a minimum of 3.0m x 6.0m.
- The applicant should be informed that MCC Highways would not support any greater than a double dropped kerb. The necessary amendment to the adopted highway to facilitate vehicle access will be subject to a Section 184 Agreement with MCC Highways and will be subject to the applicant's own expense
- No proposed boundary details have been provided. It is recommended that all fencing / railings adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians. The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.
- Designated refuse storage has been accommodated for each individual dwelling with kerbside collection noted from Boothfield Road. Bins will be taken to/from the collection point by residents on collection day. Highways consider this to be acceptable in order to prevent any obstruction to passing pedestrians on the adjacent footway.
- Given the minimal scale of construction works involved, the level of construction vehicles are unlikely to generate any significant on-street parking demands.

Environmental Health – Suggests the imposition of conditions designed to protect existing levels of residential amenity.

Policies

The National Planning Policy Framework (NPPF) – The NPPF sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced.

Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Paragraph 60 states that 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.

Paragraph 69 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

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 of and opportunities for public transport; local car ownership levels; and the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

National Design Guide (NDG) – The NPPF makes clear that creating high quality buildings and places is fundamental to what the planning and development process should achieve. The National Design Guide (NDG) illustrates how well-designed places that are beautiful, enduring and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools. The relevant sections in relation to this proposal are as follows.

The NDG states that well-designed new development responds positively to the features of the site itself and the surrounding context beyond the site boundary (para 41). It states further, under paragraph 42 that well-designed development proposals are shaped by an understanding of the context that identifies opportunities for design as well as constraints upon it. In addition, under paragraph 46, the guide states that when determining how a site may be developed, it is important to understand the history of how the place has evolved and how local history, culture and heritage have influenced the built environment and wider landscape.

The NDG states in paragraph 50 that well-designed places, buildings and spaces have a positive and coherent identity that everyone can identify with, including residents and local communities; have a character that suits the context, its history, how we live today and how we are likely to live in the future; and are visually attractive, to delight their occupants and other users. In paragraph 65 it states that well-designed new development makes efficient use of land with an amount and mix of development and open space that optimises density. It also relates well to and enhances the existing character and context. The NDG states further in paragraph 66 that built form is determined by good urban design principles that combine layout, form and scale in a way that responds positively to the context.

Paragraph 123 states that well-designed homes and buildings: provide good quality internal and external environments for their users, promoting health and well-being; relate positively to the private, shared and public spaces around them, contributing to social interaction and inclusion; and resolve the details of operation and servicing so that they are unobtrusive and well-integrated into their neighbourhoods.

In paragraph 129, the NDG states that well designed buildings are carefully integrated with their surrounding external space. All private and shared external spaces including parking, are high quality, convenient and function well and amenity space should have a reasonable degree of privacy. It states further that external spaces are designed to respond to local character. Paragraph 130 states that well-designed private spaces should be fit for purpose and incorporate planting wherever possible.

Core Strategy Development Plan Document – 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 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. 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 be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy H1, *Overall Housing Provision* – States that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution set out above which supports growth on previously developed sites in sustainable locations and which takes account of the availability of developable sites in these areas;
- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space. schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;
- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.
- Character, setting and accessibility of areas and buildings (including conservation areas).

Policy H7, *Wythenshawe* – states that the Council expects Wythenshawe will accommodate only around 3% of new residential development over the lifetime of the Core Strategy. New high quality high density development will be encouraged within the district centres of Northenden, Baguley and Wythenshawe and upon small infill sites where it contributes to the stock of affordable housing and where it complements Wythenshawe's garden city character. There is also the potential for additional family housing for sale.

Policy EN1, *Design Principles and Strategic Character Areas* – This policy 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. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

Policy DM1, *Development Management* – This policy 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:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- 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.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.

Saved UDP Policies – Policy DC1 Residential Extensions.

Policy 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 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 street-scene;
- e) the effect of the loss of any on-site carparking.

Policy 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 the original buildings);
- b) they do not create an 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 street scene by virtue of design, use of materials or constructional 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.

Policy DC1.3 states that notwithstanding the generality of the above policies, the Council will not normally approve:

- a) rearward extensions greater than 3.65m (12 ft) 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 states that 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 of the gap between detached and semi-detached houses 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 not 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 relationships between elements of the buildings involved.

As a guide, and without prejudice to the generality of this policy, the Council will normally permit 2-storey house extensions which, when built, would leave a minimum of 1.52m (5 ft) between the side wall and the common boundary, and which meet the other 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.

Issues

Principle of the Proposal – Whilst the area is residential in nature, the principle of erecting an additional dwelling on this site is not acceptable. The site is much narrower than the plots seen throughout this estate and this has resulted in a pattern of development and dwellinghouse which is out of character with those seen on Boothfield Road and in the surrounding area.

Visual Amenity – The design of the proposed dwellinghouse is best described as functional. It has not been informed by the design of the neighbouring dwellings but rather by the constrained nature of the site. The proposed building is much narrower than the adjoining dwellings and lacks a pitched roof. This results in a building that jars with its surrounding. Given the design and siting of the development, it is considered that the proposal would form an incongruous feature in the streetscene and therefore have a detrimental impact on the existing levels of visual amenity enjoyed along Boothfield Road.

Design – The proposed development fails to pick up on the predominant features and overall character of the dwellings on Boothfield Road. The resultant structure would have a detrimental impact on the existing levels of visual amenity enjoyed in the vicinity of the site.

Living Standards – The Nationally Described Space Standards state that a 1 bed 2 person two storey dwellinghouse should provide 58m² of accommodation. This scheme only provides 46m² of accommodation. Given this, and the poor internal layout that results from such a narrow site, it is considered that the proposal would result in living standards that would fall way below that required of national and local guidance.

Amenity Space – The applicant has failed to denote what if any private amenity space would be provided for the future occupants of the property or whether the existing amenity space used by the occupants of no. 2 would be shared.

Residential Amenity – As the proposal is for one unit, the comings and goings of future residents would not give rise to undue disturbance. As a result, it is not considered that the proposal would have a detrimental impact upon the levels of residential amenity enjoyed within the vicinity of the site.

Pedestrian and Highway Safety – It is not considered that the dwelling would significantly increase the level of traffic along Boothfield Road so as to prove detrimental to the levels of pedestrian and highway safety enjoyed along that road. In addition, it is not considered that the development would lead to an unduly detrimental increase in on-street parking.

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 was assessed against the policies within the Manchester Core Strategy Development Plan Document, the Manchester Residential Quality Guidance and the guidance contained within the National Planning Policy Framework and National Design Guide.

The applicant was advised that the provision of residential accommodation in this location would not be appropriate as it was out of character with the pattern of development and due to the poor standard of accommodation proposed. As the nature of the proposal was considered to be unacceptable and the applicant has requested that the proposal be determined in its current format, a solution that was acceptable to both the Local Planning Authority and the applicant could not be reached.

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

1) The proposed development, by reason of its design and siting, would be out of character with the historic pattern of development in the area and result in an incongruous feature in the streetscene. It would therefore be detrimental to existing levels of visual amenity enjoyed on Boothfield Road and contrary to Policies SP1 and DM1 in the Manchester Core Strategy, saved UDP Policies DC1.1 and DC1.3, the National Planning Policy Framework and National Design Guide.

2) The proposed development, due to its design and layout, would provide inadequate levels of accommodation which would lead to the creation of poor living standards. As a result, the proposal would be contrary to the guidance contained within the Manchester Residential Quality Guidance, the National Planning Policy Framework, the National Design Guide and policy DM1 in the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services

Environmental Health

9 Boothfield Road, Manchester, M22 8AT

Room 11, 2A Boothfield Road, Manchester, M22 8AS

Room 10, 2A Boothfield Road, Manchester, M22 8AS

Room 9, 2A Boothfield Road, Manchester, M22 8AS

Room 8, 2A Boothfield Road, Manchester, M22 8AS

Room 7, 2A Boothfield Road, Manchester, M22 8AS

Room 6, 2A Boothfield Road, Manchester, M22 8AS

Room 5, 2A Boothfield Road, Manchester, M22 8AS

Room 4, 2A Boothfield Road, Manchester, M22 8AS

Room 3, 2A Boothfield Road, Manchester, M22 8AS

Room 2, 2A Boothfield Road, Manchester, M22 8AS

Room 1, 2A Boothfield Road, Manchester, M22 8AS

7 Boothfield Road, Manchester, M22 8AT

2A Boothfield Road, Manchester, M22 8AS

5 Boothfield Road, Manchester, M22 8AT

13 Boothfield Road, Manchester, M22 8AT

11 Boothfield Road, Manchester, M22 8AT

4 Boothfield Road, Manchester, M22 8AS

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

Area Team Boundary - Name: SOUTH