MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	140579/FH/2024
Date registered valid:	23 July 2024
Proposal:	External step lift to front.
Address:	6 Fraser Road, Manchester, M8 4HH
Ward(s):	Crumpsall Ward
Applicant:	Mr Haris Aslam
Agent (if any):	Mr Carl Bennett, Manchester City Council (Manchester Equipment & Adaptations)
Case officer:	Katie Raw Tel: 0161 234 4164 Email: katie.raw@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	**17 September 2024**

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 23 August 2024

Standard consultations:
No consultations have been printed and sent.

Neighbour notifications
Printed: 5 August 2024 Expired: 27 August 2024

Site notice
Posted: 23 August 2024 Expired: 14 September 2024

Press advert
Published: 13 August 2024 Expired: 3 September 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Crumpsall Lane Conservation Area 2004

Tree Preservation Order: No

The application site relates to 6 Fraser Road within the north Manchester ward of Crumpsall. The application site relates to a mid-terraced Victorian style two storey dwellinghouse constructed with a cream coloured render finish and is characterised by a large ground floor bay window. Amenity space to the front of the property takes the form of a paved area bounded by a brick wall with white railings and brick steps lead up to the front entrance. A disabled on street parking space is marked outside the applicant site. The property benefits from further amenity space to the rear.

Description of area

The surrounding area is residential in nature but consists of a range of property types including more modern accommodation to the west of the applicant site, large late Victorian/ Edwardian villa style properties further west and a new build housing development to the south of the applicant site accessed from Copeland Close.

The property sits within the Crumpsall Lane Conservation Area.

Description of development

The submitted application seeks planning permission for an external step lift to front.

The step lift to be installed would be a Pollocks Classic 800W Independence 1 Metre Step Lift with 3 Bridging Steps and would be of the following specification:
•Aluminium platform 800 x 1400mm with on-board ramp and aluminium checker plate flooring.
•Steel false wall panel. This is to be 50mm deep x 1800mm tall x 2600mm long. This is to remove trapping hazards of the boundary fence to right hand side of lift position. This shall be fitted tight to the brickwork at lower level. Side panel next to the lift shall be smooth and coloured black.
•Stainless steel handrails with Polycarbonate infill panels.
•Scissor frames and bellows coloured black (rise 865mm).
•3 x Step bridge unit with base handrails.
•Aluminium post for lower call station coloured grey.
•Upper and lower call stations coloured grey (keyed).

In addition, the front step providing access into the front yard would be lowered to provide level access and hardstanding would be installed to allow the step lift to sit on. This would involve:
•Excavate existing steps and section of blockwork and form new small plinth set to the same height as the internal hallway flooring. This is to be the same width of 1100mm x 350mm deep, so it finishes slightly proud of the house brickwork. This is to be brick and flag and is to be tied into the existing brickwork of the house. There is a blocked up and unused coal chute that runs under the steps. This may need making good once existing steps are removed.
•Excavate section of the client blockwork yard to form level access for lift position and access. This is to be excavated down to the same level as the public footpath and is to be 1650mm wide x 4590mm long. Once excavated lay solid concrete base which is to be 1650mm wide x 4590mm long x 100mm deep minimum. The section that meets the public footpath is to be graded to meet the existing levels.
•Flag on end retainer to the side of excavated position to form step up to remaining levels of front yard area for access and maintenance.

Negotiations during the course of the Application

During the course of the application, the agent was asked to provide further information on the specification of the step lift to be used, and confirmation was provided for all materials and other works to take place during the course of the application.

Planning History

No planning history exists for this site.

Consultations & Notification Responses

Local Residents

Local residents were consulted and no responses were received.

Issues

POLICY

The National Planning Policy Framework (December 2023)

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
b) a social objective and
c) an environmental objective.

The following specific policies are considered to be particularly relevant to the proposed development:
i. Chapter 8. Promoting healthy and safe communities.
ii. Chapter 12. Achieving well-designed and beautiful places.
iii. Chapter 16. Conserving and enhancing the historic environment

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),
Policy SP1 (Spatial Principles),
Policy EN1 (Design Principles and Strategic Character Areas),
Policy EN3 (Heritage).

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.

DC1.5 The Council will consider on their merits exemptions to the above policies in the case of applications from disabled people who may require particular adaptations to their homes.

DC18.1 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.
c. Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.
d. Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.
e. Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

Reasons:-
The Council is to pursue the above policies to encourage and help ensure the protection, preservation and enhancement of its Conservation Areas, which are areas of special character representing the rise and development of the world's first industrial city. The protection of such areas helps stimulate local pride and encourages both tourism and further investment. The policy gives effect to the obligation placed on the Council by statue to give particular attention to the quality of developments within conservation areas, and reflects the general policy objectives set out in policy E3.8 in this plan.

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 CABE 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.

Of relevance are paragraph 2.7, paragraph 2.14 and paragraph 2.16.

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.

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

The following policies are relevant:
JP- S1- Sustainable development
JP-P2- Heritage

ISSUES

Principle of Development

The submitted development application is for the external step lift to front. This is considered acceptable in principle as many people prefer to alter homes rather than move, to meet the changing residential needs of families, including disabled access needs. However, consideration must be given to the proposal's appearance, impact on the visual amenity of the area and the Crumpsall Lane Conservation 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

The proposal would provide the applicant with level access into the property. The property already benefits from a on street marked disabled space and so the proposal would increase the quality of life for the resident. The proposal would be set in the context of the front amenity space and would be sited against the shared boundary with no.4 Fraser Road. Due to the nature of development, the proposal would not give rise to any loss of light or privacy implications. Although built form would be sited against the shared boundary with no.4 Fraser Road, the structure would be open in nature and given the neighbour benefits from further space to the rear, it is not considered the main amenity space for the neighbour’s use. As such, any harm caused to the neighbour is considered to be outweighed for the need for level access in this instance.

The proposal would be sited approximately 3.6 metres from the shared boundary with no.8 Fraser Road and due to the distance, the open nature and the high timber fencing dividing the two spaces, no adverse amenity implications in the form of creating an overbearing feature are considered to be caused as a result of the proposal.

Although the proposal would be visible from those surrounding properties and passersby, given the proposal would be sited approximately 2 metres from the front boundary of the site and would be viewed in the context of a residential street, it would not give rise to significant amenity implications.

Overall, it is not considered that the proposal would have an adverse impact upon residential or visual amenity, pursuant to Policy DC1 of the UDP, Core Strategy policies SP1 and DM1 and Places for Everyone policy JP-S1.

Design and Appearance

The step lift to be installed would be a Pollocks Classic 800W Independence 1 Metre Step Lift with 3 Bridging Steps and a detailed specification plus drawings were provided from the manufacturer for review. These materials are considered appropriate for the proposal and a materials condition has been attached to ensure the materials are adhered to, and the specification of the ramp is matched on site.

Plans make reference to a steel false wall panel to remove trapping hazards of the boundary fence to right hand side of lift position. This shall be fitted tight to the brickwork at lower level. It is noted on the submission that this would be painted black. This element of works plus handrails would be conditioned to be a black colouration within any approval granted. The colouration of the handrails (black) are considered appropriate and would be conditioned to ensure the colouration is in keeping with the character of the streetscene.

Given the current three steps to enter the property, the installation of a ramp would be considered inappropriate and would have to cover a large amount of the front amenity space to be able to provide the level access required. As such, the use of a step lift is considered an appropriate form of providing level access. As such, the step lift is considered appropriate in its size, setting and form, pursuant to Policy DC1.2 of the UDP. The proposal is considered appropriate for its setting and follows the advice of DDA2 at the same time as considering Building Regulations Part M. DDA2 offers a practical approach to inclusive design and ensures that the adaptations proposed are accessible in nature but relates to public buildings only.

The supporting works to be undertaken within this application including the lowering of the front step is considered necessary to ensure the proposal works well with the constraints of the existing front boundary of the site.

In short, the proposal is considered acceptable in terms of design and appearance and with the use of appropriate conditions given any approval granted ensures compliance with The National Planning Policy Framework; Core Strategy policies SP1, DM1, EN1, Saved Policy DC1 of the Unitary Development Plan and JP-S1 within Places for Everyone.

Impact to the Crumpsall Lane Conservation Area

The property sits within the Crumpsall Lane Conservation Area. The area developed at the turn of the 19th century as a residential suburb for the middle and upper classes, dominated by spacious late Victorian and Edwardian brick villas and terraces set at three-storeys in a verdant setting. These are constructed in high-quality traditional materials, including brickwork, stone, timber, slates and clay tiles.

The property sits in a part of the Conservation Area which is characterised by modern additions with a mix of property types. Whilst the applicant property relates to a typical mid-terraced two

storey dwellinghouse, properties directly to the west are newer in age as are the Mobin Building flats to the south west of the applicant site.

Policy EN3 of Manchester's Core Strategy requires 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 including conservation areas. Saved UDP Policy 18 considers the relationship of new structures to neighbouring buildings, in relation to conservation areas.

It is acknowledged that the insertion of a step lift within the front amenity space of the applicant property would be visible from several vantage points from within the Conservation Area. Given the front amenity space has a front boundary treatment with a decent level of visual permeability and has no soft landscaping, the front of the site is open to viewing. As such, the proposal would not be screened from Fraser Road. However, the step lift would be set back from the boundary treatment and considered a relatively small structure given the open nature of the proposal. Although the development is utilitarian in appearance, this is required to perform the function of the step lift. Further, it is noted the current streetscene with the two property types (older typical mid-terraced property to the east and hipped dark brick terrace with large single storey elements to the front to the west) is inherently mixed with a range of development and property types. As such, the installation of step lift for the benefit of the disabled resident is considered acceptable. The proposal would not involve the loss of any boundary treatment within the Conservation Area, pursuant to policy DC18 of the UDP. It is acknowledged that the property is not listed.

In light of the above and considering the needs of the applicant (under policy DC1.5 of the UDP), the proposal in this instance with the use of appropriate conditions within any approval granted is not considered to undermine the residential character of the Crumpsall Lane Conservation Area. 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.

In line with paragraph 202 of the NPPF, where less than substantial harm occurs, public benefits are required to mitigate against that harm. The character of this part of the conservation area contains recent and more modern additions and interventions, and the proposal would increase the quality of life for the resident.

Bin Storage

Bin storage would be unaffected by the proposal.

Car Parking

No change to parking provision would occur as a result of the proposal.

Conclusion

Overall, the proposed development does not create any significant impact in terms of visual or residential amenity. The design and appearance is considered acceptable to the character of the property, local area, and Conservation Area given the improvement it would bring for the applicant living at the property.

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 polices 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 and further information has been requested in relation to the scheme. Appropriate conditions would be attached to any approval granted.

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:

-Application Form, stamped as received by the City Council as Local Planning Authority on 23 July 2024.
-Drawing- Proposed- Front Elevation, numbered 1, stamped as received by the City Council as Local Planning Authority on 23 July 2024.
-Drawing- Proposed- Layout Plan, numbered 1, stamped as received by the City Council as Local Planning Authority on 23 July 2024.
-Drawing- Proposed- Side Elevation, numbered 1, stamped as received by the City Council as Local Planning Authority on 23 July 2024.
-Drawing- Proposed- Side Elevation, numbered 1, stamped as received by the City Council as Local Planning Authority on 2 September 2024.
-Drawing- Proposed- Pollock Working Drawing, stamped as received by the City Council as Local Planning Authority on 9 September 2024.
-Supporting Information- Materials to be Used, stamped as received by the City Council as Local Planning Authority on 9 September 2024.
-Drawing- Proposed- Side Elevation- Boundary Treatment Notes, numbered 1, stamped as received by the City Council as Local Planning Authority on 10 September 2024.

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 to be used throughout the proposal hereby permitted shall be implemented in accordance with the approved details as set out in ‘Drawing- Proposed- Pollock Working Drawing’ and ‘Supporting Information- Materials to be Used’, specified in Condition 2 of this approval.

Reason- In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with saved policies DC1 of the Unitary Development Plan for the City of Manchester, SP1 and DM1 of the Manchester Core Strategy and the requirements of the National Planning Policy Framework.

4) The proposed handrails and steel false wall panel to be used for the development shall be painted black.

Reason - To ensure that the colour and appearance of the proposed handrails and access ramp is in keeping with the surrounding area, pursuant to saved policies DC1 of the Unitary Development Plan for the City of Manchester and Policy DM1, SP1 and EN1 of Manchester's Local Development Framework: The Manchester Core Strategy Development Plan Document.

Appendix 1 – List of consultees & neighbours notified

1 Fraser Road, Manchester, M8 4HH
13 Fraser Road, Manchester, M8 4HH
15 Fraser Road, Manchester, M8 4HH
3 Fraser Road, Manchester, M8 4HH
2A Catherine Road, Manchester, M8 4HA
15 - 17 Middleton Road, Manchester, M8 5DT
Flat 2, 4 Fraser Road, Manchester, M8 4HH
Flat 1, 4 Fraser Road, Manchester, M8 4HH
2 Fraser Road, Manchester, M8 4HH
11 Middleton Road, Manchester, M8 5DT
13 Middleton Road, Manchester, M8 5DT
12 Fraser Road, Manchester, M8 4HH
8 Fraser Road, Manchester, M8 4HH
9 Middleton Road, Manchester, M8 5DT
7 Middleton Road, Manchester, M8 5DT
9 Fraser Road, Manchester, M8 4HH
7 Fraser Road, Manchester, M8 4HH
5 Fraser Road, Manchester, M8 4HH
11 Fraser Road, Manchester, M8 4HH
10 Fraser Road, Manchester, M8 4HH

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 - Crumpsall Lane Conservation Area 2004
Area Team Boundary - Name: NORTH AREA