MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	139709/FH/2024
Date registered valid:	3 May 2024
Proposal:	Retention of single storey rear extension.
Address:	31 George Leigh Street, Manchester, M4 5DR
Ward(s):	Ancoats & Beswick Ward
Applicant:	Mr Matthew Houston
Agent (if any):	
Case officer:	Jack Naven Tel: 0161 219 2095 Email: jack.naven@manchester.gov.uk
Recommendation:	Approved
Date of recommendation:	**24 June 2024**

Application Details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 24 May 2024

Standard consultations:
Printed: 8 May 2024 Expired: 30 May 2024

Neighbour notifications
Printed: 8 May 2024 Expired: 30 May 2024

Site notice
Posted: 24 May 2024 Expired: 15 June 2024

Press advert
Published: 14 May 2024 Expired: 28 May 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Ancoats Conservation Area 1989

Tree Preservation Order: Not applicable

This application relates to a terraced house that is located at 33 George Leigh Street in the Ancoats area of North Manchester.

The area surrounding the application site is commercial/residential in nature.

The site sits within the area outlined in the Ancoats & New Islington Neighbourhood Development Framework Update 2016.

The application site lies within the Ancoats Conservation Area and the properties character, appearance and scale are a contributing factor to the significance of the area.

Description of Development

The applications seek planning permission for the retention of single storey rear extension.

Consultations & Notification Responses

Highway Services - Requested that an informative be added concerning any proposed construction of fit-out on the Highway.

Environmental Health – Confirmed that they have no comment to make on the application.

Publicity - One objection has been received.

Local Policy

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.

Policy EN1 (Design Principles and Strategic Character Areas) advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

Policy EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

Policy CC9 (Design and Heritage) advises that development in Manchester should preserve or enhance the heritage assets affected.

Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment.

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed and detailed with appropriate layout and materials and should have regard to the character of the surrounding area and effects on built heritage.

Unitary Development Plan (UDP) 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 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.

DC1.3 Notwithstanding the generality of the above policies, the Council will not normally approve:
a. rearward extensions greater than 3.65m (12 ft) in length;
b. 2-storey extensions with a flat roof, particularly those which would be visible from the public highway;
c. 2-storey extensions to terraced properties which occupy the full width of the house;
d. flat roofed extensions to bungalows;
e. extensions which conflict with the Council's guidelines on privacy distances (which are published as supplementary guidance).

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance, Adopted April 2007.

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures, and environmental sustainability.

In Chapter 2 'Design:

Paragraph 2.7 outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment and encourages "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing, and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.

Paragraph 2.14 states that it is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.

Paragraph 2.16 The impact of site boundaries can be significant and must be taken into account and incorporated into the design of new developments and conversions from an early stage. Original examples that contribute to the character of the area should be retained. Well-designed new treatments such as walls, low walls and railings or hedges and boundary trees, can maintain the enclosure of the street, reinforce the building line and contribute to the quality of the environment.

Ancoats & New Islington Neighbourhood Development Framework Update 2016

The purpose of this framework is to ensure Ancoats and New Islington become an integral part of the city centre. This will include improving inter-radial connectivity for pedestrians and cyclists, and enhancing the canals – key links, leisure and amenity assets and a special setting for new buildings.

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the ten boroughs which make up Greater Manchester.

JP-P1 (Sustainable Places) states an aim to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places, each having the following key attributes that all development, wherever appropriate, should be distinctive, with a clear identity, visually stimulating, socially inclusive, resilient, adaptable, durable, resource

efficient, safe, supported by critical infrastructure, functional and convenient, incorporating accessibility, legible easy to move around, well connected, comfortable and inviting, incorporating high quality and well managed green infrastructure and public realm, well served by local shops, services and amenities.

JP-P2 (Heritage) states an aim to proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place. The policy requires development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area to conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

JP-S1 (Sustainable Development) states that in order 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. Preference will be given to using previously-developed (brownfield) land and vacant buildings to meet development needs. In bringing forward previously developed sites for development, particular attention will be paid to tackling land contamination and stability issues, ensuring that appropriate mitigation and remediation is implemented to enable sites to be brought back into use effectively.

National 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.

Decisions should accord with the requirements of the NPPF, in particular to **Section 12 (Achieving Well-Designed Places)**, which states that:

"Development that is not well designed should be refused, specifically where it fails to reflect local design policies and government guidance on design. Developments should help to raise the standard of design more generally in an area and fit in with the overall form and layout of their surroundings" (NPPF paragraph 139).

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).

This is further explored in **paragraph 8**, which confirms that 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.

Section 8 (Promoting healthy and safe communities) outlines how planning policies and decisions should aim to achieve healthy, inclusive and safe places and beautiful buildings.

Section 16 (Conserving and Enhancing the Historic Environment) addresses how proposals that affect heritage assets should be considered.

Paragraph 200 advises that Local Planning Authorities (LPAs) should require an applicant to describe the significance of any heritage assets affected. The level of detail should be sufficient to understand the potential impact of the proposal on their significance.

Paragraph 201 advises that LPAs should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 202 advises 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.

National Design Guide (January 2021)

Illustrates how well-designed places that are beautiful, enduring, and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

There are 10 characteristics of well-designed places within the National Design Guide which are listed below:

o Context - enhances the surroundings
o Identity - attractive and distinctive
o Built form - a coherent pattern of development
o Movement - accessible and easy to move around
o Nature - enhanced and optimised
o Public Spaces - safe, social, and inclusive
o Uses - mixed and integrated
o Homes and buildings - functional, healthy, and sustainable
o Resources - efficient and resilient
o Lifespan - made to last

Other Legislation

Sections 16, 66, and 74 of the Listed Buildings and Conservation Areas Act 1990 require that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas.

Issues

Principle of Development

The submitted application is for the retention of a single storey rear extension. This is considered acceptable in principle as many people prefer to alter and extend homes rather than move, to meet the changing residential needs of families. However, consideration must be given to the proposal's appearance, impact on the visual amenity of the area including the 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 extension would give rise to any significant additional waste (including there being sufficient storage within the curtilage of the dwelling to store waste) or car parking pressures.

Visual Amenity

In terms of materiality, the extension is constructed on a red brick, which matches the construction brick of the terraced houses along this row of George Leigh Street. The materiality of glazed windows and doors with aluminium frames is in line with such windows along this row of terraced houses. The design of the rear extension is considered to be sympathetic to the original design of the property, as well as the designs of the neighbouring houses and rear extensions on this row of terraces. This is in line with UDP policy DC1.2.

The extension is nestled in between the neighbouring rear extension on 29 George Leigh Street, and the existing rear outrigger, which is present on all the properties along this row of terraced houses.

The design of the extension will not affect the general character of the property or stand out appearance wise when viewed in the context of the street scene, as the design of this brick constructed extension is in line with the existing character and appearance of the existing house and the surrounding street scene. The established building line of the houses on George Leigh Street can also still be clearly seen with this extension in place. All this is in line with UDP policy DC1.1.

The rearward extension is 3.04 metres is height at its highest point and is 3.11 metres in length. This is in line with UDP policy DC1.3, which states that the Council will not normally approve rearward extensions greater than 3.65m (12 ft) in length.

With a set down roof and being a single storey extension, the extension is clearly subservient to the existing rear outrigger. In terms of scale and massively, the structure cannot be considered to be too bulky or excessively large, and it does not project out too far from the original buildings. This further shows compliance in line with UDP policy DC1.2.



Rear Extension

Overall, it is not considered that the works have had a detrimental impact upon the visual amenity of the existing house or neighbouring properties in the surrounding street scene and conservation area.

Residential Amenity

There are already three similar extensions on the rear of the properties along this row of houses, so the line of residential amenity will not be broken by this rear extension.



View From Rear of George Leigh Street

A new glazed window to the existing kitchen, as well as a glazed sliding door and skylight to the ground floor extension. All of these windows are at ground level and so will not be able to look directly into neighbouring gardens from an elevated position. Due to the size of the extension, there is not considered to be an undue loss of sunlight, daylight, or privacy caused as a result of this extension.

Overall, it is considered that the extension does not conflict with the Council's guidelines on The effect upon the amenity of the neighbouring occupiers, as per the requirements of UDP policy DC1.1, does not create undue loss of sunlight, daylight, or privacy, as per the requirements of UDP policy DC1.2, or privacy distances, as per the requirements of UDP policy DC1.3.

Therefore, it is not considered that the development would give rise to any significant adverse impacts to residential amenity to the neighbouring properties as to warrant refusal of the development.

Impact on the Conservation Area

The principal buildings are the massive cotton spinning mills, which are located adjacent to the Rochdale Canal and the nearby housing. This juxtaposition and inter-linking of manufacturing, transport and residential uses meant that Ancoats functioned as the first industrial estate in the world.

Much of the area's character derives from the size, mass, and construction of the older buildings. Generally these are built in red brick between two and six storeys high with pitched slate roofs; windows are vertically proportioned and simply divided.

Whilst there will be some minor impact upon the surrounding conservation area as a result of these proposals, the impact in considered to be minor of not detrimental to the Ancoats Conservation Area. The extension is built in red brick, in line with the majority of buildings in the surrounding area, and the extension will not affect the contrast in the mass between two and six storey high buildings in pitched slate roofs.

Overall, there is not considered to be significant enough grounds to refuse this application due to its impact upon the conservation area, as outlined in Policy EN1 of the Manchester Core Strategy, Places for Everyone Policy JP-P2 (Heritage), or Sections 16, 66, and 74 of the Listed Buildings and Conservation Areas Act 1990

Car Parking

Car parking would be unaffected by the proposal as the extension is at the rear of the property. The proposal is therefore complaint with UDP policy DC1. and DC1.2, which seek to ensure that extensions to residential properties will not result in the loss of off-street car-parking.

Waste Management

Bin storage would be unaffected by the proposal.

Conclusion

Overall, the development does not create any significant impact in terms of visual or residential amenity. The design and appearance is in keeping with the character of the property and local area.

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

Officers have worked with the applicant/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application.

Condition(s) to be attached to decision for approval

1) The development hereby approved shall be carried out in accordance with the following drawings and documents, received by Manchester City Council as the Local Planning Authority on 04 April 2024:

- Location Plan
- Proposed Floor Plan P202
- Proposed Elevation P212

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy, and saved policies DC14 and DC18.1.

2) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015, (or any order revoking and re-enacting that Order with or without modification), no openings, including windows and doors, shall be inserted within the elevations of the extension, other than those shown on the approved drawings, unless Planning Permission is specifically granted.

Reason - In the interests of the amenities of the occupiers of the neighbouring dwellinghouse, pursuant to saved policy DC1 of the Unitary Development Plan for the City of Manchester, and policy DM1 of the Manchester Core Strategy.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

29 George Leigh Street, Manchester, M4 5DR
33 George Leigh Street, Manchester, M4 5DR
16 Anita Street, Manchester, M4 5DU
12 Anita Street, Manchester, M4 5DU
10 Anita Street, Manchester, M4 5DU
34 George Leigh Street, Manchester, M4 5DG
Flat 2, 32A George Leigh Street, Manchester, M4 5DG
Flat 1, 32A George Leigh Street, Manchester, M4 5DG
14 Anita Street, Manchester, M4 5DU
35 George Leigh Street, Manchester, M4 5DR

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - City Centre PD Restriction - Class B1(c) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Ancoats Conservation Area 1989
Area Team Boundary - Name: CENTRAL