

Planning

Growth & Development

Delegated officer report for planning application

Application no. 136404/FH/2023

Date registered valid: 6 March 2023

Proposal: Erection of a two storey side extension (including hip to gable conversion) and single storey rear extension and installation of rear dormers following demolition of existing conservatory

Address: 15 Brooklands Road, Manchester, M8 4JH

Ward(s): Crumpsall Ward

Applicant: Mr Mohammed Issa

Agent (if any): Mr Subhan Saleem

Case officer: Katie Raw
Tel: 0161 234 4164
Email: katie.raw@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: 28 April 2023

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 22 March 2023

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

Printed: 20 March 2023 Expired: 10 April 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 15 Brooklands Road within the ward of Crumpsall in north Manchester. The property relates to a dark brick, two storey, semi-detached dwellinghouse with bay windows and dark brown window and door detailing. The property benefits from a part single, part two storey side extension and a conservatory to the rear of the property, although no planning history can be found for these works. Amenity space to the front of the property consists of a long driveway and a grassed garden and further amenity space to the rear of the property consists of a garden with a detached garage and a further outbuilding.

Description of development

The submitted application seeks planning permission for the erection of a two storey side extension (including hip to gable conversion) and single storey rear extension and installation of rear dormers following demolition of existing conservatory.

Skylights are also seen within the proposed plans, however these are not assessed within this application, as they can be achieved through the route of Permitted Development.

The two storey side extension would create the insertion of bay windows and would offer no set back from the primary elevation. As such, it would have approximate dimensions of Height: 8.7 x Length: 9.6 x Width: 4.4 metres. This element of the proposal would result in a pitched roof with side gable.

The single storey rear extension would replace the existing conservatory at the site and extend across the back of the host property and the proposed side extension. As such, the proposal would have approximate dimensions of Height: 4.3 x Length: 3.8 x Width: 11.2 metres.

Two small rear dormers are also proposed as part of the works- one on the roof of the two storey extension and one on the roof of the host property. They would each have approximate dimensions of Height: 1.4 x Length: 2 x Width: 3.7 metres, having each a cubic volume of 5.18.

The proposal would create, on the ground floor, an extended reception, bathroom, utility and open plan kitchen/dining room. On the first floor the proposal would create a bedroom, ensuite and bathroom and on the second floor (within the dormers) the proposal would create two bedrooms.

The proposal would involve the insertion of two windows within the front elevation, one window within the side elevation and five windows and two doors within the rear elevation, and three skylights within the roof plane of the single storey rear extension.

Materials to be used throughout the proposal would include brickwork to match existing, roof tiles to match existing, PVC windows to match existing, bay window tiles to match existing, skylights, glazed bi-fold door and dormer cladding.

Planning history

029531- Single storey extension at front of dwellinghouse to form bathroom.
Approved 11 August 1987.

Consultations & Notification Responses

Local residents

Local residents were consulted and no responses were received.

Issues

POLICY

The National Planning Policy Framework (July 2021)

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 – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

The following specific policies are considered to be particularly relevant to the proposed development:

- i. Chapter 8. Promoting healthy and safe communities- States that planning policies and decisions should aim to achieve healthy, inclusive and safe places and policies and decisions should promote public safety and take into account wider security and defence requirements.
- ii. Chapter 12. Achieving well-designed places- Reflects upon the importance of design to the built environment and its contribution to sustainable development and making places better for people. With this in mind, the design of the substantive development has been assessed in relation to the quality and cohesion of its composite building, as well as the function and appearance of public and private spaces.

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); which states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. The relevant issues are the appropriate siting, layout, scale, form, massing, materials and detail. The 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. The effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.

Policy SP1 (Spatial Principles); which sets out the City Council's Core Development Principles and states that development in all parts of the City should make a positive contribution to neighbourhoods of choice, amongst these include: creating well designed places that enhance or create character, making a positive contribution to the health, safety and wellbeing of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity.

Policy EN1 (Design Principles and Strategic Character Areas); states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located.

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).

DC1.4 In considering proposals for 2-storey side extensions, the Council will have regard to the general guidance above and also to supplementary guidance to be issued. In particular, the Council will seek to ensure that:

- a. the development potential of the gap between detached and semi-detached houses is capable of being shared equally by the owners or occupiers of the two properties concerned;
- b. the actual or potential result of building the extension will not be the creation of a terracing effect, where this would be unsympathetic to the character of the street as a whole;
- c. the actual or potential result of building the extension will not be the creation of a very narrow gap between the properties, or any other unsatisfactory visual relationships between elements of the buildings involved.

As a guide, and without prejudice to the generality of this policy, the Council will normally permit 2-storey house extensions which, when built, would leave a minimum of 1.52m (5 ft) between the side wall and the common boundary, and which meet the other requirements of this policy. Proposals which cannot meet these requirements will be judged on their merits, but with weight being given to (a) and (c) above.

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 CABI 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.

Paragraph 2.7 states that development should help to sustain local neighbourhoods, encouraging the most appropriate form of development to enliven neighbourhoods and sustain local facilities.

Paragraph 2.14 goes on to say 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 considers the impact of site boundaries, which 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.

ISSUES

Principle of Development

The submitted application seeks planning permission for the erection of a two storey side extension (including hip to gable conversion) and single storey rear extension and installation of rear dormers following demolition of existing conservatory. The principle of development is not acceptable, as the benefits to the applicant do not outweigh the potential harm in relation to visual/residential amenity and design and appearance which would result from the proposed development. Despite discussions regarding revisions to the submitted plans to overcome the Local Planning Authority's concerns, the applicant has chosen to pursue the submitted scheme, and for the application to be determined on this basis .

Design and Appearance

Whilst the materials chosen for the proposal would be considered acceptable in principle, further information would be required to fully assess the cladding proposed to the proposed dormer extensions to the rear of the property. However, whilst the choice of materials would be considered to be acceptable in principle, the form and massing of the proposal is not considered to be acceptable in this location.

DC1.4 of the UDP requires the creation of domestic extensions which are subservient to the main house, do not cause a terracing effect and must provide a 1.53 metre gap to the shared boundary. There are a number of designs in regard to two storey side extensions which would avoid the creation of a terracing effect and ensure that subservience to the original dwellinghouse is achieved. Whilst the proposed development would lead to the creation of a

0.8 metre gap to the shared boundary with no.17 Brooklands Road, it is considered that this would not be sufficient in design terms to lead to give rise of a subservient side extension to the dwellinghouse. It is considered that a set back of between 1-1.5 metres to the side extension, with the associated reduction in ridge height to the roof would be required to ensure the proposal is viewed as a subservient addition to the host property. Revisions to the originally submitted plans were sought to address the concerns which had been raised, but revised plans were not received. As such, this application is determined on the basis of the originally submitted plans where no set back or lowering of the roof height is proposed. The two storey side extension under consideration is not considered to create a subservient addition to the property, and is therefore contrary to Policy DC1.4 of the UDP.

In addition, the two storey side extension would result in a double bay fronted primary elevation, with a pitched roof and associated side gable arrangement. Whilst the agent provided examples of double fronted bays in the immediate area, these are historical. The immediate context of the applicant property is characterised by pairs of semi-detached properties with single bay windows, with hipped roofs. Therefore, the proposal would result in an extension that would be out of character with the style of properties within the immediate streetscene. In turn, the proposal is contrary to Policy DC1.2 of the UDP as the proposal would be unsympathetic to the character of the street as a whole and would be viewed as being excessively large and bulky.

Visual/Residential Amenity

It is considered that the impact arising in terms of visual/ residential amenity in connection with the proposed two storey side extension would not be acceptable.

Whilst the two storey side extension would replace an existing part single, part two storey side extension at the site, the proposed side extension would leave a 0.8 metre gap to the shared boundary with no.17 Brooklands Road. As this element of the proposal offers no set back at first floor level and would result in a gable feature and more built form closer to the boundary, the proposal is considered to be overbearing to the immediate neighbours.

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

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, but a revised scheme which overcame concerns was not received.

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

1) The development by reason of its proximity to the shared boundary, together with the scale, siting, appearance and massing of the side extension (including hip to gable conversion), is considered to have an overbearing impact, creating an intrusive feature in the form of expanse of brickwork along the boundary to the detriment of the residential amenity to the occupiers of the neighbouring property. The proposal is therefore contrary to policies SP1 and DM1 of the Manchester's Core Strategy Development Plan Document and saved Unitary Development Plan policies DC1 and the guidance within the National Planning Policy Framework.

2) The erection of a two storey side extension (including hip to gable conversion) would, by reason of its scale, design, appearance and massing, form an overly dominant and visually obtrusive feature along Brooklands Road. The proposal would therefore have an unduly harmful impact on visual and residential amenity, which is contrary to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012), saved policy DC1 of the Unitary Development Plan for the City of Manchester (1995), the Guide to Development in Manchester SPD and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

17 Brooklands Road, Crumpsall, Manchester, M8 4JH
32 Lower Brooklands Parade, Manchester, M8 4JS
26 Lower Brooklands Parade, Manchester, M8 4JS
20 Lower Brooklands Parade, Manchester, M8 4JS
16 Lower Brooklands Parade, Manchester, M8 4JS
43 Cedric Road, Manchester, M8 4JE
36 Lower Brooklands Parade, Manchester, M8 4JS
34 Lower Brooklands Parade, Manchester, M8 4JS
30 Lower Brooklands Parade, Manchester, M8 4JS
28 Lower Brooklands Parade, Manchester, M8 4JS
24 Lower Brooklands Parade, Manchester, M8 4JS
22 Lower Brooklands Parade, Manchester, M8 4JS
18 Lower Brooklands Parade, Manchester, M8 4JS

14 Lower Brooklands Parade, Manchester, M8 4JS
13 Brooklands Road, Crumpsall, Manchester, M8 4JH

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 - Not Affected
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: NORTH AREA