

Planning

Growth & Development

Delegated officer report for planning application

Application no. 133791/JO/2022

Date registered valid: 13 May 2022

Proposal: Variation of condition numbers 2 (approved plans) and 3 (materials) from planning approval reference 132521/FH/2021 to allow amendments to the front roof profile and design alterations to the single storey rear extension and proposed garage.

Address: 25 Parkfield Road South, Manchester, M20 6DB

Ward(s): Didsbury West Ward

Applicant: Mr & Mrs McDonald

Agent (if any): Mr Simon Miles, S R Miles Ltd

Case officer: David Lawless
Tel: 0161 234 4543
Email: david.lawless@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 5 April 2023



Application details

Type of application: Variation or Removal of Condition

Development type: Householder

Date of site visit: 24 June 2022

Standard consultations:

Printed: 3 January 2023 Expired: 24 January 2023

Neighbour notifications

Printed: 3 January 2023 Expired: 24 January 2023

Site notice

Posted: 24 June 2022 Expired: 15 July 2022

Press advert

Published: 28 June 2022 Expired: 19 July 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 obtained planning permission for the following in 15 February 2022, under reference 132521/FH/2021:

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

The applicant is now applying to vary the consent (conditions 2 and 3) to allow for amendments to the front roof profile and design alterations to the single storey rear extension and proposed garage.

Consultations & Notification Responses

Local Residents – Five objections have been received, the comments are summarised below:

- The removal of three of the four chimney stacks which are important features both of the Conservation Area and this particular house where they are a unifying component of the architecture.
- The clumsy changes to the front elevation of the roof which are, again, not only damaging to the original architecture of the house but also conspicuously and prominently out of place in the Conservation Area.
- These changes will manifestly neither preserve nor enhance the character or appearance of Blackburn Park Conservation Area.
- The roofline has been significantly changed from the original. The central part of the roof which faces the street has been smoothed up to the ridge and some odd and inappropriate edging applied to this new section. The original roof had an interesting wedge shape above the window in the central area where it met the rest of the roof which looked entirely appropriate.
- The design of the roof lights on the rear of the property has been altered and is no longer an attractive feature.

Blackburn Park Conservation Society – Object to the proposal for the following reasons:

- We object most strongly to the profile changes to the front elevation roof with removal of the original 'Arts and Crafts' design of a "Wedge" or "Catslide" dormer window roof. This has been replaced by large full depth roof section now continuing right to the main roof ridge giving an uncharacteristic alien "ski slope" appearance. This divides the main roof into three, giving a very unusual and bizarre appearance completely out of character for a building of such prominence within the conservation area and represents an unacceptable change to the roof design.
- We strongly object to the removal of the three fine decorative brick chimney stacks which is damaging to both the front and rear elevations. Brick chimneys are an important characteristic of such Edwardian houses particularly in the area that Blackburn Park Conservation Area was designated to conserve. The chimneys on Thornton are especially fine examples. They are built with three different types of brick, two shades of red and one yellow for the corners, displaying vertical relief feature bilaterally and with typical red chimneypots. This can all be seen on the chimney on the left-hand side of the front elevation which still remains.
- We object to the change of design to the rear elevation extension. The original proposed central window was in proportion to the others on the elevation and with common brick to the side and rear walls of the extension to match the house. We think this including the rear extension brickwork below this window to the ground level will retain the character of the house rather than the new proposed black painted louvres and frames which will detract from the quality and appearance of the property.
- The window frame that has been installed on the front elevation in the gable wall of the right-hand dormer does not correspond to the design shown on the drawing PL203 REV P1 and having these four horizontal panes is out of keeping with the character of the house and other similar house dormer gable windows.
- The design of the rear rooflights, having been lowered would lead to a loss of privacy.

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 – Given the previous consent, there is no objection in principle to the proposed changes. Notwithstanding this, any potential impact upon residential and visual amenity, as well as the character of the Blackburn Park Conservation Area, must be assessed.

Design – The main changes to the design of the proposal are:

- Amendments to the design of the cat slide roof
- Removal of chimneys

- Amendments to the rear rooflights and rear extension
- Amendments to the design of the garage.

The original cat slide roof, circled in yellow, terminated in the middle of the roof. As can be seen in the photograph below, the replacement one stops just short of the ridge. The roof was required to be altered to give adequate headroom when entering the roof accommodation.

While the replacement cat slide roof is longer, it is not considered it diminishes the overall quality of this dwelling or have a detrimental impact upon the character of the Blackburn Park Conservation Area.



The chimneys were removed for structural reasons, with the external chimney breasts on the outside of the dwelling being topped with coping stones as shown below. It is not considered that their removal impacts upon the overall appearance of the dwelling or the character of the conservation area



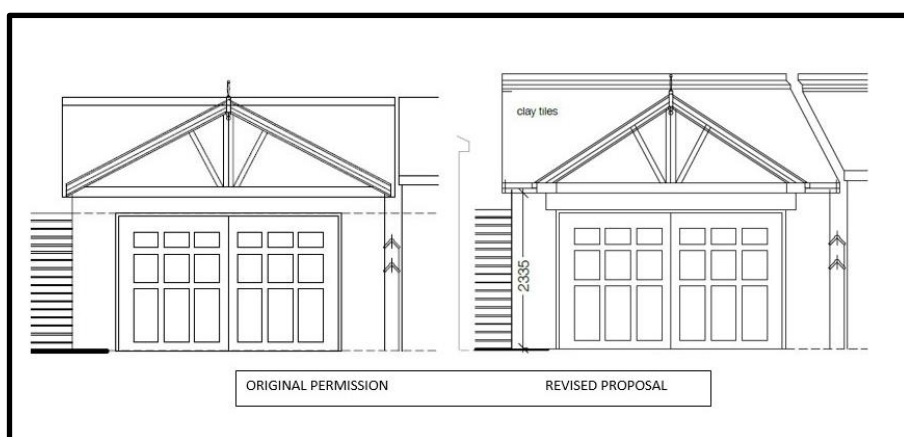
The originally approved extension is shown below (image 1), with the revised proposal being image 2. The original rear elevation of the dwelling is shown in image 3, while image 4 shows the rear elevation presently.



In respect of the rooflights, they have been sited closer to the eaves but as can be seen in image 3, this is in a similar location to their original position. Accordingly, siting the rooflights in the position now proposed is considered acceptable and would not detract from the original design.

The design of the rear extension has been altered to include more glazing and this is welcomed. The original extension was to be constructed from brick with composite infill panels, but the extension now proposed would be constructed from timber to give it a more contemporary appearance. This approach is considered acceptable and would not detract from the character of the dwelling.

The proposed garage at the side of the dwelling has slightly increased in height and length, the latter to incorporate a garden room at the rear. The design of the revised garage is considered acceptable and in keeping with the main dwelling.



The applicant has submitted revised elevational drawings to ensure that the windows as installed match those shown on the drawings. The design of the windows is considered acceptable.

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.

It is not considered that the insertion of rooflights in the rear roof slope would lead to a loss of privacy, due to the distance to the common rear boundary and the presence of mature landscaping.

Visual Amenity – Given the design and siting of the extension, garage and rooflights, and the amendments to the catslide roof, 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.

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.

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 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

Officers have worked with the applicant in a positive and proactive manner to resolve any matters arising in relation to dealing with the planning 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 the original planning permission (132521/FH/2021) on 15 February 2022.

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 P1, stamped as received on 3 May 2022
- c) Drawing no. 21 308 PL201 P1, stamped as received on 3 May 2022
- d) Drawing no. 21 308 PL202 P1, stamped as received on 5 April 2023
- e) Drawing no. 21 308 PL203 P2, stamped as received on 5 April 2023
- f) Drawing no. 21 308 PL204, stamped as received on 16 December 2021
- g) Drawing no. 21 308 PL205, stamped as received on 22 December 2022
- h) Drawing no. 21 308 PL206, stamped as received on 22 December 2022

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
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
21 Parkfield Road South, Manchester, M20 6DB
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
10 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