

Application Number	Date of Appln	Committee Date	Ward
135321/FH/2022	31 Oct 2022	16 Feb 2023	Didsbury West

Proposal Erection of a part single/part two storey side extension to provide additional living accommodation

Location 15 Craigmore Avenue, Manchester, M20 2YQ

Applicant Mr Ibrahim

Agent Mr Saghir Hussain, Create It Studio Architects

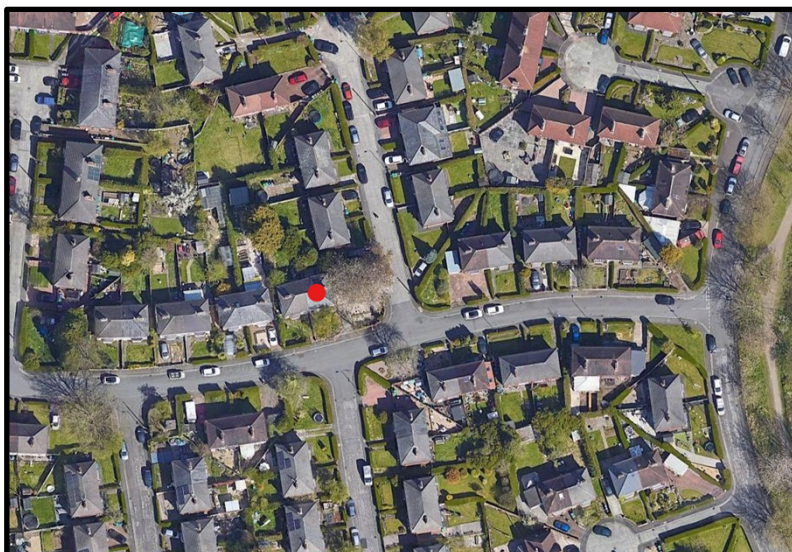
Executive Summary

The applicant is proposing to erect a part single/part two storey extension to the side of the dwelling to provide additional living accommodation. Objections have been received from four local residents, Councillor Hilal and West Didsbury Residents Association. The main concerns raised include impact on residential amenity, pedestrian/highway safety, insufficient parking and the overdevelopment of the site.

Description

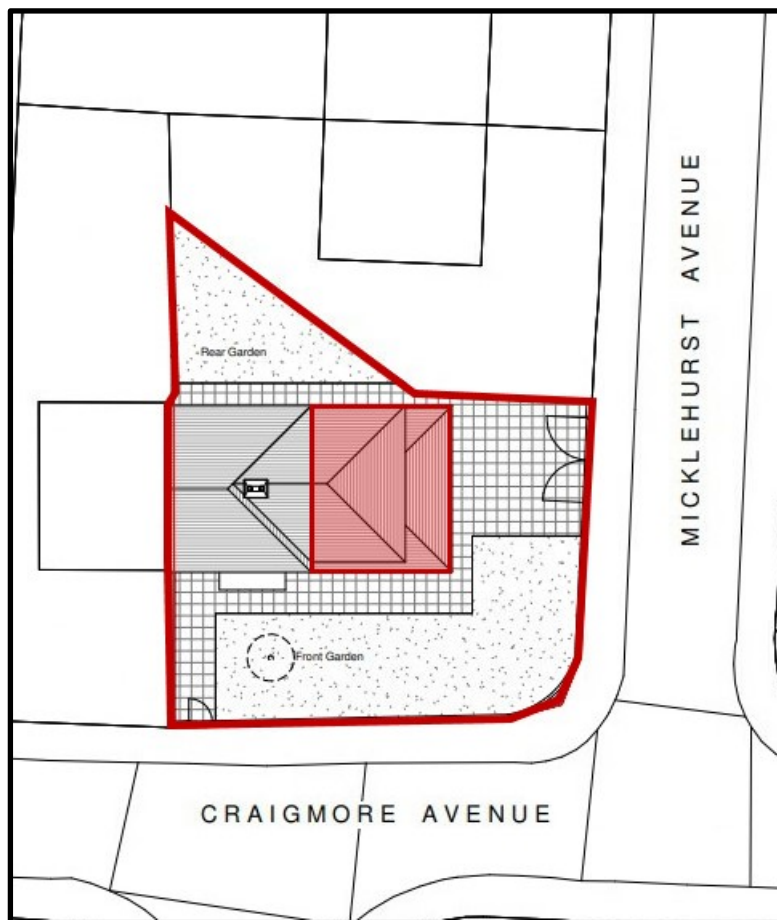
15 Craigmore Avenue is located at the junction with Micklehurst Avenue. It is a 2-storey high dwellinghouse, constructed from brick (which is currently painted) and topped by a hipped roof of slate and is typical of the Interwar properties found throughout this part of south Manchester. There is a mix of garden and hardsurfaced areas to the front, side and rear of the dwellinghouse. Vehicular access is taken off Craigmore Avenue.

There are dwellings to the north and west of the site and on the opposite sides of Craigmore Avenue and Micklehurst Avenue. The area is predominantly residential in nature as can be seen from the image below (application site annotated by a red dot).



The applicant is proposing to erect a part single/part two storey extension to the side of the property to create additional living accommodation. The proposed accommodation would comprise of a utility room, reception room, bath room and playroom/office on the ground floor, with an additional bathroom and bedroom above. The applicant is also proposing to take vehicular access off Micklehurst Avenue and have pedestrian access taken off Craigmoe Avenue. Furthermore, the existing front door onto Craigmoe Avenue would be turned into a full height window, with the main entrance into the property being from a door facing onto Micklehurst Avenue.

The application site is shown below, with the extension hatched in red:



The applicant had previously sought permission (ref: 131110/FO/2021) to erect a two storey dwelling on the side of the existing property but that application was refused in January 2022 for the following reasons:

- 1) The proposed development, by reason of its design and siting, would be out of character with the historic pattern of development in the area and result in an incongruous feature in the streetscene. It would therefore be detrimental to existing levels of visual amenity enjoyed on Craigmoe Avenue and Micklehurst Avenue and contrary to Policies SP1 and DM1 in the Manchester Core Strategy and the guidance contained within the National Planning Policy Framework and National Design Guide.

- 2) The proposed development, by reason of its siting, would have an overbearing impact and lead to the overlooking and overshadowing of the neighbouring property and would as a result have a detrimental impact upon the levels of residential amenity enjoyed by the occupants of no. 1 Micklehurst Avenue, contrary to Policy DM1 in the Manchester Core Strategy and the guidance contained within the National Planning Policy Framework and National Design Guide.
- 3) The proposed development, due to its design and siting, would provide inadequate levels of private amenity space which would lead to the creation of poor living standards. As a result, the proposal would be contrary to the guidance contained within the Manchester Residential Quality Guidance, the National Planning Policy Framework, the National Design Guide and policy DM1 in the Manchester Core Strategy.

Planning permission to erect a single storey extension on the side of the property was approved in 2008 (ref: 085286/FH/2007/S2) but it was never implemented.

Consultations

Local residents – Four letters of objection have been received, the comments are summarised below:

- The proposed extension appears to be the same footprint as the previous application, which was successfully declined.
- The planned extension is not in keeping with the rest of the houses of the area.
- The building of this extension will cause neighbouring properties to be overlooked, which will infringe on privacy.
- Building this extension will block sunlight to adjoining properties.
- The parking on Micklehurst Avenue and Craigmere Avenue is already exacerbated, and the estate already has increased traffic from the delivery drivers from McDonalds who are parking their vehicles on the estate.
- Although a new property is not being built the double storey extension is the same size as the existing house and there will be a single storey extension additional to this.
- Substantial extensions have been added to other similar properties such as one on Mottram Ave that are in keeping with the area in terms of size and surroundings, but this example is in excess of the approved Mottram Avenue example. Substantial extensions have been made to nearby properties on Borrowdale Crescent, but those properties aren't overlooked, whereas this property is.
- There are issues with parking and traffic, and there has been accidents in the past on the adjacent corner of Micklehurst and Craigmere Avenues.
- Parking on Micklehurst Avenue is extremely restricted. Properties 11, 13, 15, 17, 19, 21, 23 and 28 are landlocked forcing residents to park on Micklehurst Avenue. Access to the proposed property will reduce the parking availability even further, especially for those residents residing in landlocked properties.

- The adequacy of turning and loading is extremely limited in Micklehurst Avenue. Residents without a drive on their properties have to reverse out of the avenue on to Craigmere Avenue which is narrow and has cars parked on either side blocking the view on to oncoming traffic creating a hazard. This is also the same for waste refuse wagons and delivery vans. As a result, residents cars are scratched or wing mirrors damaged, causing an extra financial burden on residents.
- The site of the proposed development is just on the border of the Mersey flood basin. Due to climate change in recent years, the River Mersey has been flooding more frequently. Building a new property on an already heavily dense area so close to the flood basin is not environmentally sound.

Ward members – A letter of objection has been received from Councillor Hilal, the comments are summarised below:

- The planning application is a double storey extension which is the same size of the existing house plus there will be a single storey extension additional to this.
- The plans are not substantially different to the application applied for previously.
- The extension will overlook nos. 10 and 12 Craigmere Avenue and also the homes of nos. 1 and 3 Micklehurst Avenue obstructing their views.
- The proposal is too large and not in keeping with the area and existing homes.
- There is also parking issues in the area particularly with delivery drivers from nearby McDonalds and it is considered the development will only exacerbate the problem.

West Didsbury Residents Association – WDRA object to the proposal on the following grounds:

- The proposal represents overdevelopment of the site
- The configuration could potentially diminish road safety by impairing lines of sight.

WDRA have further stated that should the application be recommended for approval the following conditions be applied.

- That the building could not be sub-divided into two properties at a later date.
- That a landscape scheme to show position of new tree planting to make good the substantial tree loss that occurred, prior to the previous application.

Highway Services – Have commented as follows:

- Given that the proposed development will not result in any increase in residential units, it is accepted that no highway concerns in terms of safety or capacity are considered likely to arise.

- On-site parking provision will be retained with a vehicular crossover relocated from Craigmore Avenue to Micklehurst Avenue. It should be noted that all individual driveway parking spaces should be a minimum of 3.0m x 6.0m to ensure that vehicles do not impact on the adopted highway.
- Highways would not support any greater than a double dropped kerb and therefore the driveway should be positioned at an appropriate point away from the neighbouring driveway.
- It is recommended that all fencing/walls adjacent to the adopted highway are visually permeable from a distance of 600mm upwards to ensure adequate visual permeability for child pedestrians.
- The applicant should be advised that all gated accesses will need to provide inward opening gates to ensure they do not impact on the adopted footway or highway.
- It is expected that refuse servicing will continue as present, bins will be stored within the sites curtilage and presented to the highway on waste collection days.
- Given the scale of construction works involved, the level of construction vehicles are unlikely to generate any significant on-street parking demands.

Policies

The National Planning Policy Framework July 2021 (NPPF) – The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development, which for decision-taking means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Core Strategy Development Plan Document – 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. Relevant policies in the Core Strategy are detailed below:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy DM1, Development Management – This policy states that all development should have regard to a number of specific issues, the most relevant of which in this instance are:

- Appropriate siting, layout, scale, form, massing, materials and detail.
- 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.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity and landscape.
- Green Infrastructure including open space, both public and private.
- Flood risk and drainage.

Saved UDP Policies – Policy DC1 is considered of relevance in this instance:

Policy DC1, *Residential Extensions*. – Policy 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 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 carparking.

Policy 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 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 so severe an existing on-street parking problem that unacceptable additional pressures would be created.

Policy DC1.3 states that 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).

Policy DC1.4 states that 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 Manchester Green and Blue Infrastructure Strategy (G&BIS) – The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is:

By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

Four objectives have been established to enable the vision to be achieved:

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

Manchester Residential Quality Guidance 2016 – Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016).

The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

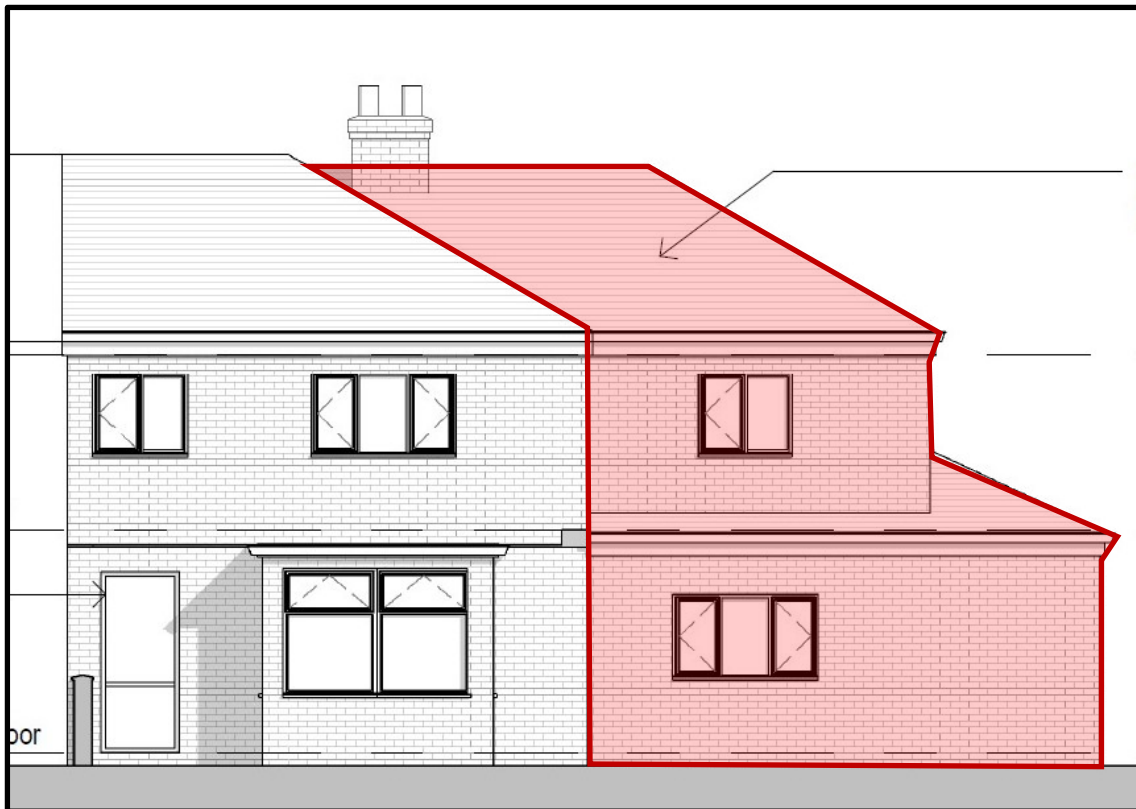
The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

Issues

Principle of the Proposal – Extending the property in the manner proposed is acceptable in principle. Notwithstanding this, consideration must be given to the proposals impact upon the existing levels of residential and visual amenity enjoyed by the residents who adjoin the site, as well as the level of pedestrian and highway safety that exists along Craigmere Avenue and Micklehurst Avenue.

Design – The design of the proposed extension is traditional in nature. It would be constructed from matching materials and both the single and two storey elements would be topped by a hipped roof that matches the angle of the existing property. It is considered that the proposed extension would be compatible with the overall character of this residential neighbourhood. The proposed extension is hatched in red below.

In addition to the extension, the applicant is also proposing to replace the front door with a full length window and undertake elevational alterations to the existing ground floor bay. These alterations are considered acceptable and would not detract from the overall appearance of the property.



Massing – The previous submission on the site was mainly two storeys in height, apart from a small porch to the side. Its massing was considered excessive and the proposal was duly refused. The current application is lower than the existing ridgeline and the first floor element has been set back in order to reduce the massing and the impact upon the streetscene and the amenities enjoyed by neighbouring residents. Overall, the massing of the proposal is considered acceptable. The previously refused scheme and that now proposed are shown below for comparison.



Siting – As demonstrated below, the proposed extension has been sited behind or in line with the existing building lines on Craigmores Avenue and Micklehurst Avenue. As a result, the siting of the proposed extension is considered acceptable.



Residential Amenity – A number of factors have been assessed in order to judge the impact of the proposal upon residential amenity:

Impact upon Privacy – There is only one window at first floor level in the rear elevation of the proposed extension (annotated in red below) that faces the adjoining garden of no. 1 Micklehurst Avenue. As this would be a bathroom window and be fitted with obscure glazing it would not lead to overlooking. A condition requiring the retention of the obscure glazing is suggested in this instance.

The applicant is also proposing to re-site and replace the existing windows at first floor level (annotated in green). As these new windows would be replacing existing openings it is not considered that these would lead to a reduction in the existing levels of privacy.



Noise – Given the nature of the proposal and the domestic nature of the activity that would be associated with it, it is not considered that the proposal would be an inherently noise generating development.

Daylight/Overshadowing – Given the scale and massing of the proposed extension, and its siting 6.2 metres away from the side elevation of no, 1 Micklehurst Avenue it is not considered that the proposal would result in the excessive overshadowing of the adjoining dwelling. As the extension is to the immediate south there would be some loss of direct sunlight to the side garden of no. 1 Micklehurst Avenue but it is considered that this would not be undue. There are no windows in the side elevation of no. 1 Micklehurst Avenue and main windows serving habitable rooms at that property are front and rear facing and do not face towards the proposed extension

In light of the above, it is not considered that the proposed extension would have an unduly detrimental impact upon the levels of residential amenity enjoyed by the occupants of the adjoining dwellings.

Visual Amenity – Given that the design and massing of the proposed extension complements the existing property and its siting respects the existing building lines, it is not considered that the proposal would have a detrimental impact upon the existing levels of visual amenity enjoyed within the vicinity of the site. There is an existing sense of space at the junction of Craigmore Avenue and Micklehurst Ave and it is the case that the extension would retain that feeling of spaciousness and would not result in a cramped or visually intrusive feature within this context.

Car Parking – At present the applicant's off-street parking facilities are accessed off Craigmore Avenue. It is proposed to close off this driveway, grass it over and create a new driveway off Micklehurst Avenue. In addition, the existing boundary wall would be extended to fill the existing gap with a new pedestrian access remaining. The proposed materials would match the existing wall and this would be controlled via condition no.3.

The new driveway is 5.5 metres in length and wide enough to accommodate two moderately sized cars. Originally, the driveway was shorter as the applicant was also proposing a porch but this was removed to facilitate the larger drive. It is recognised that the driveway is not 6 metres in length as requested by Highway Services but given the pressures experienced by local residents the proposed provision is considered acceptable in this instance.

Pedestrian and Highway Safety – Given the nature of the proposal, it is not believed that it would lead to a significant increase in vehicle movements to and from the site. Accordingly, it is not considered that the proposal would have a detrimental impact upon the levels of pedestrian and highway safety enjoyed within the vicinity of the site.

Trees – Reference has been made to a tree felled prior to the submission of the earlier application for an additional dwelling. While regrettable it should be noted that this tree was not subject to a Tree Preservation Order. No other trees are required to be felled to facilitate the proposed extension.

Notwithstanding the above, it is considered appropriate in this instance to require the applicant to plant a replacement tree in the front garden. This would be the subject of a planning condition.

Waste Storage – As an adequate gap to the rear would remain, storage of the refuse bins is possible at the rear of the dwelling.

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

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 the right to a fair hearing and to this end the Committee 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 approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner to resolve any problems arising in relation to dealing with the planning application.

Conditions to be attached to the decision

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

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

2) The development hereby approved shall be carried out in accordance with the following drawings stamped as received on 3 February 2023:

- a) A1350(02)001 P5
- b) A1350(02)002 P5
- c) A1350(02)003 P5

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

3) The materials to be used on the external elevations and roof, along with the boundary treatment, shall match those of the existing building and boundary wall respectively in colour, size and texture.

Reason - In the interests of visual amenity, pursuant to Policy DM1 of the Manchester Core Strategy.

4) Before first occupation, the first floor window in the rear elevation of the development hereby approved shall be obscurely glazed to a specification of no less than level 5 of the Pilkington Glass Scale or such other alternative equivalent and shall remain so in perpetuity.

Reason - To protect the amenity and living conditions of adjacent residential property from overlooking or perceived overlooking and in accordance with policies SP1 and DM1 of the Manchester Core Strategy.

5) Prior to the commencement of above ground works, details of a replacement tree to be planted in the front garden, shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the proposed extension is completed. If within a period of 5 years from the date of the planting of any tree, that tree or any tree planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Manchester Core Strategy.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 135321/FH/2022 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services
West Didsbury Residents Association

A map showing the neighbours notified of the application is attached at the end of the report.

Representations were received from the following third parties:

Highway Services

West Didsbury Residents Association
Councillor Hilal

Relevant Contact Officer : David Lawless
Telephone number : 0161 234 4543
Email : david.lawless@manchester.gov.uk

