

Planning

Growth & Development

Delegated officer report for planning application

Application no. 139692/FO/2024

Date registered valid: 18 April 2024

Proposal: Erection of a three-storey extension to form 4no. residential apartments (2 x 3 bed and 2 x 1 bed) (Class C3)

Address: Langdale Mews, Langdale Avenue, Manchester, M19 3NT

Ward(s): Levenshulme Ward

Applicant: Mark Lawson, HSPG

Agent (if any): Mr Jason Cartwright, P4B Architecture Ltd

Case officer: Steven McCoombe
Tel: 0161 234 4607
Email: steven.mccoombe@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 10 June 2024

Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: 31 May 2024

Standard consultations:

Printed: 25 April 2024 Expired: 17 May 2024

Neighbour notifications

Printed: 25 April 2024 Expired: 17 May 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

The application site relates to a 4 storey (including roof dormers) apartment block (Langdale Mews), situated adjacent to the terminus of Langdale Avenue – a residential cul-de-sac.



View of existing building from Langdale Avenue

The existing building accommodates 16 residential apartments.

A grassed area of communal amenity space flanks the north of the building, which wraps around the rear of the building to the west. The remainder of the site comprises hardstanding,

which is used for informal car parking, with a communal waste store situated adjacent to a vehicle access off Langdale Avenue.



View of application site showing the gable of the existing building

The site is bounded by two-storey, terraced dwellinghouse to the north, two-storey terraced dwellinghouses and Langdale Avenue to the east, single storey garage units to the south and a part two, part three storey commercial terrace to the west.



View of residential terrace to the north of the site

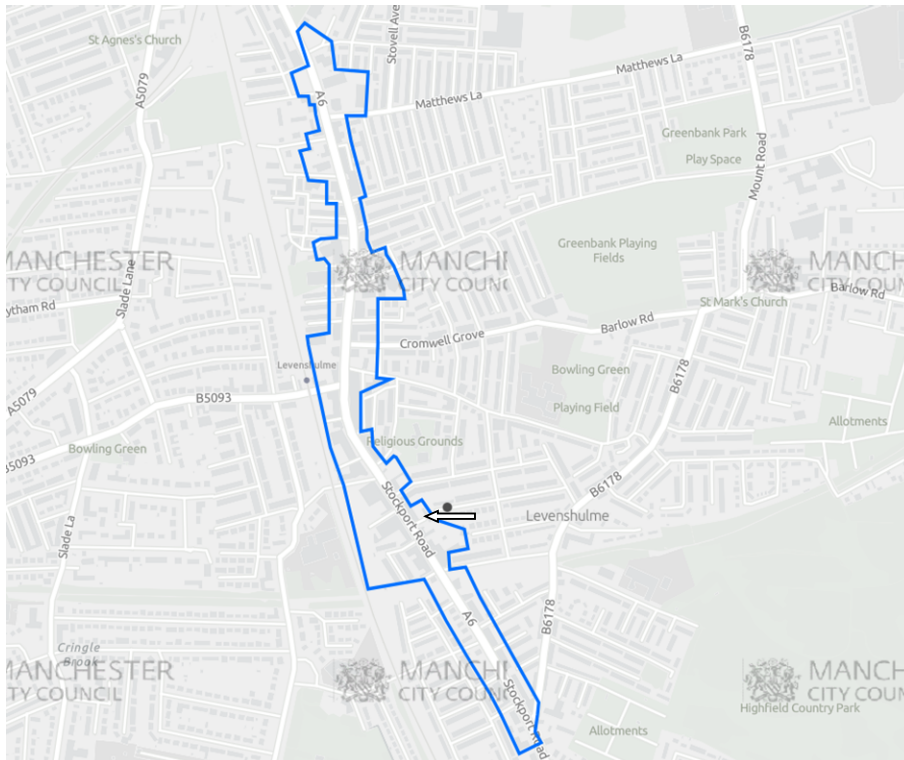
Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The application site is located within Levenshulme district centre; a large linear, vibrant, neighbourhood centre, which extends north to south along Stockport Road (A6).



District centre boundary in relation to the site indicated by the arrow

The area is mixed in character, with commercial uses dominating the area to the west of the application site along Stockport Road; some of which bound the application site to the west. The wider area, including to the north, east and south of the site is predominantly residential in character.

Description of development

Planning permission is sought for the erection of 3 storey side extension with roof dormers, to the northern side of the existing apartment block, to form 4 additional apartments, providing 20 in total.

Additionally, it is proposed to provide a new communal landscaping seating area to the north-eastern corner of the site and the resurfacing of the car park to provide 16 formalised car parking spaces, together with new refuse and cycle storage areas. The existing vehicular access off Langdale Avenue is proposed to be retained.

Consultations & Notification Responses

Local Residents/Occupiers – 1 representation objecting to the proposal has been received from a neighbouring occupier. Concerns are raised in relation to a loss of sunlight, the arrangement of the car park and lack of space for manoeuvring and lack of amenity space for prospective occupiers.

Highway Services – The following principal comments are made:

Parking and Access

It is understood that the current parking arrangement is on an ad-hoc basis, with the application form indicating that there are 13no. existing car parking spaces provided at the site. It is proposed that 16no. car parking spaces would be provided within the curtilage of the site. Further information is required from the applicant on how the car parking spaces would be allocated for residents of the apartments.

Additionally, a disabled car parking bay should be provided.

Access

The existing vehicular access appears to be narrow. It is requested that the access is 4.1 metres wide in line with Manual for Street to enable vehicles to manoeuvre past in opposing directions.

There is a high level of on-street car parking along Langdale Road. TROs will be required along the access of the site to retain clearance, to be funded by the applicant.

Cycle Parking

There is provision of 100% cycle parking spaces, and this is considered acceptable in principle.

EV charging

It is requested that a minimum of one EV charging point (min 7Kw) is provided.

Servicing

Refuse bins for residents will be located within the front curtilage of the site. The proposed refuse collection point is on-street along Langdale Avenue. It is recommended that the proposed bin store is relocated away from the vehicular access in order to retain safe levels of visibility.

Construction Management Plan

A Construction Management Plan is requested should the application be recommended for approval.

Environmental Health

Conditions are requested in relation to acoustic insulation, ground condition investigation/remediation, waste management, air quality and waste management.

Planning History

047591/FO/CENTL3/95

Creation of five garages after part demolition of derelict offices. *Refused 13 July 1995.*

044810/FO/CENTL3/93

Conversion of derelict office unit into three self-contained flats. *Refused 24 February 1994. Appeal dismissed.*

042211

Conversion of 2No.x three-bed flats at third floor level to form 4No.x one-bed flats. *Approved 17 December 1992.*

039460

Erection of a two-storey block of 14 flats. *Approved 16 January 1992.*

038310

Residential development. *Approved 21 February 1991.*

Policy

Local Development Framework

The principal document within the framework is the Manchester Core Strategy which sets out the spatial vision for the City and includes strategic policies for development during the period 2012 – 2027.

'The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy 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.

A number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must therefore be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.'

The following policies within the Core Strategy are considered relevant:

Core Strategy policies

Policy SP1 (Spatial Principle) - refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety and well-being of residents, consider the needs of all members of the community and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space and provide good access to sustainable transport provision.

Policy DM1 (Development Management) - states that new development should have regard to more specific issues for which more detailed guidance may be given within supplementary planning documents. Issues include: the appropriate siting and appearance of development, the impact upon the surrounding area, the effects on amenity, accessibility, community safety and crime prevention, health, the adequacy of internal accommodation and amenity space and refuse storage/collection.

In addition to the above, a number of UDP policies have also been saved until replaced by further development plan documents to accompany the Core Strategy.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policy of the Unitary Development Plan is also considered relevant:

Saved policy DC1 (Residential Extensions) provides criteria to be considered in determining applications for extensions to residential properties.

The policy 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 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.

The policy states further that extensions to residential properties will be allowed subject to compliance with other relevant policies of the UDP 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 the original buildings);
- b. they do not create an 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 street scene by virtue of design, use of materials or constructional details;
- d. they would not result in the loss of off-street car-parking, in a situation where there is a severe existing on-street parking problem.

Places for Everyone Greater Manchester Joint Development Plan (March 2024)

Places for Everyone Joint Development Plan was published in March 2024 and has been produced by Greater Manchester Combined Authority to provide a long-term plan for jobs, new homes, and sustainable growth for nine of Greater Manchester's districts.

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 significant weight in the planning balance.

The Plan identifies the essential aspect of the efficient and effective use of land with the preference to be given to making as much use as possible of suitable previously developed brownfield land and vacant buildings when meeting development needs.

The Guide to Development in Manchester (SPD)

This document contains core principles to guide developers. The document offers design advice and sets out the City Council's aspirations and vision for future development and contains core principles to guide developers to produce high quality and inclusive design. The principles that development should seek to achieve include, character and context, continuity, and enclosure, ease of movement, quality of the public realm, diversity, legibility and adaptability.

National Planning Policy Framework

The central theme to the revised NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role.

Section 4 provides guidance on the decision-making process and mirrors legislation in stating that planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise.

Section 12 refer to the need to achieve well designed and beautiful places. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

Issues

Principle

Section 38(6) Planning and Compulsory Purchase Act 2004 requires that decisions are to be made in accordance with the development plan, unless material considerations indicate otherwise.

The NPPF at paragraphs 2 and 47 reinforces this requirement and at paragraph 12 states that the presumption in favour of sustainable development does not change the statutory status of the development plan as a starting point for decision making, and that where a planning application conflicts with an up-to-date development plan, permission should not normally be granted.

In the case of this application, the principle of the proposed development is not considered acceptable and is in conflict with the aforementioned development plan policy and associated guidance.

It is considered that the proposed extension in such close proximity to the common boundary with the rear of two storey residential properties along Delamere Road, would form a highly dominant feature, formed by the proposed large expanse of brick wall which would face the rear of these properties. It is also believed there would be some overshadowing of neighbouring properties and their associated rear gardens, due to the scale and mass of the proposed extension and its relationship with the properties along Delamere Road.

It is further considered that the design of the proposed extension is at odds with the existing building and would result in a building of an unbalanced appearance, which in turn would undermine the character of the host building, to the detriment of visual amenity. This is principally because of a higher roof ridge in comparison to the existing building and the projection of the staircase element beyond the plane of the existing front elevation.

The specific issues of concern are outlined further below.

Residential Amenity

Over-dominance and Overshadowing

Saved policy DC1 of the UDP and policies DM1 and SP1 of the Manchester Core Strategy underline the importance of safeguarding residential amenity as a consequence of new development.

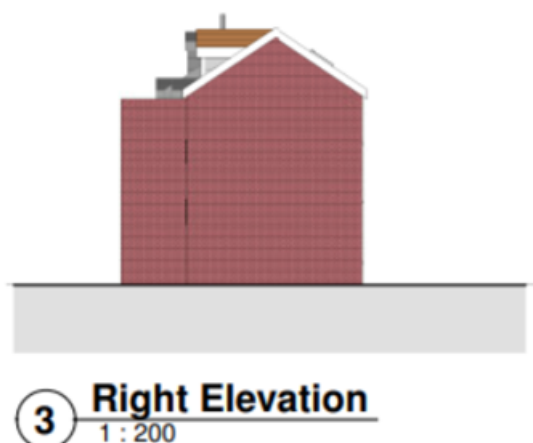
In this case, there is concern about the impact of the proposed extension in terms of over-dominance and overshadowing.

The gable end of the existing building lies in close to the northern boundary of the site, separated only by a low brick wall. The proposed extension would extend very near to the site boundary. At this proximity it would form an oppressive and overbearing feature causing harm to the outlook from the affected windows and garden areas for the occupiers of the neighbouring properties and due to its scale and mass would overshadow these properties for parts of the day.



Aerial view of the site (Extract from Google Maps)

The proposed extension is three storeys and incorporates roof dormers. The extension would be approximately 10cm higher than the existing building to which it relates. The proposed extension also incorporates a three storey, flat roof element to accommodate a staircase that would project beyond the front elevation.



Extract from submitted Design and Access Statement showing the northern side elevation and projecting element

It is considered that the overall mass of unbroken brickwork which would face the rear of properties located along Delamere Road to the north, would be highly intrusive and over-dominant to facing occupiers. The impact would be accentuated by the height of the proposed extension and the projecting, flat roof staircase element which increases the overall mass.

The proposed extension is situated only a couple of metres from the common boundary to the north and approximately 20 metres from facing windows associated with two storey properties along Delamere Road and would dwarf facing properties.

The proposed extension would be highly visible and would introduce a prominent structure closer to the common boundary and substantially reduce the development gap between existing building. Accordingly, by reason of over-dominance and the adverse effects associated with overshadowing, would cause harm to the living conditions of facing occupiers, contrary to policy.

Design

It is maintained that the proposed extension is poorly conceived and fails to provide a satisfactory level of design and would cause harm to the character and appearance of the host building and immediate area.

Policy DM1 of the Core Strategy states that all development should have regard to appropriate siting, layout, scale, form, massing, materials and detail and should consider the impact on the surrounding area in terms of the design, scale and appearance of proposed development.

Policy SP1 advocates that new development should make positive contribution to neighbourhoods of choice including: - creating well designed places that enhance or create character.

Further design narrative is provided within supplementary planning guidance within the Guide to Development in Manchester (SPD).

Paragraph 2.13 states:

‘The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings. Projections and setbacks from this line, such as bays, foyers and entrance halls, can help to create visual emphasis; they should not, however, reduce safety by creating hidden areas, or accessibility by making obstructions, nor detract from the visual continuity of the frontage’.

On a national level, further guidance on the design of new development is contained within the National Planning Policy Framework.

Paragraph 135 of the NPPF states:

‘Planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 139 goes on to state:

‘Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents such as design guides and codes’

Taking account of the above policy and guidance, it is considered that the design and the appearance of the proposed extension does not take into account local design guidance and is unsympathetic to the existing apartment block. Further, the external appearance of new extension does not respect its setting and relationship to both existing and adjacent buildings.



Image of proposed design (extract from submitted Design and Access Statement).

The existing building is of a symmetrical design with repetitive detailing to the principal elevation in terms of its roof design, window layout, bays and proportions.

The juxtaposition of the increased roof ridge height as a result of the proposed extension and the introduction of a three storey, flat roof element, which would project beyond the plane of the front elevation, is inconsistent with the original design and would unbalance the appearance of the building. The lack of uniformity and cohesion would unbalance the appearance of the building and the extension would appear awkward, at odds with the established design. The impact would be heightened by the proposed windows proportions.

It is therefore maintained that proposal fails to accord with the relevant policies of the development plan and associate guidance.

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 worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers have communicated their concerns about this proposal to the applicant during the course of the planning application, but these concerns have not been overcome. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

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

1) The proposed extension by reason of its siting, scale and mass, coupled with its relationship with neighbouring residential occupiers along Delamere Road, would have an overbearing and over-dominant impact, whilst lead to the overshadowing of these properties and associated rear garden areas. As such, the proposed development would have a harmful impact to residential amenity, contrary to saved policy DC1 of the Unitary Development Plan for the City of Manchester, policies DM1 and SP1 of the Manchester Core Strategy and the National Planning Policy Framework (NPPF).

2) The design of the proposed extension, which includes a higher roof ridge and an element which projects beyond the plane of the existing building to the front, fails to create a satisfactory level of design. The proposed extension would result in a building of an unbalanced appearance, with inconsistent detailing, at odds with the characteristics of the existing building. This in turn would be harmful to visual amenity, contrary to policies DM1 and SP1 of the

Manchester Core Strategy, The Guide to Development in Manchester (SPD) and the National Planning Policy Framework (NPPF).

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Offices Rear Of 961 To 963, Stockport Road, Manchester, M19 3NP
3 Langdale Avenue, Manchester, M19 3NT
16 Delamere Road, Manchester, M19 3NQ
Flat Above, 949 Stockport Road, Manchester, M19 3NP
947A Stockport Road, Manchester, M19 3NP
939A Stockport Road, Manchester, M19 3NP
Top Flat, 933 Stockport Road, Manchester, M19 3NP
Top Flat, 929 Stockport Road, Manchester, M19 3NP
Flat 1, 955A Stockport Road, Manchester, M19 3NP
First Floor, 943 Stockport Road, Manchester, M19 3NP
Ground Floor, 961 - 963 Stockport Road, Manchester, M19 3NP
First Floor, 961 - 963 Stockport Road, Manchester, M19 3NP
Top Flat, 935 Stockport Road, Manchester, M19 3NP
941A Stockport Road, Manchester, M19 3NP
955A Stockport Road, Manchester, M19 3NP
Flat 1, 951 Stockport Road, Manchester, M19 3NP
Ground Floor Flat, 5 Langdale Avenue, Manchester, M19 3NT
959 Stockport Road, Manchester, M19 3NP
941 Stockport Road, Manchester, M19 3NP
8 Delamere Road, Manchester, M19 3NQ
4 Delamere Road, Manchester, M19 3NQ
2 Delamere Road, Manchester, M19 3NQ
14 Delamere Road, Manchester, M19 3NQ
10 Delamere Road, Manchester, M19 3NQ
Flat 6B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 4B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 1B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 7A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 4A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 2A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
943 Stockport Road, Manchester, M19 3NP
Top Flat, 937 Stockport Road, Manchester, M19 3NP
935 - 937 Stockport Road, Manchester, M19 3NP
Lockup Stores Rear Of 961, Stockport Road, Manchester, M19 3NP
5 Langdale Avenue, Manchester, M19 3NT
Ground Floor, 943 Stockport Road, Manchester, M19 3NP
955 - 957 Stockport Road, Manchester, M19 3NP
Flat 2, 951 Stockport Road, Manchester, M19 3NP
First Floor Flat, 5 Langdale Avenue, Manchester, M19 3NT
12 Delamere Road, Manchester, M19 3NQ
1 Langdale Avenue, Manchester, M19 3NT
6 Delamere Road, Manchester, M19 3NQ
18 Delamere Road, Manchester, M19 3NQ
949 Stockport Road, Manchester, M19 3NP
947 Stockport Road, Manchester, M19 3NP
951 Stockport Road, Manchester, M19 3NP
945 Stockport Road, Manchester, M19 3NP
933 Stockport Road, Manchester, M19 3NP
931 Stockport Road, Manchester, M19 3NP

929 Stockport Road, Manchester, M19 3NP
939 Stockport Road, Manchester, M19 3NP
Flat 8B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 7B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 5B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 3B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 2B, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 8A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 6A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 5A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 3A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
Flat 1A, Langdale Mews, Langdale Avenue, Manchester, M19 3NT
6 Langdale Avenue, Manchester, M19 3NT
4 Langdale Avenue, Manchester, M19 3NT
7 Langdale Avenue, Manchester, M19 3NT

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: NORTH AREA