MANCHESTER CITY COUNCIL

# Planning

## Growth & Development

## Delegated officer report for planning application

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| **Application no.** | 138583/FO/2023 |
| **Date registered valid:** | 17 November 2023 |
| **Proposal:** | Erection of a single-storey rear extension with external access ramp. |
| **Address:** | 22 Doncaster Avenue, Manchester, M20 1GJ |
| **Ward(s):** | Old Moat Ward |
| **Applicant:** | Mrs Waheeda Ahmed |
| **Agent (if any):** | Mr Talha Siddiqui |
| **Case officer:** | Katie Raw<br>Tel: 0161 234 4164<br>Email: katie.raw@manchester.gov.uk |
| **Recommendation:** | Approve |
| **Date of recommendation:** | **9 January 2024** |

**Application details**

**Type of application:** Full Application Consent

**Development type:** Minor Other

**Date of site visit:** 29 November 2023

**Standard consultations:**
No consultations have been printed and sent.

**Neighbour notifications**
Printed: 22 November 2023 Expired: 13 December 2023

**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**

**Listed building:** Not applicable

**Conservation area:** No

**Tree Preservation Order:** No

**Description of area**

The application site relates to 22 Doncaster Avenue within the south Manchester ward of Old Moat. The application site relates to a semi-detached, two storey dwellinghouse of a brick construction painted in a teal blue colouration. Access to the property is available via an entrance door on the side elevation of the property. Amenity space to the front of the property relates to an area of hardstanding and amenity space to the rear is characterised by a spacious garden measuring 160 square metres of a grassed garden and patio area.

**Description of development**

The submitted application seeks planning permission for the erection of a single-storey rear extension with external access ramp.

The rear extension would have approximate dimensions of Height: 3.4 x Length: 6 x Width: 6.5 metres, would create a utility and living room for a disabled resident and would involve the insertion of a set of doors, two doors and two skylights within the roof plane. Materials to be used within the extension would match that of the host property.

The external access ramp would allow access out of the proposed extension into the rear amenity space. The ramp would have a 1000mm landing and an approximate 200mm height difference requiring 2400mm of ramp, with a 1:12 gradient. Plans note the ramp would adhere to Document M of the Building Regulations and would be made of floor mounted handrails with a concrete ramp finish.

The plans originally submitted had an 8 metre extension which was considered unacceptable. As the proposal would be due south of the neighbouring property no.20 Doncaster Avenue, the 8 metre projection would give rise to adverse loss of light implications. The 8 metre extension would also feel overbearing to both neighbours but especially to no.24 Doncaster Avenue, as the built form would be sited along the common boundary.

The agent confirmed the ground floor of the dwelling has previously had internal alterations by the council to support the disabled person. All doors have been widened for wheelchair access and a ground floor disabled-accessible toilet/shower has been put in place. The proposal is to provide extra living space for the disabled person as a living space with access to the rear garden and existing toilet with ease. As such, the projection of the proposal was reduced to 6 metres to allow adequate space for the applicant but reduce impact to neighbouring properties.

*Planning History*

No planning history exists for this site.

## Consultations & Notification Responses

*Local Residents*

Local residents were consulted and no responses were received.

## Issues

POLICY

*The National Planning Policy Framework (December 2023)*

The document sets out the Government's Planning Policies for England and how these are expected to be applied. At the heart of the Framework is a presumption in favour of sustainable development in terms, "For plan-making" and "For decision-taking", (paragraph 11).

Paragraph 8 - Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):
a) an economic objective
b) a social objective and
c) an environmental objective.

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

*The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.*

The Core Strategy is the key document in Manchester's Local Development Framework. It replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. Of relevance are Policy DM1 (Development Management), Policy SP1 (Spatial Principles) and Policy EN1 (Design Principles and Strategic Character Areas).

*Unitary Development Plan Saved Policies*

Large elements of the UDP have been superseded by the Core Strategy. The following saved policies are of relevance in the consideration of this application:

DC1.1 states that in determining planning applications for extensions to residential properties, the Council will have regard to:
a. The general character of the property;
b. The effect upon the amenity of the neighbouring occupiers;
c. The desirability of enabling people to adapt their houses in appropriate ways to meet changing household needs;
d. The overall appearance of the proposal in the a street scene;
e. The effect of the loss of any on-site car parking.

DC1.2 states that extensions to residential properties will be allowed subject to compliance with other relevant policies of the Plan and the following criteria:
a. They are not excessively large or bulky (for example resulting in structures which are not subservient to original houses or project out too far in front of original buildings);
b. They do not create undue loss of sunlight, daylight or privacy;
c. They are not out of character with the style of development in the area or the surrounding scene by virtue of design, use of materials or construction details.
d. they would not result in the loss of off-street car-parking, in a situation where there is so severe an existing on-street parking problem that unacceptable additional pressures would be created.

DC1.3 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).

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

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

The Guide aims to help to develop and enhance a unique and positive sense of place within Manchester and its neighbourhoods. The guidance is grouped under seven key principles recognised by CABE as being those urban design characteristics which create successful places. These are: character and context, continuity and enclosure, ease of movement, quality of the public realm, diversity, legibility, and adaptability. It advises that high quality design is a vital attribute of successful neighbourhoods.

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

*Places for Everyone*

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan.

To date, five consultations have taken place in relation to the Plan. The Examination of the Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation.

The City Council's Executive agreed the Main Modification on 4 October 2023 and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023.

Any representations will be forwarded to the Examination team managing the Plan. The Inspectors will consider all representations on the proposed Modifications before finalising the examination report.

Given the stage the Plan has reached, and level of public consultation and scrutiny it has received, 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 following policies are relevant:
i.JP- S1- Sustainable development
ii.JP- S2 – Carbon and energy
iii.JP- S5 – Flood risk and the water environment
iv.JP- H1 – Scale, distribution and phasing of new housing.

ISSUES

*Principle of Development*

The submitted development application is for the erection of a single-storey rear extension with external access ramp. 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, including disabled access needs. However, consideration must be given to the proposal's appearance, impact on the visual amenity of the area and impact on the neighbouring properties' residential amenity. As the property is to remain a single family dwellinghouse it is not considered that the proposed extension would give rise to any significant additional waste or car parking pressures.

*Visual/ Residential Amenity*

Single storey rear extension:
As existing, the property benefits from a small single storey outrigger with a projection of 1.7 metres. As a result of the proposal, the adjoining property no.24 Doncaster Avenue would feel an additional 6 metres of built form against the common boundary. Due to the orientation of the properties, this neighbour would not be impacted by any adverse loss of light implications, and due to the position of windows, no privacy implications. However, it is noted that due to the open nature of the rear of the properties due to the lack of dense hedging and long, thin rear gardens, the proposal could create an overbearing feature along the shared boundary. However, the projection has been reduced by 2 metres following concern and the proposal would benefit the needs of the disabled user, pursuant to Policy DC1.5 of the UDP. Further, the Larger Homes Extension route could allow an extension up to 6 metres in length at this site, and a 15 metre gap would be retained between the rear building line of the proposal and the rear boundary line of the applicant and neighbouring property.

No.20 Doncaster Avenue is already used to the projection of 1.7 metre single storey outrigger and as a result would feel an additional 4.3 metres of built form. The extension would retain a gap of 1.4 metres between the side of the proposal and the common boundary with no.20. Although the proposal may give rise to loss of light to no.20 Doncaster Avenue, given the proposal is single storey, set off the common boundary and a 15 metre gap would remain to the rear boundary line, any loss of light/ overbearing is not considered so severe to warrant a refusal given the application is for the benefit of the disabled user. No windows would be inserted in the side elevation and so no adverse implications would occur as a result of the proposal. In addition, a further condition would be placed on any approval granted restricting the further insertion of windows and doors beyond those approved by this consent.

The properties to the west of the applicant site would not be adversely impacted by the proposal, due to the 15 metre gap to the rear boundary line.

External access ramp:
The external access ramp would allow access out of the proposed extension into the rear amenity space. The ramp at the highest point would have a height of 1 metre. Due to the wooden fence boundary treatment separating the rear amenity spaces of the neighbouring properties, the external ramp would not be easily visible and so would not give rise to harm in terms of visual/ residential amenity.

Overall, any harm caused to the residents is considered to be outweighed by the need to provide suitable accommodation for the need of the disabled user, pursuant to Policy DC1.5 of the UDP. Any harm caused could also be achieved by obtaining consent for a 6 metre extension through the Larger Homes Extension route.

*Design and Appearance*

Single storey rear extension:
As discussed previously, the extension would have a projection of 6 metres and would exceed the maximum projection set out within Policy DC1.3 of the UDP. However, the Larger Homes Extension route could allow an extension up to 6 metres in length at this site. Since a 15 metre gap would be retained between the rear building line of the proposal and the rear boundary line of the applicant and neighbouring property and given the proposal would be for a disabled resident, in this instance the proposal is considered acceptable in design, pursuant to Policy DC1 of the UDP.

Materials to be used within the extension would match that of the host property and would be conditioned as such within any approval granted.

External access ramp:
The ramp would have a 1000mm landing and an approximate 200mm height difference requiring 2400mm of ramp, with a 1:12 gradient. The gradient would adhere to Document M of the Building Regulations and would therefore be acceptable in size and form.

Floor mounted handrails would support the ramp. A condition would be placed on any approval granted for the handrails to be made of galvanised powder coated steel and painted black. This would ensure the colouration which would not be out of keeping with the existing structures within surrounding residential properties. The use of a concrete ramp structure is also acceptable and would be conditioned accordingly within any approval granted.

On balance it is considered that the design and appearance of the proposed development accords with Core Strategy Policies DM1 and EN1 and in general the design is considered acceptable.

*Car Parking*

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

*Bin Storage*

Bin storage arrangements would not be impacted by the proposal.

*Conclusion*

Overall, any harm caused to the residents is considered to be outweighed by the need to provide suitable accommodation for the need of the disabled user, pursuant to Policy DC1.5 of the UDP. Any harm caused could also be achieved by obtaining consent for a 6 metre extension through the Larger Homes Extension route. The design and appearance is in keeping with the character of the property and local area and would increase the quality of life for the disabled resident.

**Other Legislative Requirements**
**Equality Act 2010**
Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

**Human Rights Act 1998 considerations**
This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have

made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation:** Approve

**Article 35 Declaration**

The proposal was assessed with regards to policies outlined in the National Planning Policy Framework, Unitary Development Plan Saved Policies, Local Development Framework Core Strategy Development Plan and other material considerations. In this instance officers have worked with the applicant in a positive and proactive manner. Appropriate conditions have been attached to the approval granted.

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

1)The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:
-Application Form, stamped as received by the City Council as Local Planning Authority on 17 November 2023.
-Drawing- Existing & Proposed- Plans and Elevations, stamped as received by the City Council as Local Planning Authority on 4 January 2024.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy.

3) 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.

4) The materials to be used throughout the proposal hereby permitted shall be implemented in accordance with the approved details as set out in the Application Form and within the 'Drawing- Existing & Proposed- Plans and Elevations' specified in Condition 2 of this approval.

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

5) The proposed handrails shall be made of galvanised powder coated steel and shall be painted black.

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

**Appendix 1 – List of consultees & neighbours notified**

33 Doncaster Avenue, Manchester, M20 1AG
13 Alford Avenue, Manchester, M20 1AQ
11 Alford Avenue, Manchester, M20 1AQ
24 Doncaster Avenue, Manchester, M20 1GJ
20 Doncaster Avenue, Manchester, M20 1GJ
35 Doncaster Avenue, Manchester, M20 1AG
31 Doncaster Avenue, Manchester, M20 1AG

**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) -
Area Team Boundary - Name: SOUTH AREA