

Planning

Growth & Development

Delegated officer report for planning application

Application no. 130289/FO/2021

Date registered valid: 15 June 2021

Proposal: Erection of three storey rear extension together with a change of use of to form 6 no. self contained apartments with associated car parking and landscaping

Address: 18 Range Road, Manchester, M16 8ES

Ward(s): Whalley Range Ward

Applicant: Mr Zeeshan Zafar Centrepoint Properties 18 Range Road, Manchester, M16 8ES

Agent (if any): Mr Mohammed Afaq 1618 Architects 80A Stamford New Road, Altrincham, WA14 1BS

Case officer: Linda Marciniak
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Email: linda.marciniak@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 5 August 2021



Application details

Type of application: Full Application Consent
Development type: Minor Other
Date of site visit: 2 August 2021
Standard consultations: Printed: 27 July 2021 Expired: 17 August 2021
Neighbour notifications: Printed: 27 July 2021 Expired: 17 August 2021
Site notice: Posted: 2 August 2021 Expired: 23 August 2021
Press advert: Published: 3 August 2021 Expired: 24 August 2021
Departure from Development Plan: No
Environmental Statement: Not required
Listed building: Not applicable
Conservation area: Whalley Range Conservation Area 1992
Tree Preservation Order: Not applicable

Description of site/building

The application site is a 3-storey plus basement detached Victorian villa situated on a rectangular plot of 736sqm on the northern side of Range Road in the Whalley Range conservation area.

The front elevation is faced in buff brick with horizontal bands of orange and blue decorative brickwork to all storeys, and a semi-circular decorative brick infill detail over the two ground floor windows left of the front door. The remainder of the building is of brown brick construction.

The front elevation has a steep pitched gable on the right-hand side with a small shed-type dormer alongside, and canted bay window to the ground floor.

The site was last in use as a nursery and has a stepped and ramped access through the front garden with small areas of planting. The rear garden is laid to lawn and with access along both sides to the rear.

The front curtilage is bounded by a low brick wall with brick piers and railings between and separate pedestrian and vehicular gates.

The site has had various uses;

In 1989, it received approval for a change of use from an HMO to a mental care home (Ref: 035612), then a change from an HMO to a nursery in 1997 (Ref: 051320/FO/CENTL1/97). In 2004 it changed from a single-family dwelling house to a 60-place nursery in (Ref: 071432/FO/2004/S1), and more recently, an application to extend the property to form 8no. self-contained flats (Ref: 126096/FO/2020) was withdrawn.

Description of area

The site lies within the Whalley Range conservation area that is characterised by large, 3-storey Victorian gothic villas set within large garden plots and a mature landscaped tree-lined setting.

There are modern residential infills which include the part-2, part-3 storey Nelson Mandela Court to the east, Church of St. Pius and modern quasi-terraced houses in Acorn Drive to the north.

Description of development

Erection of three storey rear extension together with a change of use to form 6 no. self-contained apartments with associated car parking and landscaping.

The development would provide 6 x 2no. bedroom flats with a combined living / kitchen and dining room, 2 bathrooms and 2 bedrooms, 8no. parking spaces at the rear in a Tarmac-surface garden, 1no. disabled parking space on the front garden area, 3 x 1100L Eurobins on the front garden area and a platform lift up to the front door.

Consultations & Notification Responses

Neighbour notifications, press advertising and posting of site notice: No comments received.

Environmental Health - Conditions:

We recommend the following conditions/advisory for the above application:

DEMOLITION/CONSTRUCTION PHASE

Construction/demolition works shall be confined to the following hours unless otherwise agreed in writing by the City Council as local planning authority:

Monday - Friday: 7.30am - 6pm

Saturday: 8.30am - 2pm

Sunday / Bank holidays: No work

Reason - To safeguard the amenities of the occupiers of nearby residential and commercial properties during the construction/demolition phase.

REF*

Before the development commences a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of amenity and public health.

*Clarification of the proposed scheme is required as the submitted proforma lists wheelie bins/kitchen caddies but the plans show Eurobins. The applicant should refer to MCC's guidance at

http://www.manchester.gov.uk/downloads/download/6048/waste_management_strategy and also note that the proposed development constitutes low-rise and therefore each resident is entitled to a bin of each type.

CLAND Watching Brief advisory:

In the event that ground and/or groundwater contamination and/or ground gas are encountered on the site before the development is occupied, the developer is advised to cease works and contact Environment On Call on 0161 234 5004 or email contact@manchester.gov.uk for advice on how to proceed.

Highway Services

The site is considered to be suitably accessible by sustainable modes and is in close proximity to a range of public transport facilities.

Given its previous use it is anticipated that the proposals are unlikely to generate a

significant increase in the level of vehicular trips therefore they do not raise any network capacity concerns.

Eight parking spaces are being provided to a rear tarmacked forecourt and one accessible space is proposed to the front. Whilst this quantum of parking and arrangement is acceptable in principle, we seek confirmation that the bays sizes accord with MCC minimum requirements which is 2.4 x 4.8m for a standard bay and 3.6 x 6m for an accessible bay.

In addition, electric vehicle (EV) provision is required for 20% of the bays (2 no) with a minimum 7kW charging capability with the remaining bays provisioned with infrastructure (ducting/cabling) to allow for future conversion. Confirmation is required that this will be provided.

The existing vehicle access to the eastern side of the property has a 3 metre running lane and provides access to the rear for parking.

With regard to pedestrian access, it would appear from the submitted drawings that an external platform lift is proposed to the main front pedestrian entrance.

Both the vehicle and pedestrian access arrangements are acceptable to Highways.

Cycle parking provision is shown on the plans to the western side of the development for 12 spaces and this is acceptable to us.

With regard to waste management, clarification is sought as to the bin provision and storage arrangement. The plans indicate that 1,100L bins are being provided within a bin store to the front forecourt (which is acceptable to us) whilst the waste proforma suggests individual bins for each household. In the absence of any waste collection information, it is assumed that this will take place from Range Road which is acceptable to Highways. Should the planning application be approved it is recommended that a Construction Management Plan be conditioned which shall include, where appropriate the following details:

- o The routing of construction traffic;
- o Detail the vehicular activity associated with the construction including appropriate swept-path assessment;
- o Details of the location and arrangements for contractor parking;
- o The identification of the vehicular access points into the site;
- o Identify measures to control dust and mud including on the surrounding public highway including: details of how the wheels of contractor's vehicles are to be cleaned during the construction period;
- o The details of an emergency telephone contact number for the site contractor to be displayed in a publicly accessible location;
- o For large schemes a highway dilapidation survey including photographs and commentary on the condition of carriageway/footways on construction vehicle routes surrounding the site.

The applicant is advised that any requirements for licensing, hoarding / scaffolding, building maintenance and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highways Applications and Network Resilience teams via Contact Manchester (Tel. 0161 234 5004).

Suggested Planning Condition(s): -

1. Construction Management Plan.

Policy

The following policies of the development plan are material to the proposal:

Core Strategy

Policy DM1 seeks to protect the amenity of an area from the adverse impact of development.

Policy SP1 sets down the spatial principles that will guide development including the creation of neighbourhoods of choice.

Policy EN3 seeks to protect the city's heritage assets from the adverse impact of development.

Unitary Development Plan

Policy DC1 sets down the criteria to be considered in determining applications for residential extensions, it also applies to flats. The policy as well as accepting the need to extend a property to meet changing needs also seeks to protect the amenity of neighbours and the wider area.

Policy DC18 requires new developments to preserve or enhance the conservation area.

National Planning Policy Framework (2019)

Chapter 16 sets out the government's intentions for local planning authorities towards Conserving and Enhancing the Historic Environment.

Paragraph 184 says these assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Paragraph 185 refers to the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

Paragraph 192 says that in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 says 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 196 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 viability.

Issues

Principle

The site has long been in use as a nursery but is in a residential area where many of the larger villas have been sub-divided into flats.

The building is of a substantial size as it includes a basement and accommodation on the third floor.

The proposed extension would increase the footprint and the bulk of the property at the rear, as well as introducing parking, bin storage and a platform lift on the front curtilage.

Whilst the proposal is for a residential use, it is considered that there are issues with the scheme which makes the principle of the development unacceptable.

Siting

Development to extend the property is sited to come off part of the western side and the full width of the rear of the building, over 3-storeys.

Part of the development infills on the western side of the building which would entail the loss of some of the gap on this side. As houses in the conservation area are in part characterised by the sense of space between properties, the development has not demonstrated how the siting of the proposal preserves or enhances this characteristic. The effect of the side and rearward development would have greater prominence in the conservation area given the open view of the site at its location facing the junction with Alness Road to the south, and the space between the site and No.20 to the west. It is considered that development would harm the appearance of the building in the conservation area.



Height, Scale and Mass

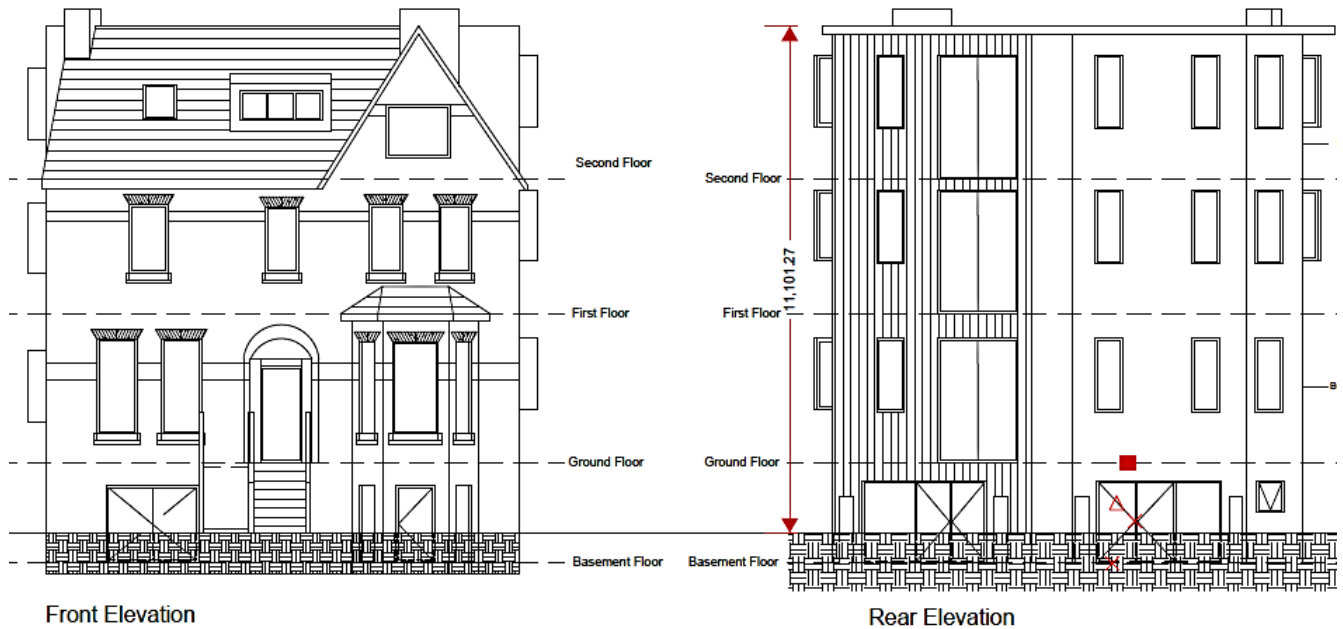
The proposed extension comes off the rear elevation by 6 metres over 3-storeys and has a width of 10.283 metres across the rear elevation. Saved UDP policy DC1 permits rear extensions of 3.65 metres as a guide, whilst a sustainable design would result in development that was proportionate to the scale of the original.

As the depth of extension is considerably in excess of policy DC1 and the height takes the new build up to the level of the original ridge at 9.575 metres (11.101 metres from lower ground), the combined effect results in a mass of development that significantly enlarges the scale of the property to a disproportionate and uncomfortable extent. On this basis, the proposal is considered to be an over-development of the site, contrary to saved UDP policy DC1 and to Core Strategy policies SP1 and DM1.

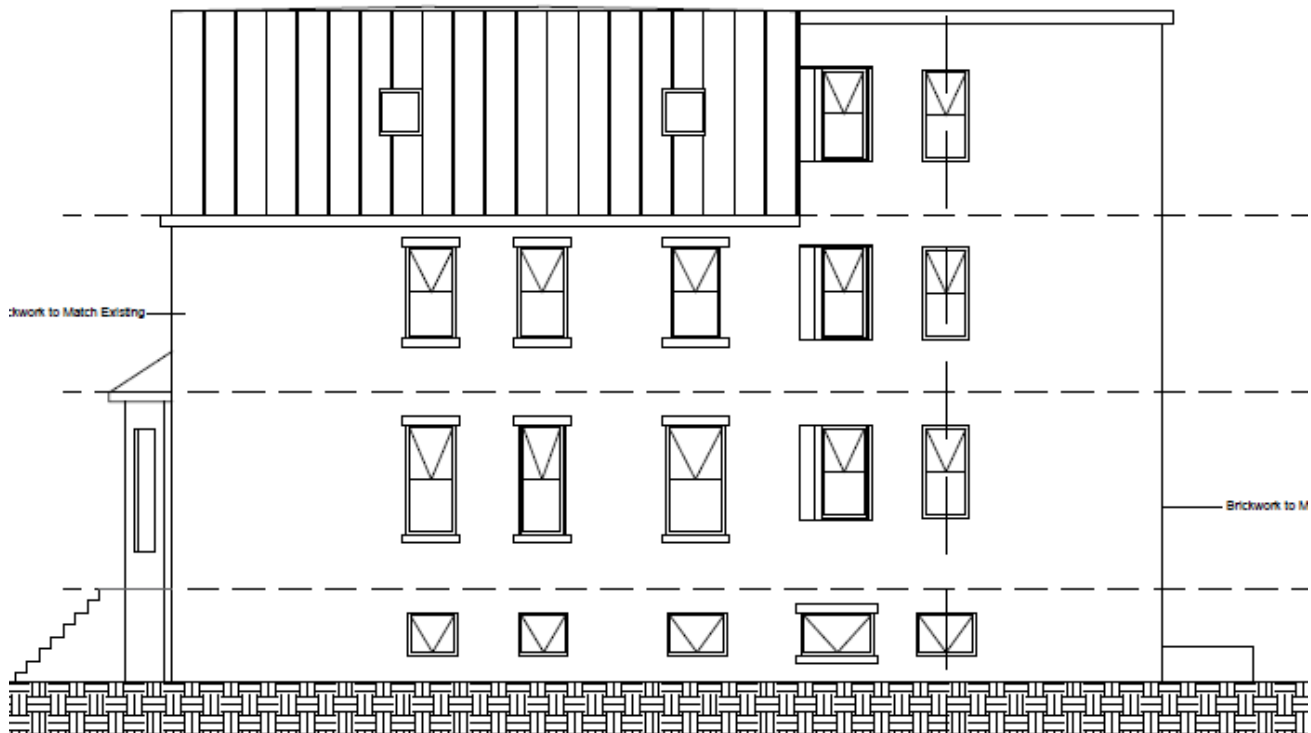
Design

The design is neither a pastiche of the original dwelling nor a high-quality modern interpretation and therefore establishes a poor relationship between the original and extended buildings.

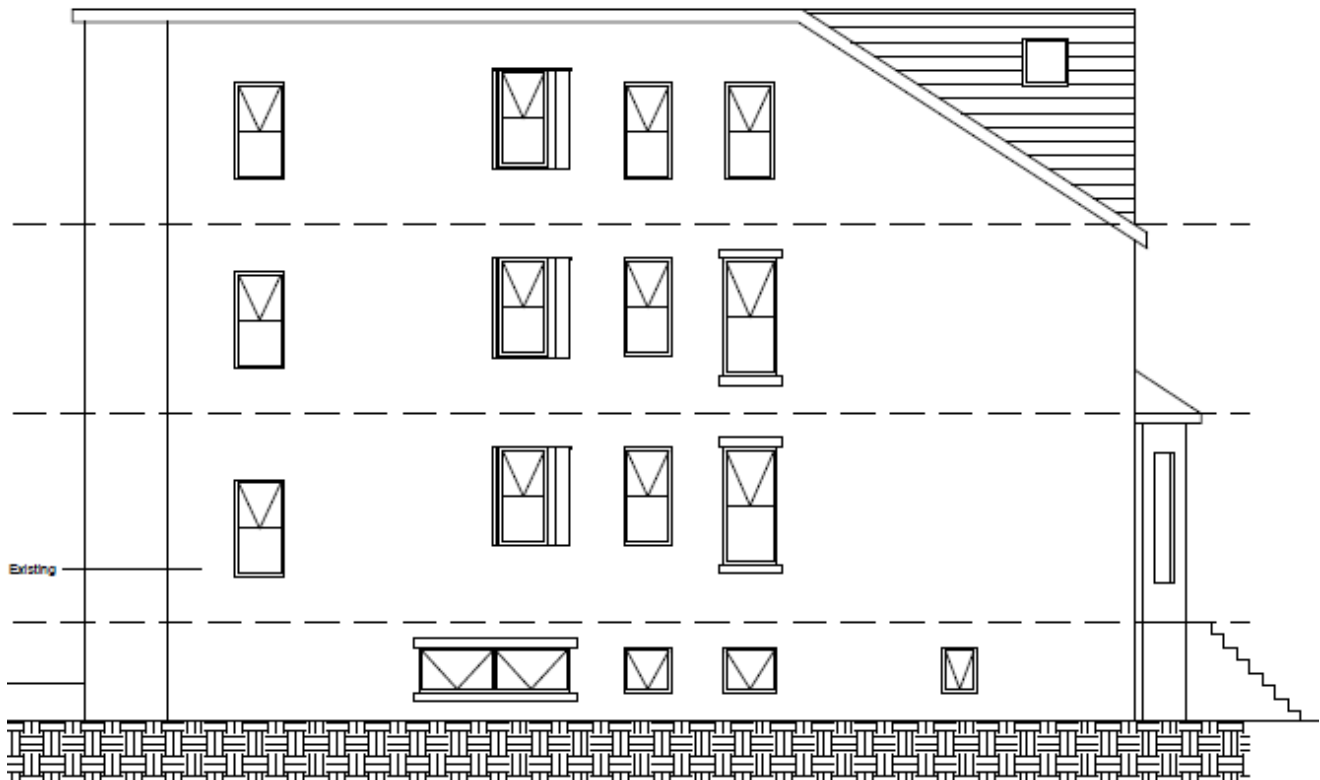
The proposal is a rectangular block which extends vertically over 4-storeys (including the basement). The second floor would be built up off the ridge of the cross-gable and extends across to infill the slope of the rear roof plane with a flat roof box structure on top of brick elevations; the whole of this development masking the original plan form, without relief.



Windows would protrude beyond the side elevation over 3-storeys on each side which would appear incongruous and which don't have any horizontal agreement with original window apertures on the front elevation.



The simple arrangement of the gable ends, and their roof profiles would be lost by the proposed development that infills the roof, losing all sense that the property was designed as a residential dwelling. Additionally, the plethora of windows introduced on each side elevation would further undermine the intentional design of the front elevation having prominence in the street scene.



Layout

The layout in this proposal seeks to accommodate the amenity needs of occupiers by introducing 8no. parking spaces along the western boundary of the rear garden which would be mostly laid to tarmac. The exception to this is a 49m² token area green space in the top north-western corner which surrounds a large tree.

A disabled parking space and 3no.1100L Eurobins are proposed to be sited on the front curtilage forward of a lightwell. A platform lift is also proposed, and a further lightwell which would be introduced under the bay window to the right of the front door.

Whilst the level of parking provides more than 100% provision, the arrangement, including the almost total loss of garden space at the front and rear and in the absence of private balconies, together with the siting of bins on the front elevation, represents an unacceptable form of development that fails to adequately provide private external amenity space.

Treatment of the front curtilage would result in an imbalance of hard to soft landscaping with no softening of the hard and uncharacteristic boundary. This would therefore harm the appearance of the building in the conservation area.

Residential amenity

The proposed windows in the extension principally look towards the side elevations, gardens or parking areas of the properties on either side. There are small secondary windows on these properties, and towards the properties on Acorn Drive at the rear. Sufficient gaps to properties at the rear would be maintained as the rear garden is long. As such, there would be no significant loss of privacy.

The creation of 6no. 2-bed flats on the site will introduce a level of activity due to the comings and goings of future occupiers and their visitors. However, as the site has previously had consent to operate as a 60-child nursery, the level of activity to and from the site is not likely to be substantially different.

Introducing parking spaces on the rear boundary adjacent to No.20, broadly follows the pattern of rear parking in these large converted houses and takes parking off the front elevation which would not be acceptable. Notwithstanding this, fewer parking spaces associated with a smaller scheme would have less impact.

Consideration must also be given to the need to store bins off the front elevation which will likely result in bins being stored at the side and rear. The amenity impacts of this are not likely to be significant but in its present form, storing bins at the front would harm the amenity of future occupiers who would have bins in close proximity to their windows giving rise to noise and odours that would lead to a loss of amenity.

Impact on the conservation area

Gardens, boundary treatments and the spaces between buildings are an identified characteristic contributing to the significance of the Whalley Range conservation area. Whilst these are large properties, they do not occupy particularly large sites and the proposed extension would substantially reduce the space between the application property and No.20, the adjacent property to the west.

It is considered that this infilling of the space on the west towards the boundary with No.20, and the 6-metre deep and 3-storey high rear extension would cause less than substantial harm. However, it represents a form of development that would harm the character of the conservation area and is not outweighed by the provision of 6no. flats and an insensitive layout of amenity space.

Space standards

The proposal provides 2-bedroom accommodation over 3 floors which are between 62 and 65m². This is in line with the Nationally Described Space Standards and is therefore acceptable in this regard. However, it is noted that the space can only be achieved to provide 6no. flats by the over-development of the site extending to 6-metres at the rear over all storeys.

Parking

The provision of one space per dwelling is in line with the Council's current practice. As a corner plot with no on street parking restrictions there is also ample space to park on street.

Refuse

The refuse storage arrangements have been queried by the EHO as there is a discrepancy between the waste provision shown on the site plan and on the submitted waste proforma.

As the development is considered to be 'low rise' for assessment by the EHO, individual bins for each flat would be needed, or a management scheme in place for the manoeuvre of any 1100L Eurobins as residents cannot be expected to move these for collection.

Notwithstanding this, the overriding concern is with the provision of bins at the front of the property which would not be acceptable given the prominent location and the detrimental impact on the character of the property and the wider conservation area, together with the loss of amenity for future occupiers as noted above.

Habitat

The areas affected by the proposed development are largely hard surfaced and therefore more likely to be routes rather than habitat, and following development it would still be possible for wildlife to transit the site.

Trees

None of the trees on the site are affected by the proposal.

Conclusion

The proposal represents a substantial and inappropriate form of development to a non-designated heritage asset within the Whalley Range Conservation Area.

The siting, height, scale, design and massing would not result in development that is subservient to the original property, being an over-development of the site and harming the character of the building and the wider conservation area. As such, the proposal does not represent a sustainable form of development and would not achieve the policy objective of preserving and enhancing heritage assets. The proposal is therefore contrary to saved UDP policies DC1 and DC18.1, Core Strategy policies SP1, DM1 and EN3 and to the general provisions of Chapter 16 of the NPPF and is recommended for refusal.

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 in making its decision has had due regard to paragraph 47 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has refused the application for the reasons outlined in the delegated report. The proposal represents a poorly conceived design in relation to the host building and wider conservation area. As such, it is not a sustainable form of development as required by current and saved policies of the development plan. The agent was advised of the Council's recommendation prior to issuing the decision and the unavailability of any conditions which could overcome the Council's concerns in this instance.

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

1) Due to its design, scale and massing, the proposal would result in an overly dominant and visually obtrusive feature, to the detriment of the general character of the property and the character and appearance of the Whalley Range Conservation Area, contrary to Policies SP1 and DM1 and E3 of the Core Strategy and Saved Policies DC1.1, DC1.2 and DC18.1 of the Unitary Development Plan.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
Range Road Residents Group
Whalley Range Forum
Whalley Range Conservation Area Group

13 Range Road, Whalley Range, Manchester, M16 8FS
15 Deerpark Road, Manchester, M16 8FR
13 Range Road, Manchester, M16 8FS
21 Range Rd, Whalley Range, Manchester, M16 8FS
27 Mayfield Road, Whalley Range, Manchester, M16 8FU
24 Range Road, Manchester, M16 8ES
33 Msyfield Rd, Whalley Range, Manchester, M16 8FU
13 Range Road, Manchester, M16 8FS
33 Mayfield Road, Whalley Range, Manchester, M16 8FU
Flat 4, 20 Range Road, Manchester, M16 8ES
Flat 2, Somerset House, 15 Range Road, Manchester, M16 8FS
Flat 4, 20 Range Road, Manchester, M16 8ES
11 Range Road, Manchester, M16 8FS
CHURCH OF ST. PIUS X, Deerpark Road, Manchester, M16 8FR
Flat 5, 20 Range Road, Manchester, M16 8ES
Flat 3, 20 Range Road, Manchester, M16 8ES
Flat 2, 20 Range Road, Manchester, M16 8ES
Flat 1, 20 Range Road, Manchester, M16 8ES
Flat 4, 4 Alness Road, Manchester, M16 8ET
Flat 5, 4 Alness Road, Manchester, M16 8ET
Flat 1, 2 Alness Road, Manchester, M16 8ET
Flat 4, 2 Alness Road, Manchester, M16 8ET
Flat 3, 2 Alness Road, Manchester, M16 8ET
Flat 2, 2 Alness Road, Manchester, M16 8ET
Flat 8, Somerset House, 1 Alness Road, Manchester, M16 8ET
Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
14 Arcon Drive, Manchester, M16 8FZ
11 Arcon Drive, Manchester, M16 8FZ
8 Arcon Drive, Manchester, M16 8FZ
4 Arcon Drive, Manchester, M16 8FZ
1 Arcon Drive, Manchester, M16 8FZ
Flat 8, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 6, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 4, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 12, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 10, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 9, Somerset House, 1 Alness Road, Manchester, M16 8ET
Flat 6, Somerset House, 1 Alness Road, Manchester, M16 8ET
Flat 5, Somerset House, 1 Alness Road, Manchester, M16 8ET
Flat 3, Somerset House, 1 Alness Road, Manchester, M16 8ET
Flat 3, 4 Alness Road, Manchester, M16 8ET
15 Arcon Drive, Manchester, M16 8FZ
Flat 2, 4 Alness Road, Manchester, M16 8ET
Flat 1, 4 Alness Road, Manchester, M16 8ET

16 Arcon Drive, Manchester, M16 8FZ
13 Arcon Drive, Manchester, M16 8FZ
12 Arcon Drive, Manchester, M16 8FZ
10 Arcon Drive, Manchester, M16 8FZ
9 Arcon Drive, Manchester, M16 8FZ
7 Arcon Drive, Manchester, M16 8FZ
6 Arcon Drive, Manchester, M16 8FZ
5 Arcon Drive, Manchester, M16 8FZ
3 Arcon Drive, Manchester, M16 8FZ
2 Arcon Drive, Manchester, M16 8FZ
Flat 9, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 7, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 5, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 3, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 2, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 11, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 1, Nelson Mandela Court, 16 Range Road, Manchester, M16 8FY
Flat 7, Somerset House, 15 Range Road, Manchester, M16 8FS
Flat 4, Somerset House, 15 Range Road, Manchester, M16 8FS
Flat 1, Somerset House, 15 Range Road, Manchester, M16 8FS

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
Conservation Area - Whalley Range Conservation Area 1992
Flood Zones Type 2 (low to medium risk) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: SOUTH