PLANNING DESIGN AND ACCESS STATEMENT
FOR
ALTERATIONS TO ROOFSPACE,
ALTERATIONS TO REAR EXTENSION AND
REPLACEMENT OF GARAGE DOOR
AT
255 BROADFIELD ROAD
MANCHESTER

M14 7JT

JANUARY 2024

Studio Charrette

RTPI Chartered Town Planner

RIBA Royal Institute of British Architects

The Purpose

1. The planning application is for alterations to unauthorised development required to be removed by an enforcement order so as to make it acceptable and to retain the resulting development.

2. There are three elements to the proposal;

   a) Alterations to an unauthorised hip to gable conversion and rear dormer construction to provide living accommodation in the roofspace;

   b) Alterations to a previously-existing ground floor rear extension;

   c) Replacement of a garage door by a roller shutter.

Relevant Previous History

3. 2/6/21 Unauthorised works commenced in belief that they were permitted development. They were not permitted development because non-matching materials were used on the hip to gable conversion and on the alterations to the ground floor rear extension, because the dormer was not set back from the eaves and because the housing of the roller shutter extended outside the curtilage of the property.

4. 3/2/22 Unauthorised works completed.

5. 22/9/22 Initial enforcement enquiry

6. 21/10/22 Planning application 135269/FH/2022 to retain unauthorised works submitted by Hesham Hassan of Cubes Contracting. Withdrawn 15/3/23.

7. 29/5/23 Planning application 137097/FH/2023 to retain unauthorised works submitted by Hesham Hassan of Cubes contracting. Refused 25/7/23. Appeal submitted 18/8/23 (reference APP/B4215/D/23/3328092), dismissed 1/11/23.

8. 21/7/23. Enforcement Notice ENF/15463/22 served requiring the removal of unauthorised works within 6 months, amended to 9 months on 9/11/23. Came into force on 21/8/23.

The Proposal – use, amount and materials

a) Hip to gable and dormer

9. The characteristics which the council found unacceptable in the unauthorised development are clearly explained in the officer report for planning application 137097/FH/2023. This states; “Given the materials shown within the gable, the City Council consider these to be unsatisfactory especially given the prominence of the property on the corner of Broadfield Road and Burdith Avenue; the material choice is a poor substitute and match in relation to the existing brick on the side elevation of the property. In terms of the dormer, the gable as built shows only half of a gable wall and given the position of the rear dormer within the roof on the side and rear elevation, this reads as a second floor extension rather than a dormer thus resulting in a three storey projection at the side and rear.”

10. A subsequent paragraph adds; “In terms of the material choice and the fact that this extends down towards the cill height of the rear window of the first floor, the dormer is viewed as an

over-dominant, un-subservient, unbalanced, and incongruous feature which is considered to disrupt the existing harmony of the street scene."

11. The Inspector in appeal decision APP/B4215/D/23/3328092 confirmed that the hip to gable conversion "has resulted in the loss of the ornate brickwork string below the original eaves. It has also been completed in brickwork which does not match the remaining side elevation. An almost full width box dormer has been added to replace the rear element of the roof which does retain the brickwork string and is set very marginally back beyond the side facing eaves. The eaves to the rear have been removed and the dormer sits flush with the rear wall below."

12. There are thus four features of the unauthorised work which contribute to its unacceptability.

    (I) the use of materials which do not match the existing (flank wall in fletton brickwork rather than hard red; upvc cladding to dormer rather than slates matching the roof);

    (ii) the construction of only half a gable, leaving the dormer more prominent;

    (iii) the loss of the eaves, as the dormer rises flush with the rear wall of the house, making it more prominent;

    (iv) the loss of the dentilled string course in the flank of the building.

13. The requirement of the enforcement notice is to "Remove the third-storey dormer extension to rear, including the hip-to-gable roof conversion highlighted yellow on the attached photo ENF/01, and return the roof to its previous configuration, including reinstating the eaves to the rear elevation and by using materials to match the original, together with reinstating the decorative brick detail at eaves level along the Burdith Avenue elevation." (Technically, the enforcement notice is a nullity because the dormer is a second storey extension, not a third storey extension, but its validity has not been challenged).

14. The property retains its permitted development rights under The Town and Country Planning (General Permitted Development) (England) Order 2015 (the GPDO). If the requirements of the enforcement notice were carried out, a new development of a hip to gable conversion and dormer could be subsequently constructed, complying with the relevant requirements of Schedule 2, part 1, classes B and C of the GPDO, namely;

    (a) the materials used in any exterior work must be of a similar appearance to those used in the construction of the exterior of the existing dwellinghouse.

    (b) other than in the case of a hip-to-gable enlargement the eaves of the original roof are maintained or reinstated; and the edge of the enlargement closest to the eaves of the original roof is, so far as practicable, not less than 0.2 metres from the eaves, measured along the roof slope from the outside edge of the eaves.

15. The current proposal accords with advice given by Adam Neil, Development Compliance Manager, Manchester City Council in an e-mail to Studio Charrette dated 28 November 2023; " it would be possible for a planning application to be submitted for alterations to the unauthorised development, but the design being in accordance with the conditions and limitations of the GPDO. As this would be a planning permission, it would allow for works to be undertaken in its own right."

16. The proposal is, therefore, to eliminate the unnecessary and wasteful processes of demolition and subsequent construction by altering the existing unauthorised hip to gable and dormer so as to achieve an outcome identical to that permitted by the GPDO. In particular, the proposal is to

    (I) use materials which match the existing (flank wall in hard red brickwork; dormer to be reclad in slates matching the roof),

    (ii) demolish the unauthorised half gable in non-matching brickwork and construct full gable in matching brickwork, reinstating the partly-removed dentilled string course.

    (iii) reinstate the rear eaves by setting back the dormer by at least 0.2m measured along the plane of the roof slope and relaying courses of slates between the dormer and the eaves and

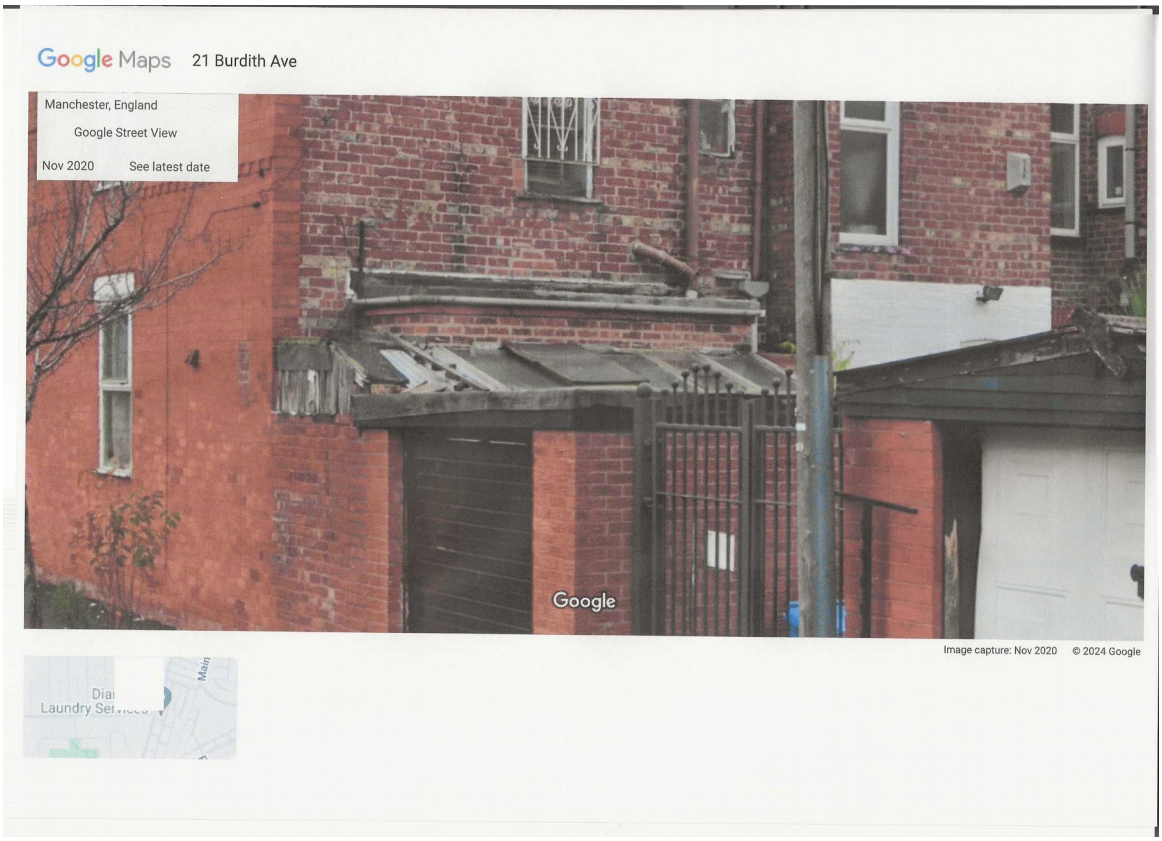
    (iv) reinstate the dentilled string course in the flank wall of the building.

b) the ground floor rear extension

17. As the Council's committee report correctly notes, "the property features a historic single storey rear extension and garage which covers the whole rear yard." Before the unauthorised work was undertaken, the single storey extension comprised two elements; a brick built, flat-roofed bay projecting into the former rear yard and a glazed roof covering the remainder of the rear yard. The flank of the glazed roof facing onto Burdith Avenue was formed of vertical wooden boards. This can be seen in a Google Street View picture dated September 2008;



18. By 2020, the glazed roofing over the rear yard had become dilapidated and unsightly, as the following Google Street View demonstrates.



19. The unauthorised development was to widen the brick-built part of the bay to extend to the side boundaries of the plot, thus reducing the extent of glazed roofing over the yard and to replace the flat roof of the bay by a pitched roof. This can be seen clearly in the following Google Street view dated September 2023. Close inspection of the photograph shows the vertical join in the brickwork where the new work abuts the left hand end of the original brick bay. The right-hand extension is rendered and painted white to match the neighbouring house.. The dilapidated glazed roofing over the former rear yard has been replaced. The addition of a pitched roof reflects the pitched roofs of similar rear projections on the rear of houses in Burdith Avenue, which can be seen in the 2008 Google Street View printed earlier, facing the rear of the site.



20. The characteristics which the council found unacceptable in the unauthorised development are clearly explained in the officer report for planning application 137097/FH/2023. “Given the material choice, the City Council consider this to be unacceptable especially as these are breeze blocks and unmatched bricks.”

21. The Inspector in appeal decision APP/B4215/D/23/3328092 concurred; “The side facing materials do not match those of the main side elevation and the roof is poorly finished. Because of the materials and detailing, this similarly detracts from the appearance of the property and the street scene.” He was mistaken in writing that “An existing single storey rear extension has been replaced by a new rear extension.” As explained above, the rear bay was extended, not replaced but, as the error was not fundamental to the decision, this was not challenged.

22. There are therefore three characteristics of the unauthorised work which contribute to its unacceptability;

    (I) the brickwork in the side of the addition fronting onto Burdith Avenue does not match the hard red brick of the existing flank wall of the dwelling

    (ii) the blockwork forming the side of the glazed roof over the rear yard is an inappropriate choice of facing material

    (iii) the poor finish of the roof.

23. The requirements of the enforcement notice are to "remove the single-storey rear extension, highlighted in green on the attached photo ENF/02, and make good the rear elevation of the dwellinghouse using materials and a bonding pattern to match the existing."

24. Compliance with the enforcement notice is problematic for three reasons. Firstly, it requires removal of the single-storey rear extension without qualification and so, implies removal, not just of the unauthorised works carried out in 2021/2022, but also the removal of the original bay window and glazing over the rear yard. This can be shown to have existed in 2008 and is, therefore, immune from enforcement action. Technically, this makes the enforcement notice a nullity but its validity has not been challenged.

25. Secondly, the requirement to "make good" the rear elevation of the dwellinghouse implies reconstruction of the original bay window, the demolition of which is itself required by the enforcement notice. On the face of it, its demolition is a pointless requirement.

26. Thirdly, the requirement to use materials to match the existing is not clear because the original dwellinghouse uses two types of brickwork, as can be seen in the Google Street View photographs already reproduced. The rear elevation uses a bonding pattern of five rows of stretchers and one row of headers in what appears to be a fletton brick, a brick which has been used in both the rear and side elevations of the unauthorised work. The flank of the dwellinghouse uses a different brick in a hard red colour.

27. The proposal is to retain the form of the additions to the rear extension, to which no objection has been made, (the two sideways additions and the pitched roof which reflect the form of other pre-existing rear bay windows in properties facing the rear of the site in Burdith Avenue)) retaining the rear elevation in the brickwork which matches the rear elevation of the house but to replace the facing brickwork and blockwork in the side elevations of the additions by hard red bricks matching those of the side elevation of the existing dwellinghouse.

c) the garage door

28. During the construction of the unauthorised works in 2021/2022, tools and materials were stolen from the garage at the rear of the site. Advice was received and acted upon that a roller shutter would be more secure than the previously existing up-and-over door (which, in any event, opened out over the pavement and so, constituted a safety hazard to pedestrians passing). Unfortunately, the housing for the roller shutter projected out over the pavement and so, technically, required planning permission.

29. The Council's officer report on application 137097/FH/2023 records that "in terms of the roller shutter, the City Council considers that these are an acceptable replacement to previous shutters", and the Inspector's appeal decision commented "The works include a roller shutter garage door which is not a positive feature, given its general character and its high level protruding external shutter box. I understand however that this is a replacement and the council have not raised a concern with regard to this element of the proposal. I have not therefore considered this detail further." Nevertheless, the Council's enforcement notice requirements are to "remove the roller shutter, housing box and guides, highlighted in blue on the attached photo ENF/01 and reinstate the garage door to its previous up and over configuration or mount the roller shutter, housing box and guides, so that they sit behind or within the existing garage opening."

30. The proposal takes the second option and proposes to mount the roller shutter, housing box and guides, so that they sit behind or within the existing garage opening.

The drawings

31. The application drawings are;

    Drawing number P1 Location and block plans

    Drawing number P2 Previous plans (ie before unauthorised work)

    Drawing number P3 Existing plans (I.e including unauthorised works)

    Drawing number P4 Proposed plans

    Drawing number P5 Previous elevations (ie before unauthorised work but, omitting existing garage and glazed roofing over yard to show internal rear elevation of original bay window)

    Drawing number P6 Existing elevations (I.e including unauthorised works)

    Drawing number P7 Proposed elevations

32. Note that, as a draughting convention, ornamental brick string courses and window surrounds are not shown but, it is the intention of the application to restore the dentilled string course removed when the unauthorised half gable was constructed.

Relevant policies

33. Manchester's Local Development Framework Core Strategy Development Plan Document was adopted on 11th July 2012. Relevant policies are listed in the Council's officer report for application 137097/FH/2023 and in Enforcement Notice ENF/15463/22 as SP1, EN1 and DM1, together with Saved Policy DC1 of the Unitary Development Plan for the City of Manchester. The interactive policies map for Manchester indicates that the site lies in the Central Manchester area where policies EC8 and H5 apply but policy EC8 is largely concerned with employment and policy H5 with new housing and so not relevant to this application. The Guide to Development in Manchester Supplementary Planning Document is also relevant.

34. The relevant parts of policy SP1 (which sets out the key spatial principles which will guide the strategic development of Manchester to 2027) are: its reference to the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. All development should have regard to the character, issues and strategy for each regeneration area (in this case the Central Manchester Strategic Regeneration Framework). Core Development Principles include that Development in all parts of the City should make a positive contribution to neighbourhoods of choice including:- creating well designed places that enhance or create character, protect and enhance the built and natural environment, amongst other matters.

35. Policy EN1 sets out Design Principles. All development in Manchester will be expected to follow the seven principles of urban design;

    Character: a place with its own identity.

    Continuity and enclosure: a place where public and private places are clearly distinguished.

Quality of the public realm: a place with attractive, and successful outdoor areas.

Ease of movement: a place that is easy to get to and move through.

Legibility: a place that has a clear image and is easy to understand.

Adaptability: a place that can change easily.

Diversity: a place with variety and choice.

and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. Design and Access Statements submitted with proposals for new development must clearly detail how the proposed development addresses the design principles, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategy Strategic Objectives.

The Strategic Character Area in which the development is located is the Central Arc Character Area but the policy content is not relevant to the development proposed in this application.

36. The requirements of policy DM1 are that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:-

Appropriate 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.

Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.

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

Community safety and crime prevention.

Design for health.

Adequacy of internal accommodation and external amenity space.

Refuse storage and collection.

Vehicular access and car parking.

Effects relating to biodiversity, landscape, archaeological or built heritage.

Green Infrastructure including open space, both public and private.

The use of alternatives to peat-based products in landscaping/gardens within development schemes.

Flood risk and drainage.

Existing or proposed hazardous installations.

Sustainable construction techniques.

37. Saved Unitary Development Plan policy DC1 provides that;

1. 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.

2. 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 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 so severe an existing on-street parking problem that unacceptable additional pressures would be created.

3, 4, 5 and 6 are not applicable to this case.

Evaluation

38. In essence, the argument in favour of the proposal is that it addresses the Council's concerns with the unauthorised development. In particular, the alterations to the accommodation in the roofspace, by complying with the conditions applicable to permitted development would result in a standard of development which the government has found normally acceptable as a matter of national policy. Permitted development has not been removed from the application site and so, a development which complies with permitted development requirements ought to be found to accord with the quality requirements of Core Strategy policy SP1.

39. By replacing the facing brickwork on the Burdith Avenue elevations with matching hard red facing bricks and restoring the partly removed dentilled string course, the proposal would reinforce the identity and character and clear image of the local place, would continue to distinguish public and private places and reinforce the existing quality of the public realm in

conformity with policy EN1. It would have no effects on ease of movement, or diversity but would demonstrate the adaptability of the local housing stock.

40. The form and massing of the loft conversion part of the proposal would result from the application of the principles of the government's General Permitted Development Order. Its materials and detail would respect the Council's concerns set out in its officer's report and would address the impact of the proposal on the surrounding area.

41. The pitched roof added to the ground floor kitchen projection reflects the character of similar rear projections on neighbouring properties in Burdith Avenue to the rear of the site, as illustrated by the following extract from Google Street Scene and so reinforces the identity and character and clear image of the local place in accordance with policy EN1.



42. There is no issue concerning the effects of any part of the proposal on amenity in terms of sunlight, daylight, privacy, noise or outlook. It proposes no change to local accessibility, community safety or design for health but, as stated earlier, the installation of a roller shutter on the garage is a response to crime prevention advice. The adequacy of internal accommodation is improved by the development; that is the purpose of the hip to gable conversion, the kitchen extension and the dormer. It has no effect on the adequacy of external amenity space. Arrangements for refuse storage and collection, vehicular access and car parking would be unaffected by the proposal. There would be no effects relating to biodiversity, landscape, archaeological or built heritage, green Infrastructure including open space, both public and private, flood risk and drainage or existing or proposed hazardous installations. The use of alternatives to peat-based products in landscaping/gardens does not arise as a consequence of this proposal and sustainable techniques would be used in its construction, all in accordance with policy DM1.

43. In terms of saved Unitary Development Plan policy DC1, the proposal would not change the general character of the property as an end of terrace residential unit. It would have no effect upon the amenity of neighbouring properties in terms of daylight, sunlight, privacy, outlook or noise. It reflects the desirability of enabling people to adapt their houses in appropriate ways to meet changing household needs, has no effect on any on-site, off-street or on-street car parking and would conform to the terms of the government's GPDO in terms of its overall appearance in

the street scene and as a result would not be excessively large or bulky or 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.

Conclusion

44. The information set out in this Planning, Design and Access Statement demonstrates that the proposal complies with all relevant Local Development Framework policies. It should therefore be permitted.

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