MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	140665/VO/2024
Date registered valid:	9 August 2024
Proposal:	City Council development - External facade refurbishment works to 3no. three storey maisonette buildings together with the installation of photo voltaic panels, air source heat pumps and roof top safety handrail
Address:	2-16 Inchcape Drive And 13-51 Riverdale Road, Manchester, M9 8JW
Ward(s):	Higher Blackley Ward
Applicant:	Mrs Rebecca Maddison, Manchester City Council
Agent (if any):	Ms Kim Ebling Corstorphine + Wright Architects
Case officer:	Ellie Knowles Tel: 0161 219 6633 Email: ellie.knowles@manchester.gov.uk
Recommendation:	Approve

Date of recommendation: **15 November 2024**

Application details

Type of application: Regulation 3 Consent

Development type: Minor Other

Date of site visit: 28 August 2024

Standard consultations:
Printed: 29 October 2024 Expired: 12 November 2024

Neighbour notifications
Printed: 29 October 2024 Expired: 12 November 2024

Site notice
No site notice has been produced

Press advert
No press advert had been published

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building/area

The application comprises three existing four-storey maisonette blocks in the Higher Blackey ward. The three separate residential buildings were originally constructed in brick and render, with a flat membrane roof and uPVC windows. The three maisonette blocks (referred to as north block, west block and south block) are orientated around a central resident carpark with access taken from Inchcape Drive.

The submitted Design and Access statement highlights that the existing three residential blocks currently suffer from deterioration, significant thermal inefficiencies and overall poor building performance.

The surrounding area is predominantly residential in character, with varied housing types. Directly to the west of the application site is Blackley Cemetery, and associated grounds. Within this park lies Blackley Crematorium, a Grade II listed building, circa 180m away from the application site.

Circa 44m to the south of the southern block, the former larger block, which comprised 16 maisonettes, underwent demolition due to poor condition of the building and concerns for safety, this site is currently vacant (Demolition ref: 131404/DEM/2021).



Figure 1. South Block 37-51 Riverdale Road



Figure 2. West Block 13-35 Riverdale Road



Figure 3. North Block 2-16 Inchcape Drive

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of development

The submitted application seeks planning permission for City Council Development for the external facade refurbishment works (EWI and replacement windows and doors) to 3no. three storey maisonette buildings together with the installation of photo voltaic panels (PVs), air source heat pumps (ASHP) and roof top safety handrail.

The proposed external wall insulation would comprise insulated render and brick slips, the proposed material specifications (colouration/type) are listed as follows:

- Brickwork - Wetherby Grey Multi Waterstruck 764
- Render – Wetherby 4S Silicone 1.5mm 'K' Textured Finish in colour G 0507-Y40R
- Mortar – Y73 DARK
- Windows – Aluminium in RAL 7032 (Pebble Grey)
- Doors – RAL 7032 (Pebble Grey)

Consultations & Notification Responses

Local responses
None

Consultee responses

Environmental Health – No objections subject to conditions required for external plant, equipment and servicing.

Highway Services – No objections. The proposed development extends only within the red-line boundary of the site and as such, does not impinge upon the adopted highway.
Given the minimal scale of construction works involved, the level of construction vehicles are unlikely to generate any significant on-street parking demands.

Relevant Planning History

None at the application site.

At 2-32 (even) Bridgnorth Road, Manchester, M9 8HN –
131404/DEM/2021 – Prior notification for the demolition of a block of 16 maisonettes at 2-32 Bridgnorth Road. No objection 14.09.2021.

History of negotiations

The planning officer requested that proposed materials were confirmed by the applicant, prior to determination, in the interests of visual amenity. The agent/applicant confirmed specified materials (to be conditioned) via material samples submitted to the LPA and in emails dated 11/11/24 and 15/11/24.

Local Planning Policies

Places for Everyone (2022-2039) – Places for Everyone is a long-term plan of nine Greater Manchester districts for jobs, new homes, and sustainable growth. It has been published by the GMCA on behalf of the nine districts and took effect and became part of the statutory development plan on March 21, 2024.

The PfE Plan and its policies are now a material planning consideration in the determination of planning applications. The PfE Plan and its policies must therefore be given full weight in the planning balance.

Manchester Core Strategy Development Plan Document (2012-2027) - The Core Strategy was adopted on the 11 July 2012 and replaces a large number of policies in Manchester's Unitary Development Plan. Parts of the policies have been superseded by the Places for Everyone Plan.

The Unitary Development Plan (UDP) for the City of Manchester (1995) - The Unitary Development Plan for the City of Manchester was adopted in 1995 and has largely been replaced with the policies contained within the Core Strategy. However, there are a number of policies that are extant.

The relevant **Places for Everyone** policies for this application are as follows:

JP-S1 – Sustainable Development
JP-S2 – Carbon and Energy
JP-P1 – Sustainable Places

The relevant **Core Strategy** policies for this application are as follows:

DM 1 – Development Management
SP 1 – Spatial Principles (partially superseded by PfE)
EN 1 – Design Principles and Strategic Character Areas
EN 4 – Reducing CO2 Emissions by Enabling Low and Zero Carbon Development (partially superseded by PfE)
EN 5 – Strategic Areas for low and zero carbon decentralised energy infrastructure
EN 6 – Target Framework for CO2 reductions from low or zero carbon energy supplies (partially superseded by PfE)
EN 7 – Energy Infrastructure opportunities
EN 8 – Adaptation to Climate Change (partially superseded by PfE)

The relevant saved **UDP** policies for this application are:

DC26 – Development and Noise

National Planning Policy Framework

The NPPF (2023) sets out broad national policies on themes such as housing, historic environment, town centres, design, climate change and the Green Belt. Central to the broad policy direction contained within the NPPF is the notion of sustainable development; development which effectively balances economic, social and environmental factors. The Local Planning Authority consider the following sections relevant to this proposal.

- Section 2 – Achieving sustainable development
- Section 8 – Promoting healthy and safe communities
- Section 12 – Achieving well-designed places
- Section 14 – Meeting the challenge of climate change, flooding and coastal change

Issues

Principle of development:

The submitted Design and Access statement highlights that the existing three residential blocks currently suffer from significant thermal inefficiencies and overall poor building performance. To remedy these issues and enhance the maisonette block's liveability and sustainability, a comprehensive renovation or redevelopment project is necessary, focusing on improving insulation, upgrading windows, and addressing structural concerns.

The three residential blocks would undergo external facade refurbishment works, including External Walling Insulation (EWI), replacement windows and doors and installation of a roof top safety handrail. The current heating system (gas powered boilers) would be changed to an Air Source Heat system and solar panels (PVs) installed to the roof of the building to further generate renewable electricity for the three blocks of maisonettes. The proposal would support the City Council in its ambition to become a Zero Carbon city by 2038, reducing the carbon emissions associated with the occupation of the residential buildings, through the provision of on-site renewable electricity generation and increased thermal efficiency. This is subject to the proposed external façade refurbishment works, safety handrail, PVs and ASHPs not compromising the levels of amenity within the surrounding area.

As such, the proposal is considered pursuant to policies DM1, SP1, EN1, EN4, EN5, EN6, EN7 of the Core Strategy, saved UDP policy DC26 and policies JP-S1, JP-S2 and JP-P1 of Places for Everyone. As such, the principle of development is considered acceptable. However,

consideration must be given to the proposal's appearance, impact on the visual amenity of the area and impact on the neighbouring properties' residential amenity.

Impact on visual amenity and the streetscene:

External walling insulation (EWI) is proposed to the three maisonette blocks. This would include removal of the existing external fabric, addressing structural concerns where necessary and implementation of insulated silicone render and brick slips over new 100-150mm mineral fibre slab insulation, fixed to existing masonry backing wall or new steel frame system with associated boarding and membrane. The following proposed material details have been agreed, which will be conditioned.

- Brickwork - Wetherby Grey Multi Waterstruck 764
- Render – Wetherby 4S Silicone 1.5mm 'K' Textured Finish in colour G 0507-Y40R
- Mortar – Y73 DARK

The proposed EWI is considered to increase thermal efficiency of the residential properties, whilst improving the current visual amenity of the residential properties and character of the wider area.

The proposal would replace all windows and doors of the three maisonette blocks. Proposed replacement fenestration would be Aluminium and finished in RAL 7032 (Pebble Grey) colouration, in an amended configuration as shown on proposed elevations. Proposed replacement doors would be fire resistant where required, as shown on proposed elevations and finished in RAL 7032 (Pebble Grey) colouration. These external alterations are considered to give a similar appearance to the existing properties, albeit with increased thermal efficiency and therefore are not considered to impact the visual amenity of the existing property and wider area.

The proposed safety handrail would be installed to the maisonette flat roofs, set within the roofspace between 1-2.1m, comprising fixed metal railings. This is required in order to provide safe servicing of proposed mechanical services (ASHPs and PVs). Whilst these may be visible from the street level, the sustainability benefits associated with enabling renewable electricity at this site is considered to outweigh any visual harm anticipated.

The ASHP is a design which benefits its function, similar to that large air-conditioning units, measuring 740mm(H) x 884(W) x 388(D). The proposed ASHPs are to be sited to the maisonette roofs, as shown on submitted proposed roof plans, therefore would not be readily visible from the local streetscene. In principle the number of ASHPs (28no.) proposed are considered acceptable given the large footprint of the existing buildings. Given the scale of units proposed and their concealed siting on the roof, these structures would not appear incongruous within its setting and would not be visible from surrounding public vintage points.

The proposed solar panels are to be sited to the maisonette roofs, therefore would not be readily visible from the local streetscene. Notwithstanding this, a condition requiring the submission of full details (including specification, exact locations and elevations) are to be to be conditioned prior to installation for review and written approval by the LPA, in the interests of preserving visual amenity.

As such, the proposal is considered pursuant to policy DM1 and SP1 of the Core Strategy.

Impact on residential amenity:

The proposed external facade refurbishment works (EWI and replacement windows and doors), installation of photo voltaic panels (PVs), air source heat pumps (ASHP) and roof top safety handrail are not considered to give rise to undue impacts upon the amenity of current, future and neighbouring occupants.

The proposed external facade refurbishment works would improve the insulation and sustainability of the three maisonette blocks, which would improve the liveability of the existing units.

The proposed ASHPs are to be sited to the maisonette roofs, as shown on submitted proposed roof plans, therefore would not give rise to unacceptable impacts on the amenity of residents and nearby properties. This application is supported by a noise impact assessment which has been reviewed and assessed by Environmental Health, which deem the proposed noise mitigation measures acceptable, subject to a verification report submitted.

The proposed solar panels are to be sited to the maisonette roofs, therefore would not be readily visible from the local streetscene, therefore would not give rise to unacceptable impacts on the amenity of residents and nearby properties.

As such, the proposal is considered pursuant to policy DM1 and SP1 of the Core Strategy and saved policy DC26 of the UDP.

Impact on Highway Safety:

The proposed development would not interfere with the existing parking provision on street and within the resident carpark, as such is considered acceptable in this regard.

Other matters:

Noise

A total of 28no. Air Source Heat Pumps are proposed as part of this proposal, to the roof space of the three maisonette blocks. Environmental Health have reviewed the submitted Azymuth Acoustics Noise Impact Assessment, Ref. AA0532 dated 17/07/24, and consider this report acceptable with respect to satisfying part a of the recommended condition 5 detailed in this report. Notwithstanding this, part b of planning condition 5 remains outstanding (subject to discharge), which requires the submission of a noise verification report following installation and prior to operation of the ASHPs to be submitted to and approved in writing by the City Council as local planning authority, to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report, in the interests of preserving residential amenity.

Other Legislative Requirements

Equality Act 2010
Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations
This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices 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 proposal was assessed with regards to policies outlined in the National Planning Policy Framework, Unitary Development Plan Saved Policies, Local Development Framework Core Strategy Development Plan, Place for Everyone and other material considerations. In this instance negotiations took place with regards to specifying the proposed materials prior to determination. Material samples and details were submitted to the LPA for review and the application has been determined with the attachment of appropriate conditions.

Condition(s) to be attached to decision for approval

1. 3 Year Time Limit

   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. Specified Drawings and Documents

   The development hereby approved shall be carried out in accordance with the documents labelled:

   - Proposed Ground and First Floor Plan – South Block (Ref: 23746-2011)
   - Proposed Second and Third Floor Plan – South Block (Ref: 23746-2012)
   - Proposed Roof Plan – South Block (Ref: 23746-2013)

   - Proposed Ground and First Floor Plan – West Block (Ref: 23746-2014)
   - Proposed Second and Third Floor Plan – West Block (Ref: 23746-2015)

- Proposed Roof Plan – West Block (Ref: 23746-2016)

- Proposed Ground and First Floor Plan – North Block (Ref: 23746-2017)
- Proposed Second and Third Floor Plan – North Block (Ref: 23746-2018)
- Proposed Roof Plan – North Block (Ref: 23746-2019)

- Proposed Elevations – South Block (Ref: 23746-2029 T-03; Received 15/11/2024)
- Proposed Elevations – West Block (Ref: 23746-2030 T-03; Received 15/11/2024)
- Proposed Elevations – North Block (Ref: 23746-2031 T-03; Received 15/11/2024)

- Noise Impact Assessment, Ref: AA0532 (Prepared by Azymuth Acoustics UK, Dated 17/07/2024; Received 09/08/2024)
- Proposed Roof Floor Power Distribution Layout – North Block (Ref: 312169-HAH-NB-ZZ-D-E-06212_P01); Received 10/10/2024
- Proposed Roof Floor Power Distribution Layout – South Block (Ref: 312169-HAH-SB-ZZ-D-E-06212_P01); Received 10/10/2024
- Proposed Roof Floor Power Distribution Layout – West Block (Ref: 312169-HAH-WB-ZZ-D-E-06212_P01); Received 10/10/2024
- Localised ASHP Roof Floor Option Plan (Prepared by Daikin, Received 10/10/2024)
- Mechanical Services Equipment Schedules; REV 01 (Prepared by Harley Haddow, Dated July 2024; Received 10/10/2024)
- Glazing and Curtain Walling; REV T-01 (Prepared by Corstorphine & Wright, Dated 11/07/2024; Received 18/10/2024)

Stamped as received by the City Council as Local Planning Authority on 31/07/2024 unless specified otherwise.

Reason - To ensure the development is carried out in accordance with the approved plans, pursuant to Policies SP1 and DM1 of the Core Strategy

3. Specified materials

The development hereby approved shall be carried out in full accordance with the material samples submitted to the City Council as local planning authority and detailed in the email dated 15/11/2024. For the avoidance of doubt these include:

- Brickwork - Wetherby Grey Multi Waterstruck 764
- Render – Wetherby 4S Silicone 1.5mm 'K' Textured Finish in colour G 0507-Y40R
- Mortar - Y73 DARK
- Windows - Aluminium in RAL 7032 (Pebble Grey)
- Doors - RAL 7032 (Pebble Grey)

Reason - To ensure the development is carried out in accordance with the approved plans, pursuant to Policies SP1, DM1 and EN1 of the Core Strategy.

4. Solar Panels

Prior to installation, full details of PV panels, including proposed specification, location and elevations, shall be submitted to the City Council as local planning authority for prior approval in writing. The development shall be constructed only using the approved details and shall be retained as such at all times thereafter.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, pursuant to policy DM1 of Manchester's Core Strategy.

5. NSE6 – External plant/equipment/servicing

a) The scheme shall be implemented in full accordance with the measures, as set out in the submitted Azymuth Acoustics Noise Impact Assessment, Ref. AA0532 dated 17/07/24, stamped as received by the City Council as Local Planning Authority on 31/07/2024.

b) Prior to the operation of the scheme a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic report. The report shall also undertake post completion testing to confirm that the noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the agreed noise criteria.

Reason - To minimise the impact of the development and to prevent a general increase in pre-existing background noise levels around the site, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved UDP policy DC26.

Appendix 1 – List of consultees & neighbours notified

Environmental Health
Highway Services

115 Printon Avenue, Manchester, M9 8GY
107 Printon Avenue, Manchester, M9 8GY
101 Printon Avenue, Manchester, M9 8GY
95 Printon Avenue, Manchester, M9 8GY
92 Printon Avenue, Manchester, M9 8GY
86 Printon Avenue, Manchester, M9 8GY
12 Inchcape Drive, Manchester, M9 8JN
1 Inchcape Drive, Manchester, M9 8JN
51 Riverdale Road, Manchester, M9 8JW
45 Riverdale Road, Manchester, M9 8JW
39 Riverdale Road, Manchester, M9 8JW
31 Riverdale Road, Manchester, M9 8JW
25 Riverdale Road, Manchester, M9 8JW
19 Riverdale Road, Manchester, M9 8JW
13 Riverdale Road, Manchester, M9 8JW
113 Printon Avenue, Manchester, M9 8GY
111 Printon Avenue, Manchester, M9 8GY
109 Printon Avenue, Manchester, M9 8GY
105 Printon Avenue, Manchester, M9 8GY
103 Printon Avenue, Manchester, M9 8GY
99 Printon Avenue, Manchester, M9 8GY
97 Printon Avenue, Manchester, M9 8GY
93 Printon Avenue, Manchester, M9 8GY
94 Printon Avenue, Manchester, M9 8GY
90 Printon Avenue, Manchester, M9 8GY
88 Printon Avenue, Manchester, M9 8GY
84 Printon Avenue, Manchester, M9 8GY
49 Riverdale Road, Manchester, M9 8JW
47 Riverdale Road, Manchester, M9 8JW
43 Riverdale Road, Manchester, M9 8JW
41 Riverdale Road, Manchester, M9 8JW
37 Riverdale Road, Manchester, M9 8JW
35 Riverdale Road, Manchester, M9 8JW
33 Riverdale Road, Manchester, M9 8JW
29 Riverdale Road, Manchester, M9 8JW
27 Riverdale Road, Manchester, M9 8JW
23 Riverdale Road, Manchester, M9 8JW
21 Riverdale Road, Manchester, M9 8JW
17 Riverdale Road, Manchester, M9 8JW
9 Inchcape Drive, Manchester, M9 8JN
8 Inchcape Drive, Manchester, M9 8JN
7 Inchcape Drive, Manchester, M9 8JN
6 Inchcape Drive, Manchester, M9 8JN
4 Inchcape Drive, Manchester, M9 8JN
3 Inchcape Drive, Manchester, M9 8JN
2 Inchcape Drive, Manchester, M9 8JN
16 Inchcape Drive, Manchester, M9 8JN
14 Inchcape Drive, Manchester, M9 8JN
11 Inchcape Drive, Manchester, M9 8JN

10 Inchcape Drive, Manchester, M9 8JN
11 Riverdale Road, Manchester, M9 8GD
9 Riverdale Road, Manchester, M9 8GD
5 Inchcape Drive, Manchester, M9 8JN

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Historic Landfill Site 250m Buffer -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: NORTH AREA