

Planning

Growth & Development

Delegated officer report for planning application

Application no. 130898/LO/2021

Date registered valid: 29 June 2021

Proposal: Listed building Consent for the erection of a single storey side extension to form an external bar and landscaping works to beer garden

Address: Didsbury Hotel , 852 Wilmslow Road, Manchester, M20 2SG

Ward(s): Didsbury East Ward

Applicant: Greene King Sunrise House, Ninth Avenue, Burton-upon-Trent, Staffordshire, DE14 3JZ

Agent (if any): Mr Simon Bottomley The JS Design Partnership Unit 5 Peel House, 2 Taunton Street, , BD18 3NA

Case officer: Linda Marciniak
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Recommendation: Approve

Date of recommendation: 24 August 2021



Application details

Type of application: Listed Building Consent
Development type: Listed building alteration
Date of site visit: 26 July 2021
Standard consultations: Printed: 6 July 2021 Expired: 27 July 2021
Neighbour notifications Printed: 6 July 2021 Expired: 27 July 2021
Site notice: Posted: Expired:
Press advert: Published: 13 July 2021 Expired: 3 August 2021
Departure from Development Plan: No
Environmental Statement: Not required
Listed building: Grade II
Conservation area: Didsbury St James Conservation Area 1970
Tree Preservation Order: Not applicable

Description of site/building

The application site is a part 2, part 3-storey detached C19 building in use as a public house and situated on the south side of Wilmslow Road in the Didsbury East ward. The square footprint building is of brick and white stucco construction with gabled slate roofs, 3no. chimneys along the main ridge and round-headed, segmental and canted bay windows on the front elevation. There is a banded arch over those at ground floor. A section of wall with parapet comes off the left-hand side beyond which is a pre-pay car parking metre.

There is a later porch added to the front elevation and infilled courtyard to the rear. Behind the public house to the south is a separate 2-storey whitewashed building with slate gable roof.

The building is fronted by a deep paved and grassed landscaped area to the back of pavement at Wilmslow Road with a grassed landscaped strip around the building to the south and east which abuts two car parking areas.

The site is listed for its group value with Nos.846, 848 and 850 Wilmslow Road – all grade II to the west and is within the heart of the Didsbury St. James conservation area which has a high concentration of listed buildings in close proximity. This includes the Grade II* listed St. James Church 30 metres to the south west.

The building has been altered and extended over the years which has included infilling a former



1845



1891-1893



1911



1938

drayman's carriage archway on the left-hand side of the building, completed sometime between 1959 and the listing on the 03.10.1974, and infilling the former courtyard area at the rear. Other alterations and additions such as the fire escape on the left-hand side are set out in the Planning History section below.



1905



1935



1959

Description of area

The site is bounded by Fletcher Moss Park to the east, 3no. residential dwellings and the park beyond to the south, Parsonage Gardens to the immediate west and by an estate of modern dwellings to the north. Didsbury District Centre is located 500 metres to the north.

Description of development

The proposal seeks Listed building Consent for the erection of a single storey side extension to form an external bar and landscaping works to beer garden.

The application is a re-submission of the withdrawn application 128135/LO/2020 and partner application 128134/FO/2020 which sought the works in the present application together with more extensive landscaping. The applicant was advised that the works to the garden area in front of the building would be harmful to its setting and would not be supported which resulted in both applications being withdrawn.

The revised proposal seeks a small single-storey lean-to side extension to provide an external bar servery, and alterations to the landscaping in front of the building and servery including isolated areas of landscaped planting.

The application is accompanied by a Design, Access and Heritage Statement and is submitted alongside application 130897/FO/2021 which seeks the determination of the local planning authority for the planning merits of the proposal.

Planning History

Applications which have received approval or refusal are set out below:

024989 Approved - 20.09.1985 LISTED BUILDING CONSENT Refurbishment and single storey rear extension at 1st floor level to form new toilets and office, two new fire escapes at rear and new entrance to restaurant on front elevation

024990 Approved - 20.09.1985 Single storey rear extension at 1st.floor level to form new toilets and office, two new fire escapes at rear and new entrance to restaurant on front elevation

025139 Approved - 20.09.1985 a) illuminated halo lit logo sign to front elevation b) two restaurant notice boards to each entrance door at front and side elevations c) illuminated canopy sign to side elevation d) Illuminated free standing directional sign in car park

030657 Refused - 10.03.1988 Listed Building Consent Provision of cast metal bollards to define car parking area

043935/AO/SOUTH1/93 Approved - 12.08.1993 Various illuminated signs to public house

043938/LO/SOUTH1/93 Approved - 12.08.1993 Listed Building Consent for various illuminated signs to public house.

052127/LO/SOUTH1/97 Approved - 27.11.1997 LISTED BUILDING CONSENT Construction of new porch, bay window with extension to form new kitchen and internal alterations after demolition of existing entrance bay

052126/FO/SOUTH1/97 Approved - 27.11.1997 Alterations and extensions to public house after demolition of existing entrance bay

066610/LO/SOUTH2/02 Approved - 07.01.2003 Landscaping works and installation of 1.8m high boundary railings and re-positioning of access road

066609/FO/SOUTH2/02 Approved - 07.01.2003 Landscaping works and installation of 1.8m high boundary railings and re- positioning of access road

083485/FO/2007/S2 Approved - 01.08.2007 Retrospective application for the installation of three 4 metre by 4-metre "jumbrellas" with integral heating and lighting

082552/FO/2007/S2 Approved - 16.05.2007 Extension of 3m by 19m paved terrace

093911/LO/2010/S2 Approved - 24.11.2010 Listed Building Consent for the erection of a 700mm high timber fence together with installation of 7 high level lights

093853/FO/2010/S2 Approved - 24.11.2010 Erection of a 700mm high timber fence together with installation of 7 high level lights

107252/AO/2014/S2 Approved - 15.12.2014 Installation of 2.no non-illuminated 2.28-metre high signboards

128134/FO/2020 Withdrawn - 22.12.2020 Erection of a single storey side extension to form external bar, fencing and lighting columns and associated landscaping works.

128135/LO/2020 Withdrawn - 22.12.2020 Listed Building Consent for the erection of a single storey side extension to form external bar, fencing and lighting columns and associated landscaping works.

Consultations & Notification Responses

Neighbour notifications – No comments received

Didsbury Civic Society – No comments received

Policy

The application is subject to assessment under the following policies and guidance of the planning regulatory framework:

Primary legislation

Section 16 (2) of Listed Building Act provides that “in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S72 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects the setting or character of a conservation area the local planning authority shall have special regard to the desirability of preserving or enhancing the character or appearance of that area

National Planning Policy Framework (July 2021)

The National Planning Policy Framework establishes the government's planning policies for England and how Local Planning Authorities are expected to apply them to plan-making and decision taking. It is underpinned by the over-arching aim of achieving sustainable development on social, environmental and economic grounds.

The Framework gives emphasis to a presumption in favour of sustainable development which means approving development, without delay, where it accords with the policies of the development plan, unless material considerations indicate otherwise.

The proposed development is considered to accord with Chapter 16 (Conserving and Enhancing the Historic Environment) of the NPPF of which the following sections apply:

194. Local planning authorities should require an applicant to identify and assess the significance of any heritage asset that may be affected by a proposal, including any contribution made by their setting, taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

195. Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.

197 In determining 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.

199. 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.

200. 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. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional

201. 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.

202. 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.

203. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

204. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

205. Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

206. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, 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.

Core Strategy

Policy DM1- Development Management

This policy establishes the criteria that all development in the city should have regard to. This includes:

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- adequacy of internal accommodation and amenity space.
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

Saved UDP Policies

The Development Plan policies for Manchester also include a number of saved UDP policies. For the purposes of this application, these include DC18.1 and DC19.1.

Issues

The proposal is a re-submission of application 128135/LO/2020 that was withdrawn on the advice of the Council for its failure to achieve the over-arching aim of preserving and enhancing the heritage assets of the listed building and wider Conservation Area as set out in the above planning policy framework. The 2020 application was subject to assessment by the Urban Design and Conservation team whose guidance has formed the basis of the present proposal.

It comprises several elements of works that are deemed necessary to enable the business to successfully evolve on the site. These include:

Forming a new lean-to single-story structure to house a bar servery. In detail this comprises of:

- A traditional stucco render to match that on the existing building in terms of finish, colour and texture.
- Stucco bonded to reclaimed brick laid in an English garden wall bond (to match the bond pattern of surrounding structures) and bed on a lime-based mortar.
- Timber ledged and braced service hatch and door with timber frames. Doors to receive a paint finish (colour to match that of the woodwork to the host building.) All ironmongery to both entrance door and service hatch to be black cast iron.
- Reclaimed slate roof to match that of the host building in terms of size, thickness, colour and laying pattern.
- Lean to structure to be flashed into existing structure with Code 5 lead sheeting. Lead flashing to be chased into mortar joints of existing building to minimize damage. Careful exploratory

works to be undertaken to establish location of mortar joints and stucco to be made good where damage has occurred. Lead flashing to be pointed in with lime-based mortar.

- Aluminium rainwater goods (ogee profile gutter) to receive paint colour to match that of the host building.

Landscaping works to the front garden to comprise of:

- Removal of existing circular area of paving and randomly laid 'stepping stone' paving slabs
- Formation of a larger paved area (York stone paving slabs) with central raised planter bed (loose item).
- Formation of planting beds to perimeter of site to soften the appearance of the area and add seasonal interest
- New turf to retained grassed area
- Extend paving slabs (York stone paving slabs) over turfed area to access proposed bar.

Impact on the Listed Building and Conservation Area

The principle of extending listed buildings is acceptable provided that there is no harm to the legibility of the host building, its setting or fabric. In this application, the building is in a prominent position within the heart of the Didsbury St. James Conservation Area which dictates an additional level of consideration.

National and local policies and legislation protecting heritage assets require that local planning authorities identify the significance of those assets and that planning decisions preserve and enhance them or justify any harm in terms of the public benefits of the proposal.

In this application, the significance of the heritage assets comprise the listed building which is designated on the basis of its architectural merits with specific reference to the front elevation, its group value that is derived by association with No.845 – 847 Wilmslow Road and the Didsbury St. James Conservation Area.

The key element of the proposal provides a small single storey side extension to create an external bar servery. It is relatively modest in scale and has been repositioned following negotiations on the withdrawn application, to sit behind the elevation of the chimney breast on the east-facing elevation of the building and in line with the extended site curtilage that comes off the rear elevation. In this location, it forms a closer relationship with the ancillary additions to the rear of the building rather than being read as a 'wing' of the front elevation which has the greatest significance. This will help to maintain the legibility of the host building and also obscures to some extent a rear fire escape which extends up to the first floor.

It has a relatively small square plan form being 2.2 metres deep x 2.9 metres wide with a maximum height of 3.3 metres to a sloping monopitch roof. It is proposed to be constructed in a traditional design language to form a seamless relationship with the host building whilst being read as ancillary.

The roof design and materials incorporate reclaimed slate with an overhang that is supported on timber posts to provide a small canopy over the bar servery whilst the front elevation of the extension proposes a pair of timber ledged and braced servery doors with ironmongery to match the existing.

The proposal sets out to re-use original fabric in the build out which is welcomed as a conservation-led approach. Details of how the works will proceed specifically with regards to dismantling the section of the side elevation to create the bar servery are required to be submitted prior to above-ground construction works commencing, to avoid the loss of or damage to the historic fabric.

The extension would be constructed of brick laid in an English Garden bond using a lime-based mortar with a traditional stucco finish bonded to the brick to match the existing. All of the woodwork is proposed to receive a paint finish to match the woodwork across the building which will help it to assimilate successfully. Details of the materials are required to be submitted as samples prior to above-ground works commencing to ensure that they are appropriate in the context of the listed building and its appearance within the wider conservation area.

These elements of the proposal are considered to have a neutral to positive impact. The integrity of the building itself is not harmed by the proposal which will have a relatively low profile in the context of the mass of the host building. Critically, the building is still capable of being read as a detached public house with a very obvious plan form whilst the extension sits in an area of the site that map regression indicates once supported a build-out on this side of the building. This was possibly removed during later building works to infill the drayman's carriage entrance and inner courtyard that previously stood on this side of the building.

Based on the above, there are no concerns that the extension will obscure interpretation of the listed building or harm its character or fabric. The schedule of works will be complemented by a revised landscaping scheme as set out below.

An area of York stone paving is proposed to extend towards the extension which will entail the loss of a strip of incidental grassed landscaping. This will provide a more historically appropriate and durable surface for customers waiting to use the bar area. There are no concerns with the loss of this isolated grass strip which otherwise has no impact on the setting of the listed building and is relatively invisible in the conservation area.

The main landscaping works introduce a greater area of paving and hence a much simplified and better considered treatment of the area to the front elevation than the original proposal for Astroturf and pergolas in the 2020 withdrawn application. In the revised scheme, the landscaping treatment will ensure that there is minimal harm to the setting of the listed building and will not detract from its character or that of the wider conservation area.

It is not clear from historical references what surface treatment was in situ at the time of the listing designation and is not detailed in the listing description. However, the historic record suggests that the area to the front has a long history of being cobbled, some of which is still in evidence, but the majority has been lost or built over many years ago with the present grassed area to the front elevation. The sense of spaciousness fronting the building and its relationship to Wilmslow Road is however still evident.

As the setting of a listed building and the impact of development in conservation areas are material considerations, the works now proposed in this area are welcomed. The landscaping proposal will reverse some of the ill-considered surface treatment by removing the existing circular area of paving and randomly laid 'stepping-stone' paving slabs and introduce a larger area of paving in York stone slabs together with introduction of a removable raised planter.

Although the stone treatment does not replicate the cobbled surface, it is a preferable material to larger grassed areas which have no historic reference and can quickly degrade the appearance of the setting of the listed building if maintenance is not properly managed.

In this regard, the proposal seeks to re-turf the remaining grassed area which is confined to a section towards the west and northern areas of the frontage. This will help to enhance the appearance of the listed building and thereby benefit to the wider conservation area and thus meets the objective of preserving and enhancing heritage assets that runs through all heritage policies at national and local level.

The remaining areas of work include new planted beds on the eastern and western sides of the frontage together with a planted triangular bed to replace a patch of grass just forward of the building to the north east. This bed is proposed to be roped-off alongside the pedestrian path on approach into the site from Fletcher Moss, to prevent pedestrians trampling over the bed as a shortcut to the entrance. The rope will be suspended between 5no. 1100mm high x 200mm wide timber posts which extend the 5.6 metre length of the eastern side of this bed.

These additions are relatively low key, reversible and importantly, do not harm or obscure the setting of the listed building or character of the conservation area by introducing visual clutter or the use of inappropriate materials. Whilst part of the frontage is still turfed, the planting at the sides will help to deter patrons from crossing the grass which, if left open to the footpaths, would start to deteriorate in time at the edges which would be to the detriment of the setting of the listed building.

The proposals are considered to preserve and enhance the significance of the listed building and conservation area, raise the standard of the frontage in particular and thus maintain an acceptable relationship with the other listed buildings in the group on this section of Wilmslow Road. This is considered to have wider public benefits and thus complies with national and local planning policies for the management of heritage assets as set out in the Development Plan.

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 local planning authority in making its decision has had due regard to paragraph 47 of the National Planning Policy Framework as well as the development plan, national planning policy and other material considerations and has approved the application subject to appropriate conditions and for the reasons outlined in the delegated report. The application received no objections on notification and has been approved with appropriate conditions as set out below, in the interests of visual amenity and preservation of the listed building and conservation area.

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 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents received on the 29th of June 2021 or as stated:

Application form

Location Plan 7923-SLP

Existing Site Plan 7923 - 01

Proposed Site Plan 7923 - 02

Existing & Proposed Elevations 7923 - 03

Design & Access Statement prepared by the JS Design Partnership LLP (not dated, no reference)

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies EN3, SP1 and DM1 of the Manchester Core Strategy, saved policies DC19.1 and DC18.1 of the Unitary Development Plan for the City of Manchester and Chapter 16 of the National Planning Policy Framework.

3) Notwithstanding the details as set out in condition 2 above, no above ground development shall commence unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

(a) Method statements for implementing the approved development to ensure careful conservation led standards and to ensure that no damage to the fabric of the listed building occurs;

(b) Samples of the materials, to include stucco, lime-mortar composition, paint and ironmongery.

All of the above shall be implemented in accordance with the approved details

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and the wider conservation area, and to ensure consistency in accordance with policy EN3 of the Core Strategy and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Didsbury Civic Society

1 Skylark Close, Manchester, M20 2FQ
3 Skylark Close, Manchester, M20 2FQ
2 Skylark Close, Manchester, M20 2FQ
High Bank, Stenner Lane, Manchester, M20 2RQ
The Old Parsonage, Stenner Lane, Manchester, M20 2RQ
Flat At, Ye Olde Cock Inn, 848 Wilmslow Road, Manchester, M20 2RN
Flat At, Didsbury Hotel, 852 Wilmslow Road, Manchester, M20 2SG
844 - 846 Wilmslow Road, Manchester, M20 2RN
Ye Olde Cock Inn, 848 Wilmslow Road, Manchester, M20 2RN
Fernbank, Stenner Lane, Manchester, M20 2RQ

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 - Didsbury St James Conservation Area 1970
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: SOUTH