

Planning

Growth & Development

Delegated officer report for planning application

Application no.	132521/FH/2021
Date registered valid:	22 December 2021
Proposal:	Erection of single storey rear extension and new detached garage following demolition of rear porch and garage; installation of replacement windows and elevational alterations to all elevations; re-roofing and installation of new rooflights
Address:	25 Parkfield Road South, Manchester, M20 6DB
Ward(s):	Didsbury West Ward
Applicant:	Mr & Mrs McDonald 25 Parkfield Road South, Manchester, M20 6DB
Agent (if any):	Mr Simon Miles S R Miles Ltd 28 Parrs Wood Avenue, Manchester, M20 5ND
Case officer:	David Lawless Tel: 0161 234 4543 Email: david.lawless@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	15 February 2022



Application details

Type of application: Full Householder Application

Development type: Householder

Date of site visit: 19 January 2022

Standard consultations:

Printed: 30 December 2021 Expired: 20 January 2022

Neighbour notifications

Printed: 30 December 2021 Expired: 20 January 2022

Site notice

Posted: 17 January 2022 Expired: 7 February 2022

Press advert

Published: 11 January 2022 Expired: 1 February 2022

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

25 Parkfield Road South is a large 3 storey detached Edwardian residential property located within the Blackburn Park Conservation Area. Currently vacant, the property was last used as two properties – a flat in the basement with dwelling above on the remaining floors. There is a large garden at the rear and a detached garage to the side which is accessed directly off Parkfield Road South. To the front there are further gardens. The area is predominantly residential in nature.

Listed building: No

Conservation area: Blackburn Park Conservation Area 1979

Tree Preservation Order: No

Description of development

The applicant is proposing the following:

- erection of single storey rear extension and associated steps
- erection of a detached garage to the side
- installation of replacement windows and elevational alterations to all elevations
- demolition of rear porch and existing garage
- re-roofing and installation of new rooflights

The applicant is in the process of converting the property back into a single residence and the proposed works form part of that conversion process.

Consultations & Notification Responses

Local Residents – Correspondence has been received from three local residents, the comments are summarised below:

- The house currently has original stained glass in the upper lights and it seems as if it is planned to retain this. I would wish to see it retained to preserve the appearance of the conservation area. However, the plan for the replacement of the window frames states that they will be replaced by sash windows at the front. The house currently only has sliding sash windows in the upper part of the bay and the remaining windows have top-hinged opening lights. To maintain the original appearance in conformation to the intentions of the conservation area the replacement windows should be the same as the original ones i.e. top-hinged opening lights in all front windows where they currently exist.
- At present there are stained glass panes on the front of the building. They should be retained given the conservation area status and the fact that others of the same period have maintained this feature.
- The rear extension as proposed is modest and the configuration as proposed with a new central fixed window and the rear entrance moved to the left, as viewed from the garden, should not affect the neighbour amenity. However, this ground floor extension will be significantly above ground level due to the front to back slope of the site. What concerns me is the possibility that during construction there are changes to the plans such as replacing the proposed new central window in the new extension with central large bifold doors with stepped area - as has been done at 21 Parkfield Road South. This type of change would have a significant impact on the privacy of my property.

Blackburn Park Conservation Society – Have commented as follows:

- The proposed plans are not clear on the details of the installation of replacement windows. Windows are a particularly important feature maintaining the character of Blackburn Park Conservation Area. We understand that this was designed by stained glass artist Walter J. Pearce, a Fellow of the British Society of Master Glass Painters. Pearce designed many of the stained-glass windows in Blackburn Park most notably those further along Parkfield Road South at St Aidan's Church which was Grade II listed on account of his fine stained-glass windows. We are surprised to see there is no mention of these stained glass windows in the heritage and design statement or on the plans. We would ask that there be a condition that these leaded lights and panels of Art Nouveau-stained glass are retained.
- Another feature of Blackburn Park windows are the broad dimensions of the frames, and any replacement frames should exactly copy the existing. Using modern narrower frames destroys the integrity of such house's characteristic proportions and appearance.
- There is currently a fine Oriel window again with stained glass in the morning room on the east side elevation. Such Oriel windows are a feature of Blackburn Park, and this should be retained and not bricked up as the plans suggest.
- We note and support the proposal that the materials used for the external envelope will be sympathetic to the existing building, matching brickwork, but think new steel framed windows do not meet this proposed criterion, even if to be used at the rear. We recall the Secretary of State Inspector's report dismissing the appeal for the rear extension at 7 Parkfield Road South saying that even if it could not be seen from the road it should not fail to preserve or enhance the character of the conservation area.
- At basement level it is proposed to use wood effect UPVC to ensure robust weatherproofing as they are below ground level, but this seems unnecessary as they all have substantial lightwells.
- The proposed rear extension has a flat roof which is uncharacteristic of similar extensions in Blackburn Park and as we are pleased to see the current concrete tiled roof is to be replaced with traditional rosemary clay tiling feel this extension design should have a pitched roof with these tiles to match and ensure robust weatherproofing.
- We would ask that the plans be amended to take the above matters into account so that the proposal does not fail to preserve or enhance the character

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.

In addition to the above, Section 16 (*Conserving and enhancing the historic environment*) is of relevance:

Paragraph 197 in Section 16 states that in determining planning applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 206 states that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Paragraph 207 states that not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.

Paragraph 208 states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

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 EN 1, Design Principles and Strategic Character Areas – This policy states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

Policy EN 3, Heritage – Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

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.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.

Saved UDP Policies – Policy DC18 is considered of relevance in this instance:

Policy DC18, Conservation Areas – Policy DC18.1 states that the Council will give particularly careful consideration to development proposals within Conservation Areas by taking into consideration the following:

a) The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

- i. the relationship of new structures to neighbouring buildings and spaces;
- ii. the effect of major changes to the appearance of existing buildings;
- iii. the desirability of retaining existing features, such as boundary walls, gardens, trees, (including
- iv. street trees);
- v. the effect of signs and advertisements;
- vi. any further guidance on specific areas which has been approved by the Council.

b) The Council will not normally grant outline planning permission for development within Conservation Areas.

c) Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance or character of the area.

d) Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.

e) Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

Issues

Principle of the Proposal – The principle of the development is considered acceptable. Notwithstanding this, consideration must be given to the potential impact upon existing levels of residential and visual amenity and upon the character of the Blackburn Park Conservation Area.

Design – The design of the proposed rear extension and associated steps is considered acceptable. It is noted that matching bricks are to be used and the metal window frames will give it a more contemporary feel. The detached garage would also be constructed from matching bricks and replicate the one to be removed in terms of height and siting, as such the design of this building is considered acceptable.

The installation of the rooflights is considered acceptable and would not unduly impact upon the overall appearance of the property.

Windows – While the replacement of windows does not require planning permission the use of timber on the ground, first and second floor is welcomed. The applicant is proposing to use uPVC for the basement frames and this is considered acceptable. While the loss of the oriel window is regrettable, again the local planning authority has no control over this aspect of the applicant's renovation work.

Concerns have been raised about the loss of the stained glass windows. The applicant confirmed that the stained glass would be retained where possible.

Residential Amenity – Given the size and orientation of the extension, along with the size of the rear garden and presence of mature boundary landscaping, it is not considered that the proposed extension would have a detrimental impact upon the levels of residential amenity enjoyed by the occupants of the neighbouring dwellings.

The comments of the local resident regarding bi-folding doors is noted, any amendments to the approved scheme would require the applicant to engage with the local planning authority and submit details of any amendments for deliberation.

Visual Amenity – Given the design and siting of the extension, garage and rooflights, it is not considered that the proposal would have a detrimental impact upon the current levels of visual amenity enjoyed within the vicinity of the site.

Impact on the Character of the Blackburn Park Conservation Area – Lying close to the centre of Didsbury, five miles south of the city centre, is the residential area known as Blackburn Park. It was designated a conservation area by the City Council in December 1979, and comprises the area bounded by Barlow Moor Road, Palatine Road, Lapwing Lane and Wilmslow Road.

Blackburn Park is principally an area of large family houses with spacious gardens, arranged along tree-lined roads which criss-cross the level ground of the park. Building materials and styles are very varied. The older houses generally have textured light red or buff brick walls with blue slate roofs, and in some cases brick or stone dressings in contrasting colours are used even for window mullions. The later houses are predominantly smooth red brick, though render, half-timbering and decorative tile fringing are extensively used. Red tile and occasionally green slate are used for roofs and vertical cladding. All houses have pitched roofs, some of them steep, and there are a variety of gables, hips and half hips topped with interesting finials.

Windows in the conservation area are even more varied than the walls, some being subdivided by glazing bars, some leaded and a great many having stained glass. This is a particular characteristic of the area, many of the houses having been built around the turn of the century when the Art Nouveau style was at its peak. Flowing curves were expressed in stained glass windows more frequently than in the building structure itself. Bay windows, bow windows and oriel windows are to be found in profusion.

The requirement to preserve or enhance the Conservation Area is a key requirement within policy EN3 of the Core Strategy, saved UDP policy DC18, along with the objectives of the NPPF. As such, any new development must seek to retain the character of the area through careful detailing and, where appropriate, the use of compatible materials. In terms of informing the character and form of new development in the area, it is considered that careful consideration should be given to the existing character of the area including the size, mass and appearance (including materials) of the older buildings. There is also a need to assess the level of harm that would be caused by the proposal to the heritage significance of the conservation area and the settings of nearby listed buildings. This assessment needs to include the consideration of the cumulative impact of past change.

Given the design and siting of the proposed works, it is not considered that the proposal would have a detrimental impact upon the character and appearance of the Blackburn Park Conservation Area and as a result the development would cause less than substantial harm to the designated heritage asset.

Trees – The proposal will not result in the loss of any trees.

Pedestrian and Highway Safety – The proposal will not have a detrimental impact upon the current levels of pedestrian and highway safety enjoyed along this part of Parkfield Road South.

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: Approve

Article 35 Declaration

The application was determined in a positive and proactive manner. No significant problems have arisen during the consideration of this application.

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

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 and documents:

- a) Drawing no. 21 308 PL000, stamped as received on 16 December 2021
- b) Drawing no. 21 308 PL200, stamped as received on 16 December 2021
- c) Drawing no. 21 308 PL201, stamped as received on 16 December 2021
- d) Drawing no. 21 308 PL202, stamped as received on 16 December 2021
- e) Drawing no. 21 308 PL203 P1, stamped as received on 22 December 2021
- f) Drawing no. 21 308 PL204, stamped as received on 16 December 2021

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 external elevations shall match those on the external elevations of the existing building in colour, size and texture.

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

Appendix 1 – List of consultees & neighbours notified

Blackburn Park Conservation Society
12 Parkfield Road South, Manchester, M20 6DB
Flat 13, 20 Pine Road, Manchester, M20 6UZ
Flat 12, 20 Pine Road, Manchester, M20 6UZ
Flat 11, 20 Pine Road, Manchester, M20 6UZ
Flat 10, 20 Pine Road, Manchester, M20 6UZ
Flat 9, 20 Pine Road, Manchester, M20 6UZ
Flat 8, 20 Pine Road, Manchester, M20 6UZ
Flat 7, 20 Pine Road, Manchester, M20 6UZ
Flat 6, 20 Pine Road, Manchester, M20 6UZ
Flat 5, 20 Pine Road, Manchester, M20 6UZ
Flat 4, 20 Pine Road, Manchester, M20 6UZ
Flat 3, 20 Pine Road, Manchester, M20 6UZ
Flat 2, 20 Pine Road, Manchester, M20 6UZ
Flat 1, 20 Pine Road, Manchester, M20 6UZ
Flat 5, 23 Parkfield Road South, Manchester, M20 6DB
23 Parkfield Road South, Manchester, M20 6DB
27 Parkfield Road South, Manchester, M20 6DB
Flat 6B, 23 Parkfield Road South, Manchester, M20 6DB
Flat 6A, 23 Parkfield Road South, Manchester, M20 6DB
Flat 4, 23 Parkfield Road South, Manchester, M20 6DB
Flat 3, 23 Parkfield Road South, Manchester, M20 6DB

Flat 2, 23 Parkfield Road South, Manchester, M20 6DB
Flat 1, 23 Parkfield Road South, Manchester, M20 6DB
20 Pine Road, Manchester, M20 6UZ
14 Pine Road, Manchester, M20 6UY

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Conservation Area - Blackburn Park Conservation Area 1979
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: SOUTH