MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	132499/FH/2021
Date registered valid:	20 December 2021
Proposal:	Erection of two storey side and rear extensions together with hip to gable extension and installation of rear roof dormer to form additional living accommodation.
Address:	9 Park Crescent, Manchester, M14 5RE
Ward(s):	Rusholme Ward
Applicant:	Mr Robert Orr, 11 Park Crescent, Manchester, M14 5RE
Agent (if any):	Mrs Dawn Winterbottom, Plans Drawn, 4 Swallow Close, Stalybridge, SK15 3LU
Case officer:	Constance Phillips Tel: 0161 234 5792 Email: constance.phillips@manchester.gov.uk
Recommendation:	Refuse
Date of recommendation:	**27 July 2022**



Satellite image of No's 9 and 11 Park Crescent

Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 13 January 2022

Standard consultations: Printed: 23 December 2021 Expired: 13 January 2022

Neighbour notifications: Printed: 23 December 2021 Expired: 13 January 2022

Site notice: Posted: 13 January 2022 Expired: 3 February 2022

Press advert: Published: 11 January 2022 Expired: 1 February 2022

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Victoria Park Conservation Area 1972

Tree Preservation Order: Small trees/shrubs affected but no TPOs

The application relates to a two storey, semi-detached C3 dwellinghouse of red brick with a clay hipped roof. The property features a brick, upvc and tile porch to the front, and single storey flat roofed outrigger to the rear. The plot includes a large paved driveway to the front and side, with a brick wall topped with black and gold railings, and a garden to the rear.

Description of area

Park Crescent is a landscaped roundabout within Victoria Park conservation area, around which the area is predominantly residential in nature. To the east lies the Park Crescent Hotel (formerly Crescent Gate Hotel) and to the south lies the Victoria Park Hotel, the latter of which is grade II listed. A short walk away lies Rusholme District Centre (also known as the Curry Mile). Other dwellings surrounding the crescent include three storey blocks of flats (Hamilton Lodge, social housing) and several other pairs of 1920's dwellinghouses.

Description of development

The applicant is seeking permission to build a two storey side and rear extension, along with a hip to gable roof alteration and rear dormer, to form additional living accommodation.

Consultations & Notification Responses

Local residents, as per appendix 1 (via letters and site notice) – No comments received.

Rusholme, Fallowfield & Moss Side Civic Society – No comments received



Front view of No's 9 and 11 Park Crescent



Rear view of No's 11 and 9 Park Crescent

Planning history

- 111391/FH/2016/S1 - Erection of a two storey side and rear extension to provide additional living accommodation – approved (in 2016)
- 114407/FH/2016 - Erection of an outbuilding to provide home office – approved (in 2017)
- 124837/FH/2019 - Erection of two storey side extension, two storey rear extension, hip to gable conversion and installation of rear dormer to form additional living accommodation – withdrawn (in 2019)
- 127530/LE/2020 – 'House raise gable wall' – application invalid (2020) due to wrong form
- 128092/FH/2020 - Erection of a two storey side and rear extensions together with rear dormer to provide additional living accommodation – withdrawn (in 2020)

Policies

The following policies are considered relevant in the consideration of this application.

Unitary Development Plan (UDP, 1995) - The UDP has been superseded by the Core Strategy Development Plan but certain policies are still considered of relevance:
- Policy DC1 - Residential Extensions
- Policy DC18 - Conservation Areas

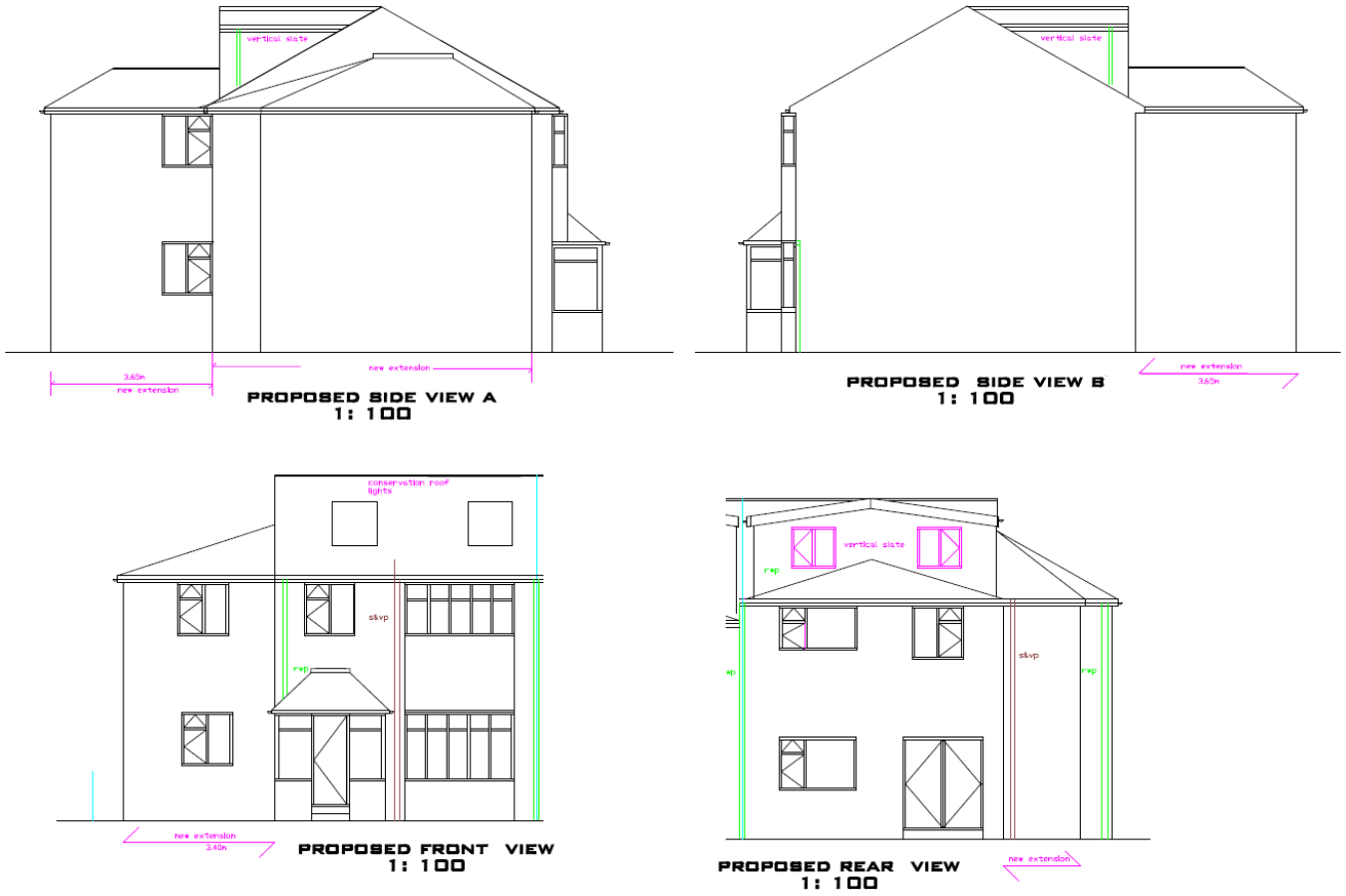
The Manchester Core Strategy Development Plan Document 2012-2027, policies of relevance:
- Policy DM1 - Development Management
- Policy SP1 - Spatial Principles
- Policy EN3 – Heritage

The National Planning Policy Framework (NPPF, 2021)
- Chapter 12 - Achieving well-designed places
- Chapter 16 - Conserving and enhancing the historic environment

For reasons to be outlined below, it is considered the proposal conflicts with the principles of these policy documents.

Issues

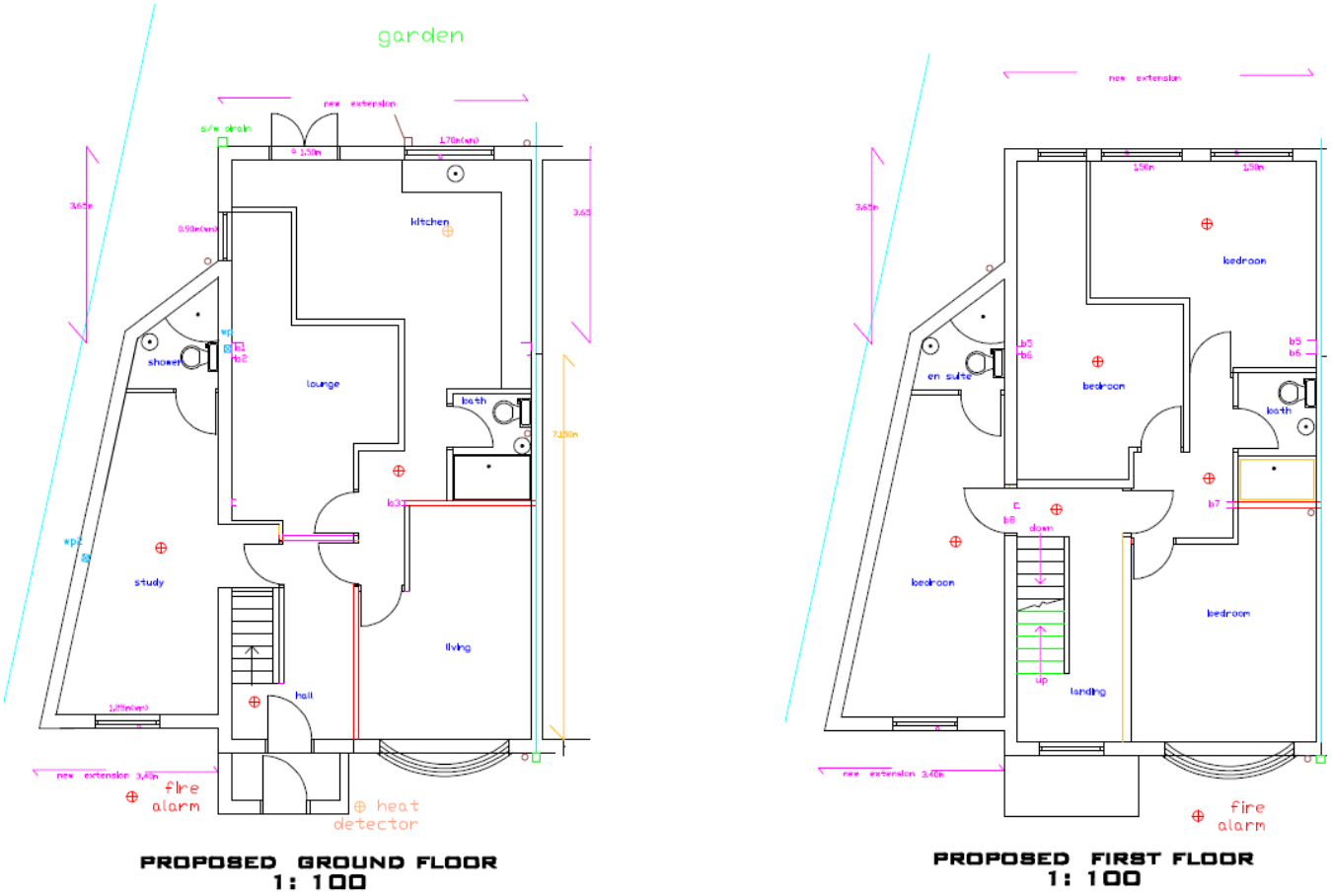
Principle – Extending a residential property, via two storey side and rear extensions, a hip to gable and a rear dormer, in order to provide additional living accommodation for a family dwellinghouse is normally acceptable in principle, given the provisions of saved UDP policy DC1. However, consideration must be given to the proposals siting, scale, design, appearance and impact upon both residential and visual amenity, as well as its impact upon the character of the conservation area within which it sits.



Proposed elevations

Siting, scale and massing – The two storey rear extension would have a projection of 3.65m and would occupy the full width of the property up to the boundary with No.11. It would have an eaves height to match existing and a ridge set 1.37m lower than existing. The two storey side extension would have a width of 3.4m, a depth of 8.7m (1.5m beyond the original rear), a setback of 0.46m and a gap to the boundary of 0.75m. The hip would be set 1.1m lower than the main ridge. Due to the siting away from the side boundary and the curved nature of this street, the side extension would not lead to a future terracing effect should No.7 build similarly. To the rear, the dormer would project from the original roof and proposed hip extension, occupying the majority of the rear slope, with a

gap to eaves of 0.4m, though this would be obscured by the first floor hip. The hip to gable alteration would increase the roof space by 12.8 cubic metres and the rear dormer would increase the volume by <21 cubic metres, with an overall increase of <33.8 cubic metres. This would normally fall within Permitted Development, however as it lies within a conservation area and the dormer and hip to gable both adjoin the side and rear extension roofs, it could not be built under PD. Dormers should not interfere with other additions/extensions and the scale of this box dormer, in an area with very few dormers, is inappropriate. The agent was asked to utilise small, pitched dormer windows instead, but declined. The agent was also asked to ensure the roof over the side extension replicated the main roof in style and pitch, however it was left as a shallow hip which bares no resemblance to the new gable. The resulting extensions and roof additions when taken together form a bulky and mismatched scheme which is not appropriately sited or scaled, contrary to policies



Proposed floor plans

DM1 and EN3 of the Core Strategy and policies DC1 and DC18 of the UDP.

Inaccuracies – The submitted drawings, which were the 3rd set of plans received for this application, are littered with inaccuracies, which makes it difficult to accurately describe the proposals. Some of the feedback provided during the lengthy negotiations was taken on board by the agent, and other parts of the discussions were not. The resulting plans are still unacceptable but also unclear. The errors include the following:

- The proposed 2nd floor/loft plan shows the dormer as having a flat roof, asymmetrical rear windows and small rooflights, whereas the proposed elevations show a dual pitched dormer roof, symmetrical rear windows and larger rooflights.
- The two storey side extension is shown as extending 1.5m beyond the original rear elevation on the floorplans, but is shown as flush with the original rear on the elevations.
- The existing and proposed front elevation shows first floor bay windows which do not exist.
- The proposed side elevation (A) shows the hip retained within the main roof, whereas the front and rear elevations show a hip to gable alteration.

- The proposed side elevation (A) shows a side-facing window at first floor, whereas the 1st floor plan does not.
- The proposed rear elevation shows the eaves of No.11 as being 0.5m lower than No.9.
- The proposed roof plan shows the dormer leaving a gap to the gable, whereas the proposed rear elevation shown it as flush.
- The proposed roof and loft plans show a rear-facing gable over the first floor rear, which is show an a hip on the proposed elevations.
- The proposed roof plan shows the first floor side roof as having a hip which meets the gable at a point, just in front of the main ridge, whereas the proposed loft plan shows it meeting at a point just behind the main ridge and the proposed side elevation (A) shows a 1.8m long junction with the gable instead.
- The loft plan shows the two storey side as flush with the principal elevation, whereas a setback had been negotiated and is shown on the rest of the drawings.

Design and impact upon conservation area – Within a conservation area is it particularly important to design house extensions which are in-keeping with the style of the host dwelling, constructed of appropriate, quality materials and which contribute positively to the street scene. Although side and rear extensions exist within Victoria Park, there is no precedent for dormers and hip to gable alterations. The only example in the vicinity of the application site is the two storey side and single storey rear extension, hip to gable and small rear dormer visible at No.1 Kent Road West (085065/FH/2007/N2), south of the crescent, which was approved in 2008 and thus predates both the Core Strategy and NPPF. According to the application form, the materials proposed for the extensions include red brick, grey tiles and upvc. Within the brief, poorly written heritage statement it states materials to match existing would be used. The current roof covering is not grey, it is red, like the rest of these 1920's semis, therefore it is not entirely clear whether the property is to be re-roofed or not. On the proposed elevations the dormer is annotated as featuring 'vertical slate' to the cheeks/face. Given slate is dark grey in colour, this would be an inappropriate material within a red roof slope. The design and scale of the dormer is unacceptable for a property within Victoria Park conservation area and although sited at the rear, there would be views of it from between the houses along Crescent Range. From the front, the problematic relationship between the shallow hipped roof of the side extension and the proposed gable forms an incongruous feature within the street scene to the detriment of visual amenity. Paragraph 200 of the NPPF states: "any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification." Due to the poor design of the extensions and additions proposed, the works would have a harmful effect on both the street scene of Park Crescent and upon the character of the wider conservation area. It is considered the proposed works cause less than significant harm to the designated heritage asset, being Victoria Park Conservation Area, and is contrary to policies EN3 of the Core Strategy, DC18 of the UDP and Chapter 16 of the NPPF.



View of No.9's roof from Crescent Range

Residential amenity – Due to the siting, orientation and scale, the proposals would be unlikely to negatively impact upon occupiers of No.7, to the west. The two storey side extension would leave a gap of 0.75m to their boundary and tapers off to the rear. No.7 has an existing single storey side and rear wrap around, which leaves a similar gap to the boundary, and the rear gardens face north. However, the proposed side elevation (A) shows a first floor bedroom window facing No.7, which would provide an unacceptable degree of overlooking. On the opposite side, the works would have a significant impact upon No.11. No.9 and No.11's applications were applied for at the same time via the same agent, by applicants who are clearly family/friends and who attended the negotiation meeting together. The plans show the two storey rear element is to be built together along the boundary line. It is worth noting however that, although they were asked to apply on a joint application and chose not to, this could have caused issues in future should, for instance, No.9 build without No.11, as the 3.65m deep, two storey wall along the boundary would be significantly overbearing for occupiers of No.11, causing a loss of light and outlook, contrary to policies DM1 and SP1 of the Core Strategy.

Conclusion – Extensive negotiations took place during the course of this application and the agent and applicant were afforded ample opportunity to take the detailed feedback given during the meeting and through many emails on board. Unfortunately an acceptable scheme has not been reached in this case. For the reasons explored above, it is considered that the proposal is of an unacceptable design and scale and the resultant dwelling has a bulky and incongruous appearance which unduly impacts the adjoining property and does not follow the pattern of development expected within Victoria Park. Policy DC1 states that the alteration and extension of residential properties may be required to accommodate changing household needs, however, the proposals are considered to negatively impact upon the street scene and cause less than significant harm to the conservation area, thus acting against the principles set out in the aforementioned policies. The proposal therefore cannot be supported by the City Council. The agent was informed of the decision to be taken and no further plans or information were submitted.

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: Refuse

Article 35 Declaration

Officers have worked with the agent and 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 agent during the course of the planning application, but these concerns have not been sufficiently addressed. The proposal is considered to be contrary to the development plan and therefore cannot be supported by the City Council.

Reasons for recommendation to refuse

1) The proposed two storey extensions and roof alterations, by reason of their scale, massing and design, would form overly dominant and incongruous features within the street scene as well as harm the character of the conservation area. The proposed development is therefore contrary to policies SP1, EN3 and DM1 of the Manchester Core Strategy, extant policies DC1 and DC18 of the Unitary Development Plan for the City of Manchester and the guidance contained within the National Planning Policy Framework.

2) The applicant/agent has failed to provide accurate floorplans and elevational drawings of the proposed development. The proposed development is therefore contrary to the provisions of policies EN1, SP1 and DM1 of Manchester's Core Strategy Development Plan Document and saved policy DC1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Rusholme, Fallowfield & Moss Side Civic Society

6 Crescent Range, Manchester, M14 5RW
7 Park Crescent, Manchester, M14 5RE
8 Crescent Range, Manchester, M14 5RW
2 Crescent Range, Manchester, M14 5RW
Park Crescent Hotel, 13 Park Crescent, Manchester, M14 5RE
4 Crescent Range, Manchester, M14 5RW
11 Park Crescent, Manchester, M14 5RE

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
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Victoria Park Conservation Area 1972
Susceptible to Surf Water Flood (Less)
Susceptible to Surf Water Flood (Middle)
Area Team Boundary - Name: SOUTH