



MANCHESTER
CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no. 140285/FO/2024

Date registered valid: 14 June 2024

Proposal: Conversion of existing basement to provide an additional apartment alongside alterations to the existing external fabric and roofscape to provide a new rear facing dormer and Juliet balconies

Address: 46 Goulden Road, Manchester, M20 4ZF

Ward(s): Old Moat Ward

Applicant: Mr D Lee Danray Property UK Ltd

Agent (if any): Alan Yarwood Planning People

Case officer: Joshua Lee
Tel: 0161 219 2851
Email: joshua.lee@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 17.07.2024

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 26/06/2024

Standard consultations:

Printed: 25 June 2024 Expired: 16 July 2024

Neighbour notifications

Printed: 25 June 2024 Expired: 16 July 2024

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

Proposal relates to a terraced converted dwellinghouse currently housing 4no flats over 3no floors. The property features an existing two storey rear outrigger. The property features a small front yard and a small rear yard with access via an alleyway from Hague Road.

Listed building: Not applicable

Conservation area: Not applicable

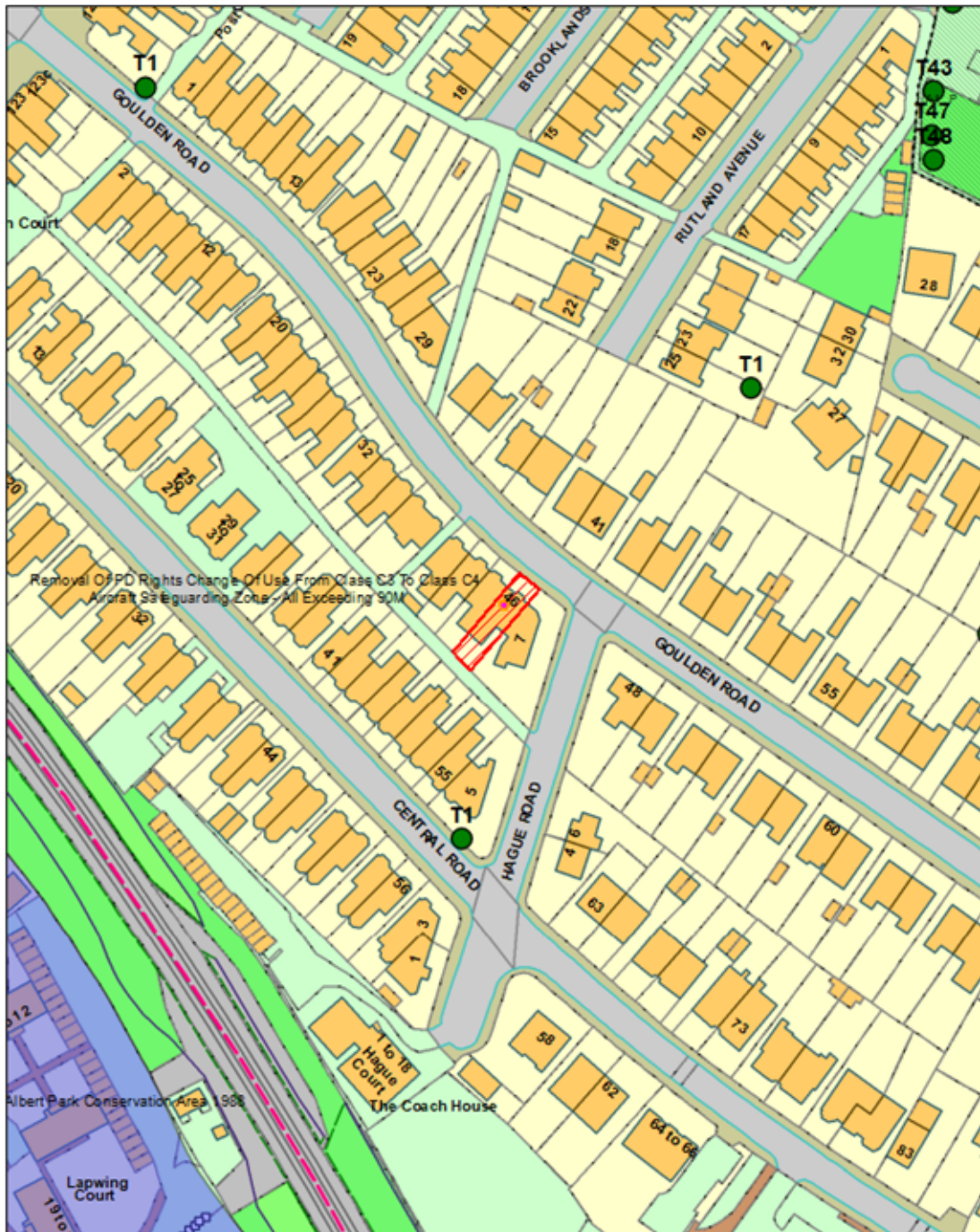
Tree Preservation Order: Not applicable



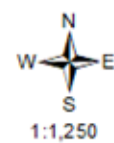
Figure 1. Street scene

Description of area

The property is located in a mostly residential part of the Old Moat ward of Manchester.



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Description of development

The applicant is proposing the conversion of existing basement to provide an additional apartment alongside alterations to the existing external fabric and roofscape to provide a new rear facing dormer and Juliet balconies.

Conversion of existing basement to provide an additional apartment.

The proposed basement would sit within the footprint of the existing building and provide a 1no bedroom flat with separate kitchen/living space. The new flat would be accessed internally from the shared front entrance. The existing rear basement entrance would be retained and a new front lightwell would be created.

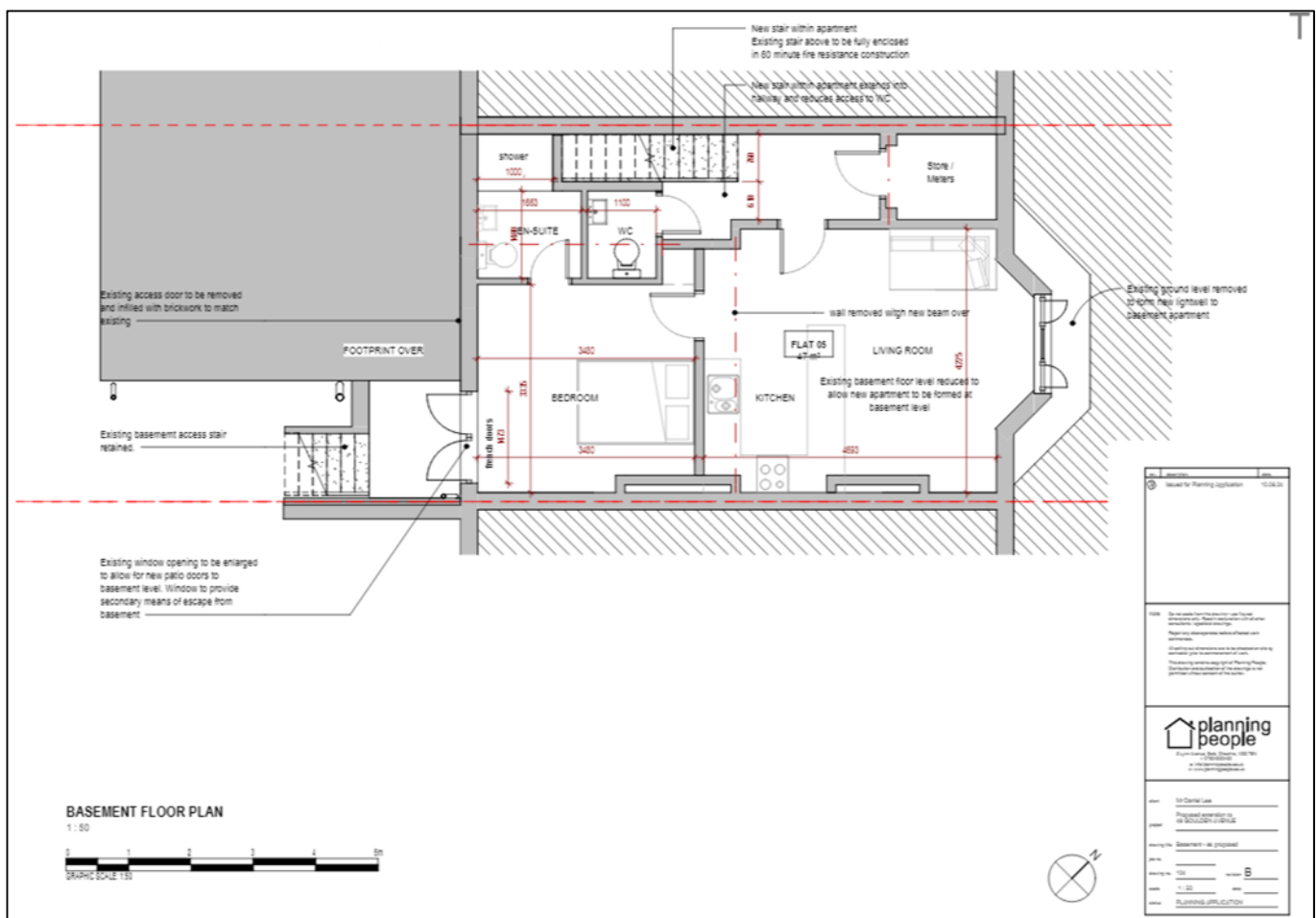


Figure 2. Proposed basement plan

Alterations to the existing external fabric and roofscape to provide a new rear facing dormer and Juliet balconies.

Aside from the new front lightwell the main front elevational change is the insert, a small rear integrated dormer would be added to the rear of the property to make room for a French door with Juliet balcony and additional window. An additional French door would be added at the basement level.

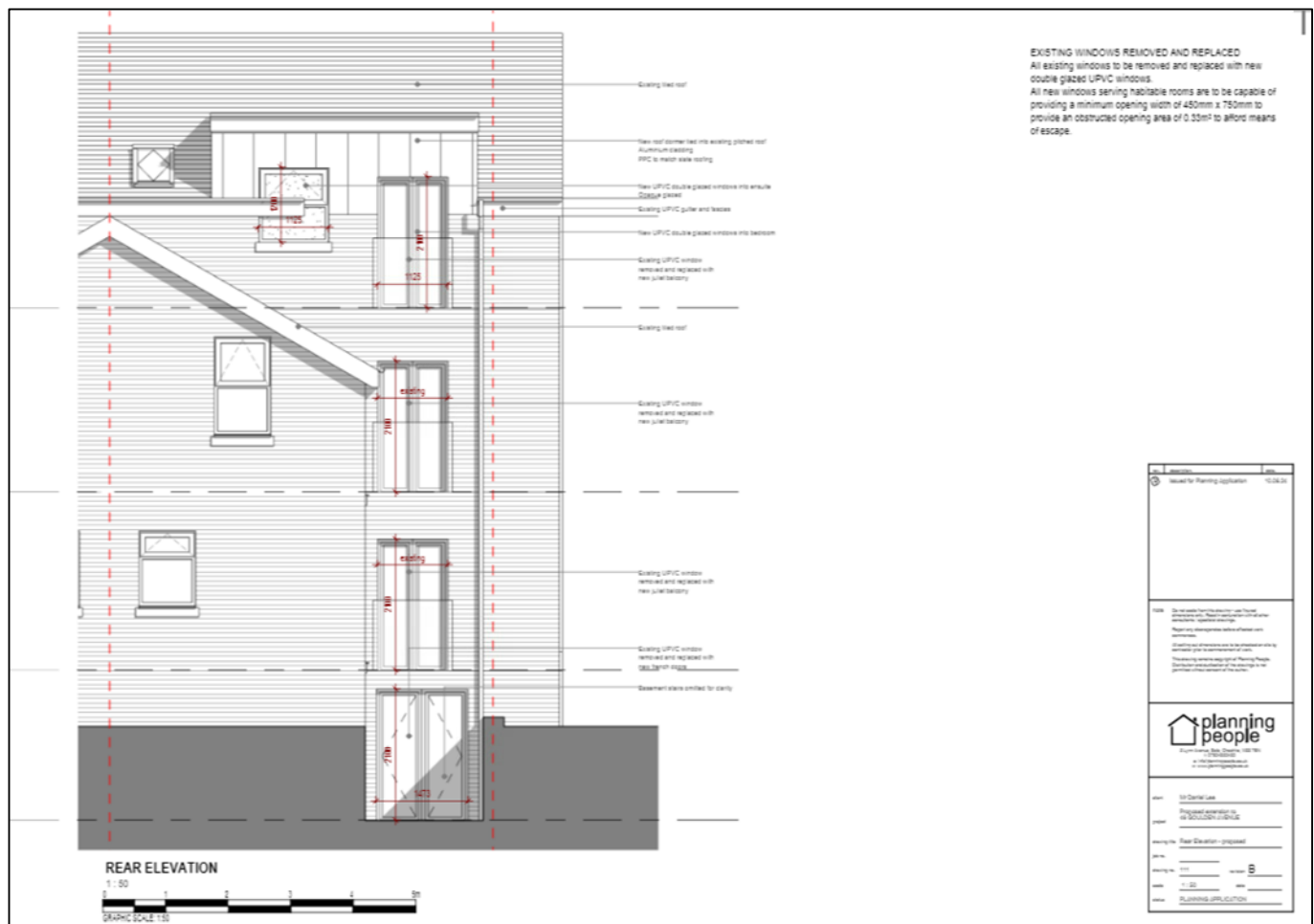


Figure 3. Proposed rear elevation

Planning History

There is no planning history at the address.

Consultation, notification & publicity responses

Consultations

Manchester City Council Highways Services

Manchester City Council Highways Service were consulted on this application.

Highways had a number of comments

- No information has been provided for the rear parking and whether that was accessible for residents.
- No information has been provided on cycle parking provision.
- No information has been provided on refuse storage and collections

Manchester City Council Environmental Health

Manchester City Council Environmental Health were consulted on this application.

Environmental Health commented

- No information has been provided for a scheme for the storage and disposal of refuse

Greater Manchester Police

Greater Manchester Police were consulted on this application.

GMP had no concerns regarding the application.

Notifications

Local Residents

As stated in Appendix 1, people who live near the area were told about the proposal.

No one commented, objected, or gave their opinion on this application.

Negotiations

Issues have arisen in the consultation phase.

The officer reached emailed the applicant to advise that it was unlikely we would support an additional basement dwelling at the location. The officer advised that the dormer would likely be supported and offered recommendations on next steps.

The applicant confirmed that they wish to proceed on the current scheme.

Relevant policies & the principle of development

Summary of relevant policy

Applications for planning permission must be assessed against the local development plan, unless there are important reasons not to, as stated in planning law.

In considering this application, we consider the following policies relevant.

- [The Manchester Core Strategy Development Plan Document 2012-2027](#) The City Council adopted the core strategy on July 11, 2012. It is the key document in the Manchester Local Plan. The plan determines how Manchester will grow and is used to review development applications. Parts of the policies have been superseded by the Places for Everyone Plan. We consider the following Core Strategy Policies relevant to this proposal.
 - Development Management and Planning Obligations
 - DM 1 - Development Management
 - Objective 1 - Spatial Principles
 - SP 1 - Spatial Principles (partially superseded)
 - Objective 3 - Housing
 - H 1 – Overall Housing Provision (partially superseded)
 - H 6 – South Manchester
 - Objective 5 – Transport
 - T 1 – Sustainable Transport
 - Objective 6 Environment
 - EN 1 - Design Principles and Strategic Character Areas

- EN 19 - Waste
- [Extant Unitary Development Plan \(UDP\)](#) - The Core Strategy replaced most of the UDP. However, some UDP Development Control policies are still in effect. The following extant policy are still considered relevant to this proposal.
 - DC7 - New Housing Development
- [Places for Everyone Plan Joint Development Plan Document 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.
 - Strategy
 - JP-Strat9: Southern Areas
 - JP-Strat14: A Sustainable and Integrated Transport Network
 - Sustainable and Resilient Places
 - JP-S1: Sustainable Development
 - Places for Homes
 - JP-H1: Scale, Distribution and Phasing of New Housing Development
 - JP-H2: Affordability of New Housing
 - JP-H3: Type, Size and Design of New Housing
 - JP-H4: Density of New Housing.
 - Places for People
 - JP-P1 Sustainable Places
 - Connected Places
 - JP-C6: Walking and Cycling
 - JP-C8: Transport Requirements of New Development
- [The National Planning Policy Framework \(The NPPF\)](#) – The NPPF was first published on 27 March 2012 and updated on 24 July 2018, 19 February 2019, 20 July 2021, 5 September 2023 and 19 December 2023. It sets out the government’s planning policies for England and how these are expected to be applied. We consider the following sections relevant to this proposal.
 - Section 4 – Decision-making
 - Section 5 – Delivering a sufficient supply of homes
 - Section 12 – Achieving well-designed places

Principle of the development

The proposal's principle is unacceptable. There are factors in amenity terms that would warrant refusal.

After careful consideration, it is concluded that the proposed development opposes with the Manchester Core Strategy, Extant UDP, Places for Everyone Plan and the NPPF. This conclusion is based on the assessment in the sections that follow.

The Manchester Core Strategy Development Plan (2012-2027)

We have assessed the proposal against the following policies of the Core Strategy.

Development Management and Planning Obligations

DM 1 – Development Management

New developments must adhere to the 'Development Principles' and design guidance in the Supplementary Planning Documents.

We have assessed the proposal against the following issues.

Appropriate siting, layout, scale, form, massing, materials, and detail

The proposal would create an additional below ground flat at the premises.

The building already houses 4no flats over 3no floors and the addition of another dwelling within the building would constitute overdevelopment of this traditional mid terrace dwellinghouse and the residential amenity issues that follow. The applicant makes the case that the property has been previously used as a range of property types and densities however there is no property history to support this and even so the assessment would be required to make on the potential impact of the proposals against the contemporary policy.

The design and layout of the proposed basement dwelling would be a 1no bedroom flat with a lightwell to the front and one to the rear limiting natural lights into the basement premises.

The dormer proposal would be acceptable as it would enlarge and improve an existing dwelling at the property.

Officers consider the new development to be unacceptable in its 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.

A significant amount of the terrace properties in the area are converted into flats so the principle of flat conversions in the location is accepted however a balance must be made between the ability to subdivide existing dwellings and the residential amenity issues that densification can create.

In this case the building is already subdivided into 4no flats over its 3 floors making the building already dense in its occupancy. The addition of a basement dwelling would further densify the building, further exacerbating residential amenity issues in the area.

The dormer would be supported as this feature is found in properties in the locale and wouldn't exacerbate density problems.

In general, the proposed development has harmful on the surrounding areas. The design, scale, and appearance oppose the development management principle.

Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation.

For the proposed basement dwelling the front lightwell and rear doors are the only natural light sources for the dwelling which not only minimises natural light in the property but due to their location could create issues of natural overlooking from other residents accessing the property. This would create a poor standard of accommodation for potential occupants.

The basement conversion would increase the comings and goings to the premises potentially having a harmful effect on local noise levels.

The proposal is expected to have a negligible effect on air quality or odours.

The proposal is expected to have a negligible effect on litter, vermin, or birds.

It is unclear the vehicle and cycle parking provision at the property and the impact that an additional dwelling for have on local parking issues.

On balance, the proposal has a harmful impact on privacy, light, noise, air quality, and other factors. So, it follows this opposes this principle of development management.

Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.

The proposal does not change how people can get in and out of the building.

The proposal is therefore in accordance with this development management principle.

Community safety and crime prevention.

Greater Manchester Police were consulted on the proposal and had no comment.

The proposal is in accordance with this development management principle.

Adequacy of internal accommodation and external amenity space.

The proposal adds further living space to the property increasing the occupancy without providing quality external amenity space and further misbalancing the internal/external balance.

This opposes the development management principle.

Refuse storage and collection.

The proposal is unclear on how waste is segregated, stored and collected for all the properties and the dwelling with no demarcated secure bin store located on the plans.

This opposes the development management principle.

Vehicular access and car parking

The proposal is unclear on the vehicle and cycle parking provision at the property and the impact that an additional dwelling for have on local parking issues.

This opposes the development management principle.

Effects relating to biodiversity, landscape, archaeological or built heritage

The applicant and consultees did not find any contamination or stability issues at the site.

The proposal does not sit within a Conservation Area or near a designated heritage asset.

The proposal is exempt from biodiversity net gain rules.

On balance the proposal has minimal effect on local biodiversity, landscape, archaeological or built heritage and is therefore in accordance with this development management principle.

Green Infrastructure including open space, both public and private

The proposal has negligible impact on green infrastructure with limited existing green infrastructure within the curtilage.

The proposal is therefore in accordance with this development management principle.

Flood risk and drainage.

The site is not located in a flood risk area and therefore does not require a flood statement or assessment.

The proposal has a negligible impact on drainage using the existing drainage on site.

The proposal is therefore in accordance with this development management principle.

Objective 1 - Spatial Principles

SP 1 - Spatial Principles

This policy outlines the guiding spatial principles and core development principles of Manchester City Council.

Most notably the core development principles highlight development should ‘make a positive contribution to neighbourhoods of choice’.

We consider this proposal to oppose with the principles of this policy.

Objective 3 - Housing

H 1 – Overall Housing Provision

This policy explains how housing will be provided in Manchester and sets targets for development. The goal is to increase high-quality housing in sustainable locations. This will address demographic needs and help economic growth.

We consider this proposal to oppose with the principles of this policy.

H 6 – South Manchester

This policy outlines the strategy for housing provision in South Manchester in particular.

We consider this proposal to oppose with the principles of this policy.

Objective 5 – Transport

T 1 – Sustainable Transport

This policy outlines the key principles of creating a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport.

We consider this proposal to oppose with the principles of this policy.

Objective 6 Environment

EN 1 – Design Principles and Strategic Character Areas

This policy outlines the key design principles for development in Manchester. All development in Manchester will be expected to follow the seven principles of urban design.

This proposal sits within the ‘Southern Character Area’.

We consider this proposal to oppose with the principles of this policy.

EN 19 – Waste

This policy sets out the key principle of waste management in the city. In a district such as Manchester with a significant existing population and a vision for a growing economy and population a key issue is that of ensuring that this does not automatically lead to a proportionate increase in waste arisings.

We consider this proposal to oppose with the principles of this policy.

Extant Unitary Development Plan (UDP)

The Core Strategy replaced most of the UDP, but some UDP policies still apply to this proposal.

DC1 - Residential Extensions

This policy outlines the key issues when considering proposed residential extensions.

We consider this proposal to oppose with the principles of this policy.

DC7 - New Housing Development

This policy seeks to ensure that that disabled people have access to new developments, so that they are not disadvantaged, and developments containing family homes are expected to be designed to be safe areas within which children can play.

We consider this proposal to oppose with the principles of this policy.

DC26 - Development and Noise

This policy outlines the key issues to reduce the impact of noise on people living and working in, or visiting, the City.

We consider this proposal to oppose with the principles of this policy.

Places for Everyone Plan (2022 – 2039)

We have assessed the proposal against the following policies of the Places for Everyone Plan.

Strategy

JP-Strat9: Southern Areas

This policy outlines the spatial strategy for the Southern Areas of the City Region which includes Southern areas of Manchester.

We consider this proposal to oppose with the principles of this policy.

JP-Strat14: A Sustainable and Integrated Transport Network

This policy outlines the ambition to improve the transport network so that half of all daily trips can be made by public transport, cycling and walking, especially those shorter journeys around neighbourhoods.

We consider this proposal to oppose with the principles of this policy.

Sustainable and Resilient Places

JP-S1: Sustainable Development

This policy outlines how, to help tackle climate change, development should aim to maximise its economic, social, and environmental benefits simultaneously, minimise its adverse impacts, utilise sustainable construction techniques and actively seek opportunities to secure net gains across each of the different objectives.

We consider this proposal to oppose with the principles of this policy.

JP-S6: Resource Efficiency

This policy outlines the measures to meet Greater Manchester's ambition of becoming a leading green city region by 2038.

We consider this proposal to oppose with the principles of this policy.

Places for Homes

JP-H1: Scale, Distribution and Phasing of New Housing Development

This policy outlines the aspiration to deliver a minimum of 175,185 net additional dwellings will be delivered over the period 2022-2039, or an annual average of around 10,305.

We consider this proposal to oppose with the principles of this policy.

JP-H2: Affordability of New Housing

This policy outlines how substantial improvements will be sought in the ability of people to access housing at a price they can afford.

We consider this proposal to oppose with the principles of this policy.

JP-H3: Type, Size and Design of New Housing

This policy outlines how development across the City area should seek to incorporate a range of dwelling types and sizes including for self-build and community led building projects to meet local needs and deliver more inclusive neighbourhoods.

We consider this proposal to oppose with the principles of this policy.

JP-H4: Density of New Housing

This policy outlines how new housing development should be delivered at a density appropriate to the location, reflecting the relative accessibility of the site by walking, cycling and public transport and the need to achieve efficient use of land and high-quality design.

We consider this proposal to oppose with the principles of this policy.

Places for People

JP-P1 Sustainable Places

This policy outlines how we aim to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy, and varied places.

We consider this proposal to oppose with the principles of this policy.

Connected Places

JP-C6: Walking and Cycling

This policy outlines a range of measures to help deliver a higher proportion of journeys made by walking and cycling.

We consider this proposal to accord with the principles of this policy.

JP-C8: Transport Requirements of New Development

This policy outlines how We will require new development to be located and designed to enable and encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments.

We consider this proposal to accord with the principles of this policy.

The National Planning Policy Framework (NPPF)

The National Planning Policy Framework explains the government's planning policies for England. It also explains how to use these policies.

At all stages of the application, we have adhered to and considered the NPPF.

Section 4 - Decision-making

Section 4 of the NPPF outlines how local planning authorities should approach decisions on proposed development in a positive and creative way.

Section 4 of the NPPF has been adhered to and considered at all stages of the proposal.

Section 5 - Delivering a sufficient supply of homes

Section 5 of the NPPF outlines the need to deliver a sufficient supply of homes.

Section 12 - Achieving well-designed places

Section 12 of the NPPF outlines the need to achieve well-designed places.

We consider this proposal to oppose with the principles of the NPPF.

Other Material Considerations

Other material considerations & policy may be relevant to the proposal as follows:

- [Guide to Development in Manchester Supplementary Planning Document and Planning Guidance \(April 2007\)](#)
- [Manchester Residential Quality Guide \(July 2016\) \(MRQG\)](#)
- [Manchester, Salford, and Trafford Strategic Flood Risk Assessment](#)
- [Manchester City Council Highways Developer Design Guidance – Sustainable Drainage Systems](#)
- [Manchester City Council Planning and Noise Technical Guidance \(2022\)](#)
- [Air Quality & Planning Technical Guidance \(2022\)](#)
- [Planning and Contaminated Land Technical Guidance \(2021\)](#)
- [Greater Manchester Joint Waste Development Plan Document \(GMJWDPD\)](#)
- [Waste Storage and Collection Guidance for New Developments \(2017\)](#)
- [Hot Food Takeaway Supplementary Planning Document \(2017\)](#)
- [Manchester City Council Houses in Multiple Occupation Guidance and Amenity Standards \(2020\)](#)
- [Manchester Tree and Woodland Action Plan 2024-2034](#)
- [Manual for Streets \(2007\)](#)
- [National design guide & National Model Design Code \(2021\)](#)
- [Outdoor advertisements and signs: a guide for advertisers \(2007\)](#)

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.

Conclusion

The design, size, and shape of the proposal are not acceptable in this area. This proposal will cause problems for the people nearby and change the look of the street. The proposal will have a harmful impact. It goes against the Core Strategy, UDP, NPPF policies, and other considerations.

Recommendation: Refuse

Article 35 Declaration

The officers worked with the applicant to find solutions for problems with the planning application. There were problems with the application, so the officer talked to the applicant and others. But they couldn't agree on a solution.

Reasons for recommendation to refuse

1. Impact on residential amenity

The relationship of the proposed basement accommodation to the shared communal space and wider area that would be in use by other dwellings within the property would give rise to unacceptable impacts on future occupiers of the proposed basement by reason of the comings and goings and other activity counter to policies DM 1, SP 1 and EN 1 of the Manchester Core Strategy; DC1 of the Extant UDP; JP-Strat9, JP-S1, JP-P1 of the Places for Everyone Plan and; Section 5 and 12 of the NPPF.

2. Inadequacy of internal accommodation

The application proposals fail to provide adequate levels of natural light, given the limited numbers of windows serving the proposed property which would give rise to a poor standard of living accommodation for future occupiers and an inadequate residential accommodation contrary to counter to policies DM 1, SP 1, H 1, H 6, and EN 1 of the Manchester Core Strategy; DC1 Extant UDP; JP-Strat9, JP-S1, JP-H1,H6,H3,H4 and JP-P1 of the Places for Everyone Plan and; Section 5 and 12 of the NPPF.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Greater Manchester Police

Flat 2, 51 Central Road, Manchester, M20 4YE
 Flat 1, 51 Central Road, Manchester, M20 4YE
 Flat 4, 47 Central Road, Manchester, M20 4YE
 Flat 3, 47 Central Road, Manchester, M20 4YE
 Flat 2, 47 Central Road, Manchester, M20 4YE
 Flat 1, 47 Central Road, Manchester, M20 4YE
 Flat 4, 7 Hague Road, Manchester, M20 4YA
 Flat 3, 7 Hague Road, Manchester, M20 4YA
 Flat 2, 7 Hague Road, Manchester, M20 4YA
 Flat 1, 7 Hague Road, Manchester, M20 4YA
 Flat 5, 44 Goulden Road, Manchester, M20 4ZF
 Flat 4, 44 Goulden Road, Manchester, M20 4ZF
 Flat 2, 44 Goulden Road, Manchester, M20 4ZF
 Flat 1, 44 Goulden Road, Manchester, M20 4ZF
 Flat 2, 49 Central Road, Manchester, M20 4YE
 Flat 1, 49 Central Road, Manchester, M20 4YE
 Flat 3, 44 Goulden Road, Manchester, M20 4ZF
 44 Goulden Road, Manchester, M20 4ZF
 Flat 3, 46 Goulden Road, Manchester, M20 4ZF
 39 Goulden Road, Manchester, M20 4ZE
 47 Central Road, Manchester, M20 4YE
 Flat 4, 46 Goulden Road, Manchester, M20 4ZF
 Flat 2, 46 Goulden Road, Manchester, M20 4ZF
 Flat 1, 46 Goulden Road, Manchester, M20 4ZF
 41 Goulden Road, Manchester, M20 4ZE

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
 Susceptible to Surf Water Flood (Less) -
 Area Team Boundary - Name: SOUTH AREA