

Planning

Growth & Development

Delegated officer report for planning application

Application no. 143599/FO/2025
Date registered valid: 10 September 2025
Proposal: Erection of a roof extension to form second floor
Address: 61 - 63 Ladybarn Lane, Manchester, M14 6YL
Ward(s): Withington Ward

Applicant: Rzgar Salahadeen Mosque
Agent (if any): Philip Holmes, PHA Architects Ltd
Case officer: Holly Wright
Tel: 0161 219 6381
Email: holly.wright@manchester.gov.uk

Recommendation: Refuse
Date of recommendation: 31 October 2025

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 1 October 2025

Standard consultations: Printed: 17 September 2025 Expired: 8 October 2025

Neighbour notifications: Printed: 17 September 2025 Expired: 8 October 2025

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: Not applicable

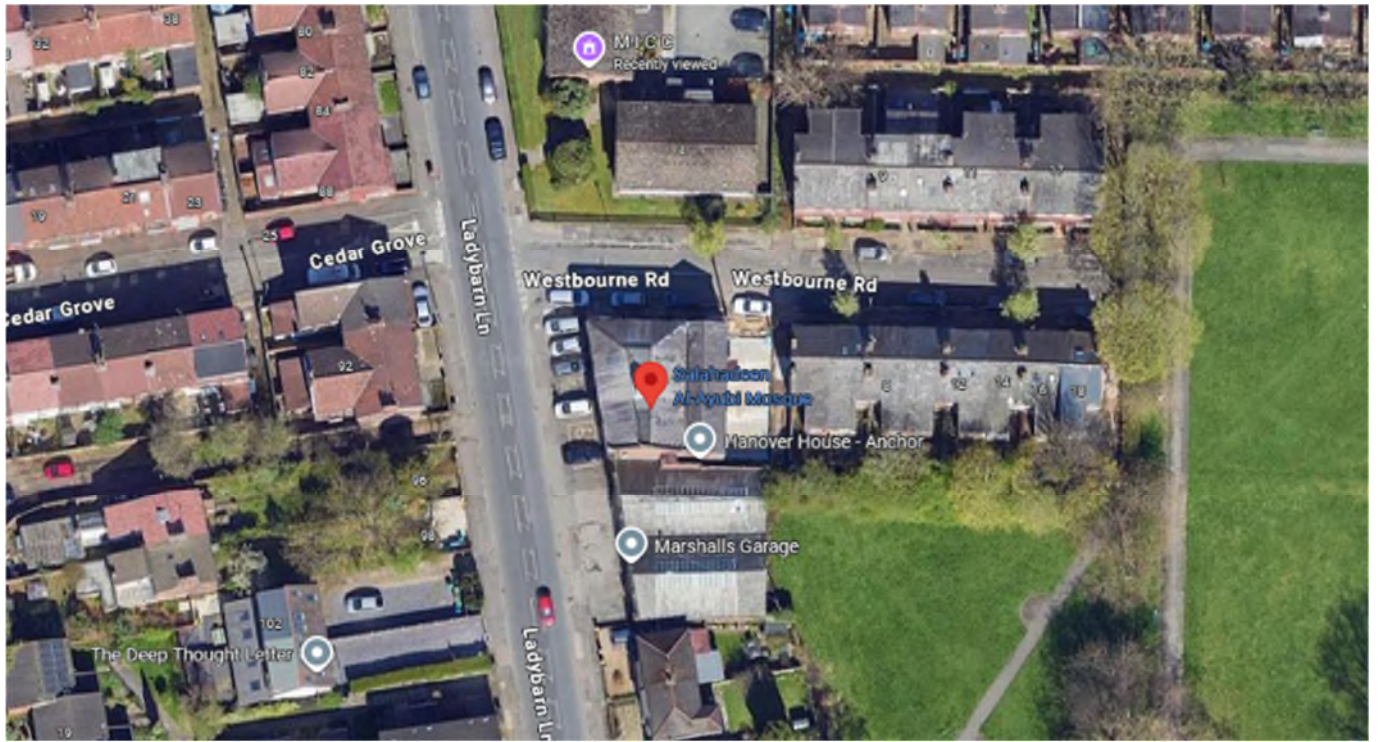
Tree Preservation Order: Not applicable

The application relates to No.61-63 Ladybarn Lane, a two-storey building constructed of red and blue brick with a grey slate pitched roof. To its Ladybarn Lane frontage, the property features 5no. metal roller shutters (two of which are framed by decorative green tiles), a fascia band, white uPVC-framed windows at first floor level and decorative eaves. A number of parking bays (approximately 5 in addition to an accessible bay) are evident immediately in front of the building. To its Westbourne Road frontage, the property features a blocked-up entry (framed by decorative green tiles), white uPVC-framed windows at first floor level, decorative eaves, and an unauthorised two-storey extension with a canopy overhang. An InPost delivery locker is evident on the footpath in front of the building.

The property appears to accommodate a mixed / Sui Generis use, functioning both as a place of worship as the "Salahadeen Al-Ayubi Mosque" (Class F1 - Learning and Non-Residential) and as a community centre as the "Manchester Islamic & Cultural Centre" (Class F2 – Local Community).

Situated in the Withington ward of Manchester, the surrounding area is predominantly characterised by terraced and semi-detached residential properties, and benefits from its proximity to public outdoor amenity and green spaces, such as Kingswood Park, located to the east of the application site.

The property is not listed, nor is it sited within a Conservation Area.





Description of development

The description of development provided on the application form states:

“Additional floor formed by new mansard roof.”

In order to more accurately reflect the nature and extent of the proposed works, the Local Planning Authority has amended this to:

“Erection of a roof extension to form second floor.”

The submitted proposed floor plans indicate that the second floor would be divided into classrooms.

Planning history

082693/FU/2007/S1 - Retrospective change of use to community centre (Sui Generis) – Approved (30.05.2007).

122021/FO/2018 - Erection of two storey side extension – Refused (26.04.2019).

125640/FO/2019 - Erection of a two storey side extension to existing community centre – Approved (11.08.2020).

Consultations & Notification Responses

One neutral representation was received from a local resident in response to the application; the comments are summarised as follows:

- To provide enhancement for biodiversity, a minimum of one Swift nest brick should be included as part of the development.

Policies

Section 70(2) of the Town and Country Planning Act 1990 and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require that decisions must be made in accordance with the development plan unless material considerations indicate otherwise. The National Planning Policy Framework reinforces this requirement in paragraphs 2 and 47, whilst paragraph 12 indicates that the presumption in favour of sustainable development does not alter the statutory status of the development plan as a starting point for decision-making and that, where a planning application conflicts with an up-to-date development plan, permission should not normally be granted.

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

Unitary Development Plan (UDP) – The UDP has been superseded by the Core Strategy Development Plan, but certain policies are still considered of relevance:

- Policy DC26 – Development and Noise

The Manchester Core Strategy – Development Plan Document 2012-2027 (“the Core Strategy”) was adopted by the City Council on the 11th of July 2012:

- Policy DM1 – Development Management
- Policy SP1 – Spatial Principles
- Policy EN1 – Design Principles and Strategic Character Areas

The National Planning Policy Framework (NPPF, 2024)

- Chapter 12 – Achieving Well-Designed Places

Places for Everyone - is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

- Policy JP-P1: Sustainable Places



Submitted existing elevations



Submitted proposed elevations

Issues

Principle – in the case of this application, the principle of the proposal is considered unacceptable and cannot be supported as it conflicts with the development plan policies and associated guidance listed in the preceding section.

It is considered that the proposed roof extension would constitute an overdevelopment of the application property (given the previous additions approved at the site) and would have an unduly harmful impact upon the visual amenity of the area on account of its lack of visual subservience, representing an overdevelopment of the property's roof space as well as forming a visually incongruous and overly dominant feature, which would be out-of-keeping with the appearance of the surrounding properties. The roof extension is also likely to result in undue harm to the residential amenity of the area through increased activity, noise, and comings and goings associated with the proposed classrooms it would accommodate.

On this basis, the proposal is considered to conflict with saved policy DC26 of the Unitary Development Plan for the City of Manchester, policies EN1, DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

Inaccurate information – the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended) provides general requirements for the submission of planning applications, namely that these should be accompanied by a plan which identifies the land to which the application relates and any other plans, drawings, and information necessary to describe the development, which is the subject of the application.

With this in mind, it is considered that the information submitted under this application fails to meet the requirements set out in this Order on account of the numerous inaccuracies which exist amongst the submitted drawings as well as the overall lack of detail contained within the planning submission. These are set out more clearly below:

- The existing elevations:
 - o Do not depict the existing unauthorised side extension present on site.
 - o Do not depict the unauthorised elevational alterations visible to the western elevation of the building at ground floor level (i.e., replacement of the previous shopfront and doorway with a smaller doorway, 2no. windows, and external roller shutters).

- o Do not depict the existing roof tower visible on the building.
- o Show a parapet roof/wall detail which has previously been removed from the building.
- The proposed elevations:
 - o Depict a side extension that is not included within the description of development on the application form and does not benefit from consent granted under a previous approval, deviating substantially from the approved plans of 125640/FO/2019.
 - o Depict a side extension that is not reflective of the unauthorised development as built on site as the proposed elevations:
 - Show 1no. window at ground floor level and 1no. window at first floor level along the northern elevation, whilst the unauthorised side extension as built features a set of doors at ground floor level and 2no. windows at first floor level.
 - Show 4no. windows at first floor level along the eastern elevation, whilst the unauthorised side extension as built features no windows at first floor level and 4no. windows at ground floor level in the eastern elevation.
 - Do not depict a canopy extension/overhang along the northern elevation, whilst the unauthorised side extension as built features a canopy extension/overhang.
 - o Do not depict the unauthorised elevational alterations visible to the western elevation of the building at ground floor level (i.e., replacement of previous shopfront and doorway with a smaller doorway, 2no. windows, and external roller shutters).
 - o Do not match the proposed second floor plan in terms of the fenestration details of the proposal. The proposed north elevation shows the roof slope as being blank, whilst the proposed second floor plan shows the roof slope as featuring 4no. windows/skylights.

Two-storey side extension – a two-storey side extension was documented on site during the case officer's visit. This does not appear to match the approved plans of planning permission 125640/FO/2019, nor is permission being sought for this development under the current application 143599/FO/2025 as it is not detailed within the description of development on the submitted application form. As such, this extension does not benefit from planning permission and is unauthorised.

The differences between the approved plans of 125640/FO/2019 and the unauthorised extension as built include but are not limited to:

- The approved plans show a hipped roof form, whilst the unauthorised extension as built features a flat roof form.
- The approved plans show 1no. window at ground floor level and 1no. window at first floor level along the northern elevation, whilst the unauthorised extension as built features a set of doors at ground floor level and 2no. windows at first floor level.
- The approved plans show no windows at ground floor level and 4no. windows at first floor level along the eastern elevation, whilst the unauthorised extension as built features 4no. windows at ground floor level and no windows at first floor level.
- The approved plans do not depict a canopy extension/overhang along the northern elevation, whilst the unauthorised extension as built features a canopy extension/overhang.
- The approved plans show retention of the parapet roof/wall detail to the host building; however, it appears this roof/wall detail has been removed.

The two-storey side extension as built is therefore materially different to the approved scheme in terms of its design, appearance, and elevational features, and represents a significant departure from the previous approval under 125640/FO/2019. It should also be noted that the City Council would not support the development as currently constructed on account of its flat roof form, which is unreflective of the previously approved design, and which has had an overtly detrimental impact upon the visual amenity of the area due to it being out-of-character with the original building, representing a visually incongruous and obtrusive addition that is also out-of-keeping with the appearance of the surrounding properties. The unauthorised two-storey side extension, by virtue of its poor design, visual incongruity, and lack of architectural integration has therefore had a significant detrimental impact upon the character and appearance of the area. Moreover, its ground floor windows along the eastern shared boundary are considered to prejudice development at the neighbouring site as well as infringing upon the privacy of neighbouring occupiers and giving rise to safety and crime issues. The canopy featured along its northern elevation also has the capacity to facilitate loitering and additional gatherings along a residential street (Westbourne Road) whilst its ground floor doors in the northern elevation provide a new entrance to the building off a residential street, giving rise to additional comings/goings and noise disturbance, to the detriment of the area's residential amenity.

For these reasons, it is considered that, even if the applicant were to seek retrospective planning permission for the unauthorised side extension presently on site, the proposal would not be supported due to the harmful impacts it has incurred upon the visual and residential amenity of the area, public safety, and future development potential of neighbouring sites, which conflict with the principles of saved policy DC26 of the Unitary Development Plan for the City of Manchester, policies EN1, DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

Roof extension – the submitted application form indicates that the application solely seeks planning permission for the roof extension shown on the proposed drawings.

The roof extension would be sited atop the main building and its historic side/rear extension, without altering the roof form of the unauthorised side extension. The development would replace the existing pitched roof with a mansard-style roof, rising approximately 2m above the existing eaves, bringing the total building height to 8.8m from ground level. It would span approximately 16.6m along the northern elevation and 15.1m along the western elevation. The application form specifies that the extension would be constructed using 'tiles'. The proposed elevations indicate that the northern, southern, and eastern roof slopes would remain blank, whilst the western slope would incorporate four windows/skylights.

Due to its prominent siting on a corner plot adjacent to two public highways and footpaths, the roof extension would be highly visible and immediately perceptible within the street scene and public realm. Its substantial scale, massing, and overt lack of visual subservience to the original building would result in a top-heavy appearance to the application property, representing an overly bulky, dominant, and disproportionate addition that would overdevelop the roof space of the property as well as the application site overall when considered together with the previous additions approved at the site. Further to this, it is considered that the roof extension would appear visually incongruous and out-of-keeping with the existing appearance and character of the surrounding area, which is typified by two-storey terraced and semi-detached residential properties featuring traditional dual-pitched and hipped roof forms. The degree of harm caused by the proposal's visual discordance would be further exacerbated by the building's prominent siting.

In addition to its harmful visual impacts, the roof extension is also likely to result in undue harm to the residential amenity of the area through increased activity, noise, and comings and goings,

as the extension is proposed to accommodate an unspecified number of additional classrooms for use at the centre, which would lead to a greater level of use associated with the site.

On this basis, the proposal is considered to conflict with saved policy DC26 of the Unitary Development Plan for the City of Manchester, policies EN1, DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

Conclusion – it is considered that the proposal would have an unduly harmful impact upon the visual and residential amenity of the area, would result in an overdevelopment of the roof space and application site overall, and would be visually incongruous and out-of-keeping with the prevailing character of the area on account of its excessive mass and bulk, inappropriate design choices, visual prominence and incongruity with the surrounding area, and capacity to lead to an increase in activity associated with the site.

On this basis, the proposal is considered to conflict with saved policy DC26 of the Unitary Development Plan for the City of Manchester, policies EN1, DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

The agent of the application was informed of the above issues and notified of the LPA's intent to refuse the proposal.

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 does not improve the social and environmental conditions of the area, nor does it comply with the development plan and therefore does not comprise sustainable development. There are no conditions which could reasonably have been imposed, which would have made the development acceptable, and it is therefore not possible to approve the application.

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

1) The proposal, by reason of its inappropriate siting, scale, massing, and design would introduce detrimental visual elements to the street scene, and would form an overly dominant, visually incongruous and obtrusive structure which would not be sympathetic to the appearance of the application property or its surrounding area, to the detriment of visual amenity and, as such, is contrary to policies EN1, DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

2) The proposal, by reason of its excessive scale, massing, and cumulative impact when considered alongside previous extensions at the site, would result in the overdevelopment of the application property and, as such, is contrary to policies EN1, DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

3) The proposal, by reason of the additional floor space it would create and the intensified use of the site it would facilitate, would result in increased activity, noise disturbance, and comings and goings, to the detriment of residential amenity and, as such, is contrary to saved policy DC26 of the Unitary Development Plan for the City of Manchester, policies DM1 and SP1 of the Manchester Core Strategy, chapter 12 of the National Planning Policy Framework, and policy JP-P1 of Places for Everyone.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Top Flat, 90 Ladybarn Lane, Manchester, M14 6YH
90A Ladybarn Lane, Manchester, M14 6YH
Manchester Islamic Cultural Centre, 2 Westbourne Road, Manchester, M14 6YN
9 Westbourne Road, Manchester, M14 6YN
8 Westbourne Road, Manchester, M14 6YN
7 Westbourne Road, Manchester, M14 6YN
6 Westbourne Road, Manchester, M14 6YN
4 Westbourne Road, Manchester, M14 6YN
12 Westbourne Road, Manchester, M14 6YN
10 Westbourne Road, Manchester, M14 6YN
98 Ladybarn Lane, Manchester, M14 6YH
102 Ladybarn Lane, Manchester, M14 6YH
Flat 12, Hanover House, Ladybarn Lane, Manchester, M14 6YL
94 Ladybarn Lane, Manchester, M14 6YH
92 Ladybarn Lane, Manchester, M14 6YH
88 Ladybarn Lane, Manchester, M14 6YU
82 Ladybarn Lane, Manchester, M14 6YU
86 Ladybarn Lane, Manchester, M14 6YU
Flat 11, Hanover House, Ladybarn Lane, Manchester, M14 6YL
5 Westbourne Road, Manchester, M14 6YN
3 Westbourne Road, Manchester, M14 6YN
Flat 9, Hanover House, Ladybarn Lane, Manchester, M14 6YL
Flat 8, Hanover House, Ladybarn Lane, Manchester, M14 6YL
11 Westbourne Road, Manchester, M14 6YN
71 Ladybarn Lane, Manchester, M14 6YL
69 Ladybarn Lane, Manchester, M14 6YL
96 Ladybarn Lane, Manchester, M14 6YH
104 Ladybarn Lane, Manchester, M14 6YH
84 Ladybarn Lane, Manchester, M14 6YU

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Area Team Boundary - Name: SOUTH AREA