



**TRAFFORD  
COUNCIL**

**AGENDA PAPERS FOR  
PLANNING DEVELOPMENT CONTROL COMMITTEE**

**Date: Thursday, 11 September 2014**

**Time: 6.30 pm**

**Place: Committee Suite, Trafford Town Hall, Talbot Road, Stretford, Manchester  
M32 0TH**

**A G E N D A**

**ITEM**

**1. ATTENDANCES**

To note attendances, including Officers and any apologies for absence.

**2. MINUTES**

To receive and, if so determined, to approve as a correct record the Minutes of the meeting held on 14<sup>th</sup> August, 2014.

To Follow

**3. ADDITIONAL INFORMATION REPORT**

To consider a report of the Head of Planning Services, to be tabled at the meeting.

**4. APPLICATIONS FOR PERMISSION TO DEVELOP ETC.**

To consider the attached reports of the Head of Planning Services.

4

**5. URGENT BUSINESS (IF ANY)**

Any other item or items which by reason of special circumstances (to be specified) the Chairman of the meeting is of the opinion should be considered at this meeting as a matter of urgency.

**THERESA GRANT**  
Chief Executive

## Planning Development Control Committee - Thursday, 11 September 2014

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### Membership of the Committee

Councillors Mrs. V. Ward (Chairman), D. Bunting (Vice-Chairman), Dr. K. Barclay, R. Chilton, N. Evans, T. Fishwick, P. Gratrix, D. O'Sullivan, B. Sharp, J. Smith, E.W. Stennett, L. Walsh and M. Whetton

### Further Information

For help, advice and information about this meeting please contact:

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This agenda was issued on **Tuesday, 2 September 2014** by the Legal and Democratic Services Section, Trafford Council, Trafford Town Hall, Talbot Road, Stretford M32 0TH



## **PLANNING DEVELOPMENT CONTROL COMMITTEE – 11<sup>th</sup> SEPTEMBER 2014**

### **REPORT OF THE HEAD OF PLANNING SERVICES**

#### **APPLICATIONS FOR PERMISSION TO DEVELOP, ETC.**

##### **PURPOSE**

To consider applications for planning permission and related matters to be determined by the Committee.

##### **RECOMMENDATIONS**

As set out in the individual reports attached.

##### **FINANCIAL IMPLICATIONS**

None unless specified in an individual report.

##### **STAFFING IMPLICATIONS**

None unless specified in an individual report.

##### **PROPERTY IMPLICATIONS**

None unless specified in an individual report.

Further information from: Mr. Rob Haslam, Head of Planning Services  
Proper Officer for the purposes of the L.G.A. 1972, s.100D (Background papers): Mr. Rob Haslam, Head of Planning Services

##### **Background Papers:**

In preparing the reports on this agenda the following documents have been used:

1. The Trafford Local Plan: Core Strategy.
2. The GM Joint Waste Development Plan Document.
3. The GM Joint Minerals Development Plan Document.
4. The Revised Trafford Unitary Development Plan (2006).
5. Supplementary Planning Documents specifically referred to in the reports.
6. Government advice (National Planning Policy Framework, Circulars, practice guidance etc.).
7. The application file (as per the number at the head of each report).
8. The forms, plans, committee reports and decisions as appropriate for the historic applications specifically referred to in the reports.
9. Any additional information specifically referred to in each report.

These Background Documents are available for inspection at Planning and Building Control, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, Manchester M32 0TH.

**TRAFFORD BOROUGH COUNCIL**

**PLANNING DEVELOPMENT CONTROL COMMITTEE – 11<sup>th</sup> September 2014**

**Report of the Head of Planning Services**

**INDEX OF APPLICATIONS FOR PERMISSION TO DEVELOPMENT etc. PLACED ON THE AGENDA FOR DECISION BY THE COMMITTEE**

<b>Applications for Planning Permission</b>				
<b>Application</b>	<b>Site Address/Location of Development</b>	<b>Ward</b>	<b>Page</b>	<b>Recommendation</b>
H/69449	Petrol Station and adjacent land, 499 Chester Road, Old Trafford, M16 9HF	Clifford	1	Minded to Grant
78138/FULL/2012	136-138 Park Road, Timperley, WA15 6QQ	Timperley	5	Grant
80354/FULL/2013	Darley Lawn Tennis Club, Wood Road North, Old Trafford M16 9QG	Clifford	8	Minded to Grant
81765/FULL/2013	Big 3 Farm, Irlam Road, Urmston, M41 6TZ	Davyhulme West	29	Minded to Grant
83010/FULL/2014	Veolia Environmental Services (UK) Plc, Nash Road, Trafford Park, M17 1SX	Gorse Hill	46	Grant
83156/FULL/2014	Old Trafford Community Centre, Shrewsbury Street, Old Trafford, M16 9AX	Clifford	62	Grant
83208/HHA/2014	76 Great Stone Road, Stretford, M16 0HD	Longford	91	Grant
83285/HHA/2014	2 Wellington Place, Altrincham, WA14 2QH	Altrincham	100	Grant
83340/FULL/2014	22 Irlam Road, Urmston, M41 6JP	Flixton	108	Grant

**WARD: Clifford**

**H/69449**

**DEPARTURE: No**

**ERECTION OF 1 X SEVEN STOREY BUILDING AND A  
1 X PART FIVE, PART SIX STOREY BUILDING FOR MIXED USE  
DEVELOPMENT COMPRISING 95 APARTMENTS, 806 SQUARE METRES OF  
COMMERCIAL OFFICE SPACE (USE CLASS B1) AND 130 SQUARE METRES  
OF RETAIL SPACE (USE CLASS A1) TOGETHER WITH 143 CAR PARKING  
SPACES.**

Petrol Station and adjacent land, 499 Chester Road, Old Trafford, Manchester,  
Trafford M16 9HF

**APPLICANT: Kempton Homes**

**AGENT: Emery Planning Partnership**

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

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The application was considered at the Planning Development Control Committee on 13th February 2014. The Committee resolved that it was minded to grant planning permission subject to a Section 106 Agreement in respect of financial contributions in accordance with the Council's SPD1: Planning Obligations (2012). The total required contribution was £472,643.11 comprising £7024.00 towards Highways and Active Travel Infrastructure, £21,607.00 towards public transport schemes, £37,820.00 towards Specific Green Infrastructure, £202,554.31 towards Spatial Green Infrastructure and £203,637.79 towards education.

However, the Section 106 Agreement was not completed prior to the introduction of Trafford's Community Infrastructure Levy on 7<sup>th</sup> July 2014. Therefore, in line with the CIL charging schedule, this proposal will be subject to CIL at the relevant rate per square metre.

In addition to this, it is considered that, in accordance with the revised SPD1 (2014), a Section 106 Agreement is necessary to make the development acceptable in planning terms and will be used to secure a financial contribution of £74,123 towards the provision of Spatial Green Infrastructure. This funding would be used specifically towards schemes to provide a wildlife pond area, biodiversity and inclusive access improvements and play area

**enhancements at Hullard Park and a skate / bmx facility and play enhancements at Seymour Park.**

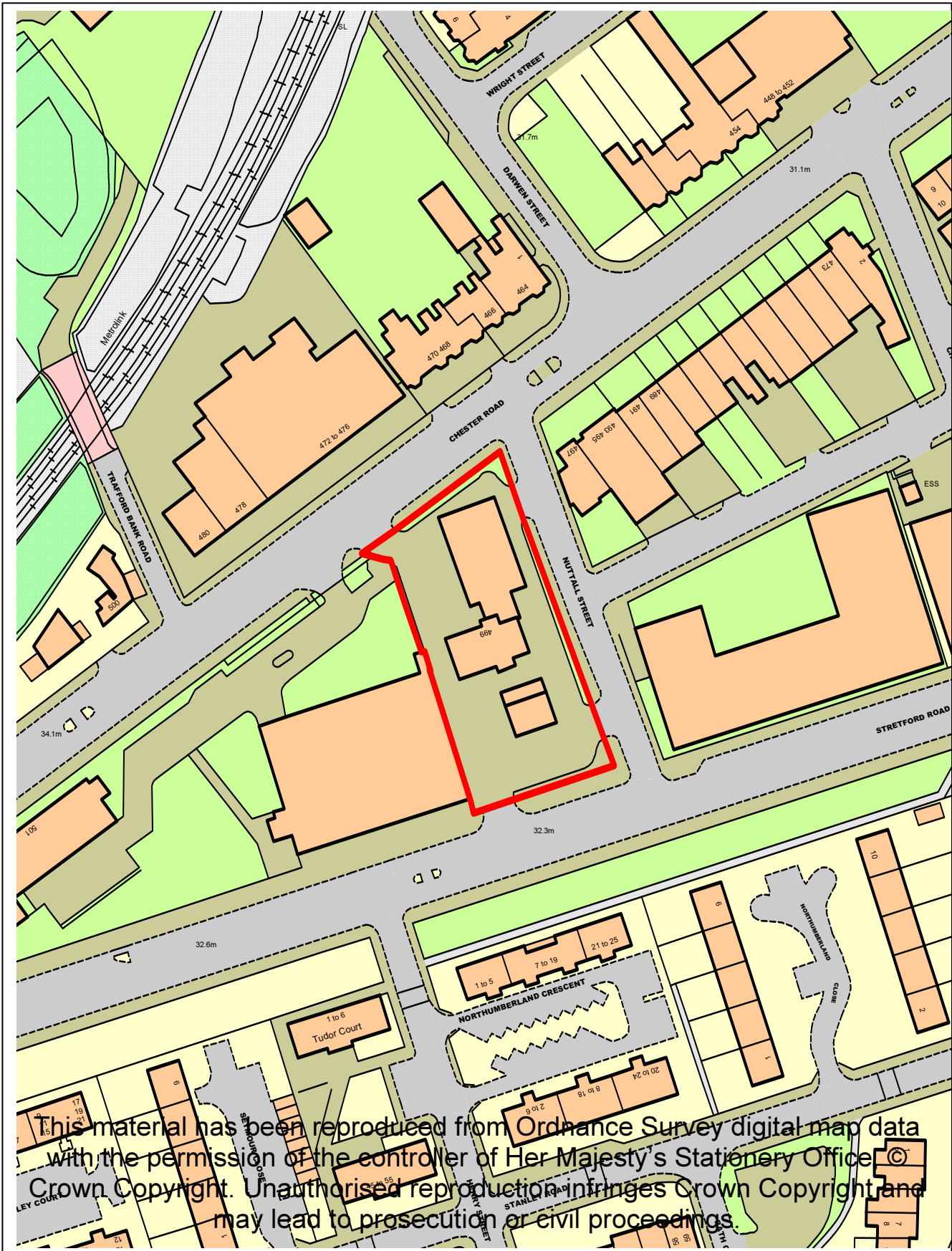
**Since the application was previously considered in February 2014, it is considered that there have been no other changes in national or local planning policy and no changes in the site characteristics or the context of the site that would lead to any different conclusions in terms of the acceptability of the proposals. It is therefore recommended that planning permission should be granted, subject to a Section 106 Agreement and subject to the same conditions as previously recommended.**

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

- (A) That the application will propose a satisfactory form of development for the site upon completion of an appropriate legal agreement to secure a maximum financial contribution of £74,123 towards the provision of Spatial Green Infrastructure to be used specifically towards schemes to provide a wildlife pond area, biodiversity and inclusive access improvements and play area enhancements at Hullard Park and a skate / bmx facility and play enhancements at Seymour Park.
- (B) In the circumstances where the S106 Agreement has not been completed within three months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Head of Planning; and
- (C) That upon satisfactory completion of the above legal agreement, planning permission be GRANTED subject to the following conditions: -
1. Standard Condition
  2. Notwithstanding the originally submitted details and samples of materials, details and samples of all materials to be used in the construction of the external surfaces of the buildings hereby permitted (including all materials for walls, roofs, windows and doors) shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of development. The development shall be implemented in accordance with the approved details.
  3. Landscaping (including details of surfacing of access, parking and turning areas) and Boundary Treatment
  4. List of approved plans (including amended plans). Development to be implemented in accordance with Amended Plans and additional information including sections through Chester Road elevation
  5. Provision of parking, turning and servicing areas
  6. Retention of parking, turning and servicing areas

7. Hours of use of shop to 10.30
8. Travel Plan
9. Provision of cycle parking
10. Site investigation for contaminated land
11. No development shall commence until a schedule of noisy construction works has been submitted to and approved in writing by the Local Planning Authority. Works included on this schedule shall only be carried out between the hours of 0800 – 1800 on Monday to Friday and 0800 to 1330 on Saturdays and not at all on Sundays or Bank Holidays.
12. a) Prior to the commencement of development, a report shall be submitted to and approved in writing by the Local Planning Authority identifying the following: -
  - The potential impact area in which television reception is likely to be affected;
  - At what stage in the construction process such impacts might occur;
  - The measures necessary to maintain at least the previous pre-existing level and quality of signal reception to all affected properties;
  - The timescale for implementation of such measures;b) The required mitigation measures identified in the assessment (a) above shall be implemented at the appropriate stages of construction as specified in the approved report.  
  
c) In the event that the Local Planning Authority receives further complaints in respect of problems with television reception arising from the development and considers it appropriate to request a further assessment, the applicant shall undertake a further study to identify the cause of the disturbance and submit details of this to the Local Planning Authority within one month of any such request made in writing by the Local Planning Authority. The study shall identify those measures necessary to maintain at least the pre-existing level and quality of signal reception and a timetable for implementation of such measures. The approved measures shall be implemented in accordance with the approved timetable.
13. Details of security measures including video entry phone system to all entrances (including from car parks), lighting to all entrances and communal areas, intruder alarm system etc.
14. Existing and proposed ground levels and proposed finished floor levels
15. All surface water drainage to be passed through oil interceptors
16. Surface water drainage / sustainable drainage scheme
17. Wheel wash

*SD*



**LOCATION PLAN FOR APPLICATION No: - H/69449**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

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**WARD: Timperley**

**78138/FULL/2012**

**DEPARTURE: No**

**ERECTION OF 2 X PAIRS OF THREE STOREY DWELLINGHOUSES (4 DWELLINGS IN TOTAL), FORMATION OF VEHICULAR ACCESS AND ASSOCIATED LANDSCAPING.**

136-138 Park Road, Timperley, WA15 6QQ

**APPLICANT:** Calderpeel Partnership Ltd

**AGENT:** Calderpeel Architects

**RECOMMENDATION: GRANT**

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### **ADDENDUM REPORT**

**Committee were minded to approve the application on 8<sup>th</sup> November 2012 subject to contributions of £65,800.46 being secured through the use of a S106 legal agreement, comprised of:-**

- **£620.00 for Highways and Active Travel Infrastructure**
- **£1,228.00 for Public Transport Schemes**
- **£3,720.00 for Specific Green Infrastructure**
- **£15,505.15 for Spatial Green Infrastructure**
- **£44,727.31 for Education Facilities**

**However, the Section 106 agreement was not completed prior to the introduction of Trafford's Community Infrastructure Levy (CIL) on 07 July 2014, this proposal will be subject to CIL at the relevant rate per square metre [in line with the CIL Charging Schedule and revised SPD1: Planning Obligations (2014)] and a section 106 agreement will no longer be required.**

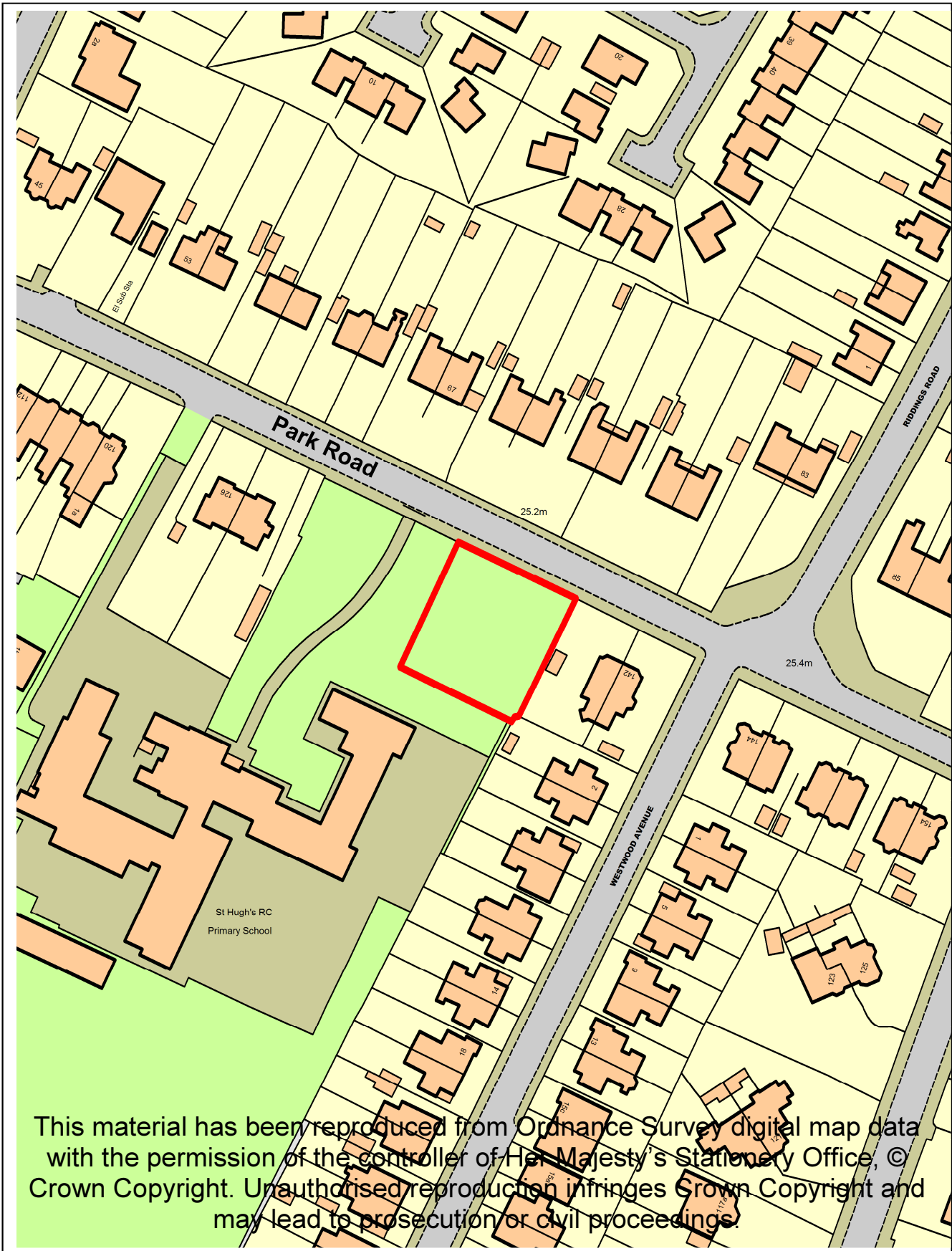
**RECOMMENDATION: GRANT subject to the following conditions**

1. Standard
2. Approved Plans
3. Submission of materials
4. Landscaping
5. Tree Protection
6. Details of front boundary wall to be submitted prior to works commencing on site

7. Removal of permitted development rights (for the erection of extensions, porches, outbuildings, dormers, additional windows to side elevations, fences within the front garden and additional areas of hardstanding).
8. Garage space not to be converted to additional living accommodation.
9. Obscure glazing and windows fixed shut on the southeast elevation of the south-easterly of the two buildings approved.
10. Flat roofed area of the rear of the buildings not to be used as a balcony
11. Details of new bus stop location to be submitted to the LPA and agreed by the LPA and TfGM.
12. Suitable gas protection measures to be submitted and agreed by the LPA prior to works commencing on site.
13. Details of porous hardsurfacing for driveway and parking areas.

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**LOCATION PLAN FOR APPLICATION No: - 78138/FULL/2012**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

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**ERECTION OF 6 NO. FOUR BEDROOM DWELLINGS AND 8 NO. THREE BEDROOM DWELLINGS WITH NEW VEHICULAR ACCESS AND ASSOCIATED PARKING PROVISION AND LANDSCAPING.**

Darley Lawn Tennis Club, Wood Road North, Old Trafford, M16 9QG

**APPLICANT:** Branley Homes

**AGENT:** Grays Architecture Ltd

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

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**SITE**

The application relates to the site of the former Darley Lawn Tennis Club at Wood Road North, approximately 75m to the north-west of the junction with Chorlton Road. The site formerly comprised a two storey club house on the Wood Road North frontage with one tennis court to the north-west of this and three tennis courts to the rear (north-east) of the building. Vehicular access was from Wood Road North at the south-eastern end of the frontage. The area occupied by the tennis courts is designated as Protected Open Space on the Revised Trafford UDP Proposals Map.

The club house has been demolished but the three tennis courts at the rear of the site are still in situ. Metal fencing has been erected on the site frontage. A large part of the side and rear boundaries is formed by cement board fencing, although the south-eastern boundary is formed partly by a 1.8m high timber fence and partly by a 2m high brick wall. There is approximately 5m high wire mesh fencing around the perimeters of the tennis courts. There are four mature street trees on the pavement in front of the site.

The surrounding area is almost entirely residential in character with predominantly semi-detached houses, some detached houses and some larger blocks of flats in the vicinity. To the immediate north-west, there are larger, late 19<sup>th</sup> century / early 20<sup>th</sup> century gabled, semi-detached properties whilst on the opposite side of Wood Road North and to the south-east there are slightly smaller, hipped roof, inter-war semi-detached properties. The immediate area has a generally suburban character, which is partly due to the significant number of mature street trees in the vicinity. The predominant materials are red brick with some render together with grey slates or tiles. Many of the nearby properties have driveways and the front boundaries are

typically formed by low red brick walls with some having railings above or hedges behind them.

## **PROPOSAL**

The application proposes the erection of 14 dwellings, comprising of 6 x two and a half storey four bedroom properties (plots 1 to 6) and 8 x three storey, three bedroom properties (plots 7 to 14). The houses on plots 1-6 would be semi-detached with the houses on plots 7 to 14 forming two terraces with four dwellings in each.

Vehicular access would be from Wood Road North in the centre of the frontage. Plots 1-6 would front onto Wood Road with Plots 1 and 2 to the north of the access road and Plots 3-6 to the south. Plots 7 to 14 would be sited at the rear of the site.

The proposed dwellings would have gabled roofs and projecting gables on the front elevations. The dwellings would be constructed in brick and tile.

The four bedroom dwellings would be provided with three parking spaces each with the spaces for Plots 3 to 6 being in curtilage and those for Plots 1 and 2 being provided to the rear of those properties. The three bedroom dwellings would have two spaces each, comprising an integral garage and one space on the frontage.

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- **The Trafford Core Strategy**, adopted 25<sup>th</sup> January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- **The Revised Trafford Unitary Development Plan (UDP)**, adopted 19<sup>th</sup> June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.
- **The Greater Manchester Joint Waste Plan**, adopted 01 April 2012. On 25<sup>th</sup> January 2012 the Council resolved to adopt and bring into force the GM Joint Waste Plan on 1 April 2012. The GM Joint Waste Plan therefore now forms part of the Development Plan in Trafford and will be used alongside district-

specific planning documents for the purpose of determining planning applications.

- **The Greater Manchester Joint Minerals Plan**, adopted 26th April 2012. On 13th March 2013 the Council resolved that the Minerals Plan, together with the consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26<sup>th</sup> April 2013. The GM Joint Waste Plan therefore now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

*L1 – Land for New Homes*

*L2 – Meeting Housing Needs*

*L3 – Regeneration and Reducing Inequalities*

*L4 – Sustainable Transport and Accessibility*

*L5 – Climate Change*

*L7 - Design*

*L8 – Planning Obligations*

*R3 – Green Infrastructure*

*R5 – Open Space, Sport and Recreation*

## **PROPOSALS MAP NOTATION**

*Old Trafford Priority Regeneration Area*

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

*H10 – Priority Regeneration Area – Old Trafford*

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF sets out the Government's planning policies for England and how these are expected to be applied. With immediate effect the NPPF replaces 44 documents including Planning Policy Statements; Planning Policy Guidance; Minerals Policy Statements; Minerals Policy Guidance; Circular 05/2005:Planning Obligations; and various letters to Chief Planning Officers. The NPPF will be referred to as appropriate in the report.

## **RELEVANT PLANNING HISTORY**

77589/DEMO/2011 – Prior Approval Notification in respect of demolition of club house / pavilion and attached buildings – Granted – 6<sup>th</sup> December 2011

H/OUT/68743 – Outline application (including details of layout and access) for erection of 4 no. two bedroom dwellinghouses and 2 no. 4 bedroom dwellinghouses. Erection of new club pavilion, associated parking provision for tennis club use and provision of 2 no. short sided tennis courts (following demolition of existing club pavilion and removal of one full size tennis court – Refused – 10<sup>th</sup> June 2008

## **CONSULTATIONS**

**LHA** – No objections subject to provision of visibility splay in relation to Plot 2 and restriction of height of boundary treatment on Wood Road frontage.

**Pollution and Licensing** – Recommends a contaminated land condition

**GM Police Design for Security** – Welcome the proposals and support the application subject to adherence to the recommendations contained in the Crime Impact Statement and subject to a condition requiring the development to achieve Secured by Design accreditation.

**GM Ecology Unit** – No objections

**Electricity North West** – The development is adjacent to Electricity North West operational land or electricity distribution assets. The applicant must ensure that the development does not encroach over this land or any ancillary rights of access or cable easements.

The former club house had a low voltage supply provided by a cable circuit from Wood Road North. However, an out of commission LV cable also runs across the site in close proximity to the club house. The developer should consult Electricity North West records before any excavations are commenced on site.

**Sport England** - Objects.

The originally submitted comments stated:

The submitted Open Space Assessment does not demonstrate that the facilities on the application site are surplus to requirements. Trafford Council has undertaken the “Outdoor Sports Facilities Study: An Assessment of Need – March 2009”. However, this does not identify an over-provision of tennis courts. It is evident that there is a demand for tennis on the site as the Darley club has indicated that they wish to

return there. The applicant has made reference to other tennis facilities in the broader locality but the demand for tennis facilities has not been assessed.

An assessment of the need for tennis facilities should include:

A review of the policy context;

A full analysis of supply and demand;

A full comparison of supply and demand;

Results of meaningful consultation.

In the absence of the above and in light of the desire of the Darley club to return to the site, the site cannot be regarded as surplus to requirements.

No replacement provision is offered and, although a financial contribution has been offered, the exact amount is not clear so it is not known whether this would provide adequate replacement facilities. No potential sites or facilities are identified, no anticipated costs supplied etc. Therefore, there can be no degree of certainty that any replacement provision would be made.

The proposed development therefore does not satisfy any of the criteria in paragraph 74 of the NPPF and would result in an unacceptable loss of open space, sport or recreation facility. The proposal is therefore contrary to paragraph 74 of the NPPF, Policy R5 of the Trafford Core Strategy and Sport England's land use planning policies.

Sport England have commented further in relation to the offer from the applicant of a financial contribution of approximately £265,000 towards replacement tennis facilities as follows: -

This is a significant change in terms of value. Sport England cost guidance indicates the cost of a four court, fenced and floodlit tennis facility is £290,000, and a two court fenced and floodlit tennis facility as being £165,000. These figures are based on typical schemes funded through the Lottery and CAD layouts developed in accordance with Sport England design guidance notes at 4th Quarter 2013. They exclude VAT and land acquisition cost amongst other things. A crude estimate suggests the proposed sum would provide a 3-court fenced and floodlit facility.

The application site was a site which supported club and coaching use. It had 4-courts and changing provision. We would look for a contribution to demonstrate that it could provide an equivalent facility, ie equivalent number of courts, changing provision and potential to be used by a club and / or for coaching. The facility would also have to include fencing.

In this case, though, it is recognised that the site is disused, and that aerial photographs suggest one court has been overgrown and unused for over ten



years. The changing facilities have also been demolished and the facility has not been floodlit. A three court, floodlit facility with access to changing provision and other ancillary provision could prove to be acceptable mitigation. What any replacement facility would need to do from our perspective, though, is have the potential to be used by a club and be used for coaching (like the application site was). A developer contribution in isolation does not give sufficient certainty that such a facility would be provided.

In the absence of information demonstrating that such provision could reasonably be provided through the contribution, we would have to maintain our objection to the application.

## **REPRESENTATIONS**

120 letters of objection received from 91 different addresses, raising the following concerns: -

- Loss of light to neighbouring properties.
- Overlooking of neighbouring properties.
- Cramped form of development. Land should remain open.
- Development would create noise and disruption.
- The development would require an alleyway at the rear of the existing houses which will lead to an increase in crime.
- The development will lead to a decrease in property values.
- Trees would be removed to make way for the access.
- Would affect trees in neighbouring gardens.
- The proposed housing would be out of character with the area.
- Will have a harmful impact on wildlife.

- The proposal could result in drainage problems.
- Object to removal of existing fence to 22 Wood Road North.
- Detrimental impact on street scene.
- The development is too high density. A previous application was refused on this basis.
- Increase in traffic. Would result in queuing at the junction with Upper Chorlton Road.
- The developer should fund traffic calming measures on Brook Road, which is used as a short cut.
- The position of the access on the bend would be dangerous.
- No provision for visitor parking.
- Insufficient parking. Cars will park on Wood Road.
- Frontages would be dominated by parking.
- There is no need for new housing and plenty of brownfield land available. There is a need for trees and green spaces.
- The application does not provide affordable housing.
- No community consultation.
- Loss of local tennis facilities.
- A partial development of the site would be feasible with some new housing but retaining the courts.

- Sports facilities are even more important in inner city areas and young people need safe areas to play and something positive to do.
- This is designated open space and the land was donated in perpetuity for the playing of tennis.
- There is a lack of sports facilities in the area and little provision for tennis. The nearest green space is Seymour Park and the nearest place to play tennis is Alexandra Park in Moss Side.
- The submitted Open Space Assessment is flawed.
- Any replacement open space facility would need to meet present and future demand and be of equal or greater benefit.
- Tennis has been played on the site for over 120 years.
- The tennis club has been well supported by its many members for many years. The club continued to grow despite the efforts of the landlord to undermine any attempt to improve the facilities.
- There is an open space deficiency in Old Trafford. The site is identified in the Outdoor Sports Facilities Study as the only tennis facility in the area.
- Questions the applicant's survey of sporting provision. None of the sites support tennis. Some are schools and not accessible to the public. LPA should make its own assessment.
- Applicant makes unfounded claims about viability of Darley club. After the social section closed in 2006, membership grew year on year and the club was able to meet all its financial obligations.
- There were 80 members. The club requested that the lease be renewed but the landlords refused and the club was forced to vacate the site. Darley's primary goal is to return to Wood Road North and develop the club for the community.
- The money received as compensation for having to leave the site will be put to restoring the facilities when the club returns to the site. The club also hopes to attract funding from Sport England and the Lawn Tennis Association.

- The tennis courts were refurbished in 2003 at a cost of £55,000 entirely funded from the Council Tax rebate. This investment will be wasted if the site is redeveloped. The 3 courts were renovated only 10 years ago.
- Darley Club has been a valued community asset and adds to community cohesion.
- Access to sporting facilities should be increased not decreased.
- Whilst the Darley Club has relocated to Fallowfield, many children and younger people have been left behind because they cannot easily travel that distance.
- The Darley club would be willing to manage a refurbished tennis facility and could contribute up to £10,000 of its own funds. It is hoped that Sport England, the LTA and perhaps even Manchester United could be persuaded to make a contribution.

One letter of support has been received, stating that, given the shortage of affordable housing in the area, the development should be allowed to go ahead without delay.

One e-mail has been received from Councillor Stennett, making the following comments: -

Whilst the building of new houses is important, the developer should meet with local residents to discuss whether a compromise could be found by redeveloping part of the site for housing and retaining part as sports facilities. Whilst housing is needed, it should not be at the expense of community facilities.

One letter has been received from Cheshire CPRE making the following comments: -

The site is designated as Protected Open Space and the application should therefore be refused. CPRE is concerned about the unnecessary development of open spaces when there are plenty of brownfield sites available for development.

One letter received from Graham Brady MP enclosing a copy of the letter from Cheshire CPRE.

One letter has been received from the Darley Lawn Tennis Club making the following comments: -

- The proposal does not comply with national and local planning policy including paragraph 74 of the NPPF.
- The applicant's open space assessment lacks any analysis of current policies and makes unsupported assertions. There is no evidence to support the claim that it is not feasible to provide any open space on the site.
- The applicant's submission misrepresents the position regarding the tennis club. The owners, the Carlton Lawn Tennis Club (the Carlton) sought to redevelop the site and the Darley tried on numerous occasions to renew its lease. It has always been the Darley's position that it wants to continue playing tennis on the site. The Darley still exists and is playing in the local competition leagues. The Darley is temporarily sharing facilities with another club but is ready to return to the site at any time.
- There has been no community consultation and the Design and Access Statement contains no evaluation of the design and the area. There is no reference to the trees on the site.
- Condition 1 of the approval notice for the demolition of the clubhouse requires demolition rubble to be removed from the site but this has not been complied with. The state of the site may mean that residents choose not to object, concluding that any development would be preferable to leaving the site as it is.
- A formal submission was made to the Council's consultation on the Draft Land Allocations Plan, promoting a partial development of housing with the retention of open space. The granting of this permission will prevent consideration of this option.
- The site is in a location that is deficient in terms of open space and the local community cannot afford to lose it.
- The proposed development provides no community benefit – not even any affordable housing.

- One letter received from some of the shareholders of the Carlton Lawn Tennis Club making the following comments: -
- The courts are designated as Protected Open Space and have protection in national and local planning policy.
- The partial redevelopment of the site and refurbishment of the courts and clubhouse would be a viable option.
- A Section 106 payment is an unsatisfactory compensation for the loss of the open space. The application should be refused.
- Tennis has been played on the site since the 1880's. The Carlton bought the site in 1921 to prevent property development and support the playing of tennis on the site. The Darley club occupied the site from the 1970's but in 2005/6 the social membership dropped significantly and in 2006 the social facilities were withdrawn. The tennis section of the club remained strong and continued to operate, although with reduced facilities. All financial obligations were met. In October 2012, two years after the expiry of the lease, the Darley club was obliged to leave the site. The Carlton was obliged to pay compensation. The Darley club continues to operate, sharing facilities at Fallowfield. Its facilities are open to the general public and for a number of years it has offered coaching opportunities for local schools, juniors and residents.

## **OBSERVATIONS**

### PRINCIPLE OF DEVELOPMENT

1. The area of the site occupied by the tennis courts is designated as Protected Open Space on the Revised Trafford Unitary Development Plan Proposals Map under Policy R5 of the Trafford Core Strategy and Policy OSR5 of the UDP. The site was formerly occupied by the Darley Lawn Tennis Club until October 2012 but has been vacant since that date. The site is within an area of open space deficiency. It is identified in the Outdoor Sports Facilities Study (March 2009) as the only tennis facility in the Old Trafford Area but as a private facility did not provide accessibility to the whole community.
2. The applicant has submitted an Open Space Assessment, which states that the site has a long history of use for tennis and was used by the Darley club between 1975 and 2012. The assessment states that the social club associated with the Darley generated the income that allowed the club to

provide affordable tennis to its members. Unfortunately, the Social Club membership started to fall, which resulted in falling revenue and rising maintenance costs. In 2006, the social club closed. The assessment states that the tennis club continued to use the three courts but could not fund the heating or hot water facilities within the buildings. It states that the Carlton offered to assist the Darley in moving to Longford Park but this offer was not accepted by the Darley who ultimately decided to opt for a cash settlement for its members and, as a consequence refrained from applying for any lease renewal. The site was vacated in October 2012 and is presently boarded up with all services disconnected.

3. The Darley club does not agree that this is an accurate summary of events, stating that the tennis section of the club remained strong following the closure of the social club and that all financial obligations were met. It states that the Carlton sought to redevelop the site whilst the Darley sought on numerous occasions to renew the lease. It states that it has always been the Darley's position that it wants to continue playing tennis on the site. The club states that it is currently sharing facilities in Fallowfield but is ready to return at any time.
4. The applicant's Open Space Assessment states that, since the Outdoor Sports Facilities Study was undertaken in 2009, there have been significant improvements to local facilities in the Old Trafford area. The assessment refers to Stretford Sports Village, which provides three outdoor courts. In addition, it states that there are two courts at Seymour Park and also courts within parks in close proximity to the site within the administrative area of Manchester. The Assessment states that, due to the restricted size of the application site and the fact that it is surrounded by residential properties, it would not be feasible to incorporate an area of open space within the development. However, the Assessment states that a financial contribution towards replacement tennis facilities could be provided.
5. The Darley disagrees and states that no evidence has been submitted to support the claim that it would not be viable to include an area of open space provision on site. It states that a partial redevelopment of the site, together with the refurbishment of the courts and the clubhouse, would be a viable option.
6. Paragraph 73 of the NPPF states that "*Access to high quality open spaces and opportunities for sports and recreation can make an important contribution to the health and well-being of communities.*" Paragraph 74 states that "*Existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:*

*an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*

*the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*

*the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.”*

7. Policy R5.4 of the Trafford Core Strategy states that “Development which results in an unacceptable loss of quantity of open space, sport or recreation facilities, or does not preserve the quality of such facilities will not be permitted.” Paragraph 25.17 of the Justification for this policy states that “An unacceptable loss of open space, sport or recreation facilities is deemed to be that which leads to a loss in quantity which could not be replaced with an area of equivalent or better quality in a suitable location to meet present and predicted future demand.”
8. A large number of objections have been received in relation to the loss of the tennis courts. Sport England has also objected, stating that it considers that the proposal does not accord with paragraph 74 of the NPPF, Policy R5 of the Trafford Core Strategy and Sport England’s land use planning policies and that an assessment of the need for tennis facilities in the area should be provided, which should include a review of the policy context, a full analysis of supply, and demand and the results of consultation. No such assessment has been submitted by the applicant. Sport England state that, in light of the apparent desire of the Darley club to use the site, it cannot be regarded as surplus to requirements. They also state that no potential sites or facilities are identified and that there is therefore no certainty that replacement provision would be made.
9. The applicant previously offered to make a financial contribution of £141,000 to meet the costs of the provision of two tennis courts without floodlighting. More detailed Information has been provided in correspondence by the applicant to the Council on 16<sup>th</sup> June 2014 which is relevant to Policy R5 and bullet 2 of NPPF with a total of £300,000 being offered for the Community Infrastructure Levy (CIL) and to provide replacement tennis facilities in the area to mitigate for the loss of the tennis facility. The estimated CIL is £34,560 potentially leaving £265,440 for replacement tennis facilities.
10. With regards to the original offer of £141,000 towards replacement tennis facilities, Sport England stated that, whilst a contribution for alternative tennis provision is a welcome development, it would not be sufficient to provide tennis facilities of equivalent quantity to those on the application site. A further comment has been received from Sport England following the increased offer



by the applicant of £265,440 towards alternative tennis provision stating that this is a significant change in terms of value. Sport England cost guidance indicates the cost of a four court, fenced and floodlit tennis facility is £290,000, and a two court fenced and floodlit tennis facility as being £165,000. Sport England state that a crude estimate suggests the proposed sum would provide a 3-court fenced and floodlit facility. However, Sport England state that the application site was a site which supported club and coaching use and had 4-courts and changing provision. They would therefore look for a contribution to demonstrate that it could provide an equivalent facility, ie equivalent number of courts, changing provision and potential to be used by a club and / or for coaching. The facility would also have to include fencing.

11. Sport England state that it is recognised that the site is disused, and that aerial photographs suggest one court has been overgrown and unused for over ten years. The changing facilities have also been demolished and the facility has not been floodlit. A three court, floodlit facility with access to changing provision and other ancillary provision could prove to be acceptable mitigation. Nevertheless, they state that any replacement facility would need to have the potential to be used by a club and be used for coaching (like the application site was) and that a developer contribution in isolation does not give sufficient certainty that such a facility would be provided. In the absence of information demonstrating that such provision could reasonably be provided through the contribution, Sport England therefore maintain their objection to the application.
12. It is recognized that the applicant has not submitted any assessment of the need for tennis facilities in the area, as required by Sport England. The applicant has stated that tennis court provision has improved since the 2009 Outdoor Sports Facilities Study. It is accepted that Stretford High School has made fairly recent provision available outside school hours and that this goes some way to addressing deficiencies in Old Trafford. However, this is not considered to adequately meet the existing needs of the area. In any case, the applicant has not sought to argue that there is no requirement for replacement provision to mitigate the loss of the Protected Open Space on the application site but has instead made an offer of £265,4440.
13. The wishes of the Darley to return to the site and the comments of Sport England regarding the required level of replacement provision and the need for certainty that the facility could be used by a club and for coaching are noted. However, it is recognized that the application site has now been sold off to a housing developer and that there is very little chance that it would ever be brought back into use as a tennis facility. The applicant has offered to provide an increased financial contribution of £265,440 towards the provision of tennis courts elsewhere within the local area. It is considered that this would potentially provide three courts with floodlighting or, alternatively, two new courts with floodlighting and the refurbishment of existing courts at Longford Park. It is also recognized that there were only three courts in use in recent years and that these were not in the same condition as new courts and did not have floodlighting. In addition the clubhouse was not available for use

for a significant period of time before the facility closed. Furthermore, the courts were part of a private members' facility whereas the replacement courts could be made available for use by the general public.

14. It is therefore considered that, notwithstanding the comments of Sport England, the offer of a financial contribution to cover the provision of three courts with floodlighting could provide sufficient mitigation for the loss of the previous facilities and the Protected Open Space. The proposed contribution has been discussed with the Council's Greenspace team and it is considered that the contribution would enable the provision of an equivalent or better quality facility in a suitable location to meet present and predicted future demand. It is therefore considered that, subject to a legal agreement to secure this contribution, the proposed development would be acceptable in terms of paragraph 74 of the NPPF and Policy R5 of the Trafford Core Strategy.
15. Notwithstanding this, the concerns of Sport England in terms of ensuring that the replacement facilities will have the potential to be used for a club and for coaching will be discussed further with the Council's Greenspace team in terms of whether any assurances could be built into the Section 106 Agreement in this respect. Any additional information in relation to this will be reported in the Additional Information Report.
16. As part of this proposal includes greenfield land, the application should also be considered in the light of Policy L1.7 of the Trafford Core Strategy. Policy L1.7 sets an indicative target of 80% of new housing provision to be built on brownfield land. In order to achieve this level, the release of previously developed land and sustainable urban area green-field land will be released in the following order of priority:
  - Firstly land within the Regional Centre and Inner Areas;
  - Secondly, land that can be shown to contribute significantly to the achievement of the regeneration priorities set out in Policy L3 and/or strengthen and support Trafford's 4 town centres; and
  - Thirdly land that can be shown to be of benefit to the achievement of the wider plan objectives set out in Chapters 4 and 5 of the Trafford Core Strategy.

The first priority relates to this proposal because the site sits within the Inner Area and it is therefore considered that the proposal would comply with Policy L1. of the Core Strategy.

17. There is an identified need for residential development, particularly family homes, in the Old Trafford area and the development would assist in meeting this need and would therefore also comply with Policy L2 of the Core Strategy.

18. It is therefore considered that the proposed development would be acceptable in policy terms.

## DESIGN AND VISUAL AMENITY

19. Paragraph 58 of the NPPF states that *“The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people”*.
20. Paragraph 64 states that *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.”*
21. Policy L7 of the Trafford Core Strategy states that *“In relation to matters of design, development must:*

*Be appropriate in its context;*

*Make best use of opportunities to improve the character and quality of an area;*

*Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and*

*Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan.”*

22. The former club house building was a two storey flat roof building of no architectural merit and the Wood Road frontage of the site has had a rundown appearance for a number of years with a derelict and overgrown tennis court and, more recently, temporary metal fencing to the front boundary. It is therefore accepted that, in principle, the redevelopment of the site for housing would offer the potential to achieve a significant improvement in the visual appearance of the site.
23. The architectural design of the houses is considered to be in keeping with the character of the surrounding area. The six dwellings on the frontage would be semi-detached properties with gabled roofs and projecting gables on the front elevations. The dwellings would be oriented to face Wood Road North with the main elevations set back approximately 4.5m from the back of the pavement to match the building line of the adjacent properties, although the

two storey central gables would project approximately 900mm forward of this line. The development would therefore provide an active frontage to the street scene. The dwellings would be approximately 8.8m in height, which would not appear out of keeping with the height of surrounding properties.

24. The three storey properties would be located at the rear of the site and would therefore not make a significant impact in the wider street scene. These properties would be 10.2m in height and would have integral garages within the central projecting gables. The second storey windows on the rear elevation of the dwellings would comprise of roof lights.

25. One street tree on Wood Road North (a mature ash tree) would need to be removed to allow the creation of the proposed vehicular access. It is recognized that this would have a limited detrimental impact on the visual appearance of the street scene but it is considered that this impact would not be sufficient to justify refusal of the application. Replacement tree planting would be required by condition.

26. It is therefore considered that the proposed development would be acceptable in terms of design and visual amenity.

#### RESIDENTIAL AMENITY

27. Policy L7 of the Trafford Core Strategy states that *"In relation to matters of amenity protection, development must:*

*Be compatible with the surrounding area; and*

*Not prejudice the amenity of the future occupiers of the development and / or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and / or disturbance, odour or in any other way."*

28. The detached house to the south-east of the application site (6 Wood Road North) has five windows in the side elevation facing the proposed development. Four of these are secondary windows but there is a main habitable room (kitchen) window at ground floor level. The proposed dwelling at Plot 6 would be sited approximately 6.6m from the kitchen window of the neighbouring property. It is recognized that this would have some limited detrimental impact on the residential amenity of this property. However, it is considered that it would not be reasonable to prevent development on the application site because of a window positioned 3m from the boundary. The

new dwelling would also be positioned to the north-west of the window and would therefore have little impact on direct sunlight.

29. The dwellings at the front of the site would have first floor bathroom windows on the side elevations and a condition would need to be attached to ensure that these are obscure glazed.
30. The dwellings at the rear of the site would face the rear gardens of properties fronting onto St. John's Road. The dwellings would be sited between approximately 10.5m and 11m from the boundary. The second storey windows would be rooflights positioned over 1.7m above floor level and therefore the proposed development would comply with the Council's guidelines in the New Residential Development SPG, which requires 10.5m between first floor windows and the boundaries with neighbouring gardens.
31. To the north of the site, the dwellings on Plumbley Drive would face the blank side gable of the proposed dwelling at Plot 14 at a distance of 15m with that property positioned approximately 5m off the boundary. This would also comply with the guidelines in the New Residential Development SPG.
32. The proposed dwellings at the front of the site would be at least 21m from the properties on the opposite side of Wood Road North, which would also comply with the guidelines for interface distances in the SPG.
33. All of the proposed dwellings would have at least 50 square metres of private garden space with the exception of the three bedroomed dwelling at Plot 2, which would have over 40 square metres of private garden space. Whilst this is less than the 80 sq. m. private amenity space recommended for three bedroom dwellings in the SPG, it is considered that it is in keeping with many of the properties in the vicinity of the application site and, in this context, it is considered to be acceptable.
34. It is therefore considered that the proposed development would be acceptable in terms of residential amenity.

## HIGHWAY IMPACTS

35. The site is within a relatively sustainable location, approximately 75m from a main bus route on Upper Chorlton Road to the east.

36. The four bedroomed properties at the front of the site would have three car parking spaces each whilst the three bedroomed properties at the rear would have two spaces each (comprising of one within the integral garage and one on the forecourt). The development would therefore comply with the Council's recommended parking standards in the adopted Supplementary Planning Document, SPD3.
37. The parking spaces to the rear of Plots 1 and 2 would comprise of four spaces aligned in a row, which would result in a dropped kerb of approximately 11.4m in length. It is considered that this would be acceptable in this instance because of the very limited pedestrian footfall that is likely to occur at this point.
38. The LHA has therefore raised no objections to the proposed development, subject to conditions restricting the height of boundary treatment on the site frontage to maintain adequate visibility at the site access and on the rear corner of Plot 2 to ensure adequate pedestrian visibility for vehicles emerging from the adjacent parking spaces.

## DEVELOPER CONTRIBUTIONS

39. The applicant has offered to make a financial contribution of £265,440 towards the provision of replacement tennis courts in the local area. As discussed above, this is considered necessary in order for the development to comply with paragraph 74 of the NPPF and Policy R5 of the Trafford Core Strategy and would meet the tests in paragraph 204 of the NPPF (it would be necessary to make the development acceptable in planning terms, would be directly related to the development and would be fairly and reasonably related in scale and kind to the development). The contribution would need to be secured through a Section 106 legal agreement.
40. There would be no requirement for affordable housing provision as the development would be below the threshold of 15 dwellings and, is, in any case, located within a Cold Market Area. Tree planting should be provided on site to meet the requirements of the Council's Supplementary Planning Document, SPD1, Planning Obligations, in terms of Specific Green Infrastructure. It is considered that 2 trees per dwelling could be provided on site and it is therefore recommended that a landscaping condition should be attached stipulating that a minimum of 28 trees are provided on site.
41. The development is subject to the Community Infrastructure Levy (CIL) and, where applicable, may be liable to a CIL charge of £20 per square metre.

## CONCLUSION

42. In conclusion, it is considered that the proposed development would be acceptable in terms of design and visual amenity, residential amenity and highway safety. It is also considered that the development would be acceptable in policy terms, subject to a Section 106 Agreement, requiring a financial contribution of £265,440 towards the provision of replacement tennis courts and floodlighting elsewhere within the local area.

## **RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

- (A) That the application will propose a satisfactory form of development for the site upon completion of an appropriate legal agreement to secure a maximum financial contribution of £265,440 towards the provision of replacement tennis courts within the local area;
- (B) In the circumstances where the S106 Agreement has not been completed within three months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Head of Planning; and
- (C) That upon satisfactory completion of the above legal agreement, planning permission be GRANTED, subject to the following conditions: -
1. Standard Time Limit
  2. Approved Plans
  3. Materials
  4. Landscaping (to include the planting of a minimum of 28 trees on site) and Boundary Treatment
  5. Removal of permitted development rights for extensions and dormer windows and for first and second floor windows in the side elevations (other than those shown on the approved plans)
  6. Provision and retention of parking spaces
  7. Obscure glazing
  8. Rooflights to be a minimum of 1.7m above the floor levels of the rooms in which they are installed
  9. Restriction of height of boundary treatment on Wood Road frontage
  10. Visibility splay to Plot 2
  11. Drainage
  12. Contaminated Land
  13. Wheel wash

**SD**

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**LOCATION PLAN FOR APPLICATION No: - 80354/FULL/2013**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

**Top of this page points North**



**WARD: Davyhulme  
West**

**81765/FULL/2013**

**DEPARTURE: No**

**ERECTION OF 8 NO. 2 BED APARTMENTS FOLLOWING DEMOLITION OF  
EQUESTRIAN COVERED MANEGE BUILDING.**

Big 3 Farm, Irlam Road, Urmston, M41 6TZ

**APPLICANT:** Chris Martin

**AGENT:** Howard & Seddon ARIBA

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

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**SITE**

This application relates to a 0.25 hectare portion of the Big 3 farm site which comprises a residential dwelling, a series of stables, a covered manège area and a series of outdoor paddocks and grazing areas, all of which are accessed via an unpaved access road off Irlam Road in Urmston.

This application relates to the access road and the northern portion of the site which is occupied by the covered manège area and an associated paddock.

The application site is located within an area of Protected Linear Open Land and it is also within an area of Special Landscape Value.

The site is located within flood zone 2/3 and it is within an area identified as a critical drainage area.

Big 3 Farm is located within a mixed use area being bounded to the north and east by Towngate Farm and to the south by Jack Lane Farm. The Manchester Ship Canal occupies the land to the west.

The closest residential property to the site is the dwelling at Towngate Farm which is located approximately 7.8m from the eastern boundary of the site. The land to the east of Towngate Farm is also occupied by residential properties on Town Gate Drive and Plough Close.

## PROPOSAL

Planning permission is sought to demolish the covered manège building and erect a two storey building containing 8no. 2 bed apartments.

The proposed apartment building would have a footprint of 24m by 15m, measuring 5.1m in height at the eaves and 7.5m in height at the ridge, with a shallow, pitched roof. It would be located further to the north than the existing manège building, being set at least 7.5m from the rear of the existing stable buildings and in 16.5m and 9m from the eastern and western boundaries respectively. There would be 14.5m from the apartment building to the rear boundary.

In order to improve the access to the site to allow for two way traffic the access road would be widened to 4.5m and finished using permeable resin bonded gravel. A separate pedestrian access would also be provided.

The apartments would be provided with 18 parking spaces, including 4 spaces that are suitable for use by disabled persons. A brick built cycle store, which can accommodate 8 bikes, would also be provided.

The site would be landscaped and an area of useable amenity space provided for future occupants.

## DEVELOPMENT PLAN

### **The Development Plan in Trafford Comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.
- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26<sup>th</sup> April 2012 now forms part of the Development Plan in Trafford and will be used alongside

district-specific planning documents for the purpose of determining planning applications.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L1 – Land for New Homes  
L2 – Meeting Housing Needs  
L4 – Sustainable Transport and Accessibility  
L5 – Climate Change  
L7 - Design  
L8 – Planning Obligations  
R2 – Natural Environment  
R3 – Green Infrastructure

## **PROPOSALS MAP NOTATION**

OSR6 - Protected linear open land  
ENV17 – Protection of Landscape Character

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

None

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF will be referred to as appropriate in the report.

## **RELEVANT PLANNING HISTORY**

H47012 – Retention of storage containers for use as a storage tack room, office and poultry shed – Approved 31/03/1999

H45197 – Continued use of equestrian centre as equestrian centre and dog kennels – Approved 08/07/1998

H42648 –Erection of dormer bungalow – Approved 31/07/1996

H40148 – Change of use from paddock and farm yard to paddock and farm yard with car boot sales on Sundays between 9am and 1pm – Refused 01/03/1995

H36776 – Continued use of former cattle sheds as stables: change of use of existing barn to indoor riding area: continued use of existing caravan as living accommodation – Approved 28/07/1993

## **APPLICANT'S SUBMISSION**

The applicant has provided the following documents in support of their application –

- Design and Access Statement/Planning Statement
- Flood Risk Assessment
- Ecological Assessment

These will be referred to as necessary in the observations section of the report below.

## **CONSULTATIONS**

**Drainage** – No comments received to date

**LHA** – Advise that in order to meet the Council's parking standards 16 parking spaces should be provided together with disabled parking and either 16 allocated or 8 communal cycle spaces also need to be provided.

Note that a 4.5m wide access should also be provided together with a separate pedestrian route.

Confirm that the proposals to widen the existing access and provide a separate pedestrian footway are welcomed as they would allow for simultaneous access and agrees and provide safe pedestrian access to the site thereby encouraging sustainable travel to the site.

Advise that the level and type of parking and cycle storage is acceptable.

**Pollution and Licensing** – Advise that they have no objections to the proposal subject to the attachment of a condition relating to ground contamination

**Greater Manchester Ecology Unit** – Confirm that they have reviewed the ecological assessment submitted with the application, which identifies the manège as providing very low bat roosting potential and confirms the ecological constraints at the site include nesting birds and Himalayan balsam. Note how the assessment advises that the scheme could have an indirect impact on bats if inappropriate lighting is used as the adjacent canal provides a valuable area for bat foraging and commuting.

Advise that they have no objections to the application subject to the attachment of three conditions – one to restrict the clearance of trees and shrubs to outside the bird nesting season, another to detail how the Himalayan balsam will be dealt with in order to prevent its spread and a third requiring details of any lighting proposed to be submitted and approved prior to installation.

They also request that an informative is attached to advise the developer to be aware that the site has been identified as a suitable habitat for hedgehogs and offer

advice on how to deal with any hedgehogs that maybe encountered during development.

**Environment Agency** – Confirm that they have no objections in principle to the proposed development.

Advise that if the Local Planning Authority is minded to approve the application their Emergency Planner should be satisfied that safe evacuation is feasible, suggesting that we attach a condition requiring the developer to provide an evacuation plan for Local Planning Authority approval.

State that it would be advisable for the developer to implement/consider the use of flood resilient forms of construction, suggesting that a condition is attached to secure the inclusion of such measures.

## **REPRESENTATIONS**

9 letters of representation have been received in response to this application. The following issues have been raised –

- Irlam Road and in particular the stretch from the mini roundabout near Towngate Drive to the application site is unsuitable for the increased traffic that will result from the construction of 8 apartments – there is already too much traffic in the area
- There is only one footpath leading to the application site and given the high usage of the area by pedestrians, pedestrians often have to walk in the carriageway. This combined with the poor visibility and lack of lighting along this stretch of the Irlam Road means that there is a high chance of accidents – one little boy has already been killed on this stretch of Irlam Road
- The land should be retained as farm land, not developed for financial gain
- The proposed apartments would result in neighbouring residents experiencing a loss of privacy – the block would overlook the properties on Towngate Drive and Plough Close.
- The proposed dwellings would be out of character with the neighbouring farmland and farm buildings – the building is too modern
- The proposal would have a negative impact upon the wildlife in the area including bats and birds
- Neighbouring residents would be exposed to additional noise and disturbance
- Neighbours would be subject to light pollution at night -
- The services in this area are inadequate – the water main and electric cables are limited and there are no sewerage services in the area with both farms being served by septic tanks
- The land is classified as linear open space and it should remain as such – we need to conserve the small pockets of greenspace

Those writing in have also questioned whether the apartments will be rented privately or whether they will be occupied by DHSS residents.

## **OBSERVATIONS**

### **Principle**

1. Paragraph 14 of the NPPF advises that at its heart is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. Paragraph 49 of the NPPF advises that housing applications should be considered in the context of the presumption in favour of sustainable development.
2. Paragraph 111 of the NPPF advises that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value.
3. Policy L1 of the Core Strategy, which relates to Land for New Homes, sets an indicative 80% target proportion of new housing provision to use brownfield land and buildings over the Plan period.
4. Policy L2 of the Core Strategy, which is entitled "Meeting Housing Needs", states that all new residential development proposals will be assessed for the contribution that will be made to meeting the housing needs of the Borough and the wider aspirations of the Council's Sustainable Community Strategy. It requires new development to be (a) On a site of sufficient size to accommodate adequately the proposed use and all necessary ancillary facilities for prospective residents; (b) Appropriately located in terms of access to existing community facilities and/or delivers complementary improvements to the social infrastructure (schools, health facilities, leisure and retail facilities) to ensure the sustainability of the development; (c) Not harmful to the character or amenity of the immediately surrounding area and; (d) To be in accordance with L7 and other relevant policies within the Development Plan for Trafford.
5. The application site forms part of the curtilage of Big 3 farm, an equestrian centre, and as such the proposals involve the development of Brownfield Land. Having regard to this and the fact that the application site is considered to be located within an accessible location being sited within 400m of a bus stop and within a reasonable distance to the Woodsend Circle Local Centre and the Wellacre Neighbourhood Centre, it is considered that subject to the development being acceptable in terms of its impact upon the character of the area, neighbouring properties and highway safety the principle of developing the site for residential purposes is acceptable and in accordance with the NPPF and the Core Strategy – the proposal would provide additional residential accommodation and contribute towards meeting the housing needs of the Borough.
6. Notwithstanding this the application site is located within flood zones 2/3 and it is also located within an area that is designated as protected linear open land, which is noted for its value and consequently it is necessary to consider whether these designations outweigh the in principle support afforded to re-developing part of the Big 3 Farm site for residential purposes.

*Flood risk –*

7. Paragraph 100 of the NPPF advises that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.
8. In order to achieve this paragraph 101 of the NPPF advises that a sequential, risk based approach to the location of development should be applied. The sequential test aims to steer new development to areas with the lowest probability of flooding (zone 1), with paragraph 101 of the NPPF stating that “Development should not be allocated or permitted if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding.”
9. Paragraph 102 of the NPPF states that if, following application of the Sequential Test, it is not possible for the development to be located in zones with a lower probability of flooding, the Exception Test can be applied. It states that in order for the Exception Test to be passed it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk and a site-specific flood risk assessment must demonstrate that the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
10. Paragraph 103 of the NPPF states that when determining planning applications local planning authorities should ensure flood risk is not increased elsewhere and only consider development appropriate in areas at risk of flooding where, informed by a site-specific flood risk assessment following the Sequential Test, and if required the Exception Test, it can be demonstrated that within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and development is appropriately flood resilient and resistant, including safe access and escape routes where required, and that any residual risk can be safely managed, including by emergency planning; and it gives priority to the use of sustainable drainage systems.
11. Policy L5.16 of the Trafford Core Strategy states that the Council will seek to control development in areas at risk of flooding, having regard to the vulnerability of the proposed use and the level of risk in the specific location, advising that this will involve a sequential approach to determining the suitability of land for development and application of the exception test where necessary.
12. The application site is located within flood zones 2/3 – the area where the apartment block, the associated amenity space and car parking would be located is within flood zone 2, as is the majority of the access road; however a portion of the access road is within flood zone 3. Consequently a site specific

flood risk assessment has been submitted with the application. A sequential test document has also been provided, together with information to demonstrate how the development meets the exception test.

13. The sequential test document that has been submitted reviews all sites within the Urmston place that have been identified within the 2013 Strategic Housing Land Availability Assessment 2013 (SHLAA). The developer concluded that none of the 42 sites identified within the SHLAA were suitable and available for the development proposed, with the sites being dismissed on the basis of their size, availability or their ability to be developed as proposed while maintaining an appropriate relationship with the surrounding area and neighbouring properties.
14. It is considered that the sequential test that has been submitted adequately demonstrates that there are no sites within the Urmston 'Place', as identified in the Trafford Core Strategy that can accommodate the modest development proposed by the applicant under this application. It is therefore accepted that the development meets the sequential test.
15. With regard to the first part of the exception test the development has been scored using the sustainability matrix in the Trafford Land Allocations Plan Sustainability Appraisal Scoping Report. This shows that the development would represent a sustainable form of development as it would involve the redevelopment of a Brownfield site, within a sustainable urban area, where there is existing capacity in schools, to provide housing, with the scheme taking steps to improve pedestrian accessibility and reduce the use of the car. Consequently, it is considered that the development provides wider sustainability benefits to the community that outweigh the risks associated with flooding at this site and therefore the development is considered to meet the first part of the exception test.
16. With regard to the second part of the exception test the site specific flood risk assessment sets out how the flood water in a 1 in 100 year event (including an allowance for climate change) would be 16.11m AOD (above Ordnance Datum), with the flood water in a 1 in 1000 year event rising to 18.21m AOD.
17. In order to ensure that the proposed development and its occupants would be safe in a flood event the applicant is proposing to set the finished floor levels at 600mm above the 1 in 100 year flood level in order to ensure occupants safety during a 1 in 100 year flood and they are also proposing to install a private flood warning system which would alert people to rising floodwaters should a 1 in 1000 year event occur, thereby allowing them to evacuate in advance of the floodwaters reaching their peak.
18. The proposed mitigation measures have been reviewed by the Council's Emergency Planner and the Council's flood risk expert and they have confirmed that, subject to the attachment of two conditions; one to secure the setting of the finished floor levels at 600mm above the 1 in 100 year flood level i.e. at 16.71AOD and another to secure the installation of the private flood



warning system, they are satisfied that the future occupants of the development would be safe in times of flood.

19. In order to ensure that the building itself is resistant to the ingress of flood water the Council's Emergency Planner, the Council's flood risk expert and the Environment Agency have recommended the attachment of a condition that requires details of the flood resilient construction measures to be submitted and approved prior to the commencement of development. Subject to the attachment of such a condition it is considered that the development itself will be adequately protected during times of flood.
20. The applicant has committed to the use of sustainable urban drainage systems in order to limit the surface water runoff associated with the site. A condition will be attached that requires the submission and approval of an appropriate scheme. It is considered that the use of sustainable urban drainage systems together with the use of permeable surfaces to construct the majority of the proposed hard-surfaced areas will ensure that the development will not increase the risk of flooding elsewhere.
21. For these reasons, subject to the attachment of conditions relating to the finished floor levels, the installation of a private flood warning system, the use of flood resilient construction techniques, the use of SUDS and the use of porous materials to construct the majority of the hard-surfaced areas it is considered that the development meets the second part of the exception test – the development would be appropriately flood resilient and resistant and it would not increase flood risk elsewhere.

*Loss of protected linear open land and impact upon the landscape and ecological value of the site -*

22. Policy R2 of the Core Strategy relates to the natural environment. It sets out how the Council will seek to protect and enhance the landscape character, biodiversity, geodiversity and conservation value of its natural urban and countryside assets which include designated sites of national, regional and local importance, trees and hedgerows, area of open water and watercourses, areas of strategic importance identified in The Greater Manchester Ecological Framework and Trafford's Climate Change Strategy, Historic Parks and Gardens and historic landscape and habitats and species identified in the Greater Manchester Biodiversity Action Plan (BAP).
23. Policy R3 of the Core Strategy relates to Green Infrastructure. It states that the Council will work with local communities, developers and partners to develop an integrated network of high quality and multifunctional green infrastructure in order to -
  - Contribute to the diversification of the local economy and tourist development through the enhancement of existing, and provision of new facilities;
  - Improve health and well being;

- Improve and enhance cross-boundary connectivity and accessibility through the delivery of joint development proposals;
- Protect and connect existing and potential sites of nature conservation value and historic landscape features, and seek to create new wildlife habitats as recommended in the GM Ecological Framework;
- Protect and provide appropriate natural space to connect landscapes and allow wildlife to move through them to adapt to climate change;
- Mitigate the negative effects of climate change and support biodiversity, for example inclusion of green roofs, green walls and tree planting;
- Maximise the potential climate change benefits of the network and deliver, where appropriate, the opportunities and requirements set out in Policy L5, including enhanced flood risk management through water storage or run-off protection, integrating mitigation measures such as SUDS into the design, controlling temperatures through shade and other cooling effects, and reducing air and water pollution; and,
- Create appropriate access for a wide range of users to enjoy the countryside, including improved linkages to formal and informal recreation opportunities, particularly in the priority regeneration areas identified in Policy L3.

24. It also advises that the Council will identify, protect and enhance Trafford's Green Infrastructure assets.
25. The portion of Big 3 Farm that will be developed is currently occupied by a covered manège and associated grass paddock which provide private riding areas for the occupants of the onsite dwelling and those who pay to stable their horses at the farm – there is no public access to the site. Having regard to this and the fact that the proposals to re-develop the land would utilise the existing access and introduce a building with a footprint and scale and massing that is comparable to that of the existing manège building, retaining a buffer to the canal and areas of soft landscaping, it is not considered that the proposal would result in the loss of land that makes a significant contribution towards the network of high quality and multifunctional green infrastructure within the Borough.
26. Furthermore, in terms of the landscape quality of the site, it is considered that the proposals would have the potential to improve the visual amenities of the site by removing a poor quality building and replacing it with a new, modern apartment block, that would be set within landscaped grounds. Consequently, subject to an appropriate design, the use of suitable construction materials and the introduction of appropriate landscaping (details of which can be secured by the attachment of conditions) it is not considered that the proposal would have an unacceptable impact upon the landscape character of the area.

27. In order to demonstrate that the proposal would not have an adverse impact upon any ecological assets the developer has submitted an ecological assessment with their application. This has been reviewed by the Greater Manchester Ecological Unit and they have confirmed that they have no objections to the application subject to the attachment of three conditions – one to restrict the clearance of trees and shrubs to outside the bird nesting season, another to detail how the Himalayan balsam will be dealt with in order to prevent its spread and a third requiring details of lighting proposed to be submitted and approved prior to installation. Subject to the attachment of the recommended conditions it is not considered that the proposal raises any issues in terms of its impact upon the Borough's wildlife assets.

#### Impact upon visual amenity

28. One of the 12 core planning principles of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (paragraph 17). Paragraph 56 of the NPPF states that the Government attaches great importance to the design of the built environment - good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Paragraph 64 of the NPPF states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.
29. Policy L7 of the Core Strategy states that in considering applications for development within the Borough, the Council will determine whether or not the proposed development meets the standards set in national guidelines and the requirements of Policy L7. The relevant extracts of Policy L7 require that development is appropriate in its context; makes best use of opportunities to improve the character and quality of an area by appropriately addressing scale, density, height, layout, elevation treatment, materials, landscaping; and is compatible with the surrounding area.
30. The proposed apartment block, which would have footprint of 24m by 15m, would be two storeys in height measuring a maximum of 7.2m in height, with a pitched roof. The existing manège building has a footprint of 24m by 15.2m and it measures 4.3m in height at the eaves and 6m in height at the ridge. The proposed building would therefore have a comparable scale and mass to the manège building that currently occupies the application site. Having regard to this and the fact that the proposed building would be viewed in conjunction with a mix of two storey and single storey residential, agricultural and recreational buildings at the Big 3 Farm site and on the neighbouring Towngate Farm site it is considered that the scale and massing of the proposed apartment building is acceptable.
31. Having regard to the need to make an efficient and effective use of previously developed land it is considered that the proposed site layout is acceptable as

despite not having any relationship with the street the building would be sited so it maintains adequate separation to the site's boundaries, with the site being laid out in such a way that a well-defined residential space would be created; a space that will be easily navigated through with the apartment block having clearly identifiable entrance points and a range of surface treatments being employed to ensure that there are clearly defined pedestrian and vehicular routes throughout the site.

32. The proposed apartment block would be of a modern design, being constructed using a mixed palette of materials including brick, timber cladding and slate roof tiles. The block would incorporate significant glazing and projecting elements at first floor level to add interest and break up the massing of the building. The apartment building would be viewed in conjunction with a range of different buildings including brick and timber stable blocks, brick and rendered residential units and steel clad farm buildings. In this context it is considered that both the design and material palette proposed are appropriate, particularly given that the proposal would remove a poor quality manège building and provide an opportunity to improve the visual appearance of the site and enhance the character of the area, as required by Policy L7 of the Core Strategy.
33. Overall it is considered that the proposal would be in keeping with the development it will be seen in context with and consequently, subject of the attachment of a condition to ensure the use of satisfactory materials and appropriate landscaping, the proposed development would make a positive contribution to the visual amenities of the area. The proposal is therefore considered to be in accordance with the thrust of the NPPF and the design policy within the core Strategy.

#### Impact upon residential amenity

34. One of the 12 core planning principles of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings (paragraph 17).
35. Policy L7 of the Core Strategy states that in relation to matters of amenity protection development must not prejudice the amenity of future occupiers of the development and/or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise or disturbance, odour or in any other way
36. The Council's Guidelines for new residential development recommends that where there would be major facing windows, two storey dwellings should retain a minimum distance of 21m across public highways and 27 metres across private gardens. It also states that distances to rear garden boundaries from main windows should be at least 10.5 m for 2 storey houses and where there is a main elevation facing a two storey blank gable a minimum distance of 15m should normally be provided.

37. The closest residential property to the application site, which is located at Towngate Farm, is located approximately 7.8m from the eastern boundary of the application site. This property has a number of windows in the side elevation fronting onto the application site.
38. The proposed apartment building, which would contain habitable room windows in all elevations, would be located at least 16.5m from the common boundary and 27.5m from the dwelling at Towngate Farm. Having regard to the level of separation that would be provided and given that the portion of the site boundary that runs adjacent to the dwelling at Towngate Farm is occupied by a run of tall conifer trees it is not considered that the introduction of the proposed apartment block would have an adverse impact upon the level of residential amenity the occupants of this property enjoy in terms of loss of light, privacy and/or overbearing impact.
39. There are also residential properties located further to the east, beyond Towngate Farm, on Plough Close and Towngate Drive and there is a residential property at Big Three Farm itself which is sited to the south of the existing riding school.
40. It is not considered that the introduction of the proposed apartment block would have any adverse impact upon the residential amenity of those dwellings on Plough Close and Towngate Drive due to the level of separation between these dwellings and the application site.
41. Similarly it is not considered that the introduction of the proposed apartment block would have an adverse impact upon the residential amenity those living in the dwelling at Big Three Farm can reasonably expect to enjoy as there would be at least 47.5m between the dwelling at Big Three Farm and the proposed apartment block.
42. Furthermore it is not considered that the use of the access road by future occupants of the proposed apartments raises any amenity issues given the fact that the existing dwelling at Big 3 Farm is set back at least 9m from the access road, with scale of the proposed development meaning that the access road will not be in high frequency use.
43. With regard to the level of amenity future occupants of the proposed development would enjoy each apartment would be provided with adequate light and outlook from their habitable room windows. The proposed apartments would also be provided with an area of useable private amenity space in the form of a communal garden, with BBQ facilities. It is therefore considered that future occupants of the proposed dwellings would be provided with satisfactory living conditions.
44. The proposal is therefore considered to be acceptable in residential amenity terms – it would not have an adverse impact upon the level of residential amenity neighbouring residents can reasonably expect to enjoy and future occupants would be provided with a satisfactory standard of amenity. The

proposal is therefore considered to be in accordance with policy L7 of the Core Strategy.

### Parking and access

45. Policy L4 of the Trafford Core Strategy which relates to sustainable transport and accessibility, seeks to ensure that all new developments do not adversely affect highway safety, with each development being provided with adequate on-site parking in line with the maximum standards set out in appendix 3.
46. In order to improve the access to the site to allow for two way traffic the access road would be widened and finished using permeable resin bonded gravel. A separate pedestrian access would also be provided.
47. The apartments would be provided with 18 parking spaces, including 4 spaces that are suitable for use by disabled persons. A brick built cycle store, which can accommodate 8 bikes, would also be provided.
48. The Council's highway officer has reviewed the proposals and confirmed that they are satisfied that the proposed vehicular and pedestrian routes are acceptable, advising that both the level and layout of the proposed parking and cycle storage is also acceptable and in accordance with the Council's standards.
49. In terms of the issues raised by neighbours over the ability of the highway network to accommodate additional traffic and pedestrians safely the Council's highway officer has not raised any concerns over the ability or the surrounding road network to accommodate the additional traffic flow that would be generated by the proposed development, nor have they raised issues with the pedestrian access routes on Irlam Road and consequently it is considered that the proposed development would not adversely affect the operation of the surrounding highway network.
50. Having regard to the comments of the highways officer, subject to the attachment of conditions to ensure that the proposed parking and cycle storage is introduced and made available for use prior to the first occupation of apartments, it is not considered that the proposal raises any highway safety issues. The proposal is therefore considered to be in accordance with policy L4 of the Trafford Core Strategy which relates to sustainable transport and accessibility.

### Developer contributions

51. The Community Infrastructure Levy was adopted by Trafford on the 7<sup>th</sup> July 2014.
52. Under the Community Infrastructure Levy the following developments will be liable for CIL –

- Development comprising 100 sq. m or more of new build floorspace
  - Development of less than 100 sq. m of new build floorspace that results in the creation of one or more dwelling
  - The conversion of a not in-use building
53. The proposal involves the erection of an apartment block containing 8 apartments within a moderate charging area and consequently the proposal does not trigger the requirement for any payment under CIL.
54. However, in accordance with Policy L8 of the Trafford Core Strategy and the revised SPD 1 on Planning Obligations it is necessary to provide an element of specific green infrastructure and it is also necessary to provide 2 affordable units as part of the proposed development.
55. The applicant has submitted a draft landscape scheme with their application in order to demonstrate that 8 trees can be planted on site, thereby meeting the requirement for the provision of specific green infrastructure. In order to secure the trees a landscaping condition will be attached which makes specific reference to the need to provide at least 8 trees as on site as part of the landscaping proposals.
56. With regard to the requirement to provide 2 affordable units, as a result of the small size of the development and, given that the development comprises solely of flats, the Council's Housing Strategy Team have requested that a commuted sum is secured to pay for two off-site affordable units as opposed to two affordable units being provided on site as part of the development. The level of commuted sum required has been agreed between all parties as £72,000.
57. The applicant has confirmed that they are happy to enter into a s106 agreement to secure a £72,000 commuted sum in lieu of providing two affordable units on site.

**RECOMMENDATION: MINDED TO GRANT SUBJECT TO LEGAL AGREEMENT**

- (A) The application will propose a satisfactory form of development for the site upon completion of an appropriate legal agreement to secure a £72,000 commuted sum in lieu of providing two on site affordable units.
- (B) In the circumstances where the Section 106 Agreement has not been completed within 3 months of the date of this resolution, the final determination of the application shall be delegated to the Head of Planning Services.

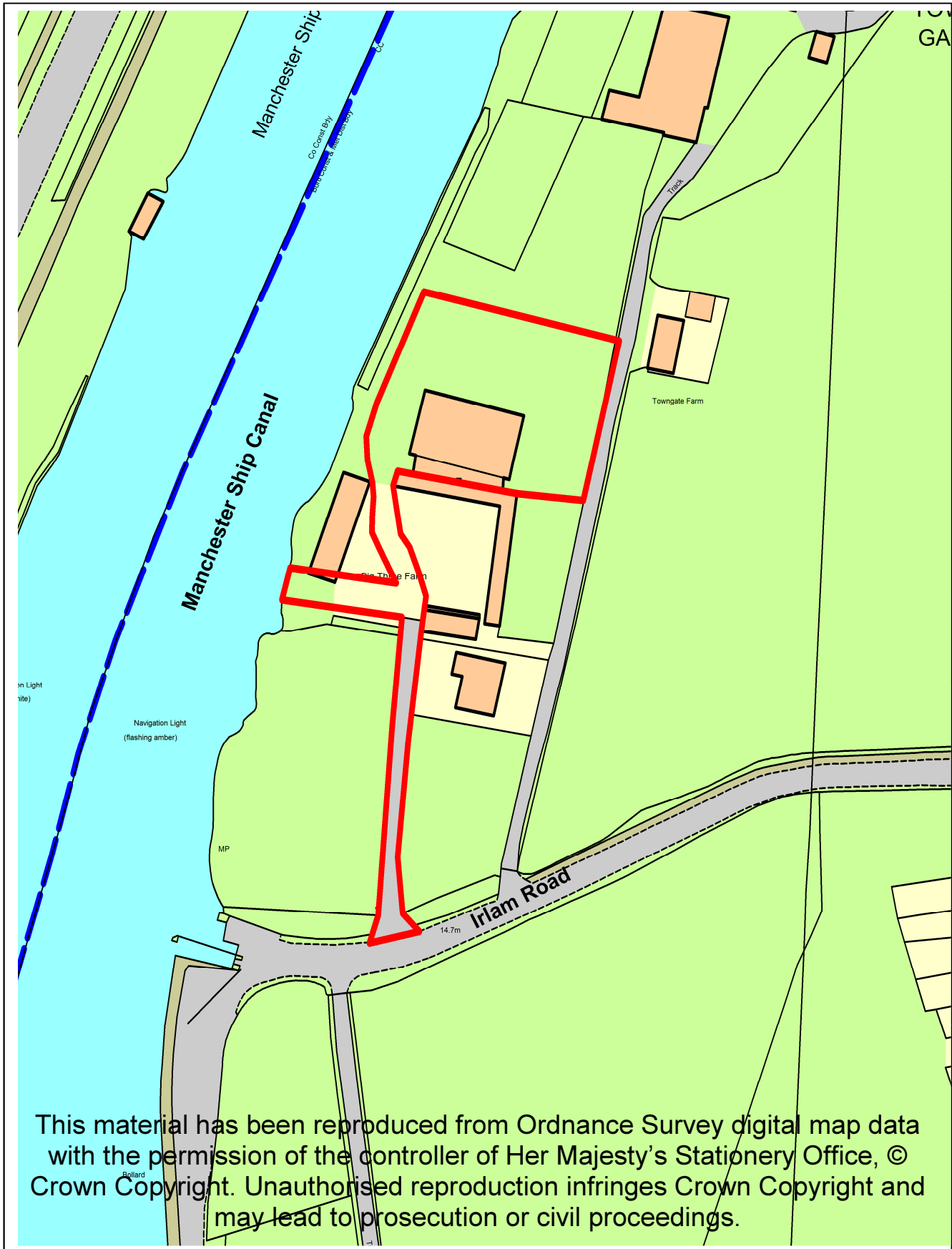
(C) That upon satisfactory completion of the above legal agreement, planning permission be GRANTED subject to the following conditions -

1. Time limit
2. Approved plans
3. Ground contamination
4. Material samples
5. Landscaping – to include the provision of 8 trees
6. Parking and access to constructed using materials shown on proposed site layout plan and made available prior to the first occupation of the apartments
7. Cycle storage to be made available prior to the first occupation of the apartments
8. Bin stores to be made available prior to the first occupation of the apartments
9. Finished floor levels set at 16.71AOD
10. Submission of a scheme for the incorporation of flood resilience measures
11. Submission of a scheme for a flood warning system
12. Drainage scheme including SUDS
13. No clearance of trees and shrubs within the bird nesting season
14. Scheme for the removal of Himalayan balsam
15. No lighting installed unless and until details have been submitted and approved

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**LOCATION PLAN FOR APPLICATION No: - 81765/FULL/2013**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

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**FORMATION OF A WASTE TRANSFER AND TREATMENT FACILITY (INCLUDING THE SHREDDING OF RESIDUAL WASTES). ERECTION OF A WASTE TREATMENT BUILDING; FORMATION OF NEW PARKING AREAS; INSTALLATION OF FUEL TANKS, A WEIGHBRIDGE AND OTHER ANCILLARY INFRASTRUCTURE.**

Veolia Environmental Services (UK) Plc, Nash Road, Trafford Park, M17 1SX

**APPLICANT:** Veolia ES (UK) Ltd

**AGENT:** Veolia ES (UK)

**RECOMMENDATION: GRANT**

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**SITE**

The application site lies within the industrial area of Trafford Park and is previously developed land that has a history of waste uses. The site is currently used by Veolia and is situated on the north-west side of Nash Road. The Manchester Ship Canal bounds the site to the north beyond which are further industrial and waste management uses within the administrative area of Salford City Council. These land uses give way to residential areas further to the north and west. To the west is an engineering company with associated training centre and to the south the operational Viridor Composting Facility.

**PROPOSAL**

The site is an existing Veolia waste site with planning permission for a Temporary (5 year) waste transfer station and confidential shredding operation. The applicant is now seeking permission for a permanent waste transfer facility for non-hazardous commercial and industrial waste with a shredder to manufacture a refuse derived fuel and bulking/ transfer of recyclates.

The proposals include:

- a proposed new building for the bulking, treatment and transfer of collected waste materials;
- processing of collected wastes within the building to create a refuse derived fuel (RDF) for export to permitted recovery facilities;
- series of internal bays for the storage of imported materials, including recyclates and residual wastes;

- fire water tank and associated pump house to feed a sprinkler system fitted in the building;
- relocation of the overnight parking area for the Veolia HGV fleet;
- revised area of car parking for staff and visitors;
- revised site arrangement with access onto site utilising the existing access onto the Bins Storage Area;
- improvements to the site drainage and surfacing;
- installation of a new weighbridge;
- relocation of the bunded fuel tank and vehicle wash and
- other ancillary infrastructure.

It is proposed that the refuse derived fuel production would operate 7 days a week between 0700 and 1900. The waste transfer station would operate 7 days a week between 06.00 and 22.00 hours, with occasional movements (typically 1 or 2 per hour) outside these hours. Proposed hours for the confidential destruction operations would be between 07.00 and 17.00 hours Monday to Fridays only, with no operations on Saturday or Sunday.

The main new building for the bulking, treatment and transfer of collected waste materials would be located along the north-western boundary of the site adjacent to the Manchester Ship Canal and would measure 66.6m in length, 33.6m in width and 13.4m in height to its apex (11.4m to its eaves). It would be a portal framed industrial building in a goose wing grey colour with red trim, with roller shutter vehicle access doors facing towards Nash Road. To the west of this main building a cylindrical water sprinkler tank is proposed to a height of 10.5m.

The existing office building, vehicle wash bay, sub-station and open structure to the site frontage are to be retained. The vehicular access to the proposed development will utilise an existing eastern access off Nash Road which is currently used to access the Bins Storage Area and was previously used when it was a hazardous waste treatment facility. Vehicles leaving the site will egress via the existing site access/egress. Both access and egress points are established points of entry off Nash Road although the easternmost (proposed HGV access) has been unused for a number of years.

Twenty seven car parking spaces are proposed. The HGV parking spaces will also provide for overspill car parking should this be required. The overnight parking area for the HGV's is proposed to the north-east of the site (within the former Bins Storage Area).

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.
- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26<sup>th</sup> April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L4 – Sustainable Transport and Accessibility

L5 – Climate Change

L6 – Waste

L7 – Design

L8 – Planning Obligations

W1 – Economy

R2 – Natural Environment

## **PROPOSALS MAP NOTATION**

Trafford Park Core Industrial Area

Main Industrial Areas

Special Health and Safety Development Control Sub-Areas

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

TP1 – Trafford Park Core Industrial Areas

E7 – Main Industrial Areas

ENV32 – Derelict land reclamation

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF will be referred to as appropriate in the report.

## **RELEVANT PLANNING HISTORY**

77935/FULL/2012 – Creation of a five year temporary waste transfer station (including erection of waste transfer building); permanent confidential document destruction operation (including recladding and extensions to existing structure); siting of modular building to form offices and retention of existing brick office building; overnight parking provision of HGV fleet; improved site drainage and surfacing; weighbridge, fuel tanks and other ancillary infrastructure – Approved with conditions 13/12/12

H/61378 - Erection of a single storey portacabin following the removal of two existing portacabin units for office use - Approved with conditions 10/03/2005.

H/55946 - Erection of reception building, screw feed conveyor and tank - Approved with conditions 07/04/2003.

H/52851 - Installation of weighbridge - Approved with conditions 20/12/2001.

H/50533 - Variation of condition 2 attached to planning permission H/10976 to enable the carrying out of processes independent of their derivation from initial oil/water separation - Approved with conditions 04/01/2001.

H/49048 - Erection of two storey portable office building; relocation of existing portable building; formation of new vehicular access from Nash Road; regarding of land. Formation of new car parking and lorry parking area. Formation of new landscaping area adjacent to the Manchester Ship Canal - Approved with conditions 10/07/2000.

H/HSD/48388 - Deemed hazardous substances consent - Deemed Consent 29/10/1999.

H42619 - Erection of single storey building to form offices installation of filter press house building and replacement tanks and modifications to site layout - Approved with conditions 25/07/1996.

H41441 - Erection of boundary fence - Approved with conditions 14/11/1995.

### **APPLICANT'S SUBMISSION**

The application is accompanied by the following; a Supporting Statement; Design and Access Statement, Noise Impact Assessment, Traffic Statement, Flood Risk Assessment, Stage II Site Investigation and Environmental Risk Assessment, Phase II Site Investigations and Detailed Quantitative Risk Assessment ('Bins' Site), Soil Remediation Feasibility Study, Supplementary Site Investigation and Remediation Options Study and a Carbon Budget Statement. Information provided within these documents is discussed where relevant in the Observations section of this report.

In the supporting statement the applicant concludes that the environmental benefits which would be delivered through this proposal are considered to be significant and the use would contribute towards delivering a more sustainable waste management option for local businesses in Greater Manchester thereby reducing landfill disposal and associated emissions in accordance with the Waste Hierarchy

The proposed development will make further significant steps towards bringing the redundant areas of site back into beneficial use for the local area. The site also supports a local workforce of approximately 45 staff, made up of sales, administration, drivers and crew who are already based on site along with new operational staff associated with the proposed development.

### **CONSULTATIONS**

**Pollution & Licensing** – No objection subject to conditions relating to (i) mitigation measures for odour, dust, debris and windblown litter (ii) noise levels (iii) submission of a scheme to regulate surface water run-off (iv) a remediation strategy to deal with

the risks associated with contamination and (v) submission and approval of a verification report.

**LHA** – Whilst there are no objections in principle to the proposals, the LHA requires additional information in relation to car parking for staff and in relation to the swept paths of the HGV's within the site. Any further comments to be included in the Additional Information Report.

**Drainage** – Any comments to be included in the Additional Information Report

**Environment Agency** – No objection subject to conditions with regard to (i) submission of a scheme to regulate surface water run-off (ii) a remediation strategy to deal with the risks associated with contamination and (iii) submission and approval of a verification report.

**GM Minerals and Waste Planning Unit** – The proposed development would comply with national planning policy and lies within Area Allocation TR17 of the Greater Manchester Joint Waste Development Plan, which identifies this use as one that would be suitable in this location. Comments incorporated into Observations section of report.

**Electricity North West** – There are 2 live ENW distribution substations also live high and low voltage cables in close proximity to the southern boundary of the site. Where the development is adjacent to operational land the applicant must ensure it does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant must verify such details with ENW.

**Salford City Council** – No objection subject to conditions regarding noise levels and hours of operation.

**Greater Manchester Fire authority** – Any comments to be included in the Additional Information Report.

**United Utilities** – No objection subject to conditions regarding the discharge of water.

**Sustainability** – Any comments to be included in the Additional Information Report.

## **REPRESENTATIONS**

One letter has been received from a neighbouring business commenting on the Transport Statement and traffic movements along Nash road with regard to operational conditions and the potential impact and contingencies relating to traffic handling.

## **OBSERVATIONS**

### PRINCIPLE OF PROPOSAL

1. The Government's policy on waste management is set out in the National Waste Strategy 2000 (with a review of the strategy Published in May 2007 "Waste Strategy for England 2007") which seeks to move waste up the waste hierarchy and away from the least preferred option of disposal to landfill. The Government's overall approach to planning and waste management is set out in Planning Policy Statement 10, "*Planning for Sustainable Waste Management*" (PPS10). The proposed development complies with the main objective of PPS10, which is to achieve sustainable waste management by driving waste up the waste hierarchy. The proposed facility would prepare for re-use/recycling 55 000 tonnes per annum of non-hazardous commercial and industrial waste for onward transfer to other facilities and the shredding of residual waste to form a refuse-derived fuel that can be used in energy from waste facilities. The diversion of this waste from less sustainable management options, such as landfill, will secure the more efficient use of materials and reduce pressure on remaining landfill void space.
2. The adopted Greater Manchester Joint Waste Development Plan Document (2012) outlines the aim and objectives for sustainable waste management in the sub-region. The proposal is consistent with these, particularly the Objectives dealing with the waste management hierarchy, climate change and the sustainable movement of waste respectively. The Waste Plan also identifies a number of sites/areas for waste management and provides a suite of development management policies to assist in determining waste applications. The site falls within the Trafford Park area, which is identified in the Waste Plan (Policy 5, Area Allocation TR17) as being a location where enclosed Materials Recovery Facilities such as this are considered suitable in principle. The site meets the criteria of Policy 5 and is also in a location that is well-established for waste management uses. Therefore the principle of waste development in this location is considered to be acceptable and substantial weight should be given to this allocation.
3. The application site is situated within the Trafford Park Core Industrial Area. The proposal is considered to be consistent with the Strategic Objectives of the adopted Core Strategy, (SO3 – meet employment need, SO6 – reduce the need to travel & SO7 – secure sustainable development). It is also consistent with the Core Strategy Place Objectives; TPO3 seeks to maximize the re-use or redevelopment of unused, under used or derelict land; TPO8 which aims to ensure that future development of the Trafford Park area reflects its significant role in meeting regional centre needs and supporting economic growth; TPO17



which seeks to ensure all new development is constructed in accordance with the latest environmental standards; TPO18 which encourages and supports opportunities to locate low-carbon/decentralized energy facilities and TPO20 which aims to support the development of waste management facilities.

4. Policy L6 of the Core Strategy states that the Council recognises the importance of sustainable waste management and the need for Trafford to make an appropriate contribution towards enabling Greater Manchester to meet its waste management needs, including those requirements identified in the Greater Manchester Joint Waste Development Plan Document, and having regard to the Greater Manchester Municipal Waste Management Strategy. The Policy further states that the Council will therefore identify and where necessary safeguard sites / areas for waste management in appropriate locations, including parts of Trafford Park. It is considered the proposal complies with Policy L6.
5. The Policy further states that the Council will therefore identify and where necessary safeguard sites / areas for waste management in appropriate locations, including parts of Trafford Park. Policy L6 also sets out the Council's approach to meeting waste management needs and includes a number of requirements relating to consistency with the principles of the waste hierarchy, the use of sustainable modes for waste transport and the prevention/minimization of waste in the design and construction phases of development and where necessary production of site waste management plans. It sets out broad criteria to assist in determining specific proposals.
6. The proposed use of this site as a waste transfer and treatment facility with associated HGV parking will provide a local delivery point enabling locally collected trade waste to be bulked and, in respect of residual waste, treated using a shredder to manufacture a refuse derived fuel for onward transportation to final waste processing and recovery facilities. This will contribute towards delivering a more sustainable waste management option for local businesses in Greater Manchester thereby reducing landfill disposal and associated emissions in accordance with the Waste Hierarchy. The manufacture of a refuse derived fuel at the facility will enable a further opportunity (in addition to current source segregation) to segregate metals as part of the process and ensure that recyclables collected from local businesses are handled appropriately. The delivery of such a local facility will also result in a reduction in vehicle miles and associated emissions by reducing the number of trips required to make the longer journeys from their collection rounds to more remote final disposal points. The proposal is therefore considered to comply with Policy L6 (Waste) of the Core Strategy.
7. Policy L5 (Climate Change) of the Core Strategy sets out requirements for reducing carbon dioxide emissions, pollution control and water. The

applicant has submitted environmental information covering these matters including the scope for reducing Co2 emissions in line with Policy L5.

8. The principal sources of flooding are addressed by the applicant with references to the latest modelling and mapping in their Flood Risk Assessment. The sections on surface water run-off state there will be reductions in run-off rates ranging from 62% to 84% depending on the return period. This meets the requirement to aim for a minimum reduction of 50% on brownfield sites, such as this, within Critical Drainage Areas. The rationale for restrictions on the use of certain types of SUDs with reference to on-site contamination issues is accepted. Whilst the majority of the site is within Flood Zone 2, as it falls within the Trafford Park area (as identified in the Greater Manchester Joint Waste Development Plan Document), it has been sequentially tested and waste management is considered a suitable use for the land. The Environment Agency has no objection to the proposed development and has suggested that if permission is granted a condition be attached regarding surface water run-off.
  
9. The proposal is therefore considered to comply with local and national planning policies and to be acceptable in principle.

#### VISUAL AMENITY

10. Paragraph 58 of the NPPF states that *“The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people”*. Paragraph 64 states that *“Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions”*.
  
11. Policy L7 of the Trafford Core Strategy states that *“In relation to matters of design, development must:*

*Be appropriate in its context;*

*Make best use of opportunities to improve the character and quality of an area;*

*Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and*

*Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan”.*

12. The application proposes the erection of a waste transfer station building which would measure 66.6m in length, 33.6m in width and have a maximum height of 13.4m to the ridge and 11.4m to the eaves. The building would be a portal framed industrial building in a goose wing grey colour with red trim. The southern elevation would comprise of three roller shutter doors, which would face into Trafford Park (Nash Road) rather than the adjacent canal. The design of the building is considered acceptable in this industrial location where there are other similar buildings. Planning permission has already been granted in 2012 for a waste transfer station on this site for a temporary period of 5 years with a building measuring 30m x 30m and 15.3m high. The waste transfer station proposed as part of this application, whilst covering a greater floor area, would not be as high. Policy L7 (Design) sets out the Council's overall approach to ensuring design quality, functionality, protecting amenity, security and accessibility. In these terms the design of the proposed facility is acceptable.
13. The proposal also includes overnight parking for the Veolia HGV fleet within the site. Due to the industrial nature and operations within Trafford Park, the presence of HGVs is a characteristic of the area. It is therefore considered that the parking of HGVs within the site would not have a detrimental impact on the existing street scene or the character of the surrounding area. Bins would continue to be stored to the east of the application site, on the existing Bins Storage Area on land within the applicant's ownership.
14. The Manchester Ship Canal bounds the site to the north. The canal and adjoining embankments are designated as Wildlife Corridors. The proposed development would not include land that lies within the designated Wildlife Corridor. Although the proposed waste transfer station would be partially visible from the canal, it is recognised that this part of the canal is bound by many industrial sites within Trafford Park and thus the visibility of these buildings from the canal would not appear out of character with this area. It is also recognised that mature vegetation lies along the southern embankment of the canal which would help to soften the appearance of the proposed development when viewed from the canal. On the Nash Road frontage there is an existing boundary fence and some planting which is to be retained. It is therefore considered that the proposed development would not have any significant detrimental impact on the character and visual appearance of the Manchester Ship Canal or the street scene of Nash Road.

15. To meet the requirements of SPD1 – Planning Obligations, the proposed development would require the on-site planting of 28 trees (or alternative green infrastructure such as hedges, green roof). The applicant has agreed this can be achieved via a landscaping condition.

## ENVIRONMENTAL IMPACTS

16. Policy L7 of the Trafford Core Strategy states that “*In relation to matters of amenity protection, development must:*

*Be compatible with the surrounding area; and*

*Not prejudice the amenity of the future occupiers of the development and / or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and / or disturbance, odour or in any other way.”*

17. Given the nature of the waste to be processed, it is necessary to consider the issue of dust emissions and windblown litter. The following mitigation measures have been proposed by the applicant for this development:

Transportation of waste materials in enclosed or sheeted vehicles/containers;

All waste handling and management to take place in an enclosed building;

Effective site management, sweeping and removal of any litter; and

The site being regulated and audited as part of the Environmental Permit already associated with the site.

18. According to the supporting information provided with the application, the only potential for odour is from the waste deposited on the floor of the waste transfer station before being transported off site. The applicant proposes to mitigate this by the operations being carried out within an enclosed building fitted with roller shutter doors that could be closed if required, and the use of a misting system within the building to minimise odour and dust.

19. According to the applicant, the noise data from the 2012 application has been reassessed against the new proposals in agreement with the Council's Pollution and Licensing Section. The report indicates that the noise from site will be lower, both during the day and at night, than background noise at the closest residential receptor.
20. The nearest residential properties are located approximately 210m away on the opposite side of the Ship Canal. Salford City Council has raised no objections, subject to conditions relating to noise levels and hours of operation.
21. The Council's Pollution and Licensing Section has raised no objections subject to conditions relating to (i) mitigation measures for odour, dust, debris and windblown litter (ii) noise levels (iii) submission of a scheme to regulate surface water run-off (iv) a remediation strategy to deal with the risks associated with contamination and (v) submission and approval of a verification report.

## HIGHWAY SAFETY AND PARKING PROVISION

22. To meet the Council's car parking standards a total of 48 car parking spaces, 5 cycle parking spaces and 3 motorcycle parking spaces are required. The application proposes the provision of 27 car parking spaces, though states that HGV parking spaces (equivalent to approximately 50 car parking spaces) would act as a car park overspill provision should additional car parking spaces be required. The applicant has detailed that the existing drivers and crew associated with Veolia's trade waste collection would generally park in the spaces vacated by the HGV's during the day time. It is proposed to move the overnight parking area for Veolia's HGV collection fleet to a new area of the site (within the Bins Storage Area). It is anticipated that a maximum of 25 HGVs would be securely parked at the site overnight. HGVs would park within the clearly delineated HGV parking bays.
23. It is expected that waste (both residual and recyclable trade waste) will be delivered by approximately 23 collection vehicles of various types, comprising a mixture of Refuse Collection Vehicles, Ro-Ro skip vehicles and skip vehicles of various sizes. 7 of these HGVs are expected to visit the site throughout the working day with skip vehicles assumed to visit on average around 4 times a day whilst Ro-Ro skips would visit three times a day due to their collection of locally derived waste. The remaining HGVs which form Veolia's Greater Manchester collection fleet typically visit the site once per day. Occasional bulker loads (typically 5 per day) will import material into the facility from nearby Veolia Transfer Stations. In order to remove waste and minimise any overnight storage, a maximum of 9 bulker loads would be required to transport the waste off-site. The proposed development will generate 89 HGV movements per day on the public highway). There will also be 88 two-way car trips and therefore 177 trips

per day will occur on Nash road. The applicant's Transport Statement (August 2014) concludes that traffic flows to and from the proposed site are negligible and would not result in a material change in local highway operating conditions. The LHA does not object in principle to the proposed development. Following the request from the LHA for additional information in relation to car parking for staff and in relating to the swept paths of the HGV's within the site, any further submissions will be reported in the Additional Information Report.

## DEVELOPER CONTRIBUTIONS

24. The development involves the construction of a waste transfer and treatment facility, which will be subject to CIL at the relevant rate per square metre. In line with the CIL Charging Schedule, the development would fall under the category for "industry and warehousing", which is subject to a rate of £0 per square metre.

## CONCLUSION

25. The proposed development of a waste transfer and treatment facility on this site within the Trafford Park Core Industrial Area is considered to comply with national planning policy and the relevant Policies of the GM Joint Waste Development Plan and the Trafford Core Strategy. Given the surrounding industrial setting, it is considered the waste treatment building and new parking areas would not have a detrimental impact on the character and appearance of the area or be detrimental to residential amenity or the amenity of the occupiers of nearby premises. It is also considered that the proposals would be acceptable in terms of highway safety and parking provision. It is therefore recommended that planning permission should be granted subject to the suggested conditions.
- 26.

## **RECOMMENDATION: GRANT subject to the following conditions**

1. Standard
2. List of Approved Plans
3. Materials of the waste transfer building to be submitted for approval prior to the commencement of development of that building
4. Submission of a remediation strategy & verification report
5. Landscaping scheme to include the planting of at least 28 trees

6. The rating level (LAeq,T) from all fixed plant and machinery associated with the development, when operating simultaneously, shall not exceed the background noise level (LA90,T) by more than -5 dB at any time when measured at the boundary of the nearest noise sensitive premises. Noise measurements and assessments shall be carried out according to BS 4142:1997 "Rating industrial noise affecting mixed residential and industrial areas". 'T' refers to any 1 hour period between 07.00hrs and 23.00hrs and any 5 minute period between 23.00hrs and 07.00hrs
7. The mitigation measures for odour, dust, debris and windblown litter as detailed in section 8.7 of the document prepared by Veolia entitled Planning Documentation, May 2014, shall be implemented and retained for the duration of the development, in order to protect the amenity of local residents and businesses.
8. The hours of operation of the shredding process shall not be outside the hours of 0700 hours to 1900 hours on any day.
9. The waste treatment process shall be contained within the building. The building's walls and roof shall be of a material with a minimum weighted sound reduction index (SRI) of 26 dB Rw6.
10. Any door openings and access points (apart from the personnel door on the north elevation) to the waste treatment building shall be on its inward, south facing facade only. Any doors shall have a minimum weighted sound reduction index (SRI) of 22 dB Rw
11. Surface water scheme to seek to achieve sustainable drainage in accordance with Policy L5 and the SFRA to be submitted and approved in writing
12. No surface water from this development to be discharged either directly or indirectly to the combined sewer network. The site must be drained on a separate system, with only foul drainage connected into the foul sewer. Surface water should discharge to the nearby surface water sewer located in the road South of the site at a rate not exceeding 50 litres per second to meet the requirements of the National Planning Policy Framework (PPS 1 (22) and PPS 25 (F8)
14. All fuel and chemical storage tanks must have adequate bund walls without outlets. The bund must be capable of holding more than the largest tank within it.
15. Discharges from yard storage areas, vehicle washing areas, loading and unloading areas and any other areas likely to be contaminated by spillage should be connected to the foul sewer. They may be regarded as trade effluents and may require the formal consent of this Company.
16. Details of the swept path for HGV's visiting the site are to be submitted and approved in writing by the LPA.

17. Details of staff car parking spaces to be submitted and approved in writing by the LPA (or Site Management Plan re parking, litter?)

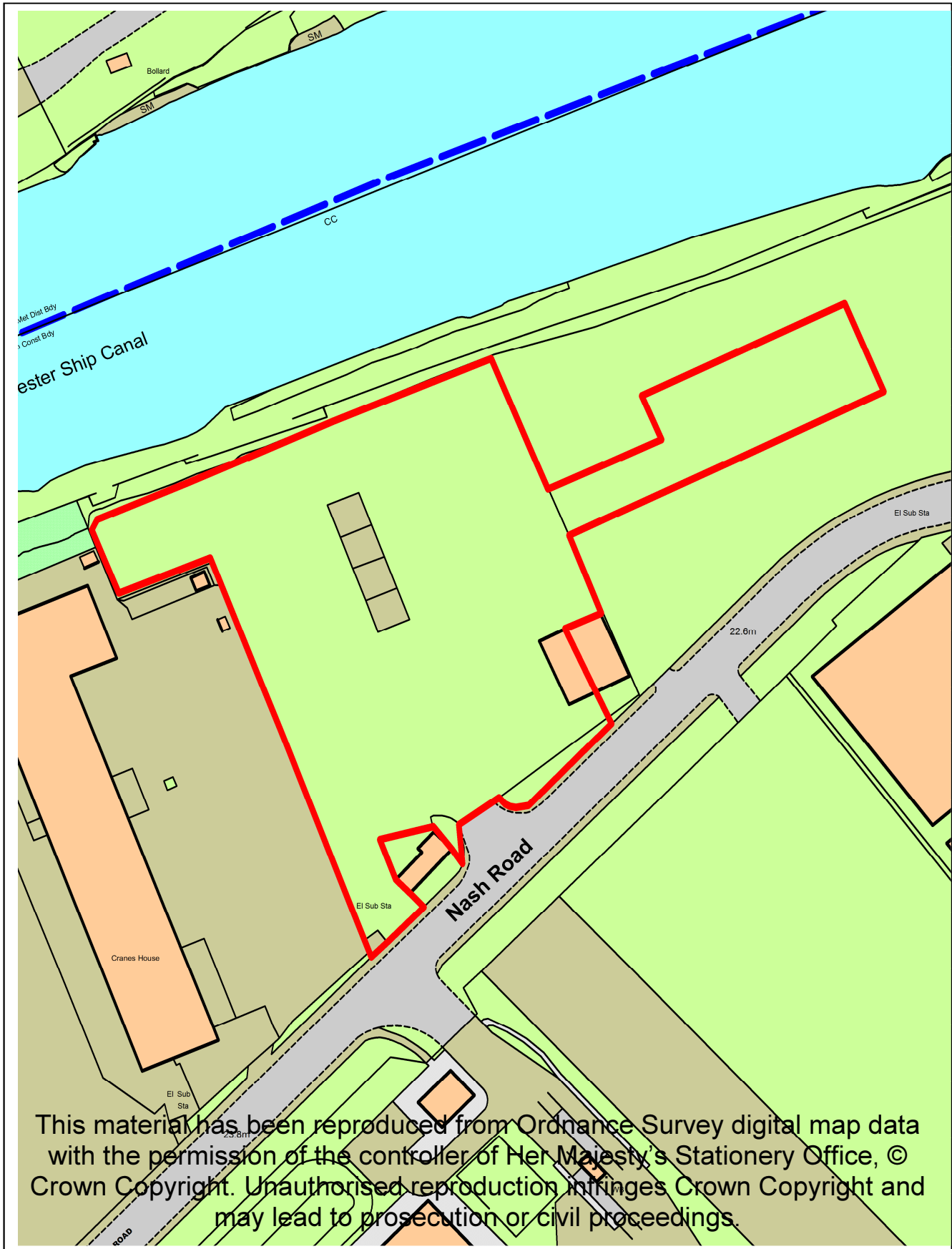
18. Details of Cycle Parking

19. Details of Motorcycle parking

AC

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**LOCATION PLAN FOR APPLICATION No: - 83010/FULL/2014**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

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**REDEVELOPMENT OF SITE FOLLOWING DEMOLITION OF EXISTING COMMUNITY CENTRE BUILDINGS, ST. BRIDES CHURCH AND ADJACENT RECTORY. ERECTION OF NEW THREE AND FOUR-STOREY MIXED USE BUILDING TO FORM 81NO. EXTRA-CARE APARTMENTS (CLASS C2) AND REPLACEMENT COMMUNITY, DAY NURSERY AND HEALTH CENTRE (CLASSES D1 & D2) WITH LIBRARY, PHARMACY (CLASS A1), SOCIAL ENTERPRISE UNITS (CLASS A1, B1 OR D1) AND ANCILLARY CAFÉ AND CHANGING ROOM FACILITIES. PROVISION OF UNDERCROFT PARKING AND COURTYARD AMENITY SPACE. ERECTION OF REPLACEMENT CHURCH (CLASS D1) AND RECTORY (CLASS C3) BUILDINGS. CLOSURE OF BLAIR STREET AND ALTERATIONS TO ST BRIDES WAY AND CLIFTON STREET. CAR PARKING AND LANDSCAPING WORKS THROUGHOUT.**

Old Trafford Community Centre, Shrewsbury Street, Old Trafford, Manchester, M16 9AX

**APPLICANT:** Trafford Housing Trust

**AGENT:** PRP Architects

**RECOMMENDATION: GRANT**

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## **SITE**

This application relates to a row of three sites that front onto Shrewsbury Street in Old Trafford, and that cover a total area of 1.32 hectares.

Working broadly from east to west, the first site comprises an area of vacant land that was formerly occupied by Isobel Baillie Lodge, a three-storey block of sheltered apartments that were demolished in 2013. Most of this part of the site has been levelled and lies vacant, although a small cluster of apartments fronting Shrewsbury Street does remain. All of this land is within the ownership of Trafford Housing Trust.

The middle site is separated from the first by St. Brides Way, which is named after the church that sits at the centre of this plot. This is an unassuming building of 1990s construction that replaced a larger Victorian Church which, whilst Listed, had fallen into a state of disrepair that necessitated its demolition. To the south is the Rectory of St. Brides. This fronts onto Shrewsbury Street and is contemporary with the current church. The northern portion of this land is occupied by the Parish Offices, which are housed within a large Victorian property that formerly functioned as the

Rectory to the original church. These buildings are still in active use and fall under the ownership of the Diocese of Manchester.

The western most site, separated from the church buildings by Blair Street, is the largest of the three and is dominated by the Old Trafford Community Centre that faces Shrewsbury Street. The centre remains in use and provides a range of services and facilities that include changing rooms, a library, credit union facility and a main hall space. Vehicular access to the car park at the rear is achieved from Blair Street. The Community Centre building itself dates from the early 1970's and comprises of brown brick and profiled metal construction that offers very little to the surrounding streetscenes. Trafford Council are the owners of the Community Centre and its curtilage.

To the rear, northern, corner of this island of land is the Afifah High School for girls. This attractive brick building falls outside of the application site and will not form part of the redevelopment proposals.

The existing community centre and church sites can be viewed as individual islands of land that are surrounded on all sides by highways, including Shrewsbury Street to the south-west, and Clifton Street to the north-east. This latter road can be considered to bound the 'rear' of the application site and separates it from the large public playing fields beyond. At present there is no direct vehicular access between Clifton Street and St. Brides Way as the junction has been blockaded and is subject to a prohibition of driving order. The north-western 'side' of the overall site is enclosed by Cross Street, which provides the main vehicular approach to the residential properties sited across the road from the community centre.

The entire application site is relatively flat. A stand of trees exist within the gardens of the Parish Office and across the street on what were previously the grounds to Isobel Baillie Lodge. A handful of street trees exist at irregular intervals along Shrewsbury Street.

The character of the surrounding area is predominantly residential although a parade of shops, situated on Shrewsbury Street opposite the former Isobel Baillie Lodge site, are designated as a Neighbourhood centre. A Mosque stands nearby on the corner of Stamford Street and St. Brides Way. Beyond the playing fields to the north is St. Alphonsus Primary School and further round is a cluster of industry associated with Cornbrook Street and Chorlton Road.

Inspection of the urban grain of this part of Old Trafford reveals that Shrewsbury Street forms the boundary between two distinct character areas, with respect to building styles. To the south and west are several rows of well-proportioned red-brick Victorian terraced houses, a fine example of which can be seen directly opposite the application site. To the north and east of this road is a mixture of more contemporary development, which started in the 1970's following a large-scale programme of 'slum clearance'. These estates have generally been designed using Radburn principles,

where pedestrian and vehicle movements are separated out, and this has impacted negatively upon the legibility of the area.

## **PROPOSAL**

This application seeks consent to comprehensively redevelop the application site, with a view to replacing and enhancing the existing community uses, alongside other key services, within a series of new buildings that address their surroundings and are fit-for-purpose.

In order to facilitate the new development, permission is first sought to demolish all of the existing built structures that currently occupy the site, which includes the following:

- The 1970's community centre and associated outbuildings;
- The 1990's St. Brides Church;
- St. Bride's Rectory;
- The Victorian Parish Offices;
- Block of four apartments next to Whitchurch Drive;
- All associated boundary treatments;

The cleared site would allow the three existing parcels of land to be amalgamated into two, separated by St. Brides Way and achieved through the stopping up of Blair Street. The larger, western site would be developed to accommodate a part three, part four-storey extra-care and 'community hub' building that provides frontages along each of the three surrounding highways.

More specifically, the longest arm of the development, fronting Shrewsbury Street, would accommodate approximately half of the 81 extra-care apartments (21 x 1-bed, 60 x 2-bed) over its three floors, along with the majority of the associated communal, care and staff facilities. Three social enterprise units, each measuring 66sqm, would be located at ground-floor level close to the junction with St. Brides Way (Use Classes A1, B1 or D1). This aspect of the development comprises of two long adjoining gables, with its Shrewsbury Street frontage designed to reflect the facing Victorian terrace through the use of red brick and slate-coloured roofing. It also incorporates recessed open balconies within the gable-end fronting Cross Street, and projecting closed balconies, known as 'winter gardens', along the main façade.

The wing of the development relating to St. Brides Way is also three-storey in height, and predominantly provides accommodation designed to replace and enhance the existing community facilities currently provided on the site along a single street. A full height, glazed entrance would lead visitors to a central atrium and reception area flanked by the library and café to one side, and the community hall/day nursery to the other. An independent pharmacy and semi-enclosed area of children's play would be situated within a single-storey protrusion towards the St. Brides Way

highway. A new health centre, with the capacity to provide 15 consulting rooms, would occupy the first-floor of the building. This facility would be made freely available to residents of the extra-care apartments, which span the second-floor of this arm of the building, as well as members of the public during its prescribed opening hours. The upper floors of the building cantilever out past the building line set by the proposed Shrewsbury Street frontage. The external treatment for this 'community hub' element is intentionally different to the rest of the scheme, comprising principally of copper-coloured zinc cladding to its elevations and roof.

The third arm of the building faces onto Clifton Street and the playing fields beyond, and extends to four-storeys in height. Its ground-floor provides changing room accommodation for the sports pitches and adjacent community hall, as well as plant facilities for the extra-care accommodation that occupies the three floors above. Again the principal external material proposed, in this case white render, is designed to distinguish the elevation from the other two outward-facing elements of the building. Secure vehicular access into the courtyard car park is provided towards the western end of this frontage.

The internal courtyard of the development comprises of surface level car parking for 71 cars, covered by a decked garden area above. This will be separated into a section of private space for residents of the enclosing extra-care apartments, and a larger area of amenity space that will be publically accessible, via the main reception area, during the hours that the community village is open for business.

The eastern, former Isobel Baillie Lodge, site is set to be split into two distinct parcels of land. The larger of these is bound by Shrewsbury Street and St. Brides Way and would be developed to accommodate a replacement Church and Rectory. The square-shaped church would provide a main worship space with ancillary office, kitchen and toilet facilities wrapped around it over two floors. A walled garden sits behind its north-eastern elevation. Adjacent to the church, and fronting onto Shrewsbury Street, is the new Rectory. This is set to be located on broadly the same footprint as the existing cluster of apartments near Whithurch Drive, and will provide five bedrooms, off-street parking and a private garden area. A car park, capable of accommodating 12 vehicles, has been proposed to the rear of these two buildings and would be accessed from St. Brides Way.

The second, smaller, parcel of land on this side of St. Brides Way is located alongside Dukes Court and is set to be converted into a 32-space car park, which would be made available for members of the public visiting the Village Hub or church sites.

As part of the redevelopment of this land, a series of works and modifications have been proposed to the surrounding highway network. These would include opening up the junction between Clifton Street and St. Brides Way for vehicular traffic. Clifton Street would become one-way, accessed only from Cross Street. The submitted site

plan indicates that new layby parking would be created on Clifton Street (10 spaces) and Shrewsbury Street (13 spaces). Finally St. Brides Way would be modified to incorporate traffic calming features and new road surfacing, in an effort to make the area between the community hub building and the relocated St. Brides Church a more pedestrian-friendly environment. Alongside these works, a comprehensive programme of street-tree planting and hard and soft landscaping has been proposed along the footways, as well as within the new amenity spaces.

A Phasing Plan has been submitted with the application and this shows that, following demolition works, the church and rectory buildings will be completed before construction starts on the new Village Hub.

A number of amendments have been secured during the course of the planning application. These include increasing the overall number of car parking spaces within the site, and minor enhancements to the appearance of the Village Hub. The design of the new rectory and church has been revised, and now seek to reflect the style of existing and proposed buildings respectively in the immediate vicinity.

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.
- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26<sup>th</sup> April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L1 – Land for New Homes

L2 - Meeting Housing Market Needs

L3 – Regeneration and reducing Inequalities

L4 – Sustainable Transport and Accessibility

L5 – Climate Change

L7 – Design

L8 – Planning Obligations

R1 – Historic Environment

W2 – Town Centres and retail

## **PROPOSALS MAP NOTATION**

No designation within the application site. The parade of shops located on the opposite side of Shrewsbury Street are designated as a Neighbourhood Centre, whilst the playing fields to the north of Clifton Street have been allocated for future outdoor recreation proposals.

Under the Council's Draft Land Allocations Plan, the boundary of the Shrewsbury Street Neighbourhood Centre has been extended to incorporate the portion of the application site that spans between Cross Street and St. Brides Way.

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF will be referred to as appropriate in the report.

## **RELEVANT PLANNING HISTORY**

### Isobel Baillie Lodge

81301/DEMO/2013 –Demolition of Isobel Baillie Lodge: Prior notification under Schedule 2, Part 31 of the Town and Country Planning (General Permitted Development) Order 1995 – Demolition for Prior Approval Required and Granted, 13<sup>th</sup> September 2013.

### Community Centre

H45270 - Erection of single storey building to form changing room facility; erection of 1.5m high steel railings and 5.0m high chain-link ball stop netting; realignment of footpath – Approved with Conditions, 17<sup>th</sup> March 1998.

### Church and Rectory

H42506 – Change of use from caretakers flat to Housing Renewal office; erection of single-storey extension and first-floor covered way and alterations to external elevations – Approved with Conditions, 31<sup>st</sup> July 1996.

H40490 – Change of use and conversion from caretakers flat to office accommodation to operate a methadone treatment programme and a 'Next Step' project – Withdrawn, 20<sup>th</sup> March 1995.

H32911 – Erection of a detached house with integral garage, car parking and formation of a new vehicular access – Approved with Conditions, 20<sup>th</sup> May 1991.

H29489 – Change of Use and conversion of rectory and erection of single-storey extension together to form new worship centre including offices, meeting rooms and classrooms; provision of car parking – Approved with Conditions, 31<sup>st</sup> May 1989

H25118 – Renewal of outline permission for demolition of church and erection of new rectory and residential development – Approved with Conditions, 4<sup>th</sup> June 1987

H22945 – Demolition of church; alterations and change of use of rectory and erection of single-storey extension together to form new worship centre including meeting rooms, coffee room, office and 1 bedsitter – Approved with Conditions, 5<sup>th</sup> June 1986.

### **APPLICANT'S SUBMISSION**

The applicant has submitted a Design and Access Statement; Planning Statement; Transport Impact Assessment (including Travel Plan); Ecological and Biodiversity Survey; Phase I Desk Top Contamination Survey; Flood Risk Assessment & Drainage Strategy; Air Quality Assessment; Crime Impact Assessment; Arboricultural Survey; and Heritage Assessment; as part of their application. The information provided within these documents is discussed where relevant within the Observations section of this report.



## **CONSULTATIONS**

**LHA:** Under the Council's parking standards the village hub would normally require 161 parking spaces to be provided, whilst another 48 spaces should be associated with the church.

The development provides 115 car parking spaces within the site, although 71 of these are controlled by fob access and therefore not publicly accessible. A further 27 spaces will be provided as part of new layby parking on Shrewsbury Street, St. Brides Way, and Clifton Street but these will not be designated solely for use by this development, and can be occupied by other residents or visitors to the area.

On the basis that the health centre, library and social enterprise units are restricted on a Sunday, the LHA accepts the proposed level of car parking at the site.

Alterations to the number, and siting, of cycle and motorcycle parking spaces are required.

Further information and minor amendments are required in order to adequately demonstrate that the site can be properly serviced, and that the proposed one-way system along St. Brides Way will be of benefit to the area. A series of TRO's will be required, whilst others may be added at a future date, to deliver the modifications to the highway network in a safe and appropriate manner.

**Drainage:** No objections; standard condition recommended.

**Electricity North West:** The development should not encroach over land or any ancillary rights of access relating to cable easements.

**Environment Agency:** No objections. The risks to controlled waters are low and therefore there are no requirements for additional works at this time. Request that EA Standing Advice be applied to the development.

**Greater Manchester Archaeological Advisory Service (GMAAS):** It is highly likely that below ground remains of the late Victorian church will have survived its demolition and subsequent redevelopment. However, given the lack of developmental evidence from the mapping, the late age of the church, and the fact that there will probably have been more truncation caused by the construction of the existing buildings, it is considered that there is little that could be learned from requiring fieldwork to be undertaken on this site.

**Greater Manchester Ecological Unit:** No objections.

**Great Manchester Police (Design for Security):** No objections subject to a series of security measures being incorporated into the scheme. These are addressed further within the relevant section of this report.

**Manchester City Council:** No comments received.

**Pollution and Licensing:**

Air Quality – No objections.

Contamination: No objections, standard condition recommended.

Noise and Nuisance – No objections relating to amenity of prospective residents within the proposed extra-care apartments, or the amenity of surrounding residents as a result of new fixed-plant, providing that appropriate measures and criteria are met – to be secured by condition.

**Sustainability Officer:** Any comments received will be included within the Additional Information Report.

**United Utilities (Water):** No objections. Requested that the site be drained on a separate system, with foul draining to the public sewer and surface water draining in the most sustainable way.

**REPRESENTATIONS**

Three letters of objection have been received from local residents, and the concerns raised within them can be summarised as follows:

- Making Cross Street/Clifton Street one-way and siting the changing rooms within the main building (rather than on the playing fields) will make it dangerous for children crossing Clifton Street, particularly given the amount of cars that park along both sides of this highway.
- Pupils of the Afifah High school will also be at risk when crossing Clifton Street due to the extra traffic generated by the construction and operational phases of the development;
- The development, particularly the proposed health-care facilities, would generate more demand (legitimate or otherwise) for a designated disabled parking bay that has been put in place adjacent to 114 Shrewsbury Street;
- There are already three chemists and plenty of (residential) accommodation in the local area;
- The noise and dust generated by the development, particularly during its construction, would have a detrimental impact on the Afifah High School;
- The development is ugly;

A letter of support for the scheme has been received on behalf of the Afifah High School. This states that the proposals to open up Clifton Street (onto St. Brides Way) and turn it into a one-way road are supported. It also requests that the external lighting along Clifton Street be improved, and that secure fencing is installed along the boundaries of the application site that adjoin the school.

## **OBSERVATIONS**

### PRINCIPLE OF DEVELOPMENT

1. This application seeks consent to redevelop land at Shrewsbury Street and St. Brides Way, to provide new/replacement community facilities; 81 extra-care apartments; and some town-centre uses also. Policy L1 of the Core Strategy seeks to release sufficient land over the plan period to accommodate 12,210 new dwellings (net of clearance). Regular monitoring has shown that there is a significant need to make up for a recent shortfall in completions. It is considered that the proposals will make a positive contribution to the Council's housing land supply, and in addition it will contribute to meeting targets for the development of brownfield land (Policy L1.7).
2. Policies L2.17 & L2.18 deal with meeting the identified needs of older people within the Borough. Specifically, L2.18 identifies the need for approximately 4% of the overall housing land supply to be made available to the frail elderly. Given the nature of the development, this proposal will contribute to meeting this need. Paragraph 11.22 of the Core Strategy states that where the proposed development represents 'residential care' rather than retirement/sheltered accommodation, it would be exempt from the requirement to deliver affordable housing, however notwithstanding this fact it is noted that the applicant is Trafford Housing Trust, which is a key social housing provider within the Borough.
3. Policy L2.2 (b) – Meeting Housing Needs, requires all new development to be appropriately located in terms of access to existing community facilities and/or delivers complementary improvements to the social infrastructure (schools, health facilities, leisure and retail facilities) to ensure the sustainability of the development. The proposals will significantly enhance the quality and quantity of existing community facilities in this area, which will include an Activity Hall, Pharmacy, Health Service, and Library. It is further noted that a private and a public area of amenity space, totalling 768sqm, would be provided across a first-floor deck within the inner courtyard.
4. The site lies within the Old Trafford Priority Regeneration Area, as defined in the Adopted Revised UDP and the emerging Land Allocations Plan. Policy L3 of the Core Strategy states that the Council will support appropriate development that will reduce inequalities; secure regeneration benefits; create truly sustainable communities; and make positive contributions towards achieving the Plan's Strategic Objectives and relevant Place Objectives. The proposed development will contribute to a number of both Strategic (SO) and Old Trafford (OTO) Place Objectives, particularly OTO1 – Improve the quality, mix and type of residential offer; OTO2 – maximise the re-use or redevelopment of un-used or derelict land; OTO3 – To secure opportunities for improved healthcare provision; OTO5 – Improve the appearance and quality of the environment, including green and open spaces for recreational purposes and the public realm; OTO7 – Creating opportunities for meeting the needs for young people; OTO12 – To ensure that

the vitality and viability of the local shopping centres is maintained and enhanced; OTO16 – To reduce current deficiencies and issues of poor quality open space and outdoor sports facilities; OTO22 – To ensure all development is constructed in accordance with the latest environmental standards.

5. A number of town centre uses have been proposed as part of the new Shrewsbury Street community village, including the Pharmacy (A1); Café (A3) and the Social Enterprise Units (A1 or B1). Although only part of the application site has, at present, been included within the revised Local Centre boundaries shown on the draft Land Allocations Plan, it is accepted that the applicant need not undertake a Sequential Test in relation to town centre uses at this location. This is due to the nature of the scheme, with its integrated and ancillary retail uses, and its relationship to the existing and proposed Local Centre, and the wider locality generally.
6. Overall the proposed scheme is considered to be in accordance with Development Plan policy with respect to its efficient use of previously developed land; sustainable location; and contribution towards meeting the needs of the elderly. The benefits of meeting a number of the identified Old Trafford Place Objectives, and enhancing the quality of a Priority Regeneration Area generally are also recognised. Therefore the principle of the proposed development is considered to be acceptable and a further assessment shall now be made against the various tests identified within Policy L7 – Design of the Core Strategy.

## PRINCIPLE OF DEMOLITION

7. As identified above, all of the built-form currently within the site is set to be demolished to facilitate its comprehensive redevelopment. With the exception of the Victorian Parish Offices, all of the existing buildings date from the 1970's onwards and are considered to display a low level of architectural merit; indeed it could be argued that the community centre, for example, actively detracts from the character of the area and therefore there are no objections to the clearance of the site and subsequent introduction of a more considered development. The acceptability of demolishing the Parish Offices is discussed within the 'Heritage' section of the report below.

## RESIDENTIAL AMENITY

### Impact of the development on existing, surrounding residents

8. The application site is bound on three sides by residential properties, most notably along the opposite side of Shrewsbury Street where there is 2.5-storey terraced housing that incorporates living accommodation within its roof-space. The proposed Village Hub replaces a series of relatively low level buildings that are no greater than two storeys high. The proposed Shrewsbury Street elevation provides three floors of accommodation, with extra-care apartments located on each of them, which produces an eaves height of 10.6m and a ridge level of 13.3m. Whilst this aspect of the development will be 3m-4m higher than the facing established houses, it is considered that existing residents of Shrewsbury

Street will not experience an undue level of visual intrusion or overbearing impact as the development has been set well back from the highway (14.4m), resulting in an overall separation of 26.4m. This distance is also sufficient to meet the Council's privacy standards, as set out in its SPG: New Residential Development. These state that three-storey dwellings should retain a minimum of 24m between facing windows. A number of the extra-care apartments include 'winter gardens' on their Shrewsbury Street frontage, which will allow windows to be opened during fine weather to create something akin to a Juliette balcony. Even when the 800mm projection of these additions is taken into account, the relevant guidelines are still met by the development.

9. The gable end to the Shrewsbury Street elevation includes two recessed balconies within it, arranged on the first and second floors. The corresponding gable-end to Lowry Lodge, on the opposite side of Cross Street, does not, however, contain any habitable room windows and therefore there is no danger of its residents being overlooked. Furthermore the semi-private amenity space associated with this apartment block is situated 18m away, at an oblique angle, from the recessed balconies and so this also represents an acceptable relationship when assessed against the Council's privacy standards.
10. The new church has been sited 18.4m away from the facing windows to apartments that sit above the Shrewsbury Street shops. Its south-eastern elevation, which looks out onto the street, contains a number of large windows that serve a series of meeting rooms. Whilst the resulting separation between properties falls slightly short of the Council's privacy guidelines for facing residential properties (21m), it is considered to be an acceptable distance for a non-domestic building, which will not be in constant use throughout the day and night. Therefore there are no objections to this aspect of the development.
11. The proposed Rectory has been sited on a similar footprint to the vacant apartments set to be demolished under this application. As such a number of the remaining houses immediately to the east, relating to Whitchurch Drive, will back onto the Rectory site. Section 12.1 of SPG: New Residential Development recommends that in situations where overshadowing is likely with a main elevation facing a two storey blank gable, a minimum distance of 15 m should normally be provided. This distance is also relevant when assessing a potential loss of light or overbearing impact (SPD4: A Guide for Designing House Extensions & Alterations - Para. 2.17.3). The south-east (side) gable elevation of the Rectory would have no habitable room windows within its first floor and would retain a minimum distance of approx.17m, at first floor level, to the facing dwellings on Whitchurch Drive. Whilst it is acknowledged that the proposed Rectory is relatively tall, this aspect of the development has exceeded the guidelines set out in SPG: New Residential Development and SPD4, and is set further away (by up to 5.5m) from its nearest residential neighbours than the apartment block that currently occupies this part of the site.

12. The series of habitable room windows proposed on the front elevation of the Rectory will retain in excess of 21m to the facing apartments on the opposite side of Shrewsbury Street.
13. The first-floor windows to the east-facing elevation of the proposed Rectory serve non-habitable rooms and would be set back approximately 7m from rear gardens belonging to Whitchurch Drive. This separation, and the installation of obscured-glazing, will be sufficient to prevent occupants of these facing properties from experiencing an undue loss of privacy. A ground-floor window would, for the most part, be screened by a new wall/fence that will form the shared boundary between the Whitchurch Drive properties.
14. It is considered that a reasonable level of amenity will be afforded to occupants of the proposed Rectory. Those windows to the rear of the Whitchurch Drive properties that back onto the Rectory site will be approximately 10m away from its common boundary, which is considered to be sufficient to prevent them from unduly overlooking the proposed private garden area. Whilst the new church would extend past both the front and rear elevations of the Rectory, a reasonable separation has been retained between them (3m-4.1m) and it is recognised that the two sites are intrinsically linked to each other.

#### Level of amenity and facilities afforded to prospective residents of the development

15. Typically the principal objective for modern extra-care accommodation is to provide flexible living space for (generally elderly) residents so that they can retain a degree of independence and home ownership, and remain part of the community whilst still being able to access care and assistance quickly when required.
16. This development proposes 81 individual apartments, each of which is considered to be of a good size, with separate kitchen and living rooms provided, along with a bathroom and bedroom(s). Windows are large and well-proportioned. Winter gardens have been provided for 31 of the units, with two of these also benefitting from a large recessed balcony. The four ground-floor apartments fronting onto Shrewsbury Street have their own garden area along this frontage. Within the wider building, laundry and kitchen facilities, a communal lounge, and staff and guest accommodation have all been included to serve the residential element and provide varying degrees of support to its residents when required. Furthermore residents would have access to the full range of community facilities, including the health services, that are proposed elsewhere within this building. A 276sqm area of garden space has been shown on the first-floor decked area as being accessible solely to residents of this scheme for available for sitting out on. As such it is considered that the extra-care aspect of the development will provide a good quality of living for its occupants, including for those who are dependent on some level of care being provided.

17. Within the development itself, a generous separation of 29.2m has been shown between facing apartment windows across the inner courtyard. On the second-floor there are courtyard-facing apartment windows in close proximity to each other where the building turns 90° to address the next highway. However views of neighbouring flats will only be possible at an oblique angle and the communal nature of the residential development means that privacy standards for relationships within it can reasonably be relaxed to a degree. For this same reason there are no objections to the inclusion of kitchen windows to the extra-care units that will face onto and across their internal corridors.
18. The proposed first-floor landscaping plan shows that three of the apartments, located within the Clifton Street wing of the Village hub, will directly adjoin the communal garden area open to the public at what is effectively courtyard-level. The submitted plan indicates a 3m deep and 22m wide 'buffer' of shrub planting between the windows associated with these flats and the main area of communal paving. Taller planting will be strategically placed to block direct views into neighbouring apartments, whilst still providing residents with an outlook across an oblique angle. A low wall would enclose this planting area to provide a clear boundary between public and private space.
19. The Environmental Noise Impact Assessment submitted with the application shows that external noise intrusion to the proposed residential accommodation can be kept to a 'reasonable' level (as defined within BS 8233 -1999) so long as standard thermal double glazing and ventilation openings are employed throughout. The same report suggests that the noise generated by any fixed plant associated with the development can be suitably controlled with a condition that prohibits it from exceeding 35dB(A) between 0800 and 2000 hours, and 30dB(A) at all other times, when rated in accordance with the relevant standards (BS 4142 - 1997). The Council's Pollution and Licensing Officers are satisfied with the conclusions and recommendations set out within the Noise Impact Assessment and as such there are no objections to this aspect of the scheme.
20. The proposed Village Hub is set to be open seven days a week, between the hours of 08:00 and 22:00, although a number of the community uses, including the health service, would not be available for use by the public on a Sunday. Providing that appropriate conditions relating to restrictions of use (particularly those with a D1 Use Class) are attached to any permission, these opening hours are considered to be appropriate as they do not extend into the night-time, and relate to uses that should not generate a significant level of noise or disruption to residential amenity.

## DESIGN AND STREETSCENE

21. The Design and Access Statement explains that the layout of the community village building was largely dictated by the desire to integrate the development into its surroundings by following the historic footprints of the original streets on the site, something which will ensure that the built form properly addresses each of the surrounding roads. Those buildings that currently occupy the application

site, most notably the community centre, pay no reference to the surrounding context or streetscenes, and as such a clear departure from the current site layout is considered to be appropriate.

22. The applicants have identified the row of Victorian terraces fronting Shrewsbury Street as a neighbouring development of good urban quality, and have stated that in order for the proposed building to be well received it must reference these terraces, as well as acknowledging the positive aspects of the wider fabric of buildings.
23. The decision to adopt a gabled-form for each of the three wings to the village hub is welcomed, as it responds closely to the local vernacular. Whilst each arm is taller than its surrounding neighbours, it is considered that the generous separation distances retained between buildings across each highway provides sufficient respect to their lower scale, and so does not result in a development that appears out of character with the surrounding area. Where the development steps up to four-storeys it is confronted only by playing fields and therefore an increased presence across this open area is accepted. The use of adjoining pairs of gables for some of the wings ensures that the scale of the building, and in particular their roofs, does not become overbearing. It also provides an opportunity to break up the massing of the resulting gable-ends below.
24. With respect to the design rationale that has been adopted for each arm of the Village Hub development, it is clear that the Shrewsbury Street elevation has been designed to represent a contemporary take on the attractive Victorian vernacular of the terrace opposite it. This is considered to be the most prominent frontage to the application site, due to the range of surrounding uses and number of vehicle/pedestrian movements along the street, and therefore it is important that this aspect of the building achieves a high standard of design. The colour and proportions of the facing dwellings has been closely replicated within the upper two floors of the proposal, which will be finished in a matching soft red brick. The darker brick to the ground-floor ensures that this level sits within the streetscene more quietly. Various vertically-aligned architectural features can be found within the existing Shrewsbury Street terrace, which were seemingly used to delineate the individual housing units and break up the long expanse of its street frontage. This technique has been successfully employed on the corresponding façade of the new building, through the use of zinc-clad winter gardens, rainwater goods and using the proportions and alignment of the windows. The addition of red-brick chimneys/vents serve to punctuate an otherwise unbroken expanse of roof-line. It is considered that these features serve to create an elevation that provides the required degree of rhythm and visual interest for a development of this scale and prominence, whilst also acknowledging its immediate context in an appropriate manner.
25. The applicant has explained that their aspiration has always been to largely preserve the residential character of Shrewsbury Street and to convert the other primary road, St. Brides Way, into a community square that provides access to the new and replacement community facilities along a single street. To



distinguish this arm of the building as being for civic use, an alternative facing material has been proposed, namely copper-coloured zinc cladding. The gabled-form of the community hub cantilevers out past the Shrewsbury Street building line to increase its visibility within the community, whilst the three-storey void above the main entrance is designed to break up the elevation and create a welcoming and clearly legible approach to the civic centre. It is considered that the juxtaposition between the Shrewsbury Street and St. Brides Way gables has been well-managed, and the use of zinc cladding is accepted given that the opposing side of the street is also being redeveloped in a similar manner, and that this material has been used effectively on the other two wings of the building too. The windows to the upper floors are of a good size, relate well to those on the other elevations, and again contribute positively to creating a sense of rhythm along this façade. Large expanses of glazing have been proposed at ground-floor level for the café and library areas. This should facilitate the creation of an active frontage at this junction, particularly when combined with the social enterprise units that front onto Shrewsbury Street. Further along St. Brides Way, a dark brick has again been used for the proposed pharmacy and enclosed play area to break up the overall massing of the building.

26. The gable-end of the Clifton Street wing, the tallest of the three at four-storeys, is set to make provision for a three-storey high community art wall, framed by a rendered profile of the building. This is a feature that is certainly welcomed. Render forms the principal material finish to this arm of the village hub, with the zinc cladding again used to highlight the winter-gardens, some of which extend down over three floors. The Design and Access Statement explains that this elevation has little immediate context to respond to and so its choice of primary facing material has been influenced by the five 15-storey tower blocks that make up the Hullard and Tamworth estates. These are clearly visible across the playing fields to the north and north-east respectively. This aspiration to link the development with the wider Old Trafford Masterplan (and developments that were also carried out by Trafford Housing Trust) is acknowledged and considered to be appropriate given that the materials proposed to the roof; ground-floor; and winter gardens also feature on its other frontages. The Clifton Street elevation has been designed to be the servicing side of the development, however the use of winter gardens and of colonnades and expanses of glazing at ground-floor level, has ensured that the scheme does not unduly turn its back on the highway.
27. The three internal courtyard elevations would be finished with white render. The applicant considers this to be an intentionally minimalist finish that will tie the courtyard together and allow good quality landscaping to be the main focus of attention. It is considered that the internal elevations will not be clearly visible from the surrounding streets, including Cross Street (when at ground level), and therefore there is no objection to the more simplistic design approach adopted here.
28. Overall it is considered that the three outward elevations, whilst distinct in their primary external finish, will be adequately held together by the common gabled form proposed for each wing, and the palette of supplementary materials that will be used across the scheme. As a result it is considered that the building achieves

a high quality of design which, it is hoped, will be sufficient to realise the applicant's aspirations of it acting as a catalyst for change in this area.

29. The proposed, replacement church occupies a square footprint at the junction of Shrewsbury Street and St. Brides Way. Its design (following a series of amendments) has been heavily influenced by the facing Village Hub proposals, with two distinct double-storey wings addressing each of the highways. The eaves and ridge lines to the Shrewsbury Street frontage have been staggered so as to break up its massing. At the main corner of the building, a projecting gable feature would cantilever over the reception below, which is enclosed by a glazed façade that sweeps round in a curve to echo the street corner. The highway-facing elevations would be finished in zinc cladding and red brickwork to match the civic element and Shrewsbury Street frontage of the village hub respectively. Coloured glass, patterned brickwork and signage have been proposed in an effort to add an extra level of visual interest. Crosses have been highlighted in brickwork and glazing on each of the three gable-ends to the church. Tucked within the internal envelope of the 'L'-shaped wings is the main worship space. Large expanses of glazing on its northern elevation allow light into the church, whilst its western elevation is principally decorated with patterned brickwork. The garden space to the rear (north) of the church would be enclosed by a 2m high brick wall, with short sections of railings included to provide glimpsed views.
30. The functional layout of the church has produced elevations that present unusual window arrangements towards the streetscene, particularly at ground-floor level where kitchen and toilet facilities are proposed inside. Whilst some level of visual interest has been achieved, through the use of interchanging materials, signage, and patterned brickwork, it is considered that this element of the proposals falls short of achieving the same level of design quality as that displayed by the new Village Hub. Therefore further amendments to the external elevations of the church will be sought and reported upon within the Additional Information Report.
31. Whilst the new Rectory is intended to have close operational links with the adjacent church and Village Hub, its proposed design is more in-keeping with the surrounding Victorian terraces by virtue of its primary function as a dwellinghouse. The property has been sited within a generous plot that has been well setback from the highway. Its proportions and principal elevation closely follow those of No's 112-114 Shrewsbury Street, which stand at the junction with St. Bride's Street. More specifically, features found on the nearby terrace such as a second-floor gable, ground-floor projection, gauged brickwork and cambered arched windows, have all been replicated on this development. The proposed integral garage has been incorporated as a lean-to addition that is set-back from the ground-floor frontage. The remaining three elevations are considered to be less prominent and have been adequately designed. It is therefore considered that the proposed Rectory would blend-in with, and indeed complement, the established character of neighbouring dwellinghouses in terms of its proportions, design and materials.

32. This development sees three new buildings, of varying massing, design and alignment, introduced into the Shrewsbury Street streetscene. The building line to the new Village Hub broadly follows that of Lowry Lodge whilst its design and massing (as already reported) is considered to adequately respond to its immediate context. The new church has been sited much closer to the highway (5.5m setback) than either of its proposed neighbours, an approach that is considered to be appropriate given that it still retains a reasonable pavement frontage and that this is a community use deserving of a clear presence within the local area. This building will achieve a clear association with the Village Hub through its form and materials. The Rectory building displays a more traditional style and appearance than those either side of it, however its scale is commensurate with them and its design is still reflective of other properties in the immediate context. Its siting does not follow the building-line set by the remaining houses to the south-east because, in this instance, it is considered more important to achieve the necessary privacy standards. Overall it is considered that the proposals will contribute towards significantly improving the quality of the Shrewsbury Street streetscene.
33. The comprehensive redevelopment of the site has allowed landscaping to form an integral part of this scheme. Each arm of the Village hub building has been set well away from its adjacent highway, which has created ample space for the provision of new tree planting, bench seating and a series of planting beds. The landscaping plans also indicate that the footways along St. Brides Way will comprise of patterned/alternative coloured hardsurfacing, designed to create a pedestrian-friendly civic space between the community hub entrance and the facing church. Along Shrewsbury Street a softer frontage has been created through the introduction of fruit trees set within panels of groundcover planting. It is considered that the landscaping proposals for the areas that surround the Village hub are generally of a good quality; however landscaping conditions should still be attached to any approval of planning permission to secure the required level of detail.

## HERITAGE

34. All of the buildings set to be demolished to facilitate this scheme date from the 1970's onwards, with the exception of the late-Victorian Parish Offices that once served as the Rectory to the original St. Brides Church on this site. This property is considered to possess a degree of local interest and architectural merit, and as such the applicants have produced a short statement that seeks to examine its significance, and justify its demolition. It states that the Parish Offices contain a number of attractive stone and terracotta features within its elevations, including a Latin inscription positioned above its Clifton Street entrance, and two oeil-de-boeufs (oval windows). Inside the building are artefacts that were saved from the demolition of the original St. Brides Church, including its bell and a stained glass window.

35. The submitted heritage statement states that although pleasant in appearance, the former Rectory does not have the same level of classic proportion and ordered window placement as other examples in the area that date from a similar period. It goes on to state that whilst the demolition of this building is regrettable, it is no longer fit for purpose and has lacked any real relationship to surrounding buildings in the area following the demolition of the Victorian church. Its siting (along with the other church buildings) in the middle of the application site necessitates its removal to unlock the wider area. Its retention would, as a result, split the proposed community facilities into two poorly connected buildings at either end of the application site.
36. Paragraph 135 of the NPPF states that 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 affect, directly or indirectly, 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.
37. The assessment and justification contained within the Heritage Statement are accepted, and it is considered that any harm to the local area that might result from the loss of the Parish Offices will be significantly outweighed by the various benefits associated with the holistic redevelopment of the whole application site, to create a range of modern residential and community facilities. Notwithstanding this, the applicants have indicated that they would want to retain and re-use all of the features of significance that have been referenced above, along with the '1878' & '1991' date stones that form part of the Church Hall's frontage. This commitment is welcomed, and is something that should be secured by condition.
38. Included within the 1970's programme of 'slum clearance', which made way for the existing community centre and surrounding social housing, was Barrett Street. This ran north-westwards from Cross Street to Hullard Street. The internationally acclaimed artist L.S. Lowry was born at No.8 Barrett Street in 1887 and a blue plaque has been affixed to the community centre, facing Shrewsbury Street, to recognise this. The applicants have confirmed that this blue plaque will also be retained and included within the current proposals.

## ARBORICULTURE & ECOLOGY

39. The application site, as existing, is not heavily populated with trees. Clusters of trees exist within the grounds of the Victorian Parish offices, and towards the northern corner of the former Isobel Baillie Lodge site, whilst individual trees are dotted along the Shrewsbury Street frontage. The submitted Arboricultural Survey indicates that the street trees will be retained as part of the proposals, however the majority of the remaining stock will be removed to facilitate the construction of the new buildings (four small groups of trees and 13 individual specimens). The report concludes that mitigation in the form of tree planting has the potential to result in a small net gain to the long-term tree cover within the site.

40. The Council's Arboricultural Officer has noted that the most notable specimens found within/adjacent to the site will be retained, thus minimising the potential loss of visual amenity. The proposed landscaping plans indicate that 60 new trees would be provided within the application site at ground level, whilst a further 18 small orchard trees would be included within the amenity space to the first-floor courtyard. The publicly accessible courtyard would also be supplemented by an area of green wall across the south-eastern elevation of the dividing corridor. This provision falls well short of that recommended within Table 3.3 of the Council's Revised SPD1: Planning Obligations (2014), however the limited number of trees currently on the site are acknowledged, and it is recognised that tree-planting has formed an integral part of the scheme where all available opportunities have been taken to green-up public spaces and amenity areas. On this basis there are no objections to the level of proposed tree planting for this development. It is however recommend that all the proposed trees, with the exception of the orchard and pleached trees, are supplied as Extra-heavy Standard trees (14 to 16 cm stem circumference, measured at 1 metre from soil level). Extra-heavy Standards are Advanced Nursery Stock (ANS) trees that will have some immediate impact upon the street scene at planting time and would be less prone to vandalism than lighter nursery stock.
41. The publicly accessible courtyard garden area measures 768sqm and includes orchard tree planting, bench seating and a pergola with climbing plants. It is hoped that this will create a pleasant place for visitors to the community hub to wait or sit out in, and an attractive outlook for residents of the surrounding extra-care apartments also.
42. An Extended Phase I Habitat Survey has been produced, and supplemented by a Daytime Bat Survey. These confirm that no evidence of bat roosting has been found within the buildings set to be demolished, or the three bat roosting boxes within trees earmarked for removal on the Isobel Baillie Lodge site. An addendum report however recognises that common Pipistrelle bats have been present in this area previously, and therefore these roost boxes have been relocated to an adjacent multi-stemmed tree that is set to be retained as part of the development. On this basis GMEU have expressed no concerns with the scheme, but requested that all tree and vegetation clearance take place outside of the optimum bird nesting season (March – July inclusive).

## CRIME AND SECURITY

43. A number of measures have been incorporated into the design of this development, in consultation with GM Police: Design for Security, in an effort to minimise opportunities for crime and anti-social behaviour. These include the formation of an area of defensible space around the ground-floor flats fronting Shrewsbury Street, and the installation of 1.8m high boundary treatments to enclose the garden area adjacent to Cross Street as well as those associated with the Rectory and the Church. The eaves height to the single-storey Pharmacy has been raised to 4m to deter people from using it to access upper-floor windows, and railings are set to be installed along the northern edge of the community car park to restrict access whilst maintaining surveillance. Access for

the public into the courtyard garden will be restricted to during the hours that the community hub is in operation, and will only be achieved via the main reception area.

44. The Crime Impact Statement, prepared by Greater Manchester Police, that accompanies the application notes that the proposals will bring additional activity and surveillance to the area. It also supports the proposed access controls that will be employed to prevent unauthorised entry between the publicly accessible hub facilities and the residential elements of the building, along with the courtyard car park also. Initial concerns expressed by Design for Security, relating to the use of recessed entrances and overhanging upper floors, have been adequately addressed by the applicant through the submission of additional information relation to the use of an advanced CCTV system.

## ACCESS, HIGHWAYS AND PARKING

### Car Parking Requirements

45. The Council's Parking Standards indicate that the main Village Hub building should provide parking for 161 vehicles, which can be split as follows for each of the proposed uses:

Extra-care apartments – 50 spaces;

Health-Centre – 72 spaces;

Social Enterprise Units – 10 spaces (based on a worst-case scenario of Class A1);

Activity Hall/Day Nursery – 13 spaces

Library – 16 spaces;

Pharmacy – considered to be ancillary to the Health Centre when both are open to the public, otherwise – 5 spaces;

The café; credit union counter; and changing rooms are all considered to represent ancillary facilities to the main community use of the building.

The Council's Parking Standards indicate that 48 spaces would be appropriate for the proposed church, which is additional to the total referenced above. As a five-bedroom property the Rectory should be able to accommodate three parked cars within its curtilage. The submitted plans indicate five spaces to its frontage which, according to the applicant, will be available for public use/overspill when the church is hosting popular events.

## Car Parking Provision

46. The proposals seek to provide car parking for the development in a number of locations around the site, most notably within a courtyard car park accessed off Clifton Street. The car park has been proposed at surface level, below the proposed first-floor amenity space, and would provide accommodation for 71 vehicles (including five disabled bays). Use of these spaces would be limited to residents of, and visitors to, the extra-care apartments, and all staff that work within the Village Hub. Access would be controlled through the installation of an electronic gate within the Clifton Street façade of the building.
47. Public car parking spaces will be available to visitors of the site within a 'community car park' (32 bays) to its rear, eastern corner, and the new church car park (12 bays) also. This results in an overall provision of 115 spaces. Following amendments to the layout of these two parking areas, these spaces now meet the required Parking Standards with respect to their dimensions, aisle widths and ability to function independently.
48. In addition to the above, the proposals also look to create some on-street parking laybys, although these are not dedicated to the development and can be used by residents or other visitors to the area. 10 spaces are to be provided on Clifton Street, 13 spaces on Shrewsbury Street and 4 spaces on St Brides Way.

## Assessment of Car Parking Provision

49. The applicants transport consultant has provided a discussion note that provides assessments of car parking accumulation on weekdays and weekends for the uses proposed in the development, with a view to identifying the potential crossover of uses. These assessments have been undertaken during a weekday when the community centre and health elements of the site are to be at their peak usage, and for a Sunday when the Church is likely to be busy.
50. The car parking accumulation on a weekday has been assessed using TRICS data and has modelled the church, health centre, hall, library, social enterprise units and extra care units as all being operational. The assessment has demonstrated that the peak car park occupancy would be between the hours of 10:00-11:00, with 91 vehicles requiring parking.
51. For the weekend, two different assessments were undertaken. The first modelled the church and extra care units as operating simultaneously, which demonstrated that 93 vehicles would require parking during the peak hour of 11:00 – 12:00. A second (sensitivity) test was undertaken which showed the hall and social enterprise units open alongside the church and extra care units. This demonstrated that 97 vehicles would require car parking spaces in the 10:00 – 11:00 period.

52. In order for the application site to provide sufficient parking for the proposed quantum of development, without unduly exacerbating existing on-street parking pressures in the surrounding area, it is considered that all of the uses could not be allowed to operate simultaneously at the peak time. In this instance this is considered to be on a Sunday when the church is expected to be at its busiest.
53. The applicant has confirmed that they would be willing to accept conditions restricting hours of operation on a Sunday for the health services, social enterprise units and library to ensure that adequate car parking is provided for the remaining uses to operate simultaneously. The submitted assessments have included the social enterprise units as operational on a Sunday in the sensitivity test, indicating that they generate a peak occupancy of 3 vehicles. However the applicant has since stated a preference for the pharmacy to remain open on a Sunday, rather than the social enterprise units. The car parking standards indicate that 10 car parking spaces would normally be required for the social enterprise units whereas only five should be provided for when the pharmacy opens on a Sunday independent from the health centre. As such this substitution is considered to be acceptable.
54. On the basis that the above uses (health centre, library and social enterprise units) are restricted on a Sunday, the LHA has accepted the proposed level of car parking at the site.

#### Cycle and Motorcycle Parking

55. In addition to car parking, 44 cycle parking spaces should be provided for the village hub, along with space for 14 motor-cycles. The church should have access to five cycle and two motorcycle spaces.
56. The submitted site plan shows that the village hub would make provision for 36 cycle parking spaces (20 of which would be sited within the undercroft car park) and five motorcycle spaces. No provision at all has been shown for the church. In addition to the required increase in spaces, it is considered that the Sheffield Stands proposed under the overhang of the Clifton Street frontage are unsuitable as they do not benefit from any passive surveillance, whilst those adjacent to the community hub entrance on St. Brides Way must take care not to overhang the highway. This issue will be addressed further within the Additional Information Report, although it could be addressed by condition if necessary.

#### Trip Generation and Air Quality

57. The Transportation Assessment submitted as part of the application included an assessment of likely trip generation once the development has been completed. This assessment has not included the proposed community and library facilities, or the church, as they were existing uses. A traffic survey was undertaken on local roads during May and the TRICS trip generation data has been added on to this. The results demonstrate that the maximum increase in trips in the weekday AM peak are 48 trips, and in the PM peak 43 trips.



58. The scale of the development and increased number of trips has necessitated an air quality assessment to accompany the application. An assessment of the significance of change in NO<sub>2</sub> & PM<sub>10</sub> as a result of the proposals has been assessed and the subsequent magnitude of change has been shown to be imperceptible at all receptors within the assessment year.

### Servicing

59. The Transportation Assessment includes tracking of a large car and refuse vehicle in the courtyard car park and on the roads surrounding the site. Amendments have been made to the courtyard car park and therefore this analysis needs to be updated. Further consideration shall be given to this issue within the Additional Information Report.

### Highway Layout / Junction Arrangements

60. As part of the redevelopment of the site, a series of modifications have been proposed to the surrounding highways that enclose it. These include the stopping up of Blair Street so that it can be built over. There are no objections to this proposal in planning terms as it will, in conjunction with the proposed demolition works, unlock the wider application site for development. The applicant will however be required to secure a stopping up order for the extinguishment of Blair Street, achieved through the Town and Country Planning Act 1990, Section 247.

61. The proposals also seek to open up the junction between Clifton Street and St. Brides Way. Currently these highways are divorced from each other by a row of concrete bollards. A prohibition of driving Traffic Regulation Order (TRO), dating from 1979, will need to be revoked in order to allow the road to re-open; however the principle of this modification is supported as it will allow vehicles to circle around the site, albeit as part of a new one-way system that commences north of Hamer Street. Clifton Street would be accessible only from Cross Street, and its highway would be narrowed to a width of 4m where it meets St. Brides Way to enforce this. These modifications will be subject to detailed design, and will need to incorporate appropriate lining and signing. Waiting restrictions (yellow lines) and loading restrictions (yellow blips) may also be required to ensure that the one way stretch is kept clear of parked vehicles.

62. The proposed highway alterations currently show St. Brides Way as being converted into a one-way street between its junctions with Clifton Street and Shrewsbury Street, with no means of access from this latter road. This section of highway, and its corresponding footways, would also be resurfaced to create a more pedestrian friendly environment. Discussions around the acceptability of these measures are on-going and therefore an update shall be provided within the Additional Information Report.

63. It is proposed to install formal on street parking bays alongside the Shrewsbury Street frontage, and on Clifton Street and St. Brides Way too. Whilst there are no

objections in principle to these works, there may be a requirement for the installation of some Traffic Regulation Orders (TRO's) to control parking. It is the LHA's view that it may be beneficial to see what the parking demands in the area are before progressing the relevant TRO and therefore the LHA has requested that the developer pays a TRO retainer to fund their imposition if it is felt that they are needed at a future date. If not spent these funds would be returned to the applicant.

64. Overall it is considered that, If properly restricted, the proposed development will be able to accommodate the likely demand for car parking throughout the week. Subject to some minor additional amendments being made, it is considered that the site can be adequately serviced and that circulation around it will be improved. Therefore the application is considered to be acceptable on highways grounds.

## PLANNING OBLIGATIONS

65. This proposal is subject to the Community Infrastructure Levy (CIL), and where applicable, may be liable to a CIL charge.

66. The series of modifications to the enclosing highway network, that are associated with this scheme, will be funded by the developer and secured as part of a s111 agreement. The agreement will also require a fee that is designed to cover the cost of imposing TRO's (e.g. maximum waiting), should the Council deem them necessary in the future, on the new layby parking spaces proposed along the northern side of Shrewsbury Street, and the southern side of Clifton Street.

## CONCLUSION

67. In conclusion, the proposed development would, following the clearance of the site, make a significant positive contribution towards meeting the housing needs for the elderly in the Borough. It would also noticeably enhance both the quality and quantity of community facilities available to the local population, as well as meeting a number of other identified objectives for this Priority Regeneration Area. The new buildings proposed are considered to be of a high standard of design that, unlike their predecessors, properly address the surrounding streetscenes and provide a welcoming approach to visitors. The site will be well landscaped and an acceptable level of replacement tree planting and amenity space has been secured. The application has adequately demonstrated that there will be no undue impact on residential amenity, ecology or flood risk as a result of the proposals, nor will they increase opportunities for crime and anti-social behaviour. If properly restricted, the proposed development will be able to accommodate the likely demand for car parking throughout the week, and will not generate an unacceptable number of additional trips during the peak hours.

Therefore the development is considered to comply with all relevant Policies set out within the NPPF, the Trafford Core Strategy, and the Council's SPG: New Residential Development and SPD: Parking Standards.

**RECOMMENDATION: GRANT subject to the following conditions:**

**CONDITIONS**

1. Standard time limit;
2. Compliance with all Plans;
3. The extra care apartments shall be let only to applicants aged 55 or over, or by a younger person who has undergone a re-enablement assessment that has identified they have a combination of housing, support and/or care needs, require assistance with their daily care needs, require assistance with their daily living tasks and/or personal care, as identified by an Adult Services Assessment.
4. Materials to be submitted for each phase of development, prior to commencement of that phase (as defined by the submitted phasing plan);
5. Further details of the patterned brickwork/artwork proposed to the new church should be submitted for approval prior to the commencement of any Phase 2 works;
6. Hard and soft landscaping details to be submitted for Phases 2 & 3 of development before commencement of that particular phase;
7. Measures identified within the Arboricultural Report to be adhered to and details of tree protection measures to be submitted prior to commencement of Phase 1 (demolition works);
8. All windows serving a bathroom or WC within any phase of the development shall be fitted with obscured-glazing (minimum of Pilkington Level 4);
9. Details of boundary treatments to be submitted for each Phase of development, prior to commencement of that phase (as defined by the submitted phasing plan);
10. Health Centre to be used as Health Centre and no other use within D1;
11. Opening hours – Health services;
  - (a) 08:00 – 22:00 Mondays – Fridays;
  - (b) 08:00 – 13:00 Saturdays;
  - (c) At no time on Sundays;
12. Day Nursery to cater for no more than 40 children at any one time;
13. Day Nursery Opening Hours:
  - (a) 08:00 – 22:00 Mondays – Saturdays only;
14. Library Opening Hours:
  - (a) 08:00 – 22:00 Mondays – Saturdays only;
15. Social Enterprise Units Opening Hours:
  - (a) 08:00 – 22:00 Mondays – Saturdays only;
16. The proposed health centre shall not exceed 1,020sqm in size;
17. Restriction of use – Social Enterprise Units, as identified on Ground-Floor plan, to be used for A1 (non-food), B1 or D1;
18. No individual Social Enterprise Unit shall exceed more than 67sqm in size;

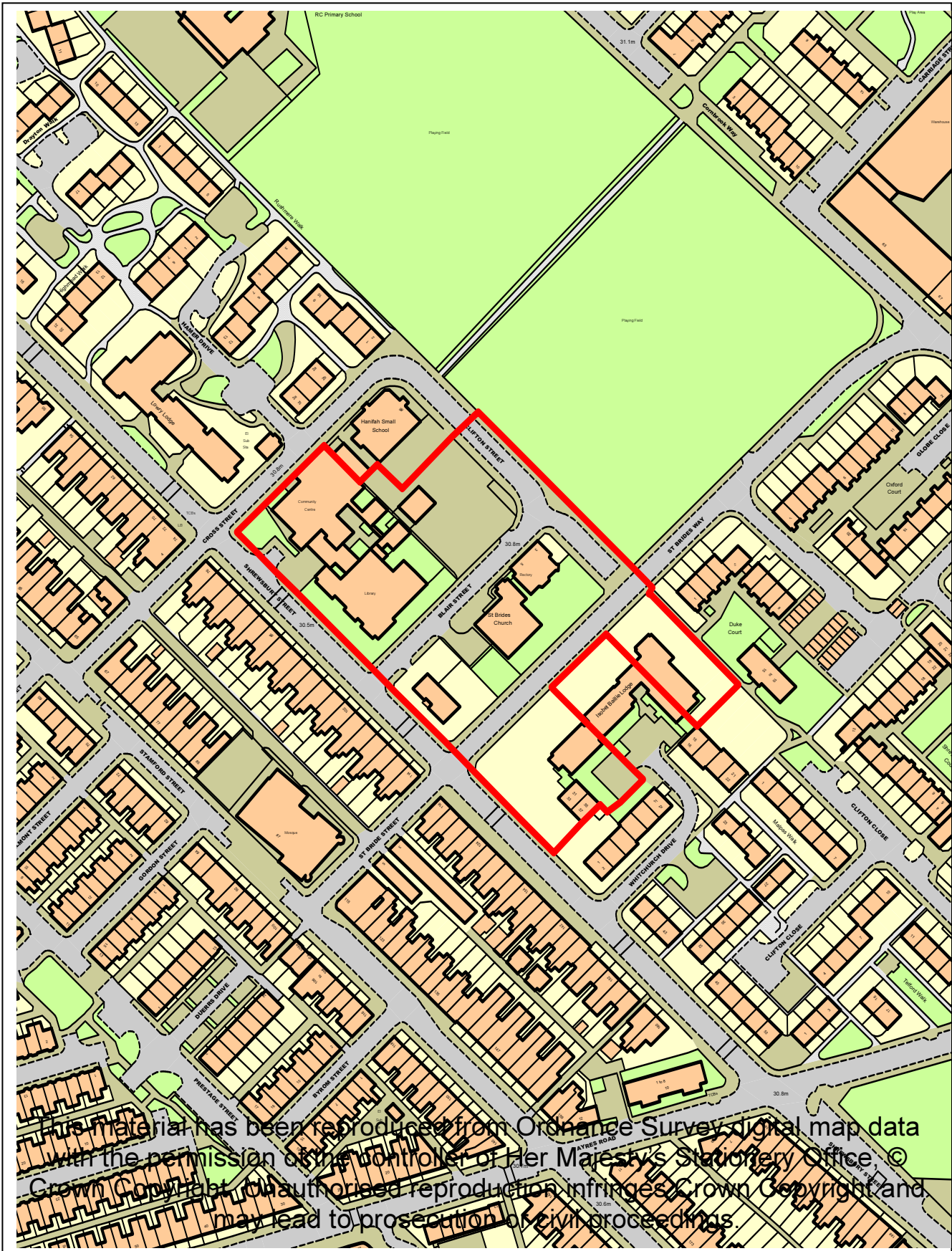
19. Pharmacy and Social Enterprise Units (as identified on GF plan) to be used for A1 non-food purposes only and no other use within A1;
20. Details of cycle parking to be submitted for Phases 2 & 3 of development before commencement of that particular phase.
21. Scheme for temporary provision of car parking for church (Phase 2) to be submitted and agreed in writing, prior to commencement of that phase of development;
22. Provision and retention of parking spaces associated with each phase of development, prior to that phase being first brought into use;
23. Travel Plan, incorporating measures and targets, to be submitted prior to the commencement of each phase of development (excluding demolition), and implemented once agreed;
24. No Phase 2 or Phase 3 development shall commence unless and until full details of how the proposals for that particular phase will meet the requirements of the SFRA have been submitted to, and approved by, the LPA. The details will be implemented in full prior to each phase of new development first being brought into use;
25. The development shall discharge storm water at a peak rate that accords with the limits set out within the Manchester City, Salford and Trafford Level 2 SFRA;
26. Prior to the commencement of any Phase 1 works (demolition), a Construction Management Plan (CMP) covering all phases of development, and setting out measures for the prevention of dust nuisance, shall be submitted to and approved by the LPA. The CMP shall be updated and submitted prior to the commencement of each subsequent phase of development.
27. Prior to Phases 2 or 3 being brought into use, details of all fixed plant equipment associated with that phase shall be submitted and approved in writing by the LPA, including calculations which demonstrate that the cumulative noise, when rated in accordance with BS4142: 1997, will not exceed 35dB(A) between 08:00 to 20:00 hrs, and 30dB(A) at all other times.
28. Prior to the commencement of Phase 1 demolition works, a scheme for identifying those features within the site to be retained and reconstructed within the new development, shall be submitted to, and approved in writing by, the Local Planning Authority. The submitted scheme shall include the retention and re-siting of the blue L.S. Lowry plaque. The development shall be implemented in accordance with these details.
29. No Phase 1 demolition works shall be undertaken until a programme of documentary research and a photographic record of the existing Parish offices have been secured, and approved in writing by the LPA.
30. Obscured-glazing to first-floor windows on eastern elevation of Rectory;
31. Removal of PD rights for Rectory (dormers, two-storey rear extensions);
32. Vegetation and tree removal works shall be undertaken outside of the optimum bird nesting season (March to July inclusive) unless otherwise agreed in writing by the LPA in conjunction with GMEU.
33. Prior to the commencement of any Phase 1 works (demolition), a Management Plan for Wheel Washing of large vehicles shall be submitted to, and approved by, the LPA. The Management Plan shall be updated and submitted for approval prior to the commencement of each subsequent phase of development. The Management Plan shall be implemented throughout the construction process.
34. Prior to commencement of Phase 3 development, a strategy for the treatment of the three-storey gable-end fronting St. Brides Way in the event that it is not

covered by artwork, shall be submitted to, and agreed in writing by, the LPA. The strategy shall include details of design and use of materials.

35. Standard Contaminated Land condition.

JK

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**LOCATION PLAN FOR APPLICATION No: - 83156/FULL/2014**

Scale 1:2000 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

**Top of this page points North**

**WARD: Longford**

**83208/HHA/2014**

**DEPARTURE: No**

**ERECTION OF A PART SINGLE-STOREY, PART TWO-STOREY SIDE AND REAR EXTENSION.**

76 Great Stone Road, Stretford, Manchester M16 0HD

**APPLICANT:** Ms Anne Donnelly

**AGENT:** Artform Architects

**RECOMMENDATION: GRANT**

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**SITE**

The application relates to a post-war semi-detached two-storey dwelling on the south western side of Great Stone Road in Stretford. It is located within a predominantly residential area, comprising similar styled semi-detached properties, and to the south-east of Kings Road. The property backs onto the adjoining Longford Park Conservation Area.

**PROPOSAL**

Following amended drawings being submitted at the request of the case officer, this application now seeks to erect a part single-storey, part two-storey side and rear brick and timber clad extension to form a WC, utility area, and extended kitchen/dining area at ground floor level, and a study, an extended bathroom and a relocated bedroom at first floor level. Windows are proposed to the front, side and rear elevations. The proposal would have a part hipped, part lean-to, and part flat roof.

The application originally included a proposed “granny annex” in the rear garden but this has now been omitted from the proposed scheme. In addition, the two storey element of the extension has been reduced in size and the design has been amended.

The development would occur following the demolition of the existing single-storey outrigger.

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- The Trafford Core Strategy, adopted 25<sup>th</sup> January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The Revised Trafford Unitary Development Plan (UDP), adopted 19<sup>th</sup> June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF; and
- The Greater Manchester Joint Waste Plan, adopted 1<sup>st</sup> April 2012. On 25<sup>th</sup> January 2012 the Council resolved to adopt and bring into force the GM Joint Waste Plan on 1 April 2012. The GM Joint Waste Plan therefore now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The Regional Spatial Strategy for the North West of England, adopted September 2008. The Secretary of State for Communities and Local Government has signaled that it is the intention of the Government to revoke all Regional Spatial Strategies so that they would no longer form part of the development plan for the purposes of section 38(6) of the Planning and Compulsory Purchase Act 2004 and therefore would no longer be a material consideration when determining planning applications. Although the Government's intention to revoke them may be a material consideration in a very limited number of cases, following a legal challenge to this decision, the Court of Appeal has determined their continued existence and relevance to the development plan and planning application decision making process until such time as they are formally revoked by the Localism Act. However, this will not be undertaken until the Secretary of State and Parliament have had the opportunity to consider the findings of the environmental assessments of the revocation of each of the existing regional strategies.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L4 – Sustainable Transport and Accessibility

L7 – Design

R1 – Historic Environment



## **PROPOSALS MAP NOTATION**

Unallocated

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF sets out the Government's planning policies for England and how these are expected to be applied. With immediate effect the NPPF replaces 44 documents including Planning Policy Statements; Planning Policy Guidance; Minerals Policy Statements; Minerals Policy Guidance; Circular 05/2005:Planning Obligations; and various letters to Chief Planning Officers. The NPPF will be referred to as appropriate in the report.

## **RELEVANT PLANNING HISTORY**

None

## **CONSULTATIONS**

**LHA** – Whilst there are parking pressures during the evening and overnight periods on Great Stone Road, in this case it is considered that there is sufficient capacity remaining on this stretch of the road to accommodate one extra vehicle without causing dis-amenity to neighbours.

## **REPRESENTATIONS**

Councillor Lloyd has raised concerns that the proposed development would not be in keeping with the local area, that the proposed 'Granny Annex' is on conservation land, and that not enough consultation has been carried out.

20 letters have been received from surrounding neighbours and users of Longford Park. The main concerns raised include:

- the proposed materials would be out of keeping of character and appearance of property and surrounding properties

- the scale, massing, and design of the proposal would not only be overbearing but out of keeping with the character of surrounding area
- the size and design and positioning of the 'Granny Annex' would be out of keeping with surrounding area, having a negative visual impact on both the gardens backing onto 'Longford Conservation Area' and the park itself
- the 'Granny Annex' would result in overlooking, a loss of outlook to neighbouring properties.
- the 'Granny Annex' would result in a loss of green space
- the proposal would set a precedent for similar development in the future, threatening to erode the sense of character
- the proposal would lead to a loss of light to the habitable rooms and vegetable beds of No. 74 Great Stone Road
- the light emitted from the 'Granny Annex' would create considerable light pollution to No. 74, both creating a nuisance and practically preventing occupier of No. 74 continuing with hobby of astronomy
- the proposal would lead to a loss of spaciousness, blocking views to Longford Park when viewed from Great Stone Road
- lack of consultation carried out, as well as confusion to where to send out objections to
- the proposal would see a large increase in the number of bedrooms and therefore the number of off-road parking spaces required,
- concern that the plot cannot provide the required number of off-road parking spaces, thus putting added pressure on an already burdened on-road parking
- fears that lack of off-road parking could impact on road and pedestrian safety

## **OBSERVATIONS**

### **DESIGN AND APPEARANCE**

1. Paragraph 58 of the NPPF states that *"The Government attaches great importance to the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people"*. Paragraph 64 states that *"Permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions"*.
2. Policy L7 of the Trafford Core Strategy states that *"In relation to matters of design, development must:*

*Be appropriate in its context;*

*Make best use of opportunities to improve the character and quality of an area;*

*Enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works, boundary treatment; and,*

*Make appropriate provision for open space, where appropriate, in accordance with Policy R5 of this Plan”.*

3. Policy R1 states that *“All new development must take account of surrounding building styles, landscapes and historic distinctiveness.”*
4. The two-storey side/rear element of the proposed development would be set back by approximately 3.3m from the principal elevation of the application property at ground floor level and by approximately 5.3m at first floor level. It would project to the side by approx. 1.15m towards its side boundary with No. 78. It would project approx. 3.9m to the rear of the existing dwelling at ground floor level and 2.5m to the rear at first floor level. The single-storey rear extension adjacent to the boundary with number 74 would project 3m to the rear.
5. A minimum distance of 1m would be retained to the side boundary with No. 78, thus ensuring that the site does not appear over-developed or cramped, and retaining the impression of space between the properties.
6. The proposed development is considered to be proportionate to the size of the original dwelling and its two-storey side/rear element would be modest in its side projection, whilst its roof, with a ridge height lower than that of the main ridge line, would be subservient to the original dwelling. The proposed scheme has been amended to reduce the size of the two storey extension and to provide a more traditional design that would be more in keeping with the existing property. The two storey element of the extension would retain a section of flat roof but this would not appear as such from ground level.
7. The hipped roof design of the proposed two-storey side/rear element would have an eaves level equal to that of the existing roof, and is considered to complement the design of the existing roof and surrounding street scene.
8. The single-storey rear element of the proposed development adjacent to number 74 would have a flat roof and its side brick elevations would project a further 0.2m above the flat roof, forming parapet walls.

9. Besides the introduction of timber cladding to the rear elevation, the proposed development would have matching materials to that of the original dwelling. The flat roofs and use of timber cladding are considered acceptable as they would be restricted to the rear elevation and there would therefore be no significant impact in the street scene.
10. Furthermore, following the removal of the “granny annex” from the application, the proposed extensions would be set approximately 25m from the boundary with Longford Park, which comprises a thick privet hedge of over 2m in height. It is therefore considered that there would be no significant impact on the adjoining Longford Park Conservation Area.
11. Following the submission of amended plans, it is now considered that the proposed development seeks to reflect the character of the existing property and the surrounding area in terms of design, materials and scale and would be acceptable in this respect in terms of Policies L7 and R1 of the Trafford Core Strategy and the Council’s SPD4 guidelines.

## RESIDENTIAL AMENITY

### Impact on 78 Great Stone Road

12. Policy L7 of the Trafford Core Strategy states that “*In relation to matters of amenity protection, development must:*

*Be compatible with the surrounding area; and*

*Not prejudice the amenity of the future occupiers of the development and / or occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and / or disturbance, odour or in any other way”.*

13. The two-storey side/rear element of the proposed development would retain a minimum of 1m to its side boundary with No. 78. There would be no habitable room windows introduced to the south-east facing side elevation of the proposed extension. Number 78 has no habitable room windows to its north-west facing side elevation. Whilst number 78 has habitable room windows to its rear elevation, the proposed extension would project no further than 2.5m at first floor level to the rear of the original dwelling, thus meeting the guidelines for two storey rear extensions in the adopted SPD4 (1.5m plus the 1m gap to the boundary): The single storey element would also comply with the SPD4 guidelines (3m plus the 1m gap to the boundary). Furthermore, number 78 has an existing detached single-storey outbuilding set back approximately 1.5m to the rear of the main dwelling, 8m in length and forming part of the side boundary to No. 76. As such it

is not considered that the proposed extension would be overbearing, overshadowing or lead to a loss of privacy to number 78.

#### Impact on 74 Great Stone Road

14. The two-storey rear element of the proposed development would retain a distance of approx. 3.5m to its side boundary with number 74, whilst the proposed single-storey rear element would project a maximum of 3m to the rear of the original dwelling, which would comply with the guidelines as set out in SPD4. As such, it is considered that the proposed extension would not be overbearing, overshadowing or lead to a loss of privacy to number 74.
15. It is therefore considered that the proposed extension would be acceptable in terms of residential amenity. It is recommended that a condition should be attached removing permitted development rights for first floor windows in the side elevations of the extensions to prevent undue overlooking to neighbours.

#### HIGHWAY SAFETY AND PARKING PROVISION

16. The space at the front of the existing property does not currently provide any off-road parking spaces that would meet the Council's standards in terms of dimensions, although it is recognised that in practice it would be possible to park at least one modest sized car on this frontage. The space at the front of the property would remain unchanged following the extension.
17. The proposed accommodation has been significantly reduced with the omission of the "granny annex" and the reduction in size of the two storey extension. Nevertheless, while the drawings indicate that there would be no additional bedrooms as a result of the proposed development, the proposed study at first floor is considered large enough to be used as a bedroom in the future. As such, it is considered that the proposed development would potentially result in the number of bedrooms increasing from 3 to 4. The Council's adopted Supplementary Planning Document SPD3: Parking Standards and Design (February 2012) indicates that 3 off-street car parking spaces would normally be considered appropriate for a 4 bedroom property compared with 2 spaces for a 3 bedroom property.
18. The SPD3 standards therefore suggest that the proposed extension would potentially generate the need for one additional car parking space and could therefore result in one additional car being parked on the road in the vicinity of the application site. Concerns have been raised by objectors in relation to the proximity of the property to the junction with Kings Road, however, there are double yellow lines immediately in front of the property, restricting parking near

the junction and thus alleviating any concerns in terms of highway safety. It is also necessary to consider the impact of on-street parking on residential amenity. It is noted that, in relation to the originally submitted plans which included the "granny annex", a significant number of objections were received from nearby residents on parking grounds. However, a night time site visit was carried out by the Local Highway Authority to assess the level of on-street parking along Great Stone Road. Following this site visit, the LHA has concluded that, whilst there are parking pressures during the evening and overnight periods on Great Stone Road, in this case it is considered that there is sufficient capacity remaining on this stretch of the road to accommodate one extra vehicle without causing disamenity to neighbours. It is therefore considered that the proposed extension would be acceptable in terms of parking provision.

## **CONCLUSION**

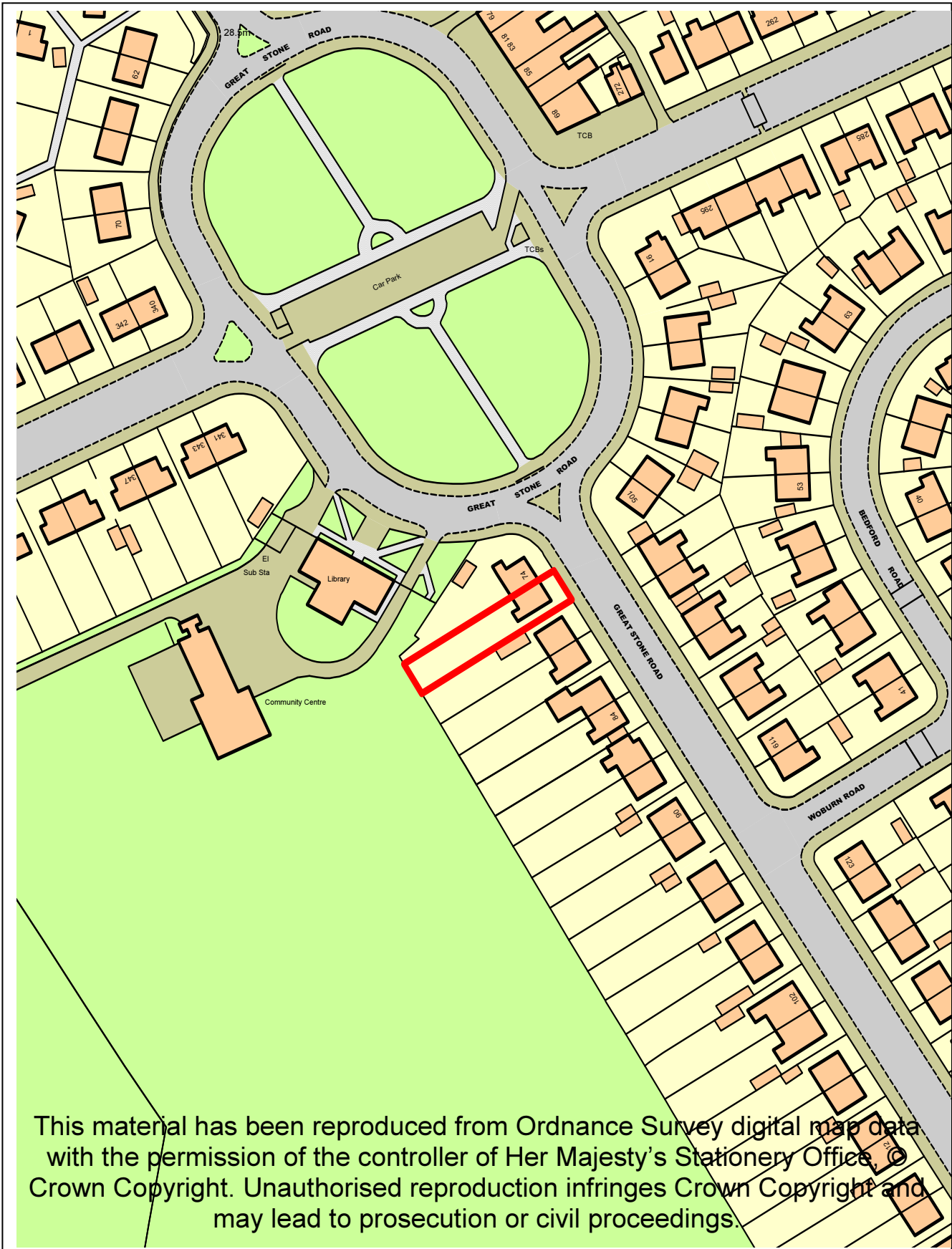
19. It is considered that the proposed extension, as amended, is acceptable in terms of design and visual amenity, impact on the Longford Park Conservation Area, residential amenity and highway safety. As such it is recommended that planning permission should be granted, subject to conditions.

## **RECOMMENDATION: GRANT**

1. Standard time limit;
2. Compliance with amended plans;
3. Materials
4. Removal of permitted development rights for the insertion of first floor windows in the side (north-west and south-east) elevations of the extension

BB

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**LOCATION PLAN FOR APPLICATION No: - 83208/HHA/2014**  
Scale 1:1250 for identification purposes only.  
Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH  
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**RETROSPECTIVE APPLICATION FOR REPLACEMENT TIMBER SASH WINDOWS, REPLACEMENT FRONT DOOR AND REPLACEMENT RENDER STRIP TO LOWER FRONT ELEVATION.**

2 Wellington Place, Altrincham , WA14 2QH

**APPLICANT:** Mr Howard Lee

**AGENT:** Linberg Design Associates Limited

**RECOMMENDATION: GRANT**

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**SITE**

Two storey mid terrace property located on Wellington Place to the south west of Altrincham town centre and within The Downs Conservation Area. The area is predominantly residential and Wellington Place comprises two terraces of mid-nineteenth century dwellings. There are similar terraced properties to either side and semi-detached dwellings on New Street to the rear.

This part of The Downs (sub-area A) is described in the Planning Guidelines as having some of the earliest development probably due to its situation close to the centre of Altrincham. The area consists of a series of mainly narrow residential streets radiating out from the centre, with small to medium sized properties often terraced and in red brick. It notes the area has an appeal from the consistency and pleasant proportions and detailing of the buildings and their stone or brick front garden walls.

There is an Article 4 direction affecting this property made in 1995. This means that permission must be obtained for:

- The enlargement, improvement or other alteration of a dwellinghouse. (This includes all extensions, windows, doors, cladding, and dormers.)
- The erection or construction of a porch outside any external door of a dwellinghouse.
- The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure.

It was noted at the time of the site visit that the works applied for in this application have already been carried out.



## **PROPOSAL**

Retrospective application for replacement timber sash windows, replacement front door and replacement render strip to lower front elevation.

The plans have been amended at the request of Council officers to remove proposed timber fencing, bin enclosure and log store to the front of the property which had not been erected.

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.
- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26<sup>th</sup> April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L7 – Design

R1 – Historic Environment

## **PROPOSALS MAP NOTATION**

Conservation Area

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

ENV21 – Conservation Areas

## **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF will be referred to as appropriate in the report.

## **RELEVANT PLANNING HISTORY**

83290/HHA/2014 - Retrospective application for replacement UPVC sliding sash windows to first floor rear elevation, replacement render to part rear elevation and new render to part rear elevation and side elevation of outrigger – Refused 14th August 2014 for the following reason:

*'The replacement UPVC sliding sash windows to first floor rear elevation and replacement render to part rear elevation and new render to part rear elevation and side elevation of the outrigger harms the significance of 2 Wellington Place, a heritage asset, and subsequently the character and appearance of The Downs Conservation Area. In particular as a result of the loss of the existing timber sliding sash windows and the design, material and location of the replacement UPVC windows and the alteration of historic brickwork with the application of cementitious render in terms of its material, location and loss of architectural detailing the development fails to preserve or enhance the character and the appearance of The Downs Conservation Area and would fail to make a positive contribution to the character and distinctiveness of the historic environment. As such the proposal is contrary to Proposal ENV21 of the Revised Trafford Unitary Development Plan, Policies L7 and R1 of the Trafford Core Strategy; the Council's approved Planning Guidelines for the Devisdale Conservation Area and for Designing House Extensions & Alterations and is contrary to national guidance as set out in the National Planning Policy Framework regarding the need to better reveal significance of heritage assets.'*

82242/HHA/2014 - Erection of single storey infill extension to rear following removal of existing single storey infill extension, installation of 1 no. rooflights and 1 no. dormer window to rear elevation and formation of enlarged lightwell to front – Refused March 2014

81802/HHA/2013 - Erection of single storey infill extension to rear following removal of existing single storey infill extension, installation of 2 no. rooflights to rear elevation and formation of enlarged lightwell to front – Approved Dec 2013

## **CONSULTATIONS**

None

## **REPRESENTATIONS**

**Neighbours:** - Comments received from the occupiers of 7 adjacent properties and the Bowdon Downs Residents' Association summarised as follows:-

- Object to the addition of proposed fences, bin and log stores to the front of these charming 1850's cottages
- Residents have softened the parking areas created on the front gardens through the use of green boundary planting. The insertion of fixed structures to the front of the properties would be out of character and detrimental to the streetscene and would set a precedent.
- The fencing would serve not practical purpose as the front garden areas are not large enough to accommodate 2 cars even with fencing to hold the hedge back.
- The fencing raises party wall issues
- There is room to store bins on the alley to the rear although a locked gate has now been fitted behind this property which essentially precludes pedestrian access to the rear of this and adjoining properties which appears to contravene a previous permission.
- Object to the replacement door, the original door should be retained as it matches the others. The latest door has a large metal knob which is out of keeping and should be replaced.
- It is not clear if the proposals would impact on the tree at the front of the property between No's 2 and 3
- The original timber sash windows should also be retained with their original early Victorian glazing bars which match the neighbouring properties.
- The proposals would make the property far more modern and urban in appearance defeating the purpose of living in in a heritage asset in a Conservation Area.

## **OBSERVATIONS**

### IMPACT ON CONSERVATION AREA / DESIGN

1. The property is within The Downs Conservation Area and all development is required to preserve or enhance the character and appearance of the area. Policy R1 (Historic Environment) of the Core Strategy requires all new development to take account of surrounding building styles, landscapes and historic distinctiveness. It states developers must demonstrate how the development will complement and enhance the existing features of historic significance including their wider settings, in particular in relation to conservation areas, listed buildings and other identified heritage assets. Policy L7 is also relevant and states that in relation to matters of design, development must be appropriate in its context; make best use of opportunities to improve the character and quality of an area; and enhance the street scene or character of the area by appropriately addressing scale, density, height, massing, layout, elevation treatment, materials, hard and soft landscaping works and boundary treatment.
2. There is an Article 4 direction affecting this property made in 1995. This means that many "permitted development rights" have been withdrawn, and alterations that could normally be undertaken without planning permission now need consent.
3. Under the Town and Country Planning (General Permitted Development Order) 1995, the classes of permitted development that have been withdrawn are:

Schedule 2 Part 1 Class A and D and Part 2 Class A

This means that permission must be obtained for:

- The enlargement, improvement or other alteration of a dwellinghouse. (This includes all extensions, windows, doors, cladding, and dormers.)
- The erection or construction of a porch outside any external door of a dwellinghouse.
- The erection, construction, maintenance, improvement or alteration of a gate, fence, wall or other means of enclosure.

4. SPD 4: A Guide for Designing House Extensions and Alterations requires extensions to reflect the character, scale and form of the original dwelling by matching and harmonising with the existing architectural style and detailing and the SPD sets out specific guidance relating to these areas.

5. Many of the concerns raised by objectors relate to the timber fencing, log store and bin enclosure that was originally proposed as part of this application. Following concerns raised by Council officers in relation to these aspects of the proposal, the proposed structures have now been removed from the application.
6. The amended application therefore now relates to the retention of a replacement front door, timber sash windows and render strip to lower front elevation. It is considered that the retention of the original features would be preferable and it is regrettable that the applicant has disposed of these. Permission is sought to replace the existing door with a similar 6 panelled painted timber door, similar to that present at 1, Wellington Place. It is considered this is acceptable subject to a condition requesting details of the proposed door furniture.
7. With regard to the replacement windows at ground floor and first floor, this work has already been undertaken. The applicant has sought to replicate the previous windows by installing 12 pane timber vertical sliding sash windows painted white. It is noted that some attempt has been made to replicate the traditional profile and arrangement of glazing bars despite the installation of slimlite double glazing. Without the benefit of inspecting the previous windows it is difficult to assess the impact on the existing property of this aspect of the works. On balance therefore it is considered that the replacement windows are of a sufficient quality and appearance which minimise the harm to 2, Wellington Place and the unified appearance of the historic terrace.
8. The application also seeks the replacement of a painted rendered plinth to the front elevation with through colour render. It is considered that as this work includes the replacement of an existing feature which covers a small area partially below ground level, there is no adverse impact on the appearance of the application property.

#### IMPACT ON RESIDENTIAL AMENITY

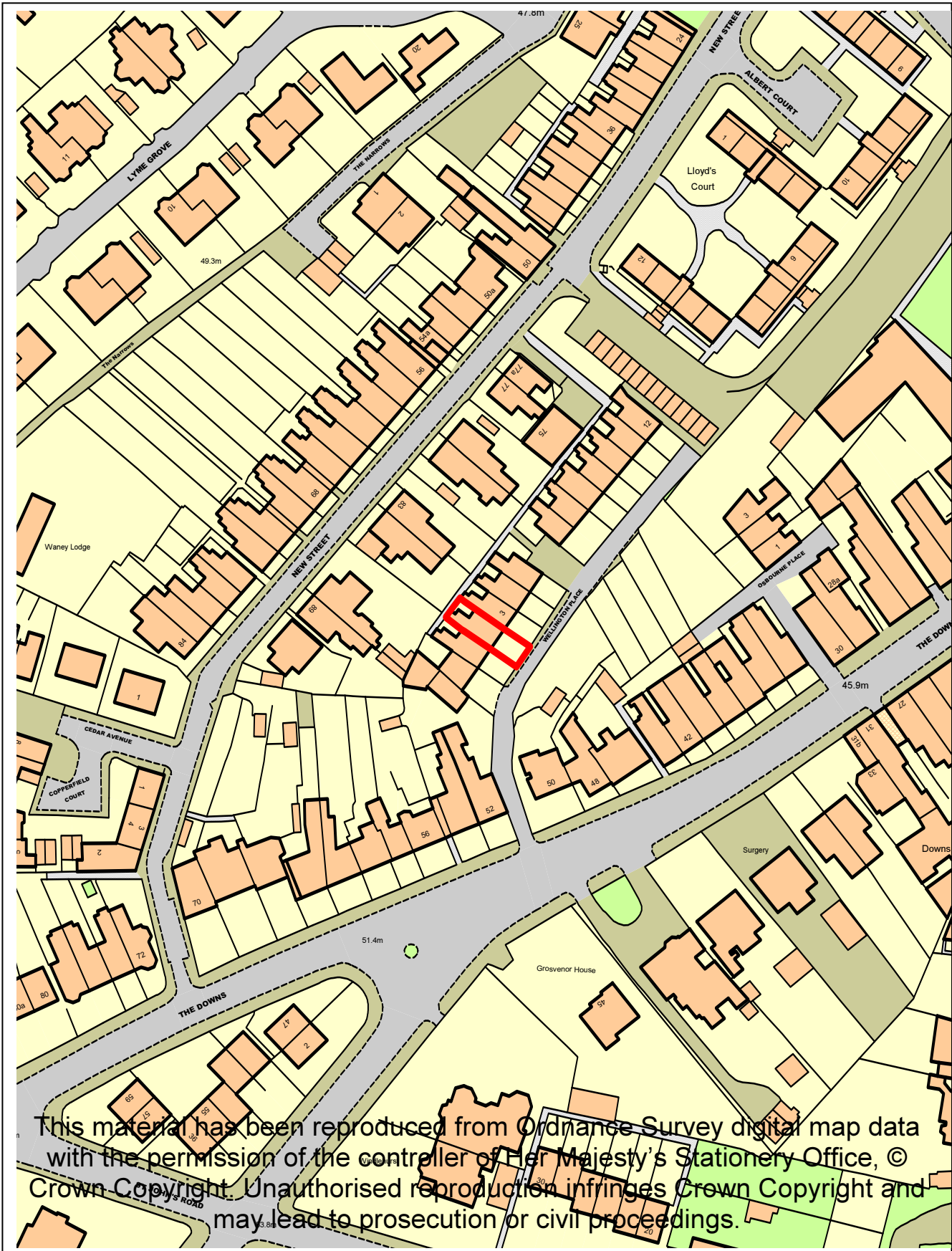
9. Policy L7 of the Core Strategy states development must not prejudice the amenity of the occupants of adjacent properties by reason of being overbearing, overshadowing, overlooking or visual intrusion. SPD4 sets out detailed guidance for protecting neighbouring amenity (paras 2.14 to 2.18).
10. It is not considered that the proposal would prejudice the amenity of the occupiers of adjacent properties and the parking situation at the site would remain unchanged.

**RECOMMENDATION: GRANT subject to the following conditions:-**

1. Compliance with plans
2. Notwithstanding the amended plans, within 1 month of the date of this decision a revised scheme shall be submitted for the prior written approval of the Local Planning Authority, detailing the proposed door furniture which shall include a brass letter box and brass door knocker. Thereafter development shall proceed in accordance with the revised details within 2 months of written approval being given and retained as such thereafter.

JJ

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**LOCATION PLAN FOR APPLICATION No: - 83285/HHA/2014**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

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**CONVERSION OF THE EXISTING DETACHED GARAGE TO THE REAR OF THE EXISTING PROPERTY TO FORM SUPPORTED LIVING ACCOMMODATION FOR PEOPLE WITH LEARNING DISABILITIES WITH ASSOCIATED FORMATION OF CAR PARKING SPACES (REVISION TO PREVIOUS APPLICATION 82409/FULL/2014)**

22 Irlam Road, Urmston , M41 6JP

**APPLICANT:** Mr Simon Hartland

**AGENT:** Green Square Architecture Limited

**RECOMMENDATION: GRANT**

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**SITE**

The application site comprises of a detached bungalow property, with a single storey detached garage situated adjacent to the rear boundary of the site. The site is situated on the northern side of Irlam Road and the eastern side of the junction of Wibbersley Park and Irlam Road. The site is situated within a predominantly residential area with residential properties bounding the site to the north and east and residential properties on the opposite side of Wibbersley Park to the west and Irlam Road to the south.

**PROPOSAL**

The application seeks consent to convert the existing detached garage into supported living accommodation for two people with learning disabilities. The proposal includes the erection of a small single storey extension to the eastern elevation of the garage. The conversion would provide two bedrooms, a bathroom and an open plan kitchen/ dining and lounge room. Windows are proposed to the south, east and west elevations. Patio doors are also proposed to the south elevation and two velux windows are proposed within the northern roof slope. The proposal also includes the provision of on-site car parking to serve the proposed development. The submitted plan shows four car parking spaces on the Wibbersley Park frontage.

The existing bungalow has recently been converted to provide self-contained accommodation for two occupants and space for a carer to stay overnight. This did not require planning permission as it falls within the definition of a single household



occupying the existing dwellinghouse and would therefore not represent a change of use.

## **DEVELOPMENT PLAN**

### **The Development Plan in Trafford Comprises:**

- The **Trafford Core Strategy**, adopted 25th January 2012; The Trafford Core Strategy is the first of Trafford's Local Development Framework (LDF) development plan documents to be adopted by the Council; it partially supersedes the Revised Trafford Unitary Development Plan (UDP), see Appendix 5 of the Core Strategy.
- The **Revised Trafford Unitary Development Plan (UDP)**, adopted 19th June 2006; The majority of the policies contained in the Revised Trafford UDP were saved in either September 2007 or December 2008, in accordance with the Planning and Compulsory Purchase Act 2004 until such time that they are superseded by policies within the (LDF). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF.
- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.
- The **Greater Manchester Joint Minerals Plan**, adopted 26<sup>th</sup> April 2012 now forms part of the Development Plan in Trafford and will be used alongside district-specific planning documents for the purpose of determining planning applications.

## **PRINCIPAL RELEVANT CORE STRATEGY POLICIES**

L2 – Meeting Housing Needs

L4 – Sustainable Transport and Accessibility

L7 – Design

L8 – Planning Obligations

## **PROPOSALS MAP NOTATION**

Unallocated

## **PRINCIPAL RELEVANT REVISED UDP POLICIES/PROPOSALS**

None

### **NATIONAL PLANNING POLICY FRAMEWORK (NPPF)**

The DCLG published the National Planning Policy Framework (NPPF) on 27 March 2012. The NPPF will be referred to as appropriate in the report.

### **RELEVANT PLANNING HISTORY**

82409/FULL/2014 – Conversion and extension of existing detached garage to form supported living accommodation for people with learning disabilities with associated formation of car parking spaces – Refused 17/04/14. The application was refused for the following reasons: -

1. The application site, by reason of its limited size, would not be capable of adequately accommodating the proposed use and the necessary amenity space and ancillary facilities required for the prospective occupants and would therefore lead to a low level of residential amenity for those occupants. As such, the proposed development would be contrary to Policies L2 and L7 of the Trafford Core Strategy
2. The proposal, by reason of the number of parking spaces on the site frontage and the need for fencing between the amenity areas, would result in a cramped form of development that would have a detrimental impact on the visual appearance and character of the street scene and the surrounding area. As such, the proposed development would be contrary to Policy L2 and L7 of the Trafford Core Strategy.
3. The proposed development would have a detrimental impact on the residential amenity of nearby residents and the convenience of other road users and on highway safety, by reason of the number of vehicle movements likely to be generated by the proposed use and associated maneuvering on the public highway and the likelihood that vehicles associated with the proposed use would be forced to park on the public highway. As such, the proposed development would be contrary to Policies L2 and L7 of the Trafford Core Strategy.

H/61641 - Erection of rear dormers in connection with conversion of roofspace to form additional living accommodation – Approved with conditions 13/07/2005.

## **APPLICANT'S SUBMISSION**

The applicant has submitted a supporting statement detailing how they consider they have addressed the Planning Committee's concerns following the refusal of the previous proposal 82409/FULL/2014, which states the following: -

- There is no longer an extension proposed to the rear and the accommodation has been reduced from a 3 to a 2 bedroom unit.
- There will be 3 separate outside seating area and the amenity space has a total of 350m<sup>2</sup>.
- There will be 4 tenants and 2 care workers permanently on site, which would put no more use on the amenity space than an average family living in the existing bungalow, though there would be double the amount of kitchen and living space.
- The fencing that separated the front and rear buildings has been removed, with the full open area to be used by both the front and rear buildings as a shared outdoor area.
- The existing triple garage frontage will be set 0.5m back to ensure that large cars do not protrude onto the pavement.
- They have improved the layout of the car parking spaces, creating a raised kerb between the 3<sup>rd</sup> and 4<sup>th</sup> parking space to allow a waiting point for pedestrians and a pathway to the front of the proposed accommodation.
- The fence height has been altered to improve sightlines of the pathway and highway.
- None of the tenants will drive.
- Currently the garage is in a very run down, dilapidated state. They will renovate the property both externally and internally, dramatically improving the street scene.
- To increase privacy to the amenity space of 20 Irlam Road, a screen of decorative trees has been planted to reduce sound travel and overlooking for both parties. The trees are decorative and not designed to grow much more and will be managed by the gardening maintenance company.
- There is no reason that the staff cars will be moving more frequently than the average householder. The maximum number of staff at any given time would be 4, although this will often be less. From experience they are aware that many care workers do not drive, live locally and use public transport or walk to work.
- The boundary to the property on both Wibbersely Park and Irlam Road is quite extensive and would allow for parking that meets with the guidelines set down in the highway code for approximately 7 cars. As the off road parking provided meets the requirements of the property it is unlikely that any on road parking would be used.
- To help reduce the number of cars parked at the property at any one time, the support provider will ensure that staff handovers are sensitively managed and occur at different times of the day.
- Additional health or social care professionals will only visit the property on a relatively infrequent basis and any such visits will most commonly be off-peak times such as between 10am and 4pm.

- Family or friends visits will be sensitively managed and usually at weekends and the tenants are more likely to be out visiting family or friends or local amenities themselves at weekends.
- At the time of the last planning application there was extensive re-surfacing work being undertaken on Irlam Road, they feel this lead to increased use of Wibbersely Park for parking by residents of Irlam Road and appeared to be busier than it normally would be.
- This is a large plot of land which can easily accommodate 4 people to live in comfort.

## **CONSULTATIONS**

**LHA** – No objections. To meet the Council’s car parking standards for a house of multiple occupation with two bedrooms the provision of 1 car parking space should be required. The proposals include 4 car parking spaces (3 existing spaces and 1 new proposed space). The parking spaces in front of the garage are to be recessed by half a metre to ensure they meet the Councils dimension standards. The applicant needs to gain further approval from Trafford Councils Streetworks Section for the construction, removal or amendment of a pavement crossing under the provision of section 184 of the Highways Act 1980. The applicant must also ensure that adequate drainage facilities or permeable surfacing is used on the area of hard standing to ensure that localised flooding does not result from these proposals.

## **REPRESENTATIONS**

20 letters of objection have been received from 19 properties on Wibbersely Park and 1 letter of objection has been received from a property on Irlam Road, which raise the following comments and concerns: -

- The access and egress from and to Wibbersely Park is already awkward and difficult to manoeuvre, the proposal would create further problems accessing the street and added danger to pedestrian safety due to the increased number of cars which would be parked in the area.
- A number of local children play around the proposal areas and they will be in danger when work is undertaken and following completion.
- In the case of an emergency the already narrow street would be almost inaccessible for any emergency response vehicles. People with learning disabilities may require assistance from emergency teams more frequently than others already on the street and coupled with the accessibility to the street this will cause unnecessary chaos.
- To state that not all staff will have cars and will utilise public transport has no factual basis.
- The residents may get cars in the future adding to the parking pressures.
- On road parking on Wibbersley Park is already difficult, staff from a nearby nursery on Irlam Road and parents picking up children from a child minder on

Wibbersley Park use the road for parking, consequently there are frequent times when cars are double parked on the road.

- The application suggests that the majority of additional cars would only visit the site over the weekend, this is a concern as this is the busiest time for cars entering/leaving Wibbersley Park and a popular area for children to play.
- A conversion of this property will be an eyesore.
- The supporting statement is inaccurate; the suggestion that at the time of the last application that there was “extensive re-surfacing working being under taken on Irlam Road which lead to increased use of Wibbersley Park” is false. One side of the pavement was resurfaced, not the road and no-one from Irlam Road parked on Wibbersley Park as they had no need to.
- Comparing the occupancy to an average family living in the front bungalow is ridiculous.
- Two adults with staff in the bungalow would be acceptable but turning the garage into accommodation as well will make the site present as a mini institution.
- The last application was rejected on the basis that the size of the garage conversion is unsuitable to accommodate two disabled people and at least one permanent carer. The overall size of the conversion is now proposed to be smaller than originally planned and so wouldn't offer any additional space. Fail to see how this can be deemed suitable for disabled living.
- The garage conversion is not fit for sleeping purpose.
- The only outdoor seating space is on the front of the main road, which provides a lack of privacy for the residents.
- The gate into the bungalow and the entrance into the garage area would be obstructed by parked cars.
- Approving the development will set a precedent and anyone will be able to convert their garages into a commercial venture of this kind.
- Questions whether the proposed scheme complies with Lifetime Home Design Guidelines. The principles of these guidelines should apply to ensure that the residents have sufficient space to prosper.

1 letter of support has been received from a resident of Wibbersely Park, which makes the following comments: -

- Everything that has been done to date at No.22 is a massive improvement on the condition of the property maintained by the previous owner. The conversion of the garages will vastly improve the aesthetics of the area as presently the existing façade is not in keeping with the area.
- They consider that there will be very little difference from the traffic and parking created by the previous owner to what the new development will create. It was not uncommon for at least 2 cars and a large long wheel base van to be parked on Wibbersely Park adjacent to the side of No.22. At times various vans and cars would be jacked up for weeks at a time whilst the previous owners fixed engines etc, all on the side of the road.
- The developer has made efforts to reduce the impact on the road by constructing new off road parking.

Supporting letters have also been received from the parents of the prospective tenants (one set of parents are also the parents of a resident of the existing bungalow), which they have requested is brought to the attention of the Planning Committee. A summary of their comments are detailed below: -

- Due to the needs of their children, the siblings find it hard to live together, the proposed development will enable them to live in beautiful properties in the same grounds and be able to see each as often as they like.
- They hope that the property will become their home for a long time.
- They have visited the property numerous times and never had a problem with parking or finding the road busy. The developer is creating 4 off road parking spaces and as the tenants will never drive this would seem ample for staff use, especially as several of the staff employed do not drive.
- The car parking and front of the proposed bungalow are all facing a gable wall and the neighbours drive access which is a steel roller shutter, so the coming and going of cars should not cause any disruption.
- Many of the houses on Wibbersley Park have smaller plots of land with more residents and have to use the front gardens as parking spaces.
- The converted garage would only be 20% smaller than the main bungalow and therefore question why this is not considered large enough for only two people.
- The developer is looking to provide an essential social service to the Trafford community.

Comments have also been received from Councillor Lally, who previously addressed the Planning Development Control Committee regarding the last planning application, on behalf of the residents. His comments are reported below: -

- A number of pressures highlighted under the application still remain, Including: service provision by Trafford; pressure on individuals and family hoping to make this their home; pressure on the surrounding community to embrace this new facility; pressure on development and adhering to the 2011 Trafford Commissioning and Service Development Department who reviewed the Learning Disability Services and highlighted a number of Strategic Recommendations, one of which was in relation to accommodation opportunities.
- The Trafford Local Strategic Partnership has a number of key objectives to meet a Vision set for 2021 - that Trafford is thriving, diverse, prosperous and culturally vibrant and to include better homes and housing choice and ensure an improved quality of life for its residents.
- This development has many positives with a partnership approach between private housing development and the needs of four individuals highlighted by Adult Social Services.
- The developer has an excellent record with Trafford Council.
- Concerns for the quality of living within the development have somewhat dissipated. The finish to the existing bungalow represents an excellent

service standard and happy this is suitable for some of the most vulnerable of people in our society.

- Concerns remain regarding the conversion of the garage. The new plans lose one of the bedrooms (earmarked for overnight staff). Is a sizeable plot, but must be clear upon the measurements throughout. It will meet the minimum service standard, however logistically a new question arises over staffing quarters, which is a concern.
- The developer has learnt from the last application. Bedded trees / shrubs have been cut back to give the borders a less imposing feel. The plans give an open plan feel.
- Note the plans are to give further room to prevent a family car overhanging the pavement.
- On learning more, parking would not seem to be constantly maximised. The girls earmarked, because of their respective learning difficulties are not legally entitled to drive. Parking spaces will be occupied by regularly visiting family members or staff. Inconvenience could arise during changeover; which also needs to be fully determined and remains a valid reason put forward by residents on Wibbersley Park.
- Note the space for parking on the Irlam Road frontage will be used as a communal garden, so assume parking will enviably lead to an increase level of on-street parking on Wibbersley Park.
- Road safety is a personal concern within Flixton. Wibbersley Park has a relatively narrow entry at 15ft. This would be made worst from extra vehicles parked partially on the pavement close to the junction of Irlam Road, possibly in direct contravention of the Highway Code.
- Satisfied with the conditions attached that this property that it remains an assisted living facility. Having met the parents of the occupants that are hoping to live in this build, they are adamant this site would be perfect for their children.

## **OBSERVATIONS**

### **BACKGROUND**

1. The application is an amendment to an earlier application ref: 82409/FULL/2014, which proposed the conversion and extension of the existing detached garage to form supported living accommodation for people with learning disabilities and included the formation of car parking spaces. The application was refused on grounds of residential amenity, visual amenity and highway safety.
2. The applicant has amended the proposed scheme in order to seek to address the reasons for refusal and the concerns raised by the Planning Development Control Committee. The amended proposal is discussed in detail below.

## PRINCIPLE OF PROPOSAL

3. The application site is unallocated on the Revised UDP Proposals Map. Policy L2 of the Trafford Core Strategy states that that all new residential development proposals will be assessed for the contribution that will be made to meeting the housing needs of the Borough and the wider aspirations of the Council's Sustainable Community Strategy.
4. The proposed development would provide assisted living accommodation for individuals with special needs and has been approved by the Council's Children, Families and Wellbeing Senior Leadership Team and Business Delivery Programme Board. The applicant states that the development will provide self-contained accommodation for people with learning difficulties and autism and that, currently, service users with this need are only able to access suitable accommodation outside the Borough or in expensive high cost placements.
5. The proposal would therefore help to provide for a specific type of need within the Borough and would be in accordance with the Community Strategy and Housing Strategy. The development is therefore considered to be acceptable in terms of Policy L2.
6. It is recommended that a condition is attached restricting the use of the development to assisted living accommodation to ensure that it is not used as a separate dwellinghouse.

## RESIDENTIAL AMENITY

7. Residential properties bound the site to the eastern side and rear. The existing garage forms the rear boundary wall with the adjacent dwelling at No.2 Wibbersley Park. Two existing windows on the north elevation of the garage are proposed to be removed, forming a solid blank wall. It is considered that this would maintain privacy for the residents of No.2 and residents of the proposed development. Two velux windows are proposed within the northern roof slope to provide additional light to both of the bedrooms. The applicant has confirmed that this would be situated at a height that would ensure that privacy would be maintained. The proposed extension would be very small in relation to the existing building and would slope down from the eaves. The extension would be largely screened from No.4 Wibbersley Park by mature trees within that adjacent garden.
8. A bedroom and a bathroom window are proposed in the rear (eastern) elevation. Views from the proposed bedroom towards the garden of No.20 Irlam Road would be partially screened by the proposed bathroom extension to the eastern elevation. It is also noted that a 1.8m high fence lies along the eastern boundary and mature planting within the rear gardens of No.2 and 4



Wibbersley Park lies adjacent to the common boundary. It is therefore considered that a loss of privacy would not occur from the proposed bedroom window. Due to the closer proximity of the bathroom window to the side boundary it is recommended that a condition is attached requiring the bathroom window to be obscure glazed. Therefore, subject to this condition, it is considered that the proposal would not result in an undue loss of privacy to either No's. 2 or 4 Wibbersley Park.

9. A large shed previously lay adjacent to the common boundary with No.20 Irlam Road, adjacent to the existing garage, which has been removed as part of the renovation of the existing bungalow. The proposed extension would be situated a minimum distance of 1.8m away from the common boundary with No.20. The kitchen and lounge windows are proposed to the southern elevation of the building, facing towards the existing property at No. 22. There would be the potential for some oblique views towards the adjacent dwelling at No.20 Irlam Road. However, a 1.8m high fence lies along the common boundary and three trees have been planted adjacent to the boundary which would screen many views of these windows from No.20. As the proposed windows would be situated at ground level and due to the 1.8m high boundary fence and the fact that the windows would not be directly opposite those of No.20, it is considered that the proposal would not result in an undue loss of privacy to the occupants of No.20. As the proposed extension would be situated further away from the boundary than the shed it would replace and a minimum distance of 8.7m would lie between the proposed extension and the rear elevation of No.20, it is also considered that the proposal would not have an overbearing impact on the property and garden of No.20.
  
10. Lounge and bedroom windows are proposed to the western elevation, facing Wibbersley Park. A minimum distance of 18.6m would lie between these windows and the side elevation of No.24. It is recognised that this distance is across a vehicular highway and a 1.8m high fence lies along the side boundary of No.24, which screens many views of the ground floor windows of No.24. It is therefore considered that the proposal would not result in an undue loss of privacy to No.24.
  
11. It is noted that the applicant has amended the proposed amenity space for the residents of the site following the refusal of the previous application 82409/FULL/2014. The proposed extension has been reduced in size, thus retaining a slightly larger rear garden area. Fences that were previously proposed to divide the garden into separate amenity areas for the existing and proposed bungalow have been removed to create a shared garden area for the total four residents. The side and rear garden provides approximately 117.6m<sup>2</sup> of private useable garden space, whilst the front garden also provides approximately a further 111.5m<sup>2</sup> of amenity space which is enclosed by a low level wall. Trafford Planning Guidelines for New Residential Development advise that around 80m<sup>2</sup> of garden space will normally be acceptable for a 3 bedroom semi-detached house. The application site would accommodate four residents in total, it is therefore considered that adequate

amenity space would be provided to serve the existing and proposed bungalows.

12. The applicant has therefore sought to overcome the first reason for refusal of the original application ref: 82409/FULL/2014 by the reduction in the size of the development proposed, combined with the revised proposed garden layout. It is considered that these amendments would provide some improvements to the level of amenity for the future occupants over and above that provided by the previous scheme. It is therefore considered that the proposed development would be capable of adequately accommodating the proposed use and provides the necessary amenity space and ancillary facilities for the prospective occupants.
13. It is however considered that sufficient amenity space would not be provided for the proposed converted garage to operate as a private independent dwellinghouse and therefore as previously discussed for other reasons in this report, a condition is recommended restricting the use of the development to assisted living accommodation to ensure that it is not used as a separate dwellinghouse.

#### DESIGN AND VISUAL AMENITY

14. The proposed extension would have a lean-to roof that would project up to the eaves level of the existing building. The extension would be situated to the eastern side elevation and would not be visible from Wibbersely Park or Irlam Road. The design of the proposed extension is considered acceptable and in keeping with the character of the surrounding area.
15. The proposed windows and doors are also considered to be acceptable and in keeping with the appearance of the original bungalow and the character of the surrounding area. It is also recognised that the existing three-bay garage is run-down and tired in appearance. It is therefore considered that the proposed conversion and renovation of the garage would enhance the appearance of the building and positively contribute to the existing street scene.
16. The submitted plan shows the provision of four car parking spaces off Wibbersley Park, three would be in a line on the existing driveway and a 0.8m footpath and planting strip would lie to the south between these spaces and the fourth car parking space. The footpath and planting area provides a visual break between the car parking spaces. The proposed development provides one additional car parking space on the site, which in turn reduces the amount of higher level fencing immediately adjacent to the footway. It is therefore considered that the proposal would not result in a cramped form of development and would not adversely impact on the existing street scene or the character of the surrounding area.

17. The creation of an open shared amenity area between the existing bungalow and the proposed conversion seeks to address the Council's second reason for refusal of the original planning application ref: 82409/FULL/2014. It is also considered that the retention of the existing three car parking spaces and the creation of a fourth car parking space that would be situated 0.8m away from the existing three spaces would not result in a cramped form of development. The reduction in the size of the proposed extension would also reduce the massing of the resulting bungalow and would mean that the proposed extension would not be visible from Wibbersley Park.
18. It is therefore considered that the proposed development would not have a detrimental impact on the appearance and character of the street scene or the surrounding area.

#### ACCESS, HIGHWAYS AND CAR PARKING

19. The submitted plans show three car parking spaces on the Wibbersley Park frontage in front of the converted garage and one further parking space between the existing bungalow and garage. The existing western elevation of the building is proposed to be recessed by 0.5m to ensure that cars do not overhang onto the pavement. The concerns raised by objectors regarding parking issues are noted. However, the Council's (maximum) car parking standards state one car parking space is required for a two bedroomed house in multiple occupation and therefore the LHA has concluded that two car parking spaces would be adequate for the proposed development and existing bungalow. It is also noted that the Council's car parking standards only require 1 space per 5 bedrooms for residential care homes / nursing homes in this area. As such the proposed development would provide on-site car parking in excess of both of these standards.
20. It is also noted that the residents would not own their own cars and the applicant has provided details that the change of staff on the site will be managed carefully so as to minimise the amount of cars at the site.

#### DEVELOPER CONTRIBUTIONS / CIL

21. As the proposed development would not form an independent dwellinghouse that is separate to the existing bungalow and the internal floor area that would be created is less than 100m<sup>2</sup>, the proposal would not be liable to a CIL charge.

## CONCLUSION

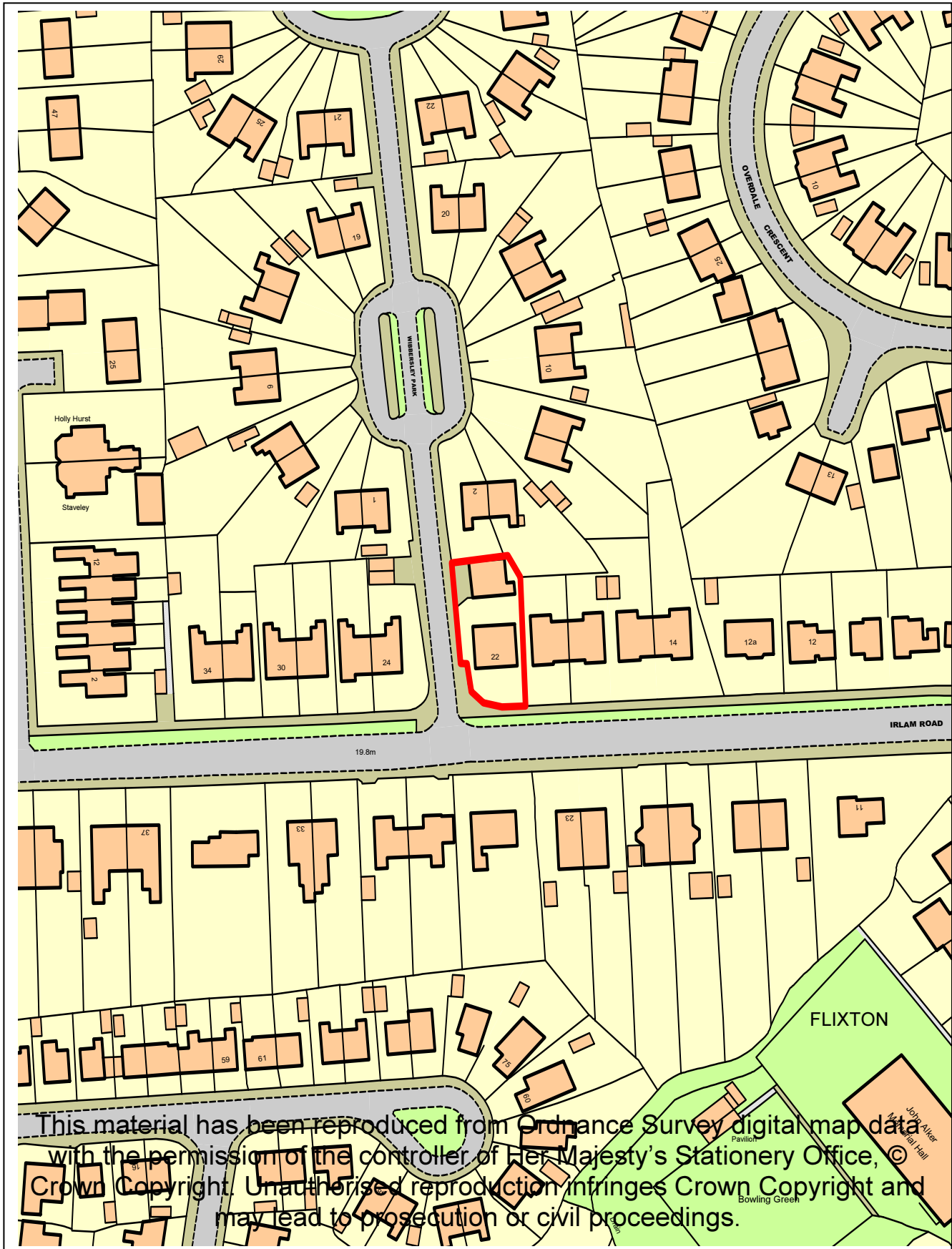
22. It is considered that the proposed development would be acceptable in policy terms and in terms of residential amenity and would not result in so significant an impact in terms of on-street parking or traffic generation as to justify refusal of the application. Furthermore, the proposal would provide special needs housing accommodation that would be in accordance with Policy L2 of the Trafford Core Strategy, and the objectives of the Council's Community Strategy and Housing Strategy and would represent a community benefit. It is therefore considered that planning permission should be granted, subject to conditions.

### **RECOMMENDATION: GRANT subject to the following conditions**

1. Standard Time Limit
2. Approved plans
3. Both properties (former garage and existing house) to be used for assisted living accommodation only
4. Materials
5. Hard and soft landscaping (including details of surfacing to parking spaces) and boundary treatment
6. Obscure glazing to bathroom window in rear (eastern) elevation
7. Formation and retention of parking spaces
8. Removal of permitted development rights of existing house and proposed accommodation in respect of extensions, outbuildings and new windows.
9. Bin storage

VW

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**LOCATION PLAN FOR APPLICATION No: - 83340/FULL/2014**

Scale 1:1250 for identification purposes only.

Head of Planning Services, 1<sup>st</sup> Floor, Trafford Town Hall, Talbot Road, Stretford, M32 0TH

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