

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
088554/FO/2008/N2	10th Dec 2008	9th Apr 2009	Levenshulme Ward

**Proposal** Erection of a 2 storey rear extension and associated internal and external alterations to allow the formation of 1 additional flat and the reconfiguration of 3 existing flats (4 flats in total), the laying out of car parking and landscaping.,

**Location** 11 Grange Avenue, Levenshulme, Manchester, M19 2EY,

**Applicant** Mr Guy Webster , St Anns House, King Street, Knutsford, WA16 6PD

**Agent** MMi Architectural Design, MMi House, 117-123 King Street, Knutsford, WA16 6EH

### **Description**

This application relates to a 3-storey semi-detached Victorian villa with basement accommodation. The building has a pitched roof with gabled frontage punctuated by projecting semi-hexagonal bays at ground and first floor level. Stone sills and headers provide a setting to sash windows with brick banding demarcating the first and second floors. A valley is formed between the roof (to the application building) and the roof of the neighbouring half of the semi-detached at 9 The Grange. A flat roof canopy spans the boundary with 9 The Grange and incorporates steps from its southern elevation providing the principal access to the building. The side eastern elevation is punctuated by windows to the ground and first floors, with some enclosed and partially obscured basement windows. The building has an existing single storey rear extension with a pitched roof, steps to the rear garden and basement accommodation. The existing rear extension has a rearward projection of 2.8 metres and projects beyond the side wall of the building by 1.1 metres.

The following applications relate to the above development site:

Application No: 087172/LE/2008/N2 - CERTIFICATE OF LAWFUL USE for use of the dwellinghouse as 3 self-contained flats

Decision: Approved 8th September 2008

Application No: 087661/FO/2008/N2 - Refurbishment of existing property and change of use from 3 flats to 4 flats with 2 storey extension to the rear and creation of additional parking space at front of property

Decision: Withdrawn 10 November 2008.

The proposal involves the raising of existing windows and insertion of new basement windows to the basement on each elevation. To the front of the building, the applicant proposes to retain the existing canopy and introduce new steps to the main entrance. The applicant proposes a 2-storey rear extension with basement accommodation and a pitched roof with a central ridge height of 8.9 metres. The extension projects by 3.6 metres from the rear building line and beyond the side wall of the existing building, following the plane of the original roof. The side (west) elevation of the extension is set back from the common

boundary. The rear entrance has a doorway and staircase providing ground floor access, to and from, Flat 2.

Internally, the applicant proposes to form 2 duplex flats between the ground floor and basement. Flats 1 and 2 are accessed from the entrance via common hallway, which also accommodates staircase to upper floor flats. Flats 1 and 2 have similar layouts but are affected by the configuration of the existing building and the proposed extension, lounge kitchen and bathroom facilities on the ground floor with 2 bedrooms in the basement accessed by an internal staircase. Flat 1 an en-suite bathroom and dressing room and store. Flats 3 and 4 relate to the respective first and second floors, i.e. they are not located over 2 levels but are accessed from the common stairway. Each flat comprises of 2 bedrooms. Flat 3 has a bathroom and en-suite, whilst Flat 4 has a single bathroom. Additional light is gained to Flat 3 and 4 through windows positioned on the eastern and western roof planes.

Externally rear access is retained to a shared garden area. Within the front garden area hard surfaced car parking is to be formalised into 3 "side on" spaces in front of the forward building line with a fourth space situated between the side wall and the eastern boundary with No 13. Landscaping takes the form of hedge planting long the (southern) boundary with Grange Avenue and the adjoining (western) No 9. Trellis planting is proposed along the boundary (eastern) boundary.

### **Consultations**

Local Residents - Three letters of objection have been received and the grounds of objection relate to:

- i. The potential loss of light caused by the height and siting of the extension. A particular concern is the loss of sunlight resulting from the height, bulk and massing of the proposed extension in relation to neighbouring boundaries. The development is not supported with an overshadowing analysis;
- ii. The potential for overlooking of neighbouring windows and the resultant loss of privacy;
- iii. Insufficient refuse bins to support the development and unsatisfactory arrangements for their storage
- iv. The detrimental visual impact and activity associated with the formation and use of the proposed car parking area;
- v. The impact of the development on the character of the area in terms of the intensity of the uses and the further introduction of flats into an area of predominantly family housing;
- vi. The nature of the development, in terms of the number of people coming and going will undermine the security of neighbouring residents.

Engineering Services - Any comments to be reported.

Greater Manchester Police - Cannot support the application without the following:

- i. The communal flat entrance doors (e.g. ground floor) should open outwards to resist forced pressure (against a rebate). Additionally, these common entrance doors should incorporate audio/visual remote access control linked to a handset in each apartment.

- ii. The scheme should be designed and constructed to achieve the Secured By Design (residential) award and be a condition of any approval.
  - iii. All lower and accessible glazing shall be laminated glass to a thickness of not less than 9.5mm.
  - iv. Internal lighting to common areas shall be permanently on or operated via PIR sensor.
  - v. PAS 024 doors are required to all common and flat entrances. BS 7950 windows are required to all accessible areas.
  - vi. A physical front boundary with gated access is required.
  - vii. At a point approx on the south east corner of the wall at ground floor flat requires a secure private gate permitting access by residents only.
  - viii. External lighting is required to all elevations of the house.
- Environmental Health - Any approval should be subject to a waste management condition.
- South Manchester Regeneration - Any comments to be reported.

## **Issues**

Unitary Development Plan - The following policies are considered to be relevant:

E3.5 - The Council will promote measures, which will lead to a safer environment for all people living in and using the City. These measures will include:-

- a) ensuring that the layout of new development is designed with safety in mind and does not lead to the creation of isolated areas;
- b) designing landscaping schemes so as to minimise the risk of attack;
- c) that community facilities are located where they are easy and safe to get to;
- d) providing safe places for children to play;
- e) improving road safety.

H2.2 - States that the Council will not allow development, which will have an unacceptable impact on residential areas. The matters that the Council will consider, amongst other things, the scale and appearance of the development and its impact in terms of noise, vibration, traffic generation, road safety and air pollution.

DC1.1 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.

DC1.2 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.

DC1.3 Notwithstanding the generality of the above policies, the Council will not normally approve:

- a. rearward extensions greater than 3.65m (12 ft) in length;
- b. 2-storey extensions with a flat roof, particularly those which would be visible from the public highway;
- c. 2-storey extensions to terraced properties, which occupy the full width of the house;
- d. flat roofed extensions to bungalows;

DC1.6 For the avoidance of doubt, policies DC1.1 to DC1.4 apply to domestic houses, flats, houses in multiple occupation, nursing homes, rest homes and hotels.

Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance - The Guide aims to support and enhance the on going shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development we all want to see in Manchester.

Of particular relevance:

Policy 2.3 - Recognises that 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.

Policy 2.7 - The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified urban form, which blends in with, and links to, adjacent areas. The most appropriate form of development is encouraged to enliven neighbourhoods and sustain local facilities. Increased development density can be appropriately accommodated where it reinforces community identity, amongst other things. However, density levels must be informed by the characteristics of an area and the specific circumstances of the proposals.

Policy 2.21 - For the foreseeable future, major commercial, leisure and residential developments will have significant car parking demands. The location, design and treatment of these areas could have a major impact on the street scene and will need to be carefully considered.

Policy 2.31 - Developers should have regard to the impact a new development may have on the local traffic network and on the nature and number of likely movements arising from it.

Policy 2.45 - Successful neighbourhoods offer a choice of housing to enable residents to continue to live in an area as their needs and aspirations change.

Social and private housing should complement each other to deliver choice and balance.

Policy 2.54 - Encourages the retention of buildings to accommodate new uses, particularly where they contribute to the character and appearance of an area and reinforce its sense of place. Accommodation accessibility is also emphasised.

Policy 2.57 - States that the size, appearance, location and means of access to waste storage areas should be integrated into the design of developments from the outset. These areas should be of a sufficient size to accommodate the different containers to allow for segregated refuse and waste storage and recycling and should be sensitively sited to avoid a detrimental visual impact and poor residential amenity.

Policies 4.10 and 4.11 - Outlines the requirements for waste management.

Policies 6.2; 6.3; 6.4 - Parking Guidelines: Relates to the quality, function and appearance of car parking areas, as well as the adequacy and inclusivity of provision.

Policy 7.4 - A balance of development in areas formally characterised by family housing; offering a range of housing choices and assisting the sustainability of these neighbourhoods.

Policy 8 - Promotes design within schemes, which improves community safety and crime prevention.

Policy 10 - Relates to internal design principles and the provision of space within housing.

Design For Access 2 (DfA2) - The City Council's best practice guidance of inclusive design standards. Whilst the full weight of the Guide can only be applied to land in which the City has an interest, it can be generally related to the consideration of the internal layouts arrangements of access and manoeuvrability and the design of car parking spaces. DfA2 is related to Guide to Development in Manchester Supplementary Planning Document and Planning Guidance

South Manchester Strategic Regeneration Framework Policy Theme 1: Delivering Popular Neighbourhoods - Makes specific reference to "Conversion of dwellings for apartments". It states that "the conversion and redevelopment of large Victorian villas has occurred across the area, many at a time when parts of the SRF were considered less desirable and properties had fallen into disrepair".

There has been a resulting "loss of family dwellings to multiple-occupation hinders the ability to achieve a truly sustainable community."

Whilst recognising that the proposed development relates to the formation of an addition flat within an existing residential conversion, the following policies from the SRF demonstrate the concerns regarding the proliferation of such conversions within the area (which includes the application site).

DPN Objective 1: Deliver more home ownership and family housing to support population retention and growth and to stem the flow of families migrating to outer districts where the availability of suitable housing is greater. South Manchester has a dynamic and popular housing market. However, large family housing is in short supply. Many larger Victorian properties have been converted into flats, which has limited the number of suitable properties available for families to stay in the area. Furthermore, new housing

development is dominated by one and two-bedroom apartments. Under this policy new sites should be dedicated principally to the supply of family housing. The policy is linked implicitly to other policy objectives designed to improve the total living environment for families across South Manchester.

Policy DPN 1.4 - Develop planning policy to curb conversion of large houses where appropriate, including policies to encourage re-conversion of large houses and the designation/extension of conservation areas where merited to provide additional controls on development.

Planning Policy Statement 1: Delivering Sustainable Development (PPS1) - Encourages the promotion of urban and rural regeneration to improve the well being of communities, improve facilities, promote high quality and safe development and create new opportunities for the people living in those communities. In addition to this PPS1 clearly outlines the importance of creating sustainable communities.

The Regional Spatial Strategy (RSS) for North West England - The RSS was adopted in September 2008 and replaces the previously published Regional Planning Guidance. The RSS provides a framework for development and investment in the region over the next fifteen to twenty years.

Policy DP 1 - Spatial Principles - Identifies the principles underpinning RSS (incorporating RTS). All may be applicable to development management in particular circumstances: promote sustainable communities; promote sustainable economic development; make the best use of existing resources and infrastructure; manage travel demand, reduce the need to travel, and increase accessibility; marry opportunity and need; promote environmental quality; mainstreaming rural issues; reduce emissions and adapt to climate change.

The following principles are considered to be relevant to the proposals:

Policy DP 2 - Promote Sustainable Communities - Building sustainable communities - places where people want to live and work - is a regional priority in both urban and rural areas. Sustainable Communities should, amongst other things, meet the diverse needs of existing and future residents, promote community cohesion and equality and diversity, be sensitive to the environment, and contribute to a high quality of life.

Principle - It is recognised that the application has a long history of multiple-occupancy and this is reflected in the approval of a Lawful Use Certificate. However, the impact of introducing an additional unit has been considered with view to its potential impact, in terms of increased activity and resulting disturbance within and in the vicinity of the site. Consideration has also been given capability of the site to accommodate an additional residential unit, in terms of the supporting car parking provision, amenity space and facilities for waste management. This is particularly important given the inclusion of an extension as part of the proposals, which is required to facilitate the re-configuration of the existing flats and the provision of the additional unit. The applicant maintains that the formation of an additional dwelling is essential to the viability of the refurbishment works. The applicant considers that the quality of work to be undertaken will positively contribute to the amenities of the area.

Intensity of the use - The applicant has submitted a supporting statement, which argues that the building has formerly accommodated in excess of 8 tenants in poor quality accommodation and that the proposals will not increase "population densities", as only 8 bedrooms will be provided. However, the precise living arrangements within the premises, as a result of the implementation of the scheme, cannot be accurately determined, e.g. each flat may be occupied by a single resident or by 2 pairs of couples, thereby producing an occupancy range of between 4 and 16 people. The key issue is that the introduction of an additional flat increases the potential intensity of the use of the premises with a resulting detrimental impact on the surrounding area, which is characterised by larger family type accommodation. Although neighbouring houses are relatively large and of varying heights and elevational designs, they are given unity and cohesion by the setting provided by front gardens. The nature of resulting disamenity to existing residents is related to the level of activity generated by the increased number of households within the site caused by their comings and goings and associated pedestrian movement in and around the site.

Sustainable Communities - PPS1 encourages and promotes [sustainable] "communities that will stand the test of time, [are] where people want to live, and which will enable people to meet their aspirations and potential". There is concern that the proposed development will hinder the principles of PPS1, as the potential occupation of the building may be transitory as owner occupiers/tenants stay in the individual units for a limited period before moving elsewhere. Whilst continually recognising the nature of the established use, it is considered that the proposed additional residential unit, will increase the potential for relatively short stay occupation which would undermine the City Council's efforts to promote sustainable communities in the type of area considered to be appropriate for family housing.

Car parking -The proposed car parking is located on a previously hard surfaced area within the front garden, with a single space at the side of the house. Whilst noting the presence of trees and shrub planting along the front boundary, the bulk of the proposed car parking would cover the substantive part of the garden area which would have a visual impact on the streetscene and would also undermine the setting of an unlisted, yet characterful villa. The applicant has indicated the potential for landscaping to reduce this impact, but it is considered that the proposed car parking arrangements would significantly compromise the demarcation between built form, open space and the boundary with Grange Avenue, which characterises the localised streetscene. This aspect of the proposal would fail to positively relate to policies within the "Guide to Development", which seeks to remove the prominence of parked cars in favour of more cohesive visual relationships to the streetscene.

As already stated the applicant has indicated that the proposed units are to be marketed for occupation by professionals and it is likely that this group will have higher levels of car ownership. There is a concern that the level of car parking provision will not be sufficient to support the proposed use, particularly when considered in relation to the issues raised in respect of waste management. There is the potential for car parking to be displaced on to Grange Avenue, which would cause localised problems due the positioning of driveways interspersed with mature trees. These particular local circumstances may hinder

appropriate on-street car parking and may adversely affect access and egress from neighbouring properties.

Waste Management - The applicant has revised the location of the binstore during the life of the application, i.e. to a position adjacent to the eastern elevation of the building. However, elevational details of the binstore have not been submitted and its visual impact, therefore, can be assessed. The applicant has supported the application with a scheme, which refers to the City Council's waste management guidance and it is considered that a satisfactory number of bins have been provided. The binstore is located approximately 27 metres from Grange Avenue and therefore falls to within the usually required 30 metre transfer distance for the presentation for collection by residents. However, concerns remain with aspect of the waste management strategy. When in use car parking space No. 1 would obstruct the route for collecting and returning containers, thereby undermining the provision of adequate arrangements for the storage and collection of waste and recyclable material. A further concern relates to the suitability of the arrangements for presenting and returning containers on collection day. The applicant indicates, in the waste management scheme, that residents will take this responsibility. However, as communal rather than individual bins are to be provided it is unclear as to how the proposed arrangements are to be implemented. It is considered that there is a strong potential for the bins, once the premises are occupied, to be informally stored adjacent to the front entrance. The inappropriate storage of bins would affect the visual amenities of the area, as well as adversely affecting access and egress to the site and its car parking spaces.

Disabled Access - All external and refurbished steps will be constructed to accord with DfA2. The applicant has also indicated that, where possible, all doors, door furniture and entry systems will comply with DfA2. Satisfactory corridor widths are provided and bathrooms have been designed with dimensions of 2700 mm x 2500 mm. However, the configuration of the original building, in terms of its raised entrances and limited space to provide entrance ramps, prevents the provision of access of ramp and independent access by wheelchair users. Although there are no changes in levels within individual floors, access to all flats involves the use of stairs. It should be noted that Flats 1 and 2 are located across two floors. In these circumstances it is accepted that only ambulant disabled access can be achieved.

Siting - The siting of the 2-storey extension has been considered with regard to the relationship of the existing building and its single storey outrigger to neighbouring properties. The rearward projection of the extension is 3.6 metre, i.e. some 0.8 metres longer than the existing outrigger but within the guidelines set out in UDP policy DC1. It is not considered that the extension, due to its orientation and 4 metres set back from the western boundary would have a detrimental affect on the privacy of No 9 or result in undue overshadowing. Although the external staircase would have an impact on the neighbouring property, it is not considered that there would be a detrimental impact due to its open and lightweight construction.

With regard to the relationship to the east boundary, it should be noted that the existing building is positioned beyond the original rear building of No13. The proposed extension is to be positioned approximately 1.6 metres from the common boundary and is therefore closer than the existing. However, it is

noted that the neighbouring No 13, has a significant rearward single storey extension and a detached pitched roof garage situated approximately 2.2 metres from its rear wall and adjacent to the common boundary. Given the extent of the projection of the existing extension (to No 11), it is not considered that the proposed extension would have an additional impact at ground floor level. The combined impact of the positioning of the extension at first floor level has been given consideration and is discussed below.

**Height Scale and Massing** - The height and proportions of the proposed rear extension has been considered in relation to the character of the existing building and the siting of neighbouring buildings. The proportions of the existing building have been maintained by the formation of a footprint to the extension, which reflects that of the existing extension, and its relationship to neighbouring boundaries. Whilst recognising that there may be some impact it is considered that limiting the extension to 2-storeys and the formation of a sloping roof mitigates this.

**Overlooking** - There are issues relating to the position of new windows along the eastern boundary with No.13. There are similar relationships between existing windows to the respective properties and it may be possible to address these issues through appropriate glazing and window design. The applicant has indicated that the only window to the side elevation of the extension, facing No 9, is to be obscurely glazed.

**Secured by Design** - The comments of the GMP Architectural Liaison Unit are capable of being incorporated into any appropriate scheme.

**Landscaping** - The applicant has provided a landscaping scheme which concentrates the proposed landscaping to the communal rear garden area. The applicant has attempted to reduce the visual impact of the hardsurfaced area at the front of the building with planting areas. However, the limited extent of landscaping in comparison to the expanse of hard standing area means that the impact of car parking is not effectively screened. The relief it affords would not be sufficient to mitigate against the visually detrimental impact of the car parking area

**Conclusion** - It is considered that the existing use of the building as 3 flats is at the margins of acceptability. It is therefore considered that the addition of a further unit cannot be appropriately supported without the loss of the front garden resulting from the formation of a car parking area. The front garden is considered to be important in terms of its contribution to the character of the streetscene, the amenities of the locality and the quality of the living environment. It is also considered that the further activity generated by the proposed additional flat would be detrimental to the character and amenities of the locality.

**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 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 Unitary Development Plan, the Head of Planning 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. He believes that any restriction on these rights posed by the refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation    REFUSE**

### **Conditions and/or Reasons**

1) The proposed development is not supported with appropriately located, adequate and satisfactorily located car parking or arrangements for the storage of waste and recyclable material. The proposals will thereby potentially generate additional on-street car parking and the inappropriate and visually obtrusive storage on refuse bins and recyclable material containers which will be detrimental to residential amenity, the character of the area and pedestrian and highway safety and be contrary to policies E3.5 and H2.2 of the Unitary Development Plan for the City of Manchester and policies 2.7, 2.31, 2.57, 6.2, 6.3 and 6.4 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Document.

2) The proposed development would, through the introduction of an additional residential unit, unduly intensify the overall use of the site and be detrimental to residential amenity by virtue of the increased comings and goings of residents, visitors, cars and other motor vehicles in and within vicinity of the site and thereby be contrary to policy H2.2 of the Unitary Development Plan for the City of Manchester and policies 2.7 and 2.31 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Document.

3) The proposed development would have a detrimental impact on the setting of the building and its relationship to the streetscene as a result of the loss the front garden area resulting from the formation of a visually obtrusive car parking area and would thereby affect the residential amenities and character of the area and would thereby be contrary to policies E3.5 and H2.2 of the Unitary Development Plan for the City of Manchester and policies 2.7, 2.31, 6.2, 6.3 and 6.4 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Document.

### **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: 088554/FO/2008/N2 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:**

Engineering Services  
Greater Manchester Police  
Environmental Health  
South Manchester Regeneration  
Flat 8, 11 Grange Avenue, Manchester, M19 2EY  
Flat 4, 11 Grange Avenue, Manchester, M19 2EY  
Flat 5, 11 Grange Avenue, Manchester, M19 2EY  
13 Grange Avenue, Manchester, M19 2EY  
15 Grange Avenue, Manchester, M19 2EY  
22 Beech Range, Manchester, M19 2EU  
24 Beech Range, Manchester, M19 2EU  
2 Grange Avenue, Manchester, M19 2GD  
4 Grange Avenue, Manchester, M19 2GD  
The Royal British Legion, Beech House, Ross Avenue, Manchester, M19 2HW  
9 Grange Avenue, Manchester, M19 2EY  
Flat 7, 11 Grange Avenue, Manchester, M19 2EY  
Flat 3, 11 Grange Avenue, Manchester, M19 2EY  
Flat 2, 11 Grange Avenue, Manchester, M19 2EY  
Flat 6, 11 Grange Avenue, Manchester, M19 2EY  
Flat 1, 11 Grange Avenue, Manchester, M19 2EY

**Representations were received from the following third parties:**

Greater Manchester Police  
Environmental Health  
Francis Fahey, 13 Grange Avenue,, Levenshulme  
Val Fahey, 13 Grange Ave, Manchester

**Relevant Contact Officer :** Carl Glennon  
**Telephone number :** 0161 234 4530  
**Email :** c.glennon@manchester.gov.uk