

Planning

Growth & Development

Delegated officer report for planning application

Application no. 140664/FH/2024
Date registered valid: 17 August 2024
Proposal: Erection of a part first and part two storey infill extension to the rear
Address: 11 Holyrood Street, Manchester, M40 1QP
Ward(s): Miles Platting & Newton Heath Ward

Applicant: Mr Mike Shepherd
Agent (if any): Mr Hasnaat Saeed
Case officer: Ellie Knowles
Tel: 0161 219 6633
Email: ellie.knowles@manchester.gov.uk

Recommendation: Refuse
Date of recommendation: 21 October 2024

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 20 September 2024

Standard consultations:

Printed: 14 October 2024 Expired: 21 October 2024

Neighbour notifications

Printed: 27 August 2024 Expired: 17 September 2024

Site notice

Posted: 20 September 2024 Expired: 11 October 2024

Press advert

Published: 3 September 2024 Expired: 24 September 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site under consideration is located within the Graver Lane Conservation Area. The collection of buildings at 11 Holyrood Road date back to around 1860s/70s, constructed as a cottage with ancillary outbuildings, including stables, at the back. The structures, on account of their traditional construction and layout, are representative of the agricultural origins of the area, and its development in the Victorian period, with the site making an important contribution to the distinctive character and sense of place of the Conservation Area – unique as an early example of an early mixed use development on a primarily residential street. The main dwellinghouse, Hope College, named after the street, first constructed as Hope Street, and renamed Holyrood Street in the post-war period, is the building on site of main significance, with form, construction and detailing reflective of its date and type.

There is no planning history for the site. This is despite recent development, some of which has been undertaken without the necessary permission(s), including the rebuilding of the outbuilding to rear, erection of a single storey link extension with dormer window and a new front boundary fence/gates besides 11 Holyrood Street.



Fig.1 – Public view of application site from Holyrood Street facing north west



Fig.2 – Public view of application site from Holyrood Street facing north east

Listed building: Not applicable

Conservation area: Graver Lane Conservation Area 2005

Tree Preservation Order: Protected by virtue of location in Conservation Area

Description of area

The Conservation Area, based on Graver Lane and Windsor Road is almost entirely in residential use, with individual houses dating back to the 1860s and 1870s and terraces of

houses constructed in the 1890s. The area is located on the eastern side of the City and on the boundary with both Oldham and Tameside

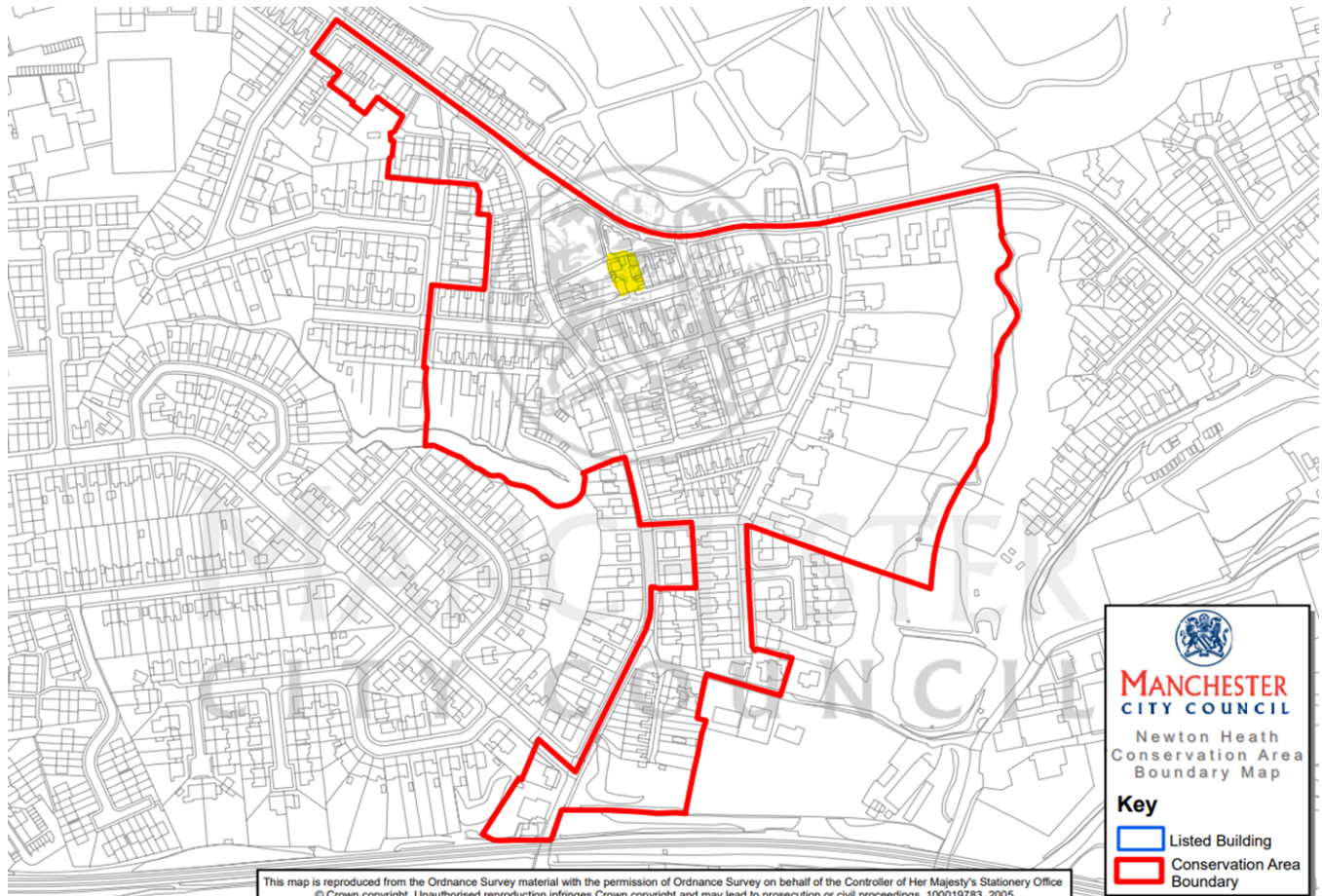


Fig.3 – Location of application site (yellow) within the Graver Lane Conservation Area

Description of development

The proposal is for a part single storey, part two storey extension at the rear of 11 Holyrood Road, to connect the 19th century dwellinghouse with the recently rebuilt two storey outbuilding to rear of the site.

The proposal has been revised once from the initially submitted scheme, to include matching construction materials and pitched room form.

The proposed brick built two storey extension would comprise a shall pitched roof finished in slate tiles, measuring 6m in total ridge height and 5.3m to the eaves. This element would sit flush with the original western side elevation application property fronting Holyrood Street and project 800mm beyond the original side eastern elevation. Fenestration is proposed in the eastern facing side elevation at both floor levels, in the form of large UPVC windows at first floor and similar UPVC doors at ground floor. Five rooflights are proposed in the extension roof.

The proposed single storey element would comprise matching materials (brickwork and slate roof tiles) and a lean to roof form, sited along the shared western boundary. This extension would contain a single access door to the front elevation only.

On the basis of the submitted revised plans, the proposal would create an open plan kitchen/dining room, utility room and WC at ground floor and garden/day room and a shower room at first floor level.

Consultations & Notification Responses

Local responses

None

Consultee responses

Environmental Health – No Objections.

History of negotiations

The planning officer notified the agent of significant planning concerns relating to visual amenity impacts, which would warrant a refusal, including:

- Inappropriate materiality in CA
- Unauthorised metal front gates and associated visual harm
- Loss of original outrigger extension
- Inaccuracy of submitted plans (demolition & uses of other curtilage buildings within applicant's ownership)
- Poor design of proposed extension in relation to host property and CA (scale, materials, detailing)
- Lack of clarity on specified construction design details
- Two storey flat roof not acceptable in principle

The planning officer stated that the agent could submit a revised proposal, which a determination would then be based on. The agent submitted revised plans on 03/10/2024.

The revised proposal was not considered to sufficiently address initial visual amenity concerns, as such the application was determined accordingly.

Local Planning Policies

Places for Everyone (2022-2039) – Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

The PfE Plan and its policies are now a material planning consideration in the determination of planning applications. The PfE Plan and its policies must therefore be given full weight in the planning balance.

Manchester Core Strategy Development Plan Document (2012-2027) - The Core Strategy was adopted on the 11 July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan. Parts of the policies have been superseded by the Places for Everyone Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant **Places for Everyone** policies for this application are as follows:

JP-P1 – Sustainable Places

JP-P2 – Heritage

The relevant **Core Strategy** policies for this application are as follows:

DM 1 – Development Management

SP 1 – Spatial Principles (partially superseded by PfE)

EN 3 – Heritage (partially superseded by PfE)

The relevant saved **UDP** policies for this application are:

DC1– Residential Extensions

DC18 – Conservation Areas

The relevant supplementary planning guidance documents for this application are:

- The Guide to Development in Manchester SPD

A relevant material consideration is also:

- Manchester Residential Quality Guidance March 2017 (Manchester's Emerging Space Standards)

National Planning Policy Framework

The NPPF (2023) sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt. Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors. The Local Planning Authority consider the following sections relevant to this proposal.

- Section 2 – Achieving sustainable development
- Section 12 – Achieving well-designed places
- Section 16 – Conserving and enhancing the historic environment

Issues

Principle of development:

The proposed development is a part two storey, part single storey rear infill extension to a residential dwelling. The principle of the proposal is unacceptable as it would create adverse visual implications for the host property, 11 Holyrood Street and wider Conservation Area setting, due to the siting, scale and appearance of proposed extensions. Amended drawings were received, however these did not sufficiently address initial visual amenity concerns.

Impact on visual amenity of the Conservation Area and the streetscene:

The proposal is for a part single storey, part two storey infill extension at the rear of 11 Holyrood Road, to connect the 19th century dwellinghouse with the recently rebuilt two storey outbuilding to rear of the site.

The proposal has been revised to now include a shallow dual-pitched roof, masonry detailing around fenestration and matching materiality (brickwork and slate roof tiles) following initial concerns expressed.

The proposal has been accompanied by a heritage statement, however this document is not considered to meet the requirement of paragraph 200 of the NPPF. The statement fails to outline the contribution the application property, a 19th century original dwellinghouse, makes to the Graver Lane conservation area. In addition doesn't set out how the proposed extension, on account of its scale, form and appearance would preserve or enhance the built character of Newton Heath Conservation Area and create a well-designed and high-quality new development well integrated into its context.

The proposal includes the demolition of the existing two-storey outrigger to rear and single storey link element, which appears original to 11 Holyrood Road. Thus, its demolition which is now retrospective, as viewed on site September 2024, would cause a degree of harm to the Conservation Area. Although this harm would constitute as less than substantial in NPPF terms, it would nonetheless be material. This adverse impact has not been acknowledged in the submitted heritage statement, which fails to identify the interest of the site and its historic built environment, despite the application sites contribution to the Conservation Areas special significance.

In the absence of any evidence of need submitted in support of the proposal, the harm has not been clearly or convincingly justified or outweighed by public benefit, failing to show compliance with paragraphs 206 and 208 of the NPPF.

The proposed two storey rear extension is not considered to afford architectural merit and poorly relates to the existing properties of historic interest on site. The proposal fails to reflect and compliment the original proportions and features of 11 Holyrood Street. Furthermore, the depth of the proposed two storey element is considered excessive in this context, as it would fully erode the existing characterful space between 11 Holyrood Street and the rebuilt outbuilding to the rear, which existing spatial relationship is considered to illustrate a historic pattern of built form in the Conservation Area. In addition, the proposal would subsume the front elevation of the rear outbuilding, creating a proliferation of poorly related connecting buildings on site, which would appear with misaligned roof pitches, eaves and ridge levels, further exacerbating visual harm. It is acknowledged that the proposed development would be highly visible from public vantage points from Holyrood Street, as shown in figures 1 and 2.

Whilst not applied for in this application, visual amenity concern has been raised with regards to the existing unauthorised metal gate/boundary erected along the boundary fronting Holyrood Street.

Due to the historic interest of the outrigger extension (now removed), and its contribution to and compatibility with the main portion of the dwellinghouse at 11 Holyrood Street in its construction, materials and form, this former extension (notably scale and form) is considered to form the basis of acceptability of a two storey rear extension on this property. Any future development should enhance the character and appearance of the Conservation Area, which would be reflective of this element and retain space at first floor between existing properties.

As such, the proposal as discussed above, would create an incongruous and unsympathetic addition to 11 Holyrood Street, which would fail to preserve or enhance the built character of Graver Lane Conservation Area, therefore is considered contrary to policies SP1, EN3 of the Core Strategy, Policies JP-P1 and JP-P2 of the Places for Everyone, saved UDP Policy 18.1 and the guidance within Sections 12 and 16 of the NPPF.

Impact on residential amenity:

Due to the location of proposed rear extensions set sufficiently away from nearest neighbouring properties, 3-7 Graver Lane, sited due west, there are no concerns relating to overdominance or overshadowing to these neighbouring properties.

With regards to impacts upon residential properties due east, 17-25 Holyrood Street, the proposal would retain approximately 11m to the side boundary and would be partially screened by existing single storey buildings along this shared boundary, therefore no concerns relating to overdominance or overshadowing are considered.

The proposed rear extensions will afford outlook across the hosts own inner courtyard area and as such raises no concern with the loss of privacy over and above existing.

Highways:

The proposed development would not interfere with the existing parking provision within the curtilage of the site, off street, as such is considered acceptable in this regard.

Other matters:

Trees

There are existing mature trees present within the rear gardens of 3-7 Graver Lane. Given the setting within the Graver Lane Conservation Area, these trees are protected due to their location and must be protected accordingly. The submitted plans do not show these trees on plan and the application has not been accompanied by an Arboricultural Impact Assessment (AIA) and Method Statement which would be required to assess the potential impact of the proposal on these protected trees. Notwithstanding this concern, this could be conditioned.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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

Officers have communicated their concerns about this proposal to the applicant during the course of the planning application, but these concerns cannot be overcome by the submission of a revised proposal. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

Reasons for recommendation to refuse

The erection of a part two storey, part single storey infill extension to the rear of 11 Holyrood Street, by virtue of the siting, scale and appearance of the extensions, would result in an incongruous and unsympathetic two storey addition to the existing properties which would fail to preserve their character and appearance to the original dwelling. The proposal would give rise to the erosion of characterful space between existing buildings on site, which would affect the existing pattern of built form and character of the collection of historic buildings on site and within the Conservation Area. The proposal would therefore result in a unduly harmful impact on visual amenity on the character of the host property and the Graver Lane Conservation Area, which is contrary to the provisions of policies SP1, DM1, EN1 and EN3 of the Manchester Core Strategy (2012), Policies JP-P1 and JP-P2 of the Places for Everyone (2024), saved UDP Policy 18.1 and the guidance within Sections 12 and 16 of the NPPF.

Appendix 1 – List of consultees & neighbours notified

Environmental Health

25 Holyrood Street, Manchester, M40 1QP
10 Holyrood Street, Manchester, M40 1QP
21 Holyrood Street, Manchester, M40 1QP
20 Holyrood Street, Manchester, M40 1QP
65 Hulmes Road, Manchester, M40 1GL
18 Holyrood Street, Manchester, M40 1QP
14 Holyrood Street, Manchester, M40 1QP
4 Holyrood Street, Manchester, M40 1QP
23 Holyrood Street, Manchester, M40 1QP
2 Holyrood Street, Manchester, M40 1QP
19 Holyrood Street, Manchester, M40 1QP
17 Holyrood Street, Manchester, M40 1QP
16 Holyrood Street, Manchester, M40 1QP
12 Holyrood Street, Manchester, M40 1QP
7 Graver Lane, Manchester, M40 1GL
3 Graver Lane, Manchester, M40 1GL
5 Graver Lane, Manchester, M40 1GL

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
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: NORTH AREA