

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143462/FO/2025

Date registered valid: 5 March 2026

Proposal: Erection of a two-bedroom bungalow within rear garden together with a first-floor extension and roof alterations to the existing dwelling.

Address: 21 Victoria Terrace, Manchester, M12 4LB

Ward(s): Longsight Ward

Applicant: Enamul Hoque

Agent (if any): Silas Willoughby, Planning by Design

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

Recommendation: Refuse

Date of recommendation: 9 April 2026

Application details

Type of application: Full Application Consent

Development type: Minor Dwellings

Date of site visit: 2 April 2026

Standard consultations:

Printed: 11 March 2026 Expired: 1 April 2026

Neighbour notifications

Printed: 11 March 2026 Expired: 1 April 2026

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 proposal relates to a two storey dwellinghouse situated on the eastern side of Victoria Terrace – a small residential cul-de-sac.



View of application property from Victoria Terrace

The host property features a large gable roof, simple brick elevations and hardstanding to the front for off street vehicle parking and garden area laid with artificial turf to the rear.



View of rear garden area

The property is enclosed by a combination of high brick wall, concrete panels, metal sheeting and metal railings.

Immediately to the north is an access track which serves the rear of properties along Meldreth Drive and is proposed to be utilised for vehicular access for the proposed bungalow.

Listed building: Not applicable

Conservation area: No

Tree Preservation Order: No

Description of area

The application is situated within an area predominantly residential in character, mainly comprising two storey dwellinghouses.

The rear boundary is shared with Rodney House Specialist Support School. To the south, is an area of informal open space, beyond which to the west, is a functioning railway line.

Description of development

Planning permission is sought for the erection of a bungalow within the rear garden of the existing property. The proposed bungalow would have a gabled roof design and would comprise two bedrooms, a bathroom, and an open-plan kitchen and living area.

The proposed dwelling would be physically separated from the garden of the existing property and would be provided with a small area of private amenity space, bin storage and a driveway. Vehicular access is proposed to be taken from the access track off Victoria Terrace.

In addition, the proposal includes alterations to the existing dwellinghouse, specifically the reprofiling of the roof through the raising of the side walls to create an enlarged roof space. This would facilitate the creation of an additional bedroom and bathroom at first-floor level. New windows are proposed to the first-floor elevations, including obscurely glazed windows to the side elevations serving the new bathroom accommodation.

Consultations & Notification Responses

Local Residents/Occupiers – 2 representations objecting to the proposal have been received. Principal comments are summarised below.

The proposal is considered an overdevelopment of the site, out of character with the established surrounding residential layout.

Due to its position and proximity to neighbouring properties, the proposed building would significantly reduce sunlight and natural daylight to adjacent homes and gardens.

There are concerns that the property could be used for catering or marriage-related events, potentially resulting in increased noise, visitor numbers, traffic, and late-night disturbance within a quiet residential area.

The development would intensify activity within a confined residential space, adversely affecting neighbouring residents' privacy, peace, and enjoyment of their homes and gardens.

No objection in principle to the proposed development, but concerns are raised about the positioning of any windows that may overlook neighbouring properties. In particular, if any windows would directly face or provide a view into neighbouring homes or garden. It is requested that consideration is given to the placement, orientation, and design of any windows, and that appropriate measures (such as obscure glazing or repositioning) are implemented to prevent overlooking and to protect privacy.

Environmental Health – If the application is approved, conditions are requested in relation to construction management, acoustic insulation, electric vehicle charging and ground conditions.

Greater Manchester Police (Design for Security) – Concerns are raised about the lack of natural surveillance and access being taken from a back passageway. If the gates/boundary are a minimum 2000mm high and the house is built to Secured by Design standards, with an intruder alarm, this would mitigate the risk. Illumination of the access road would also be a positive.

Highway Services - The development does not give rise to highway safety concerns or result in a severe impact on the local road network.

The additional occupants possibly generated by the proposed works are not expected to offer an unacceptable increase in vehicular trips.

The proposed parking ratio is considered acceptable for anticipated demand.

Due to the lack of lane width, a vehicle reversing out of the new drive will have to carry out numerous reversing manoeuvres.

Additionally, the new driveway is formed at the end of the access lane. As a result, a reversing driver would have no opportunity to 'reverse and turn' until the vehicle is out of the drive. The combination of the lack of lane width and the lack of opportunity to 'reverse and turn' early would cause difficulty for a reversing driver.

It is understood that the manoeuvres described above is the case for any of the existing residents who use that lane to access their off lane parking space. However, as this is a new build, it is recommended that a space is provided within the grounds of the new build that will allow for a driver to enter and leave in a forward gear.

Secure and sheltered cycle storage should be provided at a minimum provision of one-per-unit

All boundary treatments with frontage to a highway must offer appropriate visibility for an exiting driver, therefore visually permeable from a height of 600mm upwards for a minimum distance of two metres along the boundary is recommended.

For the new build, appropriate bin storage has been indicated within the site's curtilage.

Due the restricted access and the limited space available on the highway, a Construction Management Plan should be provided by the applicant prior to any construction works beginning. This should be conditioned.

Planning History

145614/PDE/2026

Large Single Storey Rear Extension (6m deep). *Decision Pending.*

143352/LP/2025

Certificate of Proposed Lawful Development for a single storey side extension. *Refused 3 October 2025.*

141923/P1AA/2025

Prior Approval for the enlargement of a dwellinghouse to allow for the construction of one additional storey to create a two storey dwellinghouse. *Refused 23 January 2025.*

045138/FO/CENTL2/94

Erection of a four bedroomed detached dormer bungalow. *Approved 19 May 1994.*

Policy

The following policy and guidance is considered relevant to the consideration of this application:

Local Development Framework

The Development Plan consists of:

- The Manchester Core Strategy (2012);
- Saved policies of the Unitary Development Plan for the City of Manchester (1995); and
- Places for Everyone Joint Development Plan.

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

The following policies contained within the Core Strategy are considered relevant:

Policy SP1 (Spatial Principles) - 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.

Policy H1 (Overall Housing Provision) - Proposals for new residential development, amongst other criteria should contribute to the design principles of Manchester's Local Development Framework, including in environmental terms. The design and density of a scheme should contribute to the character of the local area and be designed to give privacy to both its residents and neighbours.

Unitary Development Plan for the City of Manchester

The following policies are 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.

Saved policy DC6 (Backland Development) states that the Council will not normally grant consent for residential development on 'backland' sites. That is, sites with limited access to a road because they are surrounded by houses or other uses.

Development will not be permitted unless: there is no loss of privacy to adjoining dwellings; access and parking arrangements do not increase levels of noise and disturbance, the scale and design of development is compatible with the character of the surrounding area, there is sufficient space between adjoining buildings, the proposal does not involve the loss of trees or local habitats, the proposed and existing dwellings retain adequate levels of amenity space and where the built form or surrounding area maintain or enhance the character of an area, particularly within conservation areas.

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 form part of the development plan and 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 following policy is considered relevant for this application:

Policy JP-P1 (Sustainable Places) - seeks to raise the quality of all places in a way that is sustainable in the long-term, to enhance the wellbeing for residents, as well as making Greater Manchester more attractive to potential visitors and investors.

The following key attributes that all development, wherever appropriate apply:

1. Distinctive, with a clear identity that:

- A. Conserves and enhances the natural environment, landscape features, historic environment and local history and culture;
- B. Enables a clear understanding of how the place has developed; and
- C. Respects and acknowledges the character and identity of the locality in terms of design, siting, size, scale and materials used

The Guide to Development in Manchester (SPD) (2007)

The Guide to Development in Manchester is a supplementary planning document which 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 (Decision Making) 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 (Achieving Well Designed Places) provides guidance on achieving well designed places to ensure new development functions well and adds to the overall quality of the area.

The NPPF is currently under review and a Consultation Draft of the emerging NPPF was published in December 2025.

Issues

Principle

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

The National Planning Policy Framework (NPPF), at paragraphs 2 and 47, reinforces this principle. Paragraph 12 further clarifies that the presumption in favour of sustainable development does not alter the statutory status of the development plan as the starting point for decision-making. Where a proposal conflicts with an up-to-date development plan, planning permission should normally be refused.

In this instance, the proposed development is considered unacceptable in principle, as it would conflict with policies aimed at safeguarding residential amenity and preserving the character and appearance of the surrounding area.

Due to the 'backland' siting of the proposed bungalow, the established pattern of development within the locality, and its close relationship with neighbouring properties, the proposed bungalow gives rise to concerns relating to increased activity levels, noise and disturbance, perceived overlooking, access arrangements, and a lack of natural surveillance from the public realm.

Furthermore, the proposed reprofiling of the roof of the existing dwelling and the associated alterations to the elevations raise additional concerns regarding over-dominance, visual intrusiveness, and perceived overlooking, to the detriment of neighbouring occupiers.

Given the overarching policy context, the principle of the proposed use is considered unacceptable and contrary to saved policies DC1 and DC6 UDP, Policies DM1, H1 and SP1, of the Manchester Core Strategy, policy JP-P1 of Places for Everyone Joint Development Plan, The Guide to Development in Manchester (SPD) and the National Planning Policy Framework (NPPF).

The key issues of concern are outlined in more detail below

Proposed bungalow – ‘backland’ development & associated impacts

Saved Policy DC6 of the Unitary Development Plan clearly establishes that ‘backland’ or similar forms of development will only be considered acceptable where a series of criteria are fully met.

These criteria include ensuring that no unacceptable loss of privacy arises for adjoining dwellings and their associated rear gardens; that access arrangements do not result in significant increases in noise, disturbance, or activity to the detriment of neighbouring occupiers; that the scale, form, and layout of development are compatible with the established character of the surrounding area; that adequate separation distances are maintained to prevent issues of overshadowing, over-dominance, or visual intrusion; that development does not involve the loss of important trees or features of high amenity value; and that sufficient, meaningful amenity space is retained for future occupants.

This policy should be afforded substantial weight, as it has been expressly formulated to manage developments of the nature proposed in this instance.

The objectives of Policy DC6 are further supported and reinforced by Policy DM1 of the Core Strategy, which requires all new development to demonstrate an appropriate relationship to its context and the impacts of development on surrounding areas, including effects on design, scale, and appearance, the character of the locality, and residential amenity. This includes consideration of privacy, noise, vibration, highway safety, and traffic generation. Policy H1 states further that new residential development should contribute to the character of the local area and be designed to give privacy to both its residents and neighbours.

At a more strategic level, Policy SP1 of the Core Strategy echoes these principles by emphasising the need for development proposals to make a positive contribution to neighbourhoods of choice. This includes ensuring that new development supports and enhances the health, safety, and overall wellbeing of both existing and future residents. Policy JP-P1 of Places for Everyone similarly seeks to raise the quality of all places in a way that is sustainable in the long-term, to enhance the wellbeing for residents.

In this case, the proposed building would not benefit from direct frontage onto a public highway and would instead be accessed via a narrow track off Victoria Terrace. This access arrangement offers limited space for safe vehicular manoeuvring and would be characterised by reduced natural surveillance from the public realm, increasing prospectively occupiers’ vulnerability to crime and to the detriment of public safety. The siting of the development to the rear of the existing dwelling would also represent a significant intensification of the use of the plot, likely resulting in increased levels of activity, noise, and general disturbance, to the detriment of the living conditions enjoyed by neighbouring occupiers.

Due to its physical form, scale, and proximity to the shared boundary with properties along Norman Grove, the proposed bungalow would appear visually intrusive. This impact would be exacerbated by the positioning of a window directly adjacent to the common boundary. Whilst it is acknowledged that this window is proposed to be obscurely glazed, its location and relationship with neighbouring properties, particularly numbers 70–72 Norman Grove would nevertheless give rise to a strong perception of overlooking, undermining neighbouring residents’ sense of privacy.

As a result, the proposed development would have an unacceptably adverse impact on the living conditions of adjoining residential occupiers.

It is therefore considered that the introduction of a bungalow in this location would constitute an over-intensive and inappropriate form of development. Given its relationship with surrounding properties, the proposal would result in a materially harmful impact on residential amenity by introducing additional built form and associated activity directly adjacent to, and to the rear of, neighbouring private garden areas. This would significantly erode the quiet enjoyment of those spaces and would be contrary to the objectives of the development plan.

It should be noted that a prior notification application for a larger home extension with a 6-metre rearward projection has been submitted (145614/PDE/2026), which is pending consideration. If this and the current application were to be approved, the garden space for the existing property would be significantly diminished and would represent overdevelopment of the site.

Proposed roof alterations to existing house – impact to residential amenity and character and appearance of the street-scene

Policies DM1 and SP1 of the Core Strategy seek to protect the amenity and living conditions of existing residents from the impacts of new development. Similarly, saved Policy DC1 of the Unitary Development Plan requires careful consideration of the effects of extensions on neighbouring amenity and the character of the street scene. The policy makes clear that development will not be supported where it is overly large or intrusive, causes unacceptable loss of daylight, sunlight or privacy, or fails to respect the established character of the area.

Policy JP-P1 of the Places for Everyone Joint Development Plan also seeks to improve the quality of places in a sustainable manner, promoting development that enhances resident wellbeing while contributing to Greater Manchester's overall attractiveness.

The Guide to Development in Manchester (SPD) states at paragraph 2.3 that:

‘A high-quality environment is created by buildings which reflect their purpose and respect the place in which they are located. Different parts of the city, its neighbourhoods and streets have distinct or individual characters which are a product of the design of their buildings, the nature of the streets, the quality of the landscape or the nature of their activities. Such positive characteristics should be recognised and enhanced by new development. Each new development should be designed having full regard to its context and the character of the area’.

Paragraph 139 of the National Planning Policy Framework (NPPF) further states ‘Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design’.

In this instance, it is considered that the proposed roof extension, by reason of its increased mass and bulk, would appear visually awkward within the street scene and would have an overbearing presence when viewed from neighbouring properties.

The reprofiled roof, together with the increased wall height, would materially enlarge the overall scale and mass of the host property, resulting in an excessively prominent and visually dominant form of development. This would contrast unfavourably with the proportions and roof profiles of adjoining dwellings and, due to its relationship with neighbouring properties along Norman Grove, would appear unduly intrusive. The proposal would therefore harm both the character and appearance of the street scene and the living conditions of adjacent occupiers.

The impact on neighbouring residential amenity would be further exacerbated by the introduction of new first-floor windows within the side elevations. Whilst these windows are again proposed to be obscurely glazed, their close proximity to the boundary and alignment with

neighbouring windows would give rise to a perception of overlooking, resulting in an unacceptable sense of enclosure and loss of privacy for adjoining residents.

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 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 development, by reason of its location to the rear of an existing property and lack of its own road frontage, constitutes inappropriate 'backland' development. Due to the siting of the proposed bungalow, its close relationship with adjoining residential properties and use of the proposed access track, the development would result in an unacceptable loss of residential amenity for neighbouring occupiers through increased levels of activity, noise, disturbance and overall intrusiveness. Further, the proposed development would lack satisfactory natural surveillance from the main road frontage, creating a secluded form of development that would increase vulnerability to crime and undermine public safety, contrary to the principles of good urban design. As such, the proposed development is contrary to saved policies DC6.1 and DC6.2 of the Unitary Development Plan for the City of Manchester, policies DM1, H1 and SP1 of the Manchester Core Strategy, policy JP-P1 of Places for Everyone Joint Development Plan,

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

2) The proposed roof alterations, by reason of the increased scale, massing and bulk, would result in an overly dominant and visually intrusive form of development that would appear incongruous within the street scene. The development would also be unduly dominant and imposing in relation to neighbouring residential properties, to the detriment of the living conditions of adjoining occupiers. In addition, the positioning of first floor windows within the side elevations, even if obscurely glazed, would give rise to an unacceptable perception of overlooking and loss of privacy, thereby exacerbating the harm to neighbouring amenity. On this basis, the proposed development would therefore fail to provide a high quality, well-designed addition that respects the character of the area or safeguards residential amenity. As such, it is contrary to saved policy DC1 of the Unitary Development Plan for the City of Manchester, policies DM1 and SP1 of the Manchester Core Strategy, policy JP-P1 of the Places for Everyone Joint Development Plan, the Guide to Development in Manchester Supplementary Planning Document, and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Greater Manchester Police
Greater Manchester Ecology Unit
High Speed Two (HS2) Limited

72 Norman Grove, Manchester, M12 5GJ
66 Norman Grove, Manchester, M12 5GJ
4 Meldreth Drive, Manchester, M12 4NB
16 Meldreth Drive, Manchester, M12 4NB
Rodney House School, 2 Albert Grove, Manchester, M12 4WF
70 Norman Grove, Manchester, M12 5GJ
68 Norman Grove, Manchester, M12 5GJ
87 Norman Grove, Manchester, M12 5GJ
85 Norman Grove, Manchester, M12 5GJ
18 Victoria Terrace, Manchester, M12 4LB
16 Victoria Terrace, Manchester, M12 4LB
14 Victoria Terrace, Manchester, M12 4LB
8 Meldreth Drive, Manchester, M12 4NB
6 Meldreth Drive, Manchester, M12 4NB
2 Meldreth Drive, Manchester, M12 4NB
14 Meldreth Drive, Manchester, M12 4NB
12 Meldreth Drive, Manchester, M12 4NB
10 Meldreth Drive, Manchester, M12 4NB
20 Victoria Terrace, Manchester, M12 4LB

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (June 2022)
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: NORTH AREA