

WARD: Davyhulme  
East

75930/FULL/2010

DEPARTURE: NO

**OUTLINE PLANNING APPLICATION FOR THE DEVELOPMENT OF 27,870 SQ.M (GIA) OF BCO GRADE A OFFICE ACCOMMODATION (CLASS B1) AND 1,000 SQ.M. OF COMMERCIAL ACCOMMODATION TO BE OCCUPIED ON A FLEXIBLE BASIS BY USE(S) FALLING WITHIN USE CLASSES A1, A2, A3, A4, A5 AND/OR D1 (CLINIC, HEALTH CENTRE, CRECHE, DAY NURSERY OR CONSULTING ROOM ONLY), PURSUANT TO THE PROVISIONS OF PART 3, CLASS E OF THE GDPO TOGETHER WITH THE PROVISION OF A PEDESTRIAN FOOTBRIDGE LINKING THE SITE TO TRAFFORD BUS STATION AND ASSOCIATED ACCESS, CAR PARKING AND PUBLIC REALM/LANDSCAPING. DETAILS PROVIDED FOR ACCESS WITH ALL OTHER MATTERS RESERVED FOR SUBSEQUENT CONSIDERATION (PHASE 1A).**

Land known at Trafford Quays, bound by Trafford Way and Trafford Boulevard, Urmston

**APPLICANT:** Peel Investments (North) Ltd

**AGENT:** Turley Associates

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

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**This application was reported to Planning Committee in September 2011, where Members resolved to approve the application subject to the applicant's entering into a s106 legal agreement. A legal agreement has not yet been completed and in the 18 months since the application was considered by Members, changes to local and national planning policies have been introduced in the form of the adoption of the Trafford Core Strategy and SPD1, the introduction of the NPPF and the abolition of the Regional Spatial Strategy. It is therefore considered that the application should be considered again by Members in light of the changes to planning policy. Therefore the implications of these policy changes are set out below in this report.**

## **SITE**

The application relates to a 5.5 hectare site located to the west of the Trafford Centre. The site forms part of a wider undeveloped area known as Trafford Quays and this application relates to the south west corner of this undeveloped area. The site is relatively flat and comprises grass, shrubbery and flora. A canal arm which was constructed in 2008, cuts through the west side of the site. However, this has not yet been connected to the Manchester Ship Canal.

To the north is land on which residential development is proposed under planning application ref. 75931/O/2010 for Phase 1B. To the south and east are a mix of commercial developments which includes the Venus Office building, Playgolf, David Lloyd and The Swinging Bridge PH. To the west is the remainder of the Trafford Quays site (comprising a mix of grass, trees and shrubs) and to the north is a large electricity substation. In the wider area to the north is the Grade I listed Church of All

Saints which was designed by EW Pugin. To the east of this is the Grade II listed All Saints Presbytery and to the west is the Barton Upon Irwell Conservation Area. To the south is the M60.

## **PROPOSAL**

The application seeks outline planning permission for the redevelopment of this site to comprise 27,870 sq.m (GIA) of BCO (British Council for Offices) Grade A office floorspace. An additional 1,000sq.m of commercial floorspace is also proposed which would be occupied on a flexible basis by a range of uses including A1 (Shops), A2 (Financial and professional services), A3 (Cafes and restaurants), A4 (Drinking establishments), A5 (Hot food takeaways), and D1 (Non-residential institutions). Consent is also sought for a pedestrian footbridge which would span Trafford Boulevard and provide access between this development and the Trafford Centre.

The application is in outline with all matters reserved for subsequent approval except for access. The development would be served by a new vehicle access from Trafford Way. Although all matters other than access are reserved for subsequent approval, in accordance with Circular 1/2006, the applicant has specified design principles and parameters for the development. The application is also supported by illustrative perspective drawings and site layout plans.

The Design and Access Statement and Parameters Plan indicate that the development would comprise three separate office buildings. Office Block A would be situated at the south west corner of the Trafford Quays site and would be designed to front the Bridgewater Circle roundabout. Office Block B would be situated to the north adjoining Trafford Boulevard and Office Block C would be situated to the west on the north side of Trafford Way. Office Block C would also face the canal arm and the intention is to create a high quality area of public realm around this water feature. Each building would be a minimum of 5 storeys and a maximum of 10 storeys in height. A covered pedestrian bridge extending between Office Blocks A and B would provide a link to the Trafford Centre car park and bus station. To the north of Office Block B two decked car parks are proposed (Blocks D and E). These would both be between 5 and 7 storeys in height and would be situated between the proposed commercial blocks and the Electricity Substation. In total 613 car parking spaces are proposed within these two decked car parks with an additional 122 surface car parking spaces to the south. Consent is also sought for ancillary structures including a substation, security lodge and refuse store.

The plans identify two additional development plots (Blocks F and G) to the west, however these do not form part of the current planning application and are excluded from the application red line boundary. The plan also identifies three residential blocks to the north however these form part of a separate planning application ref. 75931/O/2010. This application is considered separately on this committee report.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L3 – Regeneration and Reducing Inequalities

L5 – Climate Change

L7 – Design

L8 - Planning Obligations

W1 – Economy

W2 – Town Centres and Retail

R1 – Historic Built Environment

R6 – Culture and Tourism

SL4 – Trafford Centre Rectangle

#### **PROPOSALS MAP NOTATION**

Trafford Centre and its Vicinity

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

TCA1 – The Trafford Centre and its Vicinity

#### **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**

H/66647 - Application pursuant to Section 73 of the Town and Country Planning Act 1990 and Regulation 3 of the Town and Country Planning (Applications) Regulations

1988 for planning permission for the development permitted by planning permission H/63055 (formation of a new canal arm and water taxi basin and associated infrastructure including erection of a new storage and maintenance building; formation of a new access road from Redclyffe Road; erection of a bridge over the proposed canal arm on the alignment of the Old Barton Road and car and coach parking) without compliance with Condition 11 attached to it.

Approved 18 June 2007

H/63055 – Formation of a new canal arm and water taxi basin and associated infrastructure including erection of a new storage and maintenance building; formation of a new access road from Redclyffe Road; erection of a bridge over the proposed canal arm on the alignment of the Old Barton Road and car and coach parking.

Approved 12 December 2005

### **APPLICANT'S SUBMISSION**

The applicant has submitted a Design and Access Statement, Planning Statement, Transport Statement, Phase 1 Geo-environmental Audit, Noise and Vibration Assessment, Air Quality Assessment, Ecological Survey, and Flood Risk Assessment. The main reports are summarised below:

#### Planning Statement

- The applicant proposes a unilateral undertaking within which they will covenant that they shall only implement either Phase 1A (current application) or those permissions granted in respect of the former Kratos site. Effectively they are proposing to transfer the quantum of floorspace (27,870 sq.m) which already benefits from that consent;
- Development is proposed to meet an immediate need for the provision of BCO grade A office accommodation in Trafford;
- A Sequential Assessment has been carried out which confirms that there are no sites within or on the edge of the Borough's town centres and Eccles Town Centre which are available, suitable and viable for the proposed development;
- The potential impact on the Borough's town centres is considered to be low;
- The development complies with the tests in Policy EC10.2 of PPS4.

#### Design and Access Statement

- A set of Parameter Plans have been submitted which deal with matters such as layout, access and street hierarchy, public realm and building heights. These are accompanied by illustrative plans which show that the floorspace can be delivered within three high quality contemporary office buildings;
- The scale of buildings proposed will create a sense of arrival to the Trafford Quays site and massing opposite the Venus development;
- Use of the ground floor level fronting the canal basin creates an animated public realm and hub of activity within this new commercial quarter.

#### Transport Assessment

- The impacts on the off-site road network are acceptable provided that there are some improvements to Bridgewater Circle. These identified improvements are the first phase of the implementation of the major consented Western Gateway Infrastructure Scheme (WGIS);
- The identified improvements include a bus lane on Trafford Way approaching Bridgewater Circle. This will encourage buses to route through Trafford Quays.



## **CONSULTATIONS**

### **Pollution and Licensing:**

#### Air Quality

The submitted Air Quality Assessment and supplementary information is considered to be appropriate. It identified the worst case scenario and has applied an appropriate background level given the development proposed for the area. The assessment concludes that the development would not add any new receptors to the air quality management area and will not have a significant impact on local air quality. As concluded in the assessment, the implementation of travel plans and other such measures to encourage sustainable transportation will reduce traffic emissions and a travel plan condition should be attached to ensure that these measures are implemented.

#### Contamination

The site falls within 250m of a known landfill site or area of ground that has the potential to create gas. It is also brownfield land. Therefore recommend standard contamination conditions are attached should planning permission be granted.

**LHA:** No objection, and comment as follows:

#### Parking

To meet the Council's car parking standards 1115 car parking spaces should be provided for the office floorspace and an additional 67 car parking spaces for the commercial floorspace. The application proposes 735 car parking spaces overall which is approximately 62% of the car parking standard. However, these standards are seen as a maximum, and as the applicant intends to retain the roads within this application as private roads, the spaces on street can be considered as part of the available parking provision. Therefore any parking issues should be contained within the private roads.

It is noted that of the public highways in the vicinity of the site: Trafford Boulevard is a clearway, Trafford Way has 'no waiting at any time' restrictions in place, but Redclyffe Road currently has no restrictions and it is felt that in light of the under provision of parking within the site and its close proximity that appropriate waiting restrictions will be required to be installed at the developers cost as part of any approval, to ensure that parking does not block the carriageway on this stretch.

In terms of cycle parking, the number of spaces proposed is considered to be acceptable. However, the Council would advise that the short stay cycle parking should be provided as Sheffield style racks with multiple-point locking to secure the front and back wheels; these should be well spaced; and it is imperative that these are under cover and well lit, overlooked by the public or staff or at least by CCTV cameras. The staff spaces should be provided as secure long stay parking and therefore in lockers or a secure compound. The motorcycle parking spaces would need to have some kind of street furniture for a bike to be secured to and in a well overlooked position.

## Trip Generation

The proposed office use is designated as a 'like for like' swap with the Kratos office development that was already granted planning permission previously at an alternative location within Trafford Park. The trip generation generated from the office use is therefore seen as 'like for like' and consideration should only be given to the additional commercial elements of the scheme.

No allowance has been made in the figures provided for an inter-relationship between the two applications (Phases 1A and 1B), one being a generator and one an attractor of trips. All the forecasts are assumed to be off-site as a worst case assumption for impact purposes.

*Ellesmere Circle-* The Ellesmere Circle modelling results demonstrate that the only arm operating around practical capacity is the Barton Dock Road arm which is currently in the base modelling 0.90 Ratio of Flow to Capacity (RFC). With the introduction of Phase 1A this is unchanged, principally as the majority of the trips generated by the proposals are already loaded onto the network as part of the Kratos approval. However, this increases to 0.92 marginally when Phase 1B is introduced, the resultant impact would be one further vehicle queuing on the Barton Dock Road arm of Ellesmere Circle. It is not considered that this is a significant change and it is also borne in mind that Ellesmere Circle will experience significant improvements when the WGIS scheme is installed.

*Bridgewater Circle -* The Bridgewater Circle modelling results demonstrate that with the proposed junction improvements in place (in the AM Peak hour in 2016 with Phases 1A and 1B installed) that whilst no arms are at capacity several are seen to be approaching capacity including Trafford Boulevard (SB) Trafford Centre Car Park 1 and a circulatory link. The PM Peak indicates that the scheme would operate acceptably with just the existing layout in place, offering a net operational improvement with the inclusion of the proposed scheme. Therefore the modelling indicates that the Bridgewater Circle can accommodate the developments prior to the further introduction of the WGIS consented scheme.

The junction improvements proposed as part of this section refer to Figure 44 in the applicant's Transport Assessment relating to widening of junction to allow provision of a fourth lane (for traffic turning left) as an additional turning lane from Trafford Boulevard onto Trafford Way northbound. And also to provide a bus lane on Trafford Way on the Trafford Boulevard approach to the junction itself which will help give priority to buses passing through Trafford Quays to help both buses and general capacity. The bus lane could be separately signaled so that it is activated only on demand.

Whilst there are no objections in principle to these proposals, it is noted that the drawings submitted are just indicative, further detailed design drawings are required to be submitted and approved by the LPA and the works will be required to be delivered through a Section 278 agreement with the Council.

## Bridgewater Circle

*M60 Junction 10 –* The modelling results demonstrate that with the proposed junction improvements in place (set out in Figure 46 – the widening of junction on Barton Road approach (south side) to roundabout to provide a fourth lane to improve general capacity) that there are some increased queues as a result of Phase 1A but

none that cause significant practical or operational changes to the public highway governed by the LHA. It is noted that the Degree of Saturation on the Barton Road arm of the junction is proposed to increase and is approaching capacity, however, this is only a slight increase from the existing situation.

Whilst there are no objections in principle to these proposals, it is noted that the drawings submitted are just indicative, further detailed design drawings are required to be submitted and approved by the LPA and the works will be required to be delivered through a Section 278 agreement with the Council.

### Access

The proposed access for Phase 1A is taken off Trafford Way and is proposed to be installed as a priority junction with the right turn outbound physically prevented by an enlarged central island on the access road and the existing central reservation on Trafford Way.

The right turn into the site from Trafford Way is deemed to be approaching capacity. In order for this movement to be possible, a break will need to be made in the central reservation of Trafford Way. All works will need to be carried out at the developers cost either through a Section 278 agreement either by the LHA or by the developer under the LHA's supervision.

### Travel Plan

The site requires a travel plan for the commercial element of the development and the office development.

### Summary

On this basis there are no objections to the proposals in their current form subject to:

- All the roads within the site being retained as private,
- The provision of Traffic Regulation Orders on Redcylffe Road at the developers cost.
- The provision of cycle and motorcycle parking as described by the LHA,
- The delivery of the highway improvements proposed for Bridgewater Circle and M60 Junction 10 prior to the occupation of any of the units.
- Amendments to the Phase 1A access to ensure no delay is caused in the AM Peak.
- Travel Plan conditions.

**Manchester City Council:** The most significant element of the application relates to a 27,870 sq.m BCO Grade A office floorspace. There are concerns about the impact of additional prime office floorspace in this out-of-centre location, particularly if it has the potential to be of a type which might undermine the City and Regional Centre office markets. However, in light of what is understood about this site in relation to the nearby Kratos site, it is agreed not to object to the current planning applications for the development at Trafford Quays on the basis that the applicant agrees through a unilateral undertaking/Section 106 agreement not to implement any planning permission for equivalent B1 office space on the Kratos site. Understand that early steps are being taken for Trafford, Salford and Manchester on the development of a

strategic planning framework for the area. This will enable all parties to be confident that this strategic location is developed in a way that complements investment elsewhere in Greater Manchester, and in particular within the City and Regional Centre.

**Salford City Council:** The most significant element of the application relates to a 27,870 sq.m BCO Grade A office floorspace. Salford has concerns about the impact of additional prime office floorspace in this out of centre location, particularly if it has the potential to be of a type which might undermine the City and Regional Centre office markets. However, in light of what is understood about this site in relation to the nearby Kratos site, it is agreed not to object to the current planning applications for the development at Trafford Quays on the basis that the applicant agrees through a unilateral undertaking/Section 106 agreement not to implement any planning permission for equivalent B1 office space on the Kratos site. Understand that early steps are being taken for Trafford, Salford and Manchester on the development of a strategic planning framework for the area. This will enable all parties to be confident that this strategic location is developed in a way that complements investment elsewhere in Greater Manchester, and in particular within the City and Regional Centre.

**Highways Agency:** No objection. It is concluded that the proposed development will not have a significant impact on the strategic road network given the removal of the Kratos permission. However should planning permission be granted, recommend travel plan conditions are attached.

**Environment Agency:** No objection, provided the following planning conditions are imposed:

- Submission and agreement of proposed floor levels in compliance with FRA;
- Submission and agreement of a scheme to regulate surface water run-off to greenfield rates
- Submission and agreement of flood resilience measures in accordance with FRA.

Based on the Geotechnical report submitted, the EA states that the site may be associated with potentially contaminative historical land uses which may pose a risk to the underlying principal aquifer, Manchester Ship Canal and Bridgewater Canal. A contamination condition is therefore recommended which ensures any risks posed to these controlled waters receptors are adequately addressed.

Note that there are two bodies of water present to the south of the site associated with the Water Taxi Berth site. Whilst we do not currently consider these to be controlled waters, the proposed development links the water bodies to the Manchester Ship Canal and would then become controlled waters. We also note that the report recommends an intrusive site investigation. We support this and recommend that suitable controlled waters assessment is undertaken which may include taking groundwater and surface water samples.

**English Heritage (EH):** Object. The information submitted with the application is insufficient to fully assess the heritage impacts of the proposals on designated and undesignated heritage assets or the Conservation Area, particularly the setting of All Saints Church and Presbytery. A full Heritage Appraisal ought to be undertaken of

the site areas by a specialist heritage consultant. However they state that they are particularly concerned about planning application ref. 75931/OUT/2010 (Phase 1B - residential development) rather than application ref. 75930/OUT/3010 (Phase 1A – offices) given its relationship and proximity to All Saints. The comments provided in their letter specifically relate to the Phase 1B residential application which is considered in a separate report on this agenda.

**Greater Manchester Archaeology Unit (GMAU):** Recommend the applicant be required to submit an archaeological assessment and evaluation as part of a PPS5 heritage statement and submit this for consideration as part of the application. However, should the local planning authority decide it has sufficient information to grant planning permission recommend a planning condition is attached requiring a programme of archaeological work to be undertaken before the development is commenced. This, depending on the results, may be followed by a phase of post-excavation analysis, report writing and deposition of the site archive and potentially an appropriate level of publication.

**Greater Manchester Ecology Unit (GMEU):** Whilst GMEU do not disagree with the overall findings of the survey, they do disagree with the reports overall evaluation that the application site is of negligible value for nature conservation. Whilst accept that the application site is not designated for its nature conservation interest and does not support any specially protected species, the site is one of the few remaining areas of semi-natural, relatively undisturbed landscape in the area, adjacent to the Ship Canal wildlife corridor, and as such does support some local biodiversity interest. In the outline plans, there appears to be little consideration given to nature conservation interests and or to the recommendations for biodiversity enhancement made in the applicant's own ecology report. The development will result in the loss of the areas of semi-natural greenspace and consequent losses to plant species number and structural variety which will reduce local biodiversity interests. Therefore do not object but make the following recommendations:

1. A landscape condition should be attached which requires the applicant to submit a landscape and habitat scheme that complements the Wildlife Corridor function and provides proposals for the biodiversity enhancement of the area generally. Also recommend that consideration be given to the retention and enhancement of the wet grassland and marshy area.
2. No vegetation clearance shall take place during the optimum nesting season (March to July inclusive)
3. Himalayan balsam has been found on the site. A method statement should be submitted and prepared which shows how this plant will be controlled during the course of the development.

**Greater Manchester Police Design for Security:** No objection. However, the proposed development is very large and crime and disorder implications need to be addressed at the design stage. A condition should be attached therefore, should planning permission be granted, which requires the developer to prepare and submit a statement detailing crime prevention measures to reduce the risk of each element of the development attracting crime and disorder.

**Electricity North West:** The development is shown to be adjacent to or affect Electricity North West operational land or electricity distribution assets. Where the development is adjacent to operational land, the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements.

**United Utilities:** No objection provided the following conditions are met:

- A public sewer crosses the site and we will not permit building over it. Require an access strip width of 13 metres, 6.5m either side of the centre line. Deep rooted shrubs and trees should not be planted in the vicinity of the public sewer and overflow systems.
- The site must be drained on a separate system with only foul drainage connected into the foul sewer. Surface water should discharge to a SUDS system
- No surface water from this development should be discharged to the combined sewer network.

**Transport for Greater Manchester (TfGM):** Any comments will be included in the Additional Information Report.

**City Airport:** No objection subject to the following conditions being met as the scheme progresses:

- That the applicant, on submitting the full detailed planning application is able to provide drawings to confirm that all buildings and structure heights within the development do not penetrate any of the safeguarded surfaces;
- That the applicant ensures that as part of the development the guidance issued by the Civil Aviation Authority AN03 Bird Hazard – landscaping is considered to ensure that there will be no increased attraction to bird activity at the site.

**Manchester Airport:** No objection.

## **REPRESENTATIONS**

3 emails/letters of objection have been received. This includes 2 emails/letters from residents of Salford on the opposite side of Manchester Ship Canal and 1 from a resident of Davyhulme. The main points raised are:

- Impact on highway/pedestrian safety - The roads in the vicinity are already significantly overcrowded. Redclyffe Road and the adjoining Barton Swing Bridge would be placed under additional loading from the development and this area has already been highlighted as being at a risk of adversely high traffic loadings. There are already often delays of up to 20 minutes at the traffic lights.
- The proposal that all traffic will turn left from Trafford Way onto Trafford Boulevard will mean that all traffic will have to go around Redclyffe Circle and back down Trafford Boulevard or along Barton Dock Road. These roads already suffer from congestion and often come to a standstill.

## **OBSERVATIONS**

### PRINCIPLE OF DEVELOPMENT

#### Core Strategy

1. The Trafford Core Strategy was adopted in January 2012 after Members resolved to approve the application in September 2011. However the Core Strategy was at an advanced stage in its production and Members were advised that the Trafford Core Strategy therefore provided the most up to date expression of the Council's strategic planning policy.
2. Policy W1 of the Core Strategy is relevant and sets out in broad terms how the Council's economic land will be brought forward. This policy clearly states that the Trafford Centre Rectangle, within which the site lies, is to become a key focus for employment development (including B1) where it supports employment regeneration initiatives. Policy W1 however also states that B1 uses should be focussed in the Regional Centre of Manchester (Pomona/ Wharfside) and in the town centres. In relation to Trafford Centre Rectangle, policy W1.5 states that B1 office development will be appropriate where it is accessible by sustainable transport modes and where it meets other relevant criteria in national planning guidance.
3. Table W1 sets out the supply of land for new employment development and identifies 2 hectares at Trafford Centre Rectangle up to 2016.
4. The 'Trafford Centre Rectangle' is also identified in the Core Strategy as one of five strategic locations. Policy SL4 states that this area is a strategic part of the Borough. The application site forms part of the wider Trafford Quays area which the policy identifies as suitable for a major mixed use development providing new residential neighbourhoods together with commercial, leisure and community facilities and substantial improvements to the public transport infrastructure. In particular the wider Trafford Quays site is considered suitable to deliver 1,050 residential units (primarily family accommodation), commercial office space and community facilities.
5. Policy SL4 specifically states that development on the Trafford Quays site must comprise the following which are relevant to this application:
  - Community facilities including convenience retail, school provision and health facilities of a scale appropriate to the needs of the new community;
  - An attractive, direct pedestrian link across Trafford Boulevard, connecting Trafford Quays to the Trafford Centre Bus Station, and the Trafford Centre;
  - The routing, through the site, of local public transport provision;
  - To protect, preserve and enhance the setting of Pugin's Grade I listed Church of All Saints and the Grade II Presbytery; and
  - An assessment of biodiversity must be carried out prior to development and appropriate sites for nature conservation must be provided to compensate for any loss.
6. The policy also includes a detailed phasing strategy which indicates that between 2011 and 2016, 250 housing units and 2 hectares of employment

floorspace are expected to come forward. These development proposals in conjunction with residential development forming part of planning application ref. 75931/O/2011 (Phase 1B) are intended to meet this phasing strategy. It is considered that the development proposals comply with Policies SL4 and W1 of the Core Strategy.

#### NPPF

7. At the time the application was considered in September 2011 it was considered against the relevant national guidance contained within 'PPS4 'Planning for Sustainable Economic Growth'. This has since been replaced by the NPPF.
8. The key principle of this planning guidance is a presumption in favour of sustainable development and, in particular, that significant weight should be placed on the need to support economic growth.
9. The NPPF retains the "Town Centres First" approach and the government's key objective of promoting the vitality and viability of town centres. Paragraph 23 states that local planning authorities (LPA's) should "*recognize town centres as the heart of their communities and pursue policies to support their viability and vitality.*"
10. Paragraph 24 states that LPA's "*should apply a sequential approach to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up to date Local Plan.*"
11. Paragraph 26 states that "*When assessing applications for retail, leisure and office development outside of town centres, which are not in accordance with an up to date Local Plan, local planning authorities should require an impact assessment if the development is over a proportionate, locally set floorspace threshold. If there is no locally set threshold, the default threshold is 2500 sq.m.*"
12. Paragraph 26 of the NPPF states that "*This should include assessment of:  
  
The impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal ; and  
The impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and wider area, up to ten years from the time the application is made.*"
13. Paragraph 27 states that "*Where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused.*"

#### The Sequential and Impact Tests

14. The applicant carried out an assessment of sequentially preferable sites within the borough in 2011. They assessed only town centre and edge of centre sites (but not allocated out of centre sites as they maintained that the application site comprises an 'edge of centre' location for offices due to its proximity to a transport interchange (Trafford Centre Bus Station)). In dismissing each of these sites, the applicant concluded that there are no sites which are suitable for the proposed development; which would be



commercially viable; or which are available at the present time. The applicant also states that this conclusion is consistent with those reached by the Council in the approval of applications for the former Kratos site (ref. H/OUT/66496 and H/OUT/70189), a recent application at Junction 10 for a BCO grade A office building (74815/O/2010) and the independent findings of the Trafford Other Town Centre Uses Study (January 2010).

15. The application was previously considered against Policy EC16 (a) of PPS4 which required applicants to consider the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal. The applicant's assessment in 2011 concluded in this respect that it is accepted that future investment may be prejudiced and the proposed development may result in the relocation of some companies from existing town centre sites. However, the decision to move to a BCO Grade A space with its associated higher rental costs will almost certainly be driven by a business need to upgrade. Hence this relocation may occur in any event. In such circumstances this may be to locations outside of Trafford.
16. Core Strategy Policies W1 and SL4 are supported by the PPS4 Assessment for B1 Office Floorspace in Trafford Technical Note (September 2010) which assessed the need for office floorspace in Trafford, whether it could be accommodated within existing centres, and the potential impact of out-of-centre office development. In 2011, the applicant proposed to provide a unilateral undertaking which stated that they would not implement the Kratos office development (H/OUT/70189) if Phase 1A is granted and implemented. This would therefore have represented a straightforward 'swap' for the same quantum of floorspace within the Trafford Centre Rectangle and the impact would therefore be no greater than that which has already been approved and formed the basis of Core Strategy Policies W1 and SL4. The Kratos permission for 27,870 sqm office floorspace (H/OUT/70189) expired in March 2012 and, although this requirement is no longer necessary, this application proposal is considered to be acceptable in respect of the sequential test and impact as it can be said to 'replace' the expired permission at the Kratos site which is accounted for in the Core Strategy policies. It is however relevant that a new application has been received on the Kratos site (application 80470/O/2013) for up to 27,870 sq m (internal) offices (B1) and a 150 bed hotel. The applicant has been requested to carry out an impact assessment for that application and therefore the floorspace proposed under this application would be a relevant consideration in the assessment of the new Kratos proposal.

#### DESIGN AND IMPACT ON STREETSCENE

17. As the application is submitted in outline with approval sought only for means of access, any comments on the design of the proposed office building are necessarily limited at this stage. However, the applicant's Design and Access Statement and illustrative layouts/perspectives outline the fundamental design principles for the development.
18. The assessment of design considerations is not considered to have altered since the September 2011 report however the assessment is set out below for completeness.

19. The supporting information submitted indicates three office buildings of between 5 and 10 storeys in height, each of a different layout and design. Block A would be situated at the south west corner of the application site adjacent to the Bridgewater Circle roundabout and to the south of the pedestrian walkway. Block B would be situated to the north of this on the opposite side of the covered walkway and Block C will be situated to the west at the end of the canal arm. Illustrative drawings provided indicate that these buildings will be similar in design and appearance to the nearby 'Venus' development with a similar high level of public realm and landscaping. Car parking would be provided within two decked car parks to the north (Blocks D and E).
20. The scale and amount of development proposed is considered to be acceptable and is considered to be in keeping with the height and scale of a number of other existing nearby developments, including the Chill Factor e, Venus office building, the Trafford Centre and the Barton Square tower. The proposed development would provide a landmark feature at a prominent gateway to the Trafford Quays and Trafford Centre for passing motorists on Trafford Boulevard. As a BCO grade A development, the applicant intends to use high quality materials and provide a high quality landscaped setting. The development as proposed at this stage is considered to be acceptable in accordance with policy L7 of the Trafford Core Strategy and the NPPF in this respect.

#### RESIDENTIAL AMENITY

21. The closest residential properties are situated over 400m to the west in Salford on the opposite side of the Manchester Ship Canal. These properties are situated close to the canal with their rear elevations facing towards it. They will therefore have a view of the proposed development from both rooms at ground floor and first floor and from their rear gardens. Nevertheless, at this distance the proposed development (of between 5 and 10 storeys) would not overshadow these properties or result in a significant loss of light. Furthermore, the development would not appear overly intrusive and future office workers would not have a detailed view of these properties.
22. The impact of the development on the residential amenity of existing neighbouring properties is considered to be acceptable. The development therefore complies with policy L7 of the Trafford Core Strategy in this respect.

#### ACCESS AND TRAFFIC IMPACTS

23. In 2011 the application was assessed against government guidance set out in PPG13. This has now been replaced by the NPPF which emphasises the aim to minimise the need to travel and maximise the use of sustainable transport modes. The application site is relatively well served by public transport facilities. Bus stops on Redclyffe Road provide frequent services to Eccles and services from the Bus Station at the Trafford Centre run to Urmston, Manchester, Altrincham, Flixton, Stretford, Stockport and the surrounding area. The site is also readily accessible to anyone in the local area cycling and proposals to extend the Metrolink line would further improve the accessibility of the site. The applicant proposes to provide a new enclosed pedestrian link between the development and the Trafford Centre Bus Station and provide secure cycle parking for future occupants.

24. The applicant proposes a number of alterations on the local highway network to ensure the development would not have a significant impact on the surrounding highways. These improvements are as follows:
- The introduction of bus lane on Trafford Way approach which could be signalled separately from the other Trafford Way lanes and activated only on demand;
  - The addition of a flared lane on Trafford Boulevard for the left turn into Trafford Way
25. In addition the LHA recommend the following:
- The introduction of waiting restrictions on Redclyffe Road.
26. The proposed vehicle access to the site for Phase 1A will be from Trafford Way in the form of a priority junction. This has been designed to prevent a right turn out of the site. Vehicle access to Phase 1B (residential development) is via a priority junction at Redclyffe Road to the north. This access has already been constructed. The applicant states that their intention is to prevent 'through' traffic, other than buses between these two areas. To achieve this, a bus gate is proposed within Phase 1B to prevent other vehicle through movements (other than for emergency service vehicles). However, this is not intended to prevent pedestrians and cyclists from moving between these areas.
27. The LHA is satisfied, from the information submitted, that the development proposed with the improvements outlined would operate satisfactorily. A condition is recommended which requires the highway works proposed to be agreed in writing. A second condition is recommended which requires the applicant to submit agree and implement a detailed Travel Plan with measurable targets.
28. Subject to these conditions, it is considered that the proposed development is acceptable in highway terms. The LHA consider that there have been no developments of material significance on the surrounding network that alter the assessment of the application in 2011.

#### FLOOD RISK

29. The site falls within the floodplain of the Manchester Ship Canal as defined by the Strategic Flood Risk Assessment for Manchester, Salford and Trafford. The applicant has submitted a Flood Risk Assessment and this report was updated through the course of the application as a result of negotiations between the applicant and the Environment Agency (EA). On the basis of the additional information submitted the EA have confirmed that the application is considered to be acceptable in flood risk terms subject to a list of conditions being attached should planning permission be granted. The Environment Agency has confirmed that their comments in 2011 remain relevant.

#### ECOLOGICAL APPRAISAL

30. There are considered to be no known significant changes to the ecological considerations of the site since the application was considered in 2011. The applicant's Ecological Survey states that the proposed development will result

in the loss of grassland and other common plants such as brambles and nettles. They state that these plants are not uncommon or scarce and that the effects of the development of Phase 1A on biodiversity, including flora and fauna, will be very minor and inconsequential. Furthermore, no protected animal species were identified on the application site. The Greater Manchester Ecology Unit (GMEU) have assessed the proposals and advised that they disagree with the applicant's conclusions in this respect. They state that whilst the site does not support any specially protected species, it is one of the few remaining areas of semi-natural relatively undisturbed landscape adjacent to the Ship Canal and as such it does support some local biodiversity interest. However, they do not object to the application provided that any future landscaping scheme for the development provides an environment that will complement the Wildlife Corridor function of the Ship Canal and enhancement of the biodiversity of the area general. They suggest, in particular, that attention is paid to retaining and enhancing the nature conservation of wet grassland and marshy areas to the west of the Phase 1 application site. They also recommend a bird breeding condition which restricts the removal of vegetation between March and July (inclusive) and a condition which requires the control of Himalayan Balsam, an invasive species which has been found on the site.

## DEVELOPER CONTRIBUTIONS

31. In September 2011 the committee resolution was minded to grant upon completion of an appropriate legal agreement(s) to secure the following:
  - £74,691.00 towards highway network improvements
  - £187,008.00 towards public transport improvements; and
  - A maximum of £287,990.00 towards the Red Rose Forest.
  - Additional SPD1 and Red Rose Forest contributions as required for 1,000 sq.m of commercial floorspace in accordance with the Council's adopted SPD and SPG;
  - Implementation of either Kratos permissions or Phase 1A permission only;
  - Financial contribution for bond for the delivery of waiting restrictions on Redclyffe Road.
32. The total level of known contributions in 2011 were therefore **£549,689** plus the requirements for Redclyffe Road TRO's plus contributions which would be associated with the 1,000 sq.m commercial floorspace which would be calculated based on reserved matters approvals.
33. The adopted SPG 'Developer Contributions to the Red Rose Forest' and adopted SPD1 - 'Developer Contributions to Highway and Public Transport Schemes' have both now been superseded by SPD1 Planning Obligations adopted February 2012.
34. The Trafford Developer Contributions (TDC) required by SPD1 Planning Obligations for the 27,870 sq.m B1 floorspace are set out in the table below:

TDC category.	Gross TDC required for proposed development.	TDC for existing building/use.	Net TDC required for proposed development.
Affordable Housing	-		-
Highways and Active Travel infrastructure (including highway, pedestrian and cycle schemes)	£56,916	0	£56,916
Public transport schemes (including bus, tram and rail, schemes)	£151,776	0	£151,776
Specific Green Infrastructure (including tree planting)	£287,990	0	£287,990
Spatial Green Infrastructure, Sports and Recreation (including local open space, equipped play areas; indoor and outdoor sports facilities).	-	-	-
Education facilities.	-		-
<b>Total contribution required.</b>			<b>£496,682</b>

35. As set out in the table above, the total SPD1 requirement for the known B1 office floorspace would be a maximum of **£496,682**, PLUS the site specific requirements for Redclyffe Road TRO's **plus** contributions for the 1,000 sq.m commercial floorspace to be calculated in accordance with the current SPD based on details to be approved through Reserved Matters.

36. In relation to the previous restriction regarding implementation of either Kratos permissions or Phase 1A permission only – the Kratos permissions have now expired and therefore this matter is no longer required to be restricted through this legal agreement. However it is noted that another application for office floorspace and hotel on the Kratos site has been submitted and therefore this matter can be considered through the assessment of the current application on the Kratos site.

**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 £496,682 for the B1 office floorspace, split between:

- £56,916 towards Highway and Active Travel infrastructure;
- £151,776 towards Public Transport Schemes;
- £287,990 towards Specific Green Infrastructure (to be reduced by £310 per tree planted on site in accordance with an approved landscaping scheme);

AND

- Financial contribution for bond for the delivery of waiting restrictions on Redclyffe Road.
- Additional SPD1 contributions as required for 1,000 sq.m of commercial floorspace in accordance with the Council's adopted SPD;

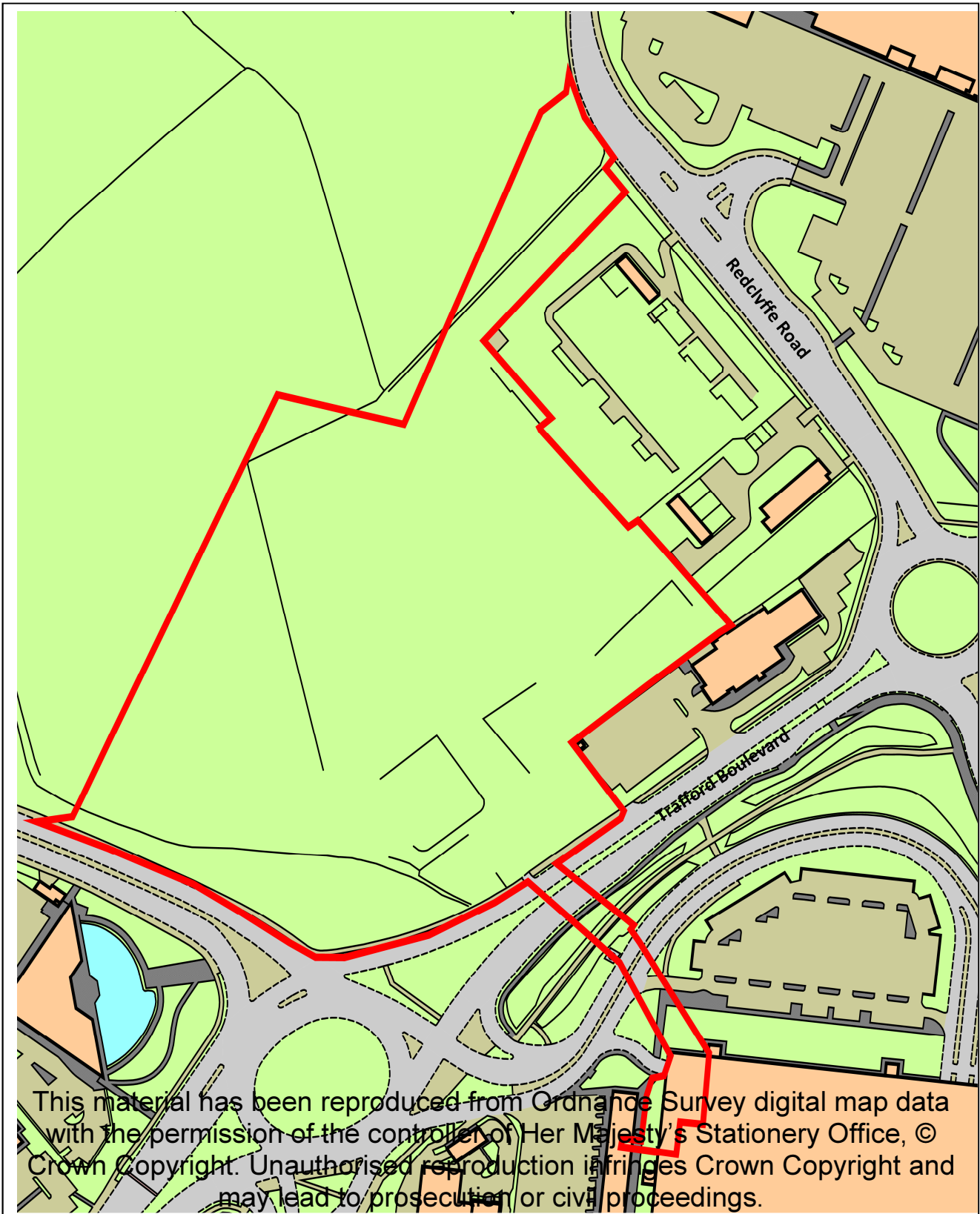
**(B)** In the circumstances where the Section 106 agreement has not been completed within 3 months of the date of this resolution, the final determination of the application shall be delegated to the Acting Chief Planning Officer

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

1. Outline condition 1;
2. Outline condition 2;
3. Provision of Access Facilities Condition No.1;
4. Retention of Access Facilities Condition;
5. Contamination Condition;
6. Commercial Travel Plan Condition – commencement of development;
7. Commercial Travel Plan Condition – occupation of development;
8. The development shall be constructed to a specification appropriate to a BCO 'grade A' office and shall only be occupied as BCO 'grade A' office floorspace as defined in the British Council for Offices Guide 2005;
9. The gross internal office floorspace shall not exceed, 27,870sq.m;
10. Submission and approval of scheme for the disposal of foul and surface waters which regulates surface water run off to greenfield rates;
11. Submission and agreement of flood resilience measures in accordance with FRA.
12. Submission and agreement of details of internal floor levels and implementation in accordance with agreed levels.
13. Development permitted shall be carried out in accordance with the Proposed Development Parameters outlined within the submitted Design and Access Statement;
14. Archeology condition;
15. Implementation of air quality mitigation measures;
16. Condition to comply with requirements of Barton Airport;
17. Provision of Cycle/motorcycle parking condition.
18. Prior to occupation, implementation of highway improvements to Bridgewater Circle and Junction 10;
19. Submission and agreement of phasing strategy for delivery of pedestrian walkway;
20. Strategic landscape condition to include nature conservation measures to complement the Wildlife Corridor and to include timescale for implementation;
21. Removal of invasive species;
22. Bird Breeding condition;
23. Crime and Disorder condition
24. Wheel wash

MH

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**LOCATION PLAN FOR APPLICATION No: -75930/FULL/2010**  
Scale 1:1250 for identification purposes only.  
Acting Chief Planning Officer  
PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**

**OUTLINE PLANNING APPLICATION FOR THE DEVELOPMENT OF A MAXIMUM OF 250 HOMES AND 1,000 SQ.M. OF COMMERCIAL ACCOMMODATION TO BE OCCUPIED ON A FLEXIBLE BASIS BY USE(S) FALLING WITHIN USE CLASSES A1, A2, A3, A4, A5 AND/OR D1 (CLINIC, HEALTH CENTRE, CRECHE, DAY NURSERY OR CONSULTING ROOM ONLY PURSUANT TO THE PROVISIONS OF PART 3, CLASS E, OF THE GPDO) TOGETHER WITH ASSOCIATED ACCESS, PARKING AND PUBLIC REALM/LANDSCAPING WORKS. DETAILS PROVIDED FOR ACCESS WITH ALL OTHER MATTERS RESERVED FOR SUBSEQUENT CONSIDERATION (PHASE 1B).**

Land known as Trafford Quays, bound by Trafford Way and Trafford Boulevard, Urmston

**APPLICANT:** Peel Investments (North) Ltd

**AGENT:** Turley Associates

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

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**This application was reported to Planning Committee in September 2011, where Members resolved to approve the application subject to the applicant's entering into a s106 legal agreement. A legal agreement has not yet been completed and in the 18 months since the application was considered by Members, changes to local and national planning policies have been introduced in the form of adoption of the Trafford Core Strategy and SPD1, the introduction of the NPPF and the abolition of the Regional Spatial Strategy. It is therefore considered that the application should be considered again by Members in light of the changes to planning policy. Therefore the implications of these policy changes are set out below in this report.**

## **SITE**

The application relates to a 5.5 hectare site located to the west of the Trafford Centre. The site forms part of a wider undeveloped area known as Trafford Quays and this application relates to the north east corner of this undeveloped area. The site has a gentle gradient that slopes upwards from the south east corner of the site. A canal arm which was constructed in 2008 cuts through the west side of the site. However, this has not yet been connected to the nearby Manchester Ship Canal.

To the south is land on which office development is proposed under planning application ref 75930/O/2010 for Phase 1A. Beyond this is a mix of commercial developments including the Venus office building, Playgolf and David Lloyd leisure centre. To the east is a large electricity substation and the Swinging Bridge PH. To the north is Redclyffe Road, the Grade I listed Church of All Saints and the Grade II listed All Saints Presbytery both of which were designed by EW Pugin. To the west is further undeveloped land within Trafford Quays, the Barton Upon Irwell Conservation Area and the Manchester Ship Canal. On the opposite side of the canal are residential properties within Salford.



## **PROPOSAL**

The application seeks outline planning permission for the redevelopment of this site to comprise 250 homes and an additional 1,000 sq.m of commercial accommodation which would be occupied on a flexible basis by a range of uses including A1 (Shops), A2 (Financial and professional services), A3 (Cafes and restaurants), A4 (Drinking Establishments), A5 (Hot Food Takeaways) and D1 (Non-residential institutions – restricted to certain uses within class).

The application is in outline with all matters reserved for subsequent approval except for access. The development would be served by the existing vehicle access on Redclyffe Road and a hierarchy of roads are proposed through the application site. In accordance with Circular 1/2006, the applicant has specified design principles and parameters for the development. Illustrative perspective drawings and building floor types seek to demonstrate that the quantum of development proposed could be accommodated within these parameters.

The Design and Access Statement and Parameters Plans indicate that the development would be split into three separate residential blocks - A, B and C. At the north side of the application site would be a small area of open space for future residents.

Residential Block A would be situated at the north corner of the site. The intention is that this block would comprise 42 no. family houses of between 2 and 4 storeys in height. The illustrative material submitted shows that the majority (39) of these properties would extend around the perimeter of the block, with 3 units provided within a large central courtyard. This courtyard would also provide surface car parking for the surrounding properties.

The applicant has submitted an amended layout parameter plan which indicates a 'minimum' parameter line approximately 20m to the south of the 'maximum' parameter line. The two parameter lines proposed indicate an area within which the northern boundary of Block A would fall and provides a better degree of certainty about the scale of development which could be achieved.

Residential Block B would be situated in the centre of the application site and would comprise 93 dwellings of between 3-7 storeys in height. This would include a mix of town houses, family apartments and starter homes with private gardens and terraces. As above, the properties would be arranged around the perimeter of the block. Car parking would be provided within a single level basement car park with a landscaped courtyard above.

Residential Block C would be located at the south east corner of the application site adjacent to the proposed office development for application ref. 75930/O/2010 (Phase 1A). In total 114 no. units would be provided within apartments which would extend around the perimeter of the block and extending from 4-10 storeys in height. The applicant states that it is their intention that the low rise element would be located at the north side of this block with the taller elements on the south side, fronting the canal arm. Car parking would be accommodated within a two level basement car park which would be situated below a central courtyard. The 1,000 sq.m of commercial floorspace, which also forms part of this application, would be located on the south side of this block, facing the canal arm.

The plan also identifies three office blocks to the south. However, these form part of a separate planning application ref. 75930/O/2010. This application is considered separately on this committee agenda.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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 CORE STRATEGY POLICIES**

L1 – Land for New Homes  
L2 – Meeting Housing Needs  
L3 – Regeneration and Reducing Inequalities  
L5 – Climate Change  
L7 – Design  
L8 – Planning Obligations  
W1 – Economy  
W2 – Town Centres and Retail  
R1 - Historic Built Environment  
SL4 – Trafford Centre Rectangle

### **REVISED UDP PROPOSALS MAP NOTATION**

Trafford Centre and its Vicinity

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

TCA1 – The Trafford Centre and its Vicinity

## **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**

H/66647 - Application pursuant to Section 73 of the Town and Country Planning Act 1990 and Regulation 3 of the Town and Country Planning (Applications) Regulations 1988 for planning permission for the development permitted by planning permission H/63055 (formation of a new canal arm and water taxi basin and associated infrastructure including erection of a new storage and maintenance building; formation of a new access road from Redclyffe Road; erection of a bridge over the proposed canal arm on the alignment of the Old Barton Road and car and coach parking) without compliance with Condition 11 attached to it. Approved 18 June 2007

H/63055 – Formation of a new canal arm and water taxi basin and associated infrastructure including erection of a new storage and maintenance building; formation of a new access road from Redclyffe Road; erection of a bridge over the proposed canal arm on the alignment of the Old Barton Road and car and coach parking. Approved 12 December 2005

## **APPLICANT'S SUBMISSION**

The applicant has submitted a Design and Access Statement, Planning Statement, Transport Statement, Phase 1 Geo-environmental Audit, Noise and Vibration Assessment, Air Quality Assessment, Ecological Survey, and Flood Risk Assessment. The main reports are summarised below:

### Planning Statement

- Two thirds of the homes shall be provided as family homes and 30% shall be made available as affordable housing. These commitments specifically respond to local housing needs;
- The development will provide a housing mix which assists in the creation of a sustainable community allowing residents to trade up and down and with only a modest number of one bedroom units;
- The illustrative architectural material demonstrates how the proposed development can be brought forward in a manner which respects the setting of the nearby All Saints Church, Presbytery and Conservation Area;
- The development complies with the emerging Core Strategy and PPS3.

### Design and Access Statement

- A set of Parameter Plans have been submitted which deal with matters such as layout, access and street hierarchy, public realm and building heights. These are accompanied by illustrative plans which show that the floorspace can be delivered within three residential blocks;

- Additional uses on the southern side of Block C will create an animated frontage to the new canal basin.
- Private and semi-private amenity space is accommodated within the rear courtyards created by the perimeter blocks.

#### Transport Assessment (TA)

- The impacts on the off-site road network are considered to be acceptable and could be accommodated on the existing highway network.

### **CONSULTATIONS**

**Drainage:** Due to the extent of these proposals, recommend a condition which requires attenuation of SUDs. Details to be submitted to and agreed in writing with LPA prior to the commencement of development.

#### **Pollution and Licensing:**

##### Air Quality

The submitted Air Quality Assessment and supplementary Information submitted is considered to be appropriate. It identifies the worst case scenario and has applied an appropriate background level given the development proposed for the area. The assessment concludes that the development would not add any new receptors to the air quality management area and would not have a significant impact on local air quality. As concluded in the assessment, the implementation of travel plans and other such measures to encourage sustainable transportation will reduce traffic emissions and a travel plan condition should be attached to ensure that these measures are implemented.

##### Contamination

The site falls within 250m of a known landfill site or area of ground that has the potential to create gas. It is also brownfield land. Therefore recommend standard contamination conditions are attached should planning permission be granted.

**LHA:** No objection. Comments as follows:

##### Parking

To meet the Council's parking standards 500 car parking spaces should be provided for the 250 residential units (2 spaces per unit) and 67 additional car parking spaces for the 1,000 sq.m of commercial floorspace. The applicant states that 383 car parking spaces can be provided for the 250 homes which equates to a ratio of 1.5 car parking spaces per dwelling (or 67%). There is no parking proposed for the commercial use. However, as the Council's car parking standards are seen as maximum standards and the highways within the site are to be kept private, any parking issues should be contained within the private roads.

In terms of cycle parking, 50 spaces should be provided for the residential use and 5 for the commercial floorspace. All residential parking should be provided as secure locker/compound parking, the commercial parking will need to be a mix of short stay Sheffield stands and secure cycle parking areas for staff. Therefore the provision of 55 cycle parking spaces is required overall. The applicant states that 566 cycle

parking spaces could be provided; this doesn't include the cycle parking that would be available in dwellings with private garages and garden areas.

The short stay cycle parking proposed should be provided as Sheffield style racks with multiple-point locking to secure the front and back wheels. These should be well spaced and it is imperative that these are under cover and well lit, overlooked by the public or staff or at least by CCTV cameras. The staff spaces should be provided as secure long stay parking and therefore in lockers or a secure compound.

It is noted that at present there is no detail of residential motorcycle parking. In terms of the motorcycle parking the spaces would need to have some kind of street furniture for a bike to be secured to and in a well overlooked position following similar criteria to the standards cycle parking.

It is noted in respect of the public highways in the vicinity of the site: Trafford Boulevard is a clearway, Trafford Way has no waiting at any time restrictions in place, but Redclyffe Road currently has no restrictions in place and it is felt that in light of the under provision of parking within the site for Phase 1A and 1B and its close proximity to the residential elements of the development that appropriate waiting restrictions will be required to be installed at the developers cost as part of any approval, to ensure that parking does not block the carriageway on this stretch.

#### Trip Generation

No allowance has been made for the inter-relationship between the two applications (Phase 1A and 1B), one being a generator and other an attractor of trips. All the forecasts are assumed to be off-site as a worst case assumption for impact purposes.

*Ellesmere Circle* - The Ellesmere Circle modelling results demonstrate that the only arm operating around practical capacity is the Barton Dock Road arm which is currently in the base modelling 0.90 Ratio of Flow to Capacity (RFC). With the introduction of Phase 1A this is unchanged, principally as the majority of the trips generated by the proposals are already loaded onto the network as part of the Kratos approval. However, this increases to 0.92 RFC representing a marginal increase when Phase 1B is introduced. The resultant impact would be one further vehicle queuing on the Barton Dock Road arm of Ellesmere Circle. Is it not considered that this is a significant change and it is also borne in mind that Ellesmere Circle will experience significant improvements when the full Western Gateway Infrastructure Scheme (WGIS) is installed.

*Bridgewater Circle* - The Bridgewater Circle modelling results demonstrate that with the proposed junction improvements in place (in the AM Peak hour in 2016 with Phases 1A and 1B installed) that whilst no arms are at capacity several are seen to be approaching capacity including Trafford Boulevard, Trafford Centre Car Park 1 and a circulatory link. The PM Peak indicates that the scheme would operate acceptably with just the existing layout in place, offering a net operational improvement with the inclusion of the proposed scheme. Therefore the modelling indicates that the Bridgewater Circle can accommodate the developments prior to the introduction of the WGIS consented scheme.

The junction improvements proposed include the provision of an additional turning lane from Trafford Boulevard onto Trafford Way northbound and also to provide a bus lane on Trafford Way on approach to the junction itself which will help give priority to buses passing through Trafford Quays. This involves widening of the

junction to allow provision of a fourth lane (for traffic turning left) and a dedicated bus lane on the Trafford Boulevard approach to the roundabout to help both buses and general capacity. The bus lane could be separately signaled so that it is activated only on demand.

Whilst there are no objections in principle to these proposals, it is noted that the drawings submitted are just indicative, further detailed design drawings are required to be submitted and approved by the LPA and the works will be required to be delivered through a Section 278 agreement with the Council.

*M60 Junction 10* – The application proposes the widening of junction on Barton Road approach (south side) to roundabout to provide a fourth lane to improve general capacity. The M60 Junction 10 modelling results demonstrate that with the proposed junction improvements in place that are set out in Figure 46 (and form part of the WGIS consented scheme for Junction 10) that there is an insignificant change with the inclusion of the Phase 1B development but that with the inclusion of the Phase 1A development and the cumulative scenario that there are some increased queues but none that cause significant practical or operational changes to the public highway governed by the LHA. It is noted that the Degree of Saturation on the Barton Road arm of the junction is proposed to increase and is approaching capacity. However, this is only a slight increase from the existing situation.

Whilst there are no objections in principle to these proposals, it is noted that the drawings submitted are indicative, and further detailed design drawings are required to be submitted and approved by the LPA and the works will be required to be delivered through a Section 278 agreement with the Council.

### Access

The access arrangements for Phase 1B are already in place, the modelling provided in the TA indicates two different scenarios Phase 1B trip generation only and a cumulative assessment of Phase 1A and Phase 1B. The assessments demonstrate a maximum Ratio of Flow to Capacity of 0.22 and therefore there are no issues that result from the access based on the capacity assessments provided.

### Travel Plan

The site requires a travel plan for the commercial element of the development. It is noted that framework travel plans have been submitted with the TA.

### Summary

On this basis, there are no objections to the proposals in their current form subject to:

- § All the roads within the site being retained as private,
- § The provision of Traffic Regulation Orders on Redcylffe Road at the developers cost,
- § The provision of adequate cycle and motorcycle parking as described by the LHA,
- § The delivery of the highway improvements proposed for Bridgewater Circle and M60 Junction 10 prior to the occupation of any of the units.
- § Travel Plan conditions.

**Manchester City Council:** No Objection. Understand that early steps are being taken for Trafford, Salford and Manchester on the development of a strategic planning framework for the area. This will enable all parties to be confident that this strategic location is developed in a way that complements investment elsewhere in Greater Manchester, and in particular within the City and Regional Centre.

**Salford City Council:** No Objection. Understand that early steps are being taken for Trafford, Salford and Manchester on the development of a strategic planning framework for the area. This will enable all parties to be confident that this strategic location is developed in a way that complements investment elsewhere in Greater Manchester, and in particular within the City and Regional Centre.

**Highways Agency:** No objection. It is concluded that the proposed development will not have a significant impact on the strategic road network given the removal of the Kratos permission. However, should planning permission be granted, recommend travel plan conditions are attached.

**Environment Agency (EA):** No objection, subject to the following conditions:

- Submission and agreement of surface water drainage scheme for the site;
- Contamination condition.

**Transport for Greater Manchester (TfGM):** No objection. TfGM criteria for subsidised bus services has a target to maximise the number of people living within 250m of a bus stop with a service every 30 minutes or 400m of a bus stop with a service every 15 minutes. The applicant states that 6 bus routes are capable of diversion through the site. However this is dependant on the bus operator's willingness to divert services which would be driven by commercial or operational benefits. In order for this to be possible the access points and internal roads should be designed to accommodate buses and include potential stopping places. All potential residents should be informed of the intention to reroute services through the site and the intention to improve public transport services.

**English Heritage (EH):** Object. The information submitted with the application is insufficient to fully assess the heritage impacts of the proposals on designated and undesignated heritage assets or the Conservation Area, particularly the setting of All Saints Church and Presbytery. A full Heritage Appraisal ought to be undertaken of the site area by a specialist heritage consultant. Concerned that application ref.75931/O/2010 remains in outline given its proximity to All Saints. Whilst support the overall masterplan layout and the promise of high quality housing and public realm design, this information is indicative only at this stage and provides no certainty as to the appearance or impacts of the development on the setting of heritage assets or the character and appearance of the Conservation Area. The impacts and datum levels of the 2 storey apartments and other housing within Block A are unclear and the information provided suggests that flat roofs may be utilised. Also remain to be convinced that the layout, size and design of the proposed new landscaping close to All Saints will be sufficient to preserve or enhance its setting, or that sufficient attention has been given to identifying opportunities for changes in the setting of heritage assets to enhance or better reveal their significance. For these reasons English Heritage do not support the applications in their present form and recommend that they are refused as being contrary to the provisions of Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (As Amended) and policies in PPS5.

**Greater Manchester Archaeology Unit (GMAU):** Recommend the applicant be required to submit an archaeological assessment and evaluation and submit this for consideration as part of the application. However, should the local planning authority decide it has sufficient information to grant planning permission recommend a planning condition is attached requiring a programme of archaeological work to be undertaken before the development is commenced. This, depending on the results, may be followed by a phase of post-excavation analysis, report writing and deposition of the site archive and potentially an appropriate level of publication.

**Greater Manchester Ecology Unit (GMEU):** Whilst GMEU do not disagree with the overall findings of the survey, they do disagree with the reports overall evaluation that the application site is of negligible value for nature conservation. Whilst accept that the application site is not designated for its nature conservation interest and does not support any specially protected species, the site is one of the few remaining areas of semi-natural, relatively undisturbed landscape in the area, adjacent to the Ship Canal wildlife corridor, and as such does support some local biodiversity interest. In the outline plans, there appears to be little consideration given to nature conservation interests and or to the recommendations for biodiversity enhancement made in the applicant's own ecology report. The development will result in the loss of the areas of semi-natural greenspace and consequent losses to plant species number and structural variety which will reduce local biodiversity interests. Therefore do not object but make the following recommendations:

1. A landscape condition should be attached which requires the applicant to submit a landscape and habitat scheme that complements the Wildlife Corridor function and provides proposals for the biodiversity enhancement of the area generally. Also recommend that consideration be given to the retention and enhancement of the wet grassland and marshy area.
2. No vegetation clearance shall take place during the optimum nesting season (March to July inclusive)
3. Himalayan balsam has been found on the site. A method statement should be submitted and prepared which shows how this plant will be controlled during the course of the development.

**Greater Manchester Police Design for Security:** No objection. However, the proposed development is very large and crime and disorder implications need to be addressed at the design stage. A condition should be attached therefore, should planning permission be granted, which requires the developer to prepare and submit a statement detailing crime prevention measures to reduce the risk of each element of the development attracting crime and disorder.

**Electricity North West:** The development is shown to be adjacent to or affect Electricity North West operational land or electricity distribution assets. Where the development is adjacent to operational land, the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements.

**United Utilities:** No objection provided the following conditions are met:

- A public sewer crosses the site and we will not permit building over it. Require an access strip width of 13m, 6.5m either side of the centre line. Deep rooted shrubs and trees should not be planted in the vicinity of the public sewer and overflow systems.
- No surface water from this development should be discharged 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 a SUDS system.

**City Airport:** No objection subject to the following conditions being met as the scheme progresses:

- That the application, on submitting the full detailed planning application is able to provide drawings to confirm that all buildings and structure heights within the development do not penetrate any of the safeguarded surfaces;
- That the applicant ensures that as part of the development the guidance issued by the Civil Aviation Authority AN03 Bird Hazard – landscaping is considered to ensure that there will be no increased attraction to bird activity at the site.

**Manchester Airport:** No objection.

**Commonwealth War Graves Commission:** Advise that there are six war graves (two First World War and four Second World War) within St Catherine's Churchyard which forms part of this application site. However, they advise that they have no objection to the proposals as these graves would be unaffected by the development. Nevertheless, they state that access should be maintained for their staff and visitors to the graves at all times so that they can inspect and maintain them. Request that the developer liaises with the commission over the future management proposals of the graveyard.

## **REPRESENTATIONS**

4 letters/emails of objection have been received. This includes 3 letters/emails from residents of Salford on the opposite side of the Manchester Ship Canal and 1 from a resident of Davyhulme. The main points raised are:

- Impact on highway/pedestrian safety - The roads in the vicinity are already significantly overcrowded. Redclyffe Road and the adjoining Barton Swing Bridge would be placed under additional loading from the development and this area has already been highlighted as being at a risk of adversely high traffic loadings. There are already often delays of up to 20 minutes at the traffic lights.
- The proposal that all traffic will turn left from Trafford Way onto Trafford Boulevard will mean that all traffic will have to go around Redclyffe Circle and back down Trafford Boulevard or along Barton Dock Road. These roads already suffer from congestion and often come to a standstill.
- Occupants of some of these properties will have a direct view of my house and garden. This is a violation of my privacy in my own home.

## **OBSERVATIONS**

### PRINCIPLE OF DEVELOPMENT

#### Core Strategy

1. The Trafford Core Strategy was adopted in January 2012 after Members resolved to approve the application in September 2011. However the Core

Strategy was at an advanced stage in its production and Members were advised that the Trafford Core Strategy therefore provided the most up to date expression of the Council's strategic planning policy.

2. The application site is identified as part of the Trafford Centre Rectangle, a Strategic Location in the Trafford Core Strategy where it is envisaged that 250 new homes will come forward in the period between 2011 and 2016.
3. The 'Trafford Centre Rectangle' is identified in the Core Strategy as one of five strategic locations. Policy SL4 applies and recognises that this area is a strategic part of the Borough. The application site forms part of the Trafford Quays area which the policy identifies as suitable for a major mixed use development providing new residential neighbourhoods together with commercial, leisure and community facilities and substantial improvements to the public transport infrastructure. In particular the wider Trafford Quays site is considered suitable to deliver a minimum of 1,050 residential units (primarily family accommodation), commercial office space and community facilities during the lifetime of the plan.
4. Policy SL4 of the submitted Core Strategy states that development on the Trafford Quays site must comprise the following which are relevant to this application:
  - Community facilities including convenience retail, school provision and health facilities of a scale appropriate to the needs of the new community;
  - The re-routing, through the site, of local public transport provision;
  - To protect, preserve and enhance the setting of Pugin's Grade I listed Church of All Saints and the Grade II Presbytery;
  - That 30% of the new residential provision will be affordable housing;
  - That residential development is not located in areas of potentially poor air quality.
5. In terms of affordable housing provision, the 2011 report advised that policy SL4 requires that the provision of affordable housing should be in accordance with policy L2.
6. In terms of current affordable housing requirements Policy L2.12 states not more than "40%" in those areas of Trafford Park identified for residential development– but that this should be determined via a site specific viability work. Para 8.57 of the Core Strategy refers to the economic viability study which concluded that Trafford Quays site would remain viable with a 30% affordable housing provision.
7. The application proposes 30% affordable housing and a range of house types to meet the Council's identified housing needs. It is considered that this proposed approach to affordable housing would be in conformity with Policy SL4 as adopted and therefore it is considered that the existing 30% detailed in the previous committee resolution is reasonable.
8. The policy also includes a detailed phasing strategy which indicates that between 2011 and 2016, 250 housing units and 2 hectares of office floorspace are expected to come forward across the whole of the Trafford Centre Rectangle. These development proposals, in conjunction with office

development forming part of planning application ref. 75930/O/2011 Phase 1A are intended to be in line with this phasing strategy.

9. Policy L1 sets the overall housing land requirements for the Borough over the life time of the Plan. It proposes the release of sufficient land to accommodate a minimum of 12,210 dwellings through to 2026. As illustrated by Table L1, this figure includes an allowance of 1050 dwellings within the Trafford Centre Rectangle, of which it is anticipated that 250 units would be developed up to 2015/16. The Council's Strategic Planning Department has confirmed that the number of units proposed would comply with this element of the policy
10. Policy L1 states that the Council will adopt an indicative target of 80% for the provision of all new housing on brownfield land over the Plan period. Policy L1 states that to achieve this, the Council will release previously developed land and sustainable urban area green-field land, 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 this Plan.
11. As outlined above, the site falls within the Inner Area boundary and is considered to be vacant and underused land. Whilst there is evidence in the historical maps of previous development on land to the west of this application site, there is no evidence of any development on this part of the application site. It is therefore considered to be 'greenfield'. Nevertheless, given its sustainable location within the Inner Area, it is considered to be a priority for housing development in accordance with Policy L1. The policy further states that the development of greenfield land will only be considered where it can be demonstrated that the proposed development will be capable of creating sustainable communities; will contribute significantly to the Plan's overall objectives, including the economic growth of the City Region and the provision of affordable housing; and where it can be demonstrated that the development of that land will not compromise the Council's achievement of its brownfield land target over the Plan period; and that without its release, the Council's 5-year housing land supply target could not be delivered. Para 10.12 of the Core Strategy makes it clear that the distribution and phasing of the land for residential development contained in Policy L1 has been arrived at following the order of priority set out above and that where development is proposed on green-field land (specifically at the Trafford Centre Rectangle), the provisions of those tests have been met. Furthermore the Core Strategy, through Table L1, demonstrates that the distribution proposed within Policy L1 (including the proposed development on this site) meets the indicative 80% target proportion of housing provision to use brown-field land. For these reasons, the number of units proposed would not compromise the Council's achievement of their brownfield target. The proposal is therefore considered to comply with this policy.

12. Policy L2 identifies the housing needs for the borough and states that the Council will seek family accommodation (3+bedrooms) and a greater percentage of smaller accommodation in a form which is suitable for families. Policy SL4 requires that for the Trafford Quays site, two thirds of the housing to be provided should be made up of family accommodation. Although the application is outline, the applicant proposes a mix of properties of which two thirds would comprise family accommodation (in town houses or large apartments). They also propose 30% affordable housing. The mix of housing types and tenure proposed as part of this application is considered to be consistent with policy L2 and SL4.
13. It is considered that the development proposals comply with Policies SL4, L1 and L2 of the Core Strategy.

#### NPPF

14. The application was considered against PPS3 – housing, when it was assessed in 2011. This has now been replaced by the National Planning Policy Framework (NPPF). The NPPF states that “*Development that is sustainable should go ahead, without delay - a presumption in favour of sustainable development that is the basis for every plan, and every decision.*” (Ministerial Foreword). Sustainable development is defined loosely at this stage as a change for the better without making worse lives for future generations.
15. The document states that the planning system should seek to encourage the effective use of land and promote mixed use developments and local authorities should consider setting locally appropriate targets for the use of brownfield land and set their own approach to housing density to reflect local circumstances. Whilst this is not a previously developed site, the proposal would not compromise the Council’s achievement of the overall brownfield targets across the Borough as set out above and the development is considered to comply with all other aspects of the NPPF.
16. The site is identified for housing development in the Core Strategy and is considered to be a relatively sustainable location, located in close proximity to the Trafford Centre Bus Station in an area which could be served by forthcoming proposals for Metrolink through Trafford Park. Whilst there is an objection from English Heritage to this planning application, the applicant has sought to address their concerns through the submission of amended plans and additional information. The impact of the development on adjoining heritage assets is considered in detail below. Nevertheless the application is considered to comply with the National Planning Policy Framework.

#### Conclusion on Principle of Development

17. The site identified for residential development in the Core Strategy and in accordance with national planning guidance is considered to be a suitable location for this type of development. The application is therefore considered to be acceptable in principle.

#### DESIGN AND IMPACT ON STREETSCENE

18. As the application is submitted in outline with approval sought only for means of access, any comments on the design are necessarily limited at this stage.

However, the applicant's Design and Access Statement and Parameter Plans outline the fundamental design principles for the development.

19. The assessment of design considerations is not considered to have altered since the September 2011 report however the assessment is set out below for completeness.
20. This supporting information indicates three residential blocks with development between 2 and 10 storeys in height, each laid out around central courtyards. The height of the development increases from the north to the south. A hierarchy of streets is proposed around each of these blocks which each differ in size, appearance and function and includes the following:
  - Lanes - Less formal semi-private shared surface residential routes with on-street parking and pavements separated from the main carriageway, typically located between blocks and measuring between 12m-15.5m in width;
  - Street Type 1 - Residential street with separate pavements and carriageways measuring between 15.5m and 21.5m in width;
  - Street Type 2 - Residential street as above but wider to accommodate bus access measuring between 22.5m and 28m in width;
  - Boulevards - A wide formal tree-lined road with continuous building lines measuring between 18.5m-22.5m in width through the centre of the application site.
21. Within this road network, the three urban blocks are defined on the parameters plan by 'minimum' and 'maximum' building lines. There is only a small variance between the two lines in each case, but the applicant states that they are satisfied that this will provide sufficient flexibility at the detailed design stage. Block A would contain 42 low rise family dwellings, Block B would contain 93 medium rise family dwellings and Block C would comprise 114 medium-high rise family and urban dwellings. The applicant states that more traditional family homes would be located in Block A due to its proximity to the open space and less 'urban' setting. Block B would comprise more contemporary family housing and Block C a mix of apartments. Overall the density of development is approximately 45 dwellings per hectare. The applicant has provided a wider masterplan for the Trafford Quays site which demonstrates how the proposed development would fit into the future development in this wider area. Whilst the applicant is not seeking the endorsement of this masterplan, it does demonstrate that they have considered the current planning application in the context of future development at the Quays. The illustrative material submitted indicates a modern design approach with examples cited of existing award winning developments such as 'Accordia' in Cambridge and 'Chimney Pot Park' in Salford.
22. The scale, height and amount of development proposed is considered to be acceptable and would complement development proposed to the south on Phase 1A. The form of development proposed on Block C would provide an

appropriate frontage to the canal arm. The road hierarchy and design parameters proposed would create a unique 'urban' development in this part of the Trafford Centre rectangle and will establish a framework for future development across Trafford Quays. The development as proposed at this stage is considered to be acceptable in accordance with policy L7 of the Trafford Core Strategy and the NPPF in this respect.

#### IMPACT ON SETTING OF LISTED BUILDINGS AND BARTON UPON IRWELL CONSERVATION AREA

23. In considering the impact of new development, PPS5 has now been replaced by guidance within the NPPF which requires local planning authorities to identify and assess the particular significance of any heritage asset that may be affected by a proposal. In determining applications the NPPF advises that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality, and the desirability of new development making a positive contribution to local character and distinctiveness. The NPPF goes on to state that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be.
24. Policy R1 of the Core Strategy requires that all new development must take account of surrounding building styles, landscapes and historic distinctiveness and that 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.
25. The proposed development adjoins the Grade I listed All Saints Church, Grade II listed All Saints Presbytery and Barton upon Irwell Conservation Area. The application red line boundary also extends around the St Catherine's burial ground which falls within the Conservation Area boundary and which contains the footings of the former St Catherine's church.
26. All Saints Church was designed by EW Pugin and built between 1867 and 1868 for the de Trafford family of nearby Trafford Hall as a parish church. It has subsequently become a Franciscan Friary. The applicant recognises in their Heritage Statement that All Saints Church is of 'high' significance due to the architectural quality of its exterior and interior. The adjoining All Saint's Presbytery is Grade II listed and was also designed by EW Pugin. Whilst it forms an integral part of the ecclesiastical group, the applicant states that it is considered to be of 'medium significance' only. The Barton Upon Irwell Conservation Area is centred around the Grade II\* listed Barton Swing Bridge and Aqueduct to the north and extends southwards around the Grade I listed All Saints Church and St Catherine's graveyard. The applicant states that the Conservation Area is also considered to be of 'high' significance, however this level of significance is not considered to be uniform across the entire area as there have been areas of intervention and modern developments.
27. Adjoining the south side of All Saints Church, a small triangular area of amenity space is proposed measuring 60m at its widest point. On the

opposite side of this amenity space is Block A. The majority of Block A would measure 2-3 storeys in height (10.15m-12.95m) with only a small element on its east side shown extending up to a maximum of 4 storeys. With the intervening highway and front gardens, the closest element of Block A would be situated approximately 88m from the Grade I Listed All Saint's Church.

28. The applicant maintains that the relationship between the built development and the church would preserve those elements of its setting that make a positive contribution to its significance and that alterations to the area of open space and creation of carefully aligned and orientated boulevards will create focussed and framed views of the bell tower. This they consider would better reveal the significance of the Church.
29. English Heritage objected to the current planning application and it is clear from their response that their main concern relates to the type of application submitted (outline) and level of supporting information, which they advised is insufficient to properly assess the development and its impact on the setting of the heritage assets and Conservation Area. They also raised concerns about the size, design and layout of the proposed area of open space adjoining the church. The applicant considers that the type of application submitted is appropriate as the reserved matters application stage will provide the opportunity for further consideration of the design and appearance of the development. Nevertheless, they have submitted amended plans during the course of the application and additional information proposing amendments to the layout of Block A. In particular, the northern boundary of Block A has been pulled back away from the church by a distance of between 20m and 36m increasing the size of this area of open space. As a result the separation distance between Block A and All Saints Church has increased from 60m to 84m at its closest point.
30. The minimum and maximum parameter lines indicated on the revised layout parameter plan received would, it is considered, provide suitable flexibility for the Council to negotiate the northern alignment of Block A through a reserved matters application whilst providing a degree of certainty for the applicant on the scale of development which could be accommodated on this part of the site. The plan would provide an area within which officers are satisfied that, subject to the submission of further details at the reserved matters stage, the development would achieve a suitable separation distance to All Saints Church and would provide sufficient open space to the north of Block A. This proposed amendment does not alter English Heritage's view.
31. Further information has also been provided during the course of the application about the significance of the adjoining listed buildings. English Heritage state that they wish to maintain their objection to the planning application. However, it is considered that these concerns could be addressed through the reserved matters application submission and that the layout, design and size of the proposed open space and position and alignment of the northern boundary of Block A shall be determined at this stage. Conditions are recommended below in this respect.
32. Having regard to guidance within the NPPF and Policy R1 of the Core Strategy, and subject to the conditions listed below, it is considered that the concerns raised can be satisfactorily addressed through the reserved

matters stage. It is considered therefore that the proposals are acceptable in terms of the NPPF and Policy R1 of the Core Strategy.

## RESIDENTIAL AMENITY

33. The closest residential properties are situated over 260m to the west in Salford on the opposite side of the Manchester Ship Canal and are orientated so that their rear elevations face towards the canal. These properties will therefore have a view of the proposed development. At its closest point (north part of Block A) the development proposed would be 2-3 storeys in height, although the development would increase in height as the distance from these properties also increases. Given the separation distance, it is considered that the proposed development would not overshadow these properties nor would it result in a significant loss of light or privacy.
34. Within the development, it is expected that there would be a number of occasions where the distances between each of the properties will not meet the Council's privacy standard's. Across a highway, the Council's New Residential Development Guidelines recommend a minimum separation distance between main habitable room windows of 24m for three storey developments and across private gardens a distance of 30m. For example, between Blocks A and B a distance of only 15m is proposed between the front elevations of properties on either side of this highway. This is only one example where the development may fail to comply with the Council's Guidelines in this respect. Furthermore, the proposed 10 storey block on the southern side of Block C could overshadow and appear overbearing to some extent in relation to residential apartments on the north side of this block in close proximity. Nevertheless, the Guidelines also state that the Council is looking to encourage imaginative design solutions and in doing so accepts the need for a flexible approach to privacy distances between buildings within a development site, where good design or the particular circumstances of the site allow. This is the first phase of the wider masterplan for Trafford Quays and the application proposes a relatively high density urban development set within certain design codes. Given the benefits associated with the proposed design approach and road hierarchy specified, it is considered that the relationship between each of these blocks is considered to be acceptable and the future reserved matters application will provide scope for further assessment and consideration of the development in this respect.
35. The applicant proposes amenity space for the future occupants in a variety of open space types which includes an area of open space to the north and two enclosed courtyards (within Blocks B and C). The open space to the north would be laid out as a Church Green with opportunities for children's play facilities. The applicant also states that each of the 250 homes proposed would be provided with an element of private external amenity space ranging from traditional rear gardens, roof gardens and external balconies. St Catherine's burial ground is included in the application site; however the applicant states that it is their intention only to manage the existing landscaping on this part of the site so that it provides an area for quiet contemplation. The range and scale of amenity space proposed is considered to be acceptable for the future occupants of this particular phase of the development.

## ACCESS AND TRAFFIC IMPACTS



36. In 2011 the application was assessed against government guidance set out in PPG13. This has now been replaced by the NPPF which emphasises the aim to minimise the need to travel and maximise the use of sustainable transport modes. The application site is relatively well served by public transport facilities. The applicant outlines plans for local bus services to be rerouted through the site which they hope will provide frequent services to Urmston and the Trafford Centre where further services run to Manchester, Altrincham, Flixton, Stretford, Stockport and the surrounding area. The site is also readily accessible to anyone in the local area cycling and proposals to extend the Metrolink line through Trafford Park to the Trafford Centre would further improve the accessibility of the site. The applicant proposes to provide a new enclosed pedestrian link between the development and the Trafford Centre Bus Station and secure cycle parking for future occupants.
37. The applicant also proposes a number of alterations on the local highway network to ensure the development would not have a significant impact on the surrounding highways. These improvements are as follows:
- The introduction of a bus lane on Trafford Way approach which could be signalled separately from the other Trafford Way lanes and activated only on demand;
  - The addition of a flared lane on Trafford Boulevard for the left turn into Trafford Way
38. In addition, the LHA recommend the following:
- The introduction of waiting restrictions on Redclyffe Road.
39. The applicant proposes to use the existing vehicle access to the site from Redclyffe Road for Phase 1B. Vehicle access to Phase 1A (Office development) is via a priority junction at Trafford Way to the south. The applicant states that their intention is to prevent 'through' traffic, other than buses between these two areas. To achieve this, a bus gate is proposed within Phase 1B to prevent other vehicle through movements (other than for emergency service vehicles). However, this is not intended to prevent pedestrian and cyclists from moving between these areas.
40. The applicant proposes 1.5 car parking spaces for each property and no spaces for the commercial units. This would be provided in a mix of on-street parking bays, garages and designated car parking spaces. The LHA states that as the local highway will remain in private ownership the level of car parking proposed is considered to be acceptable.
41. The LHA is satisfied, from the information submitted, that the development proposed with the improvements outlined, would operate satisfactorily. A condition is recommended which requires the highway works proposed to be agreed in writing and implemented. A second condition is recommended which requires the applicant to submit agree and implement a detailed Travel Plan with measurable targets. Subject to these conditions, it is considered that the proposed development is acceptable in highway terms. The LHA consider that there have been no developments of material significance on the surrounding network that alter the assessment of the application in 2011.

## ECOLOGICAL APPRAISAL

42. The applicant's Ecological Survey states that the proposed development would result in the loss of grassland and other common plants such as brambles and nettles. They state that these plants are not uncommon or scarce and that the effects of the development of Phase 1B on biodiversity, including flora and fauna, will be very minor and inconsequential. Furthermore, no protected animal species were identified on the application site. The Greater Manchester Ecology Unit (GMEU) have assessed the proposals and advised that they disagree with the applicant's conclusions in this respect. They state that whilst the site does not support any specially protected species, it is one of the few remaining areas of semi-natural relatively undisturbed landscape adjacent to the Ship Canal and as such it does support some local biodiversity interest. However, they do not object to the application provided that any future landscaping scheme for the development provides an environment that will complement the Wildlife Corridor function of the Ship Canal and enhancement of the biodiversity of the area general. They suggest, in particular, that attention is paid to retaining and enhancing the nature conservation of wet grassland and marshy areas to the west of the Phase 1 application site. They also recommend a bird breeding condition which restricts the removal of vegetation between March and July (inclusive) and a condition which requires the control of Himalayan Balsam, an invasive species which has been found on the site.

## DEVELOPER CONTRIBUTIONS

43. In September 2011 the committee report concluded that as the level of contributions is dependent on the mix of houses/apartments and commercial units which is not known at this stage nor is the level of tree planting proposed as part of this development known at this stage it is therefore considered appropriate to include the relevant calculations from the SPG documents in the Section 106 legal agreement so that the required payment can be calculated in future as the development progresses.
44. The September 2011 committee resolution was therefore *'minded to grant upon completion of an appropriate legal agreement(s) to secure a financial contribution towards highway network improvements, public transport improvements, play space and outdoor sports facilities, the Red Rose Forest; the provision of 30% Affordable Housing in accordance with the Council's adopted SPG's and SPD's and the delivery of waiting restrictions on Redclyffe Road'*
45. The following Supplementary Planning Guidance/ Documents which were in place in 2011 have now been superseded by SPD1 Planning Obligations adopted February 2012;
- 'Developer Contributions to the Red Rose Forest' adopted SPG
  - 'Developer Contributions to Highway and Public Transport Schemes' adopted SPD1
  - 'Informal/Children's Playing Space and Outdoor Sports Facilities Provision and Commuted Sums' Adopted SPG.

46. All contributions for this application should now therefore be calculated based on the current SPD1 adopted Feb 2012 based on details which come forward through reserved matters submissions.
47. SPD1, sets out the requirements for developer contributions/ obligations towards the following;
- Affordable Housing
  - Highways and Active Travel infrastructure (including highway, pedestrian and cycle schemes)
  - Public transport schemes (including bus, tram and rail, schemes)
  - Specific Green Infrastructure (including tree planting)
  - Spatial Green Infrastructure, Sports and Recreation (including local open space, equipped play areas; indoor and outdoor sports facilities).
  - Education facilities.
48. In terms of current affordable housing requirements, as set out earlier in the report Policy L2.12 states not more than “40%” in those areas of Trafford Park identified for residential development – but that this should be determined via a site specific viability work. Para 8.57 of the Core Strategy refers to the economic viability study which concluded that Trafford Quays site would remain viable with a 30% affordable housing provision and therefore it is considered that the existing 30% detailed in the previous committee resolution is reasonable.
49. In accordance with the comments from the LHA a financial contribution for bond for the delivery of waiting restrictions on Redclyffe Road is also required.

## CONCLUSION

50. The application site is identified as a Strategic Location in the Adopted Core Strategy and the proposed development would comply with Policy SL4 which relates to this strategic proposal.
51. The development is considered to be acceptable in principle and in terms of its design, residential amenity, the highway network and the sustainability of the location. The site is identified as a location for new housing in the Core Strategy and is considered to comply with guidance contained in the National Planning Policy Framework and therefore is recommended for approval accordingly.
52. It is therefore recommended that outline permission should be granted, subject to completion of a Section 106 agreement to secure financial contributions/ obligations to secure 30% Affordable Housing, contributions towards Highways and Active Travel infrastructure, Public transport schemes , Specific Green Infrastructure, Spatial Green Infrastructure, Sports and Recreation and Education facilities and Financial contribution for bond for the delivery of waiting restrictions on Redclyffe Road together with appropriate conditions.

## **RECOMMENDATION: MINDED TO GRANT**

- (A) That the application will propose a satisfactory development for the site upon completion of an appropriate legal agreement and such legal agreement be

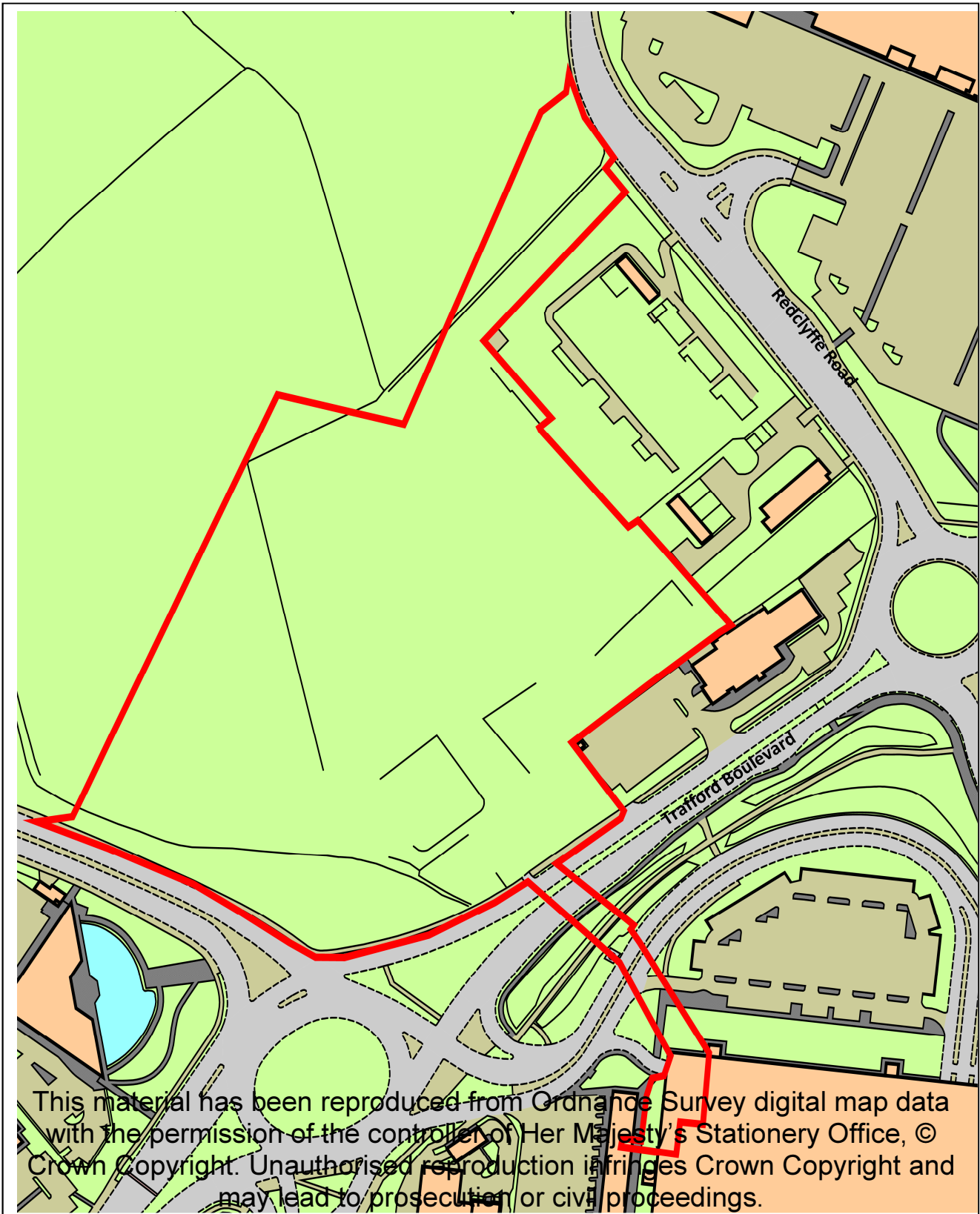
entered into to secure obligations towards the delivery of 30% affordable housing provision, and financial contributions towards Highways and Active Travel infrastructure, Public transport schemes, Specific Green Infrastructure, Spatial Green Infrastructure, Sports and Recreation and Education facilities and the delivery of waiting restrictions on Redclyffe Road. The contributions will be calculated for the residential element at the reserved matters stage based on the size, scale and type of development proposed and on occupation of the commercial units based on the type of occupant. These financial contributions would be calculated on the basis of the SPD1 adopted February 2012.

**(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 Acting Chief Planning Officer

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

1. Outline condition 1;
2. Outline condition 2;
3. Provision of Access Facilities Condition No.1;
4. Retention of Access Facilities Condition;
5. Contamination Condition;
6. Submission and approval of scheme for the disposal of surface waters which regulates surface water run off;
7. Development permitted shall be carried out in accordance with the amended plans and Proposed Development Parameters outlined within the submitted Design and Access Statement;
8. Implementation of air quality mitigation measures;
9. Condition to comply with requirements of Barton Airport;
10. Provision of Cycle/motorcycle parking condition;
11. Detailed drawing of highway works;
12. Removal of invasive species;
13. Bird Breeding condition;
14. Crime and Disorder condition;
15. Archaeology condition;
16. Residential Travel Plan – commencement of development;
17. Residential Travel Plan – occupation of development;
18. Management plan for St Catherine’s burial ground;
19. The position and alignment of the northern boundary of Block A (between the maximum and minimum parameter lines shown on the amended parameters plan received by the Council on the 7<sup>th</sup> September 2011) shall be determined through the reserved matters application for this part of the site. The reserved matters application shall be supported by the submission of detailed building elevations, roof plans, sections, public realm / landscaping proposals, materials schedules, photomontages for this part of the site ensure that the proposals will have a satisfactory relationship with All Saints Church and will not have an adverse impact on the setting of All Saints Church, All Saints Presbytery or the Barton Upon Irwell Conservation Area.
20. Strategic landscape condition to include nature conservation measures to complement the Wildlife Corridor and to include timescale for implementation.
21. Wheel wash

MH



**LOCATION PLAN FOR APPLICATION No: -75931/O/2010**  
Scale 1:1250 for identification purposes only.  
Acting Chief Planning Officer  
PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**

**RETROSPECTIVE APPLICATION FOR CHANGE OF USE OF UNIT TO MOTOR VEHICLE REPAIRS AND SERVICING AND TYRE SALES AND FITTING.**

Unit 3, 285 Talbot Road, Stretford. M32 OYA

**APPLICANT:** Pino Design and Build

**AGENT:** Gonshaw Associates

**RECOMMENDATION: REFUSE**

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**This application has been called in by Councillor Walsh following concerns raised by residents regarding parking difficulties, and the level of noise and odour disturbance, associated with the site.**

**SITE**

The application site relates to a series of industrial warehouse units which front onto Milton Road, but whose address points relate to Talbot Road to the north-west. The units form the north-eastern edge of a wider industrial complex which spans between Talbot Road and Renton Road to the south-east, with Christie Road forming the south-western boundary 250m away. Despite this cluster of industry, the prevailing character of the surrounding area is residential, including two-storey semi-detached properties that face the application site on Milton Road.

The industrial premises of 285 Talbot Road originally comprised of one large unit which appears to have had a lawful use for storage and distribution (Use Class B8) in relation to a UPVC windows business. However in August 2007 it was brought to the Council's attention that No.285 had been subdivided into separate units, with two of them occupied by businesses that repair and service motor vehicles, and which sell and fit car tyres also (Use Class Sui generis). Unit 3, to which this application relates, measures 272sqm in size and is currently in use by 'S G Autos' for vehicle repairs and tyre sales. The unit is set 53m from the junction between Milton Road and Talbot Road and is immediately bound to either side by other commercial premises.

A 3.3m wide strip of hardstanding separates the industrial building of 285 Talbot Road from the Milton Road footpath. This area has historically been used by the unauthorised businesses operating within these units to park several cars and to store equipment, which tended to overhang onto the public footpath.

A retrospective application which sought to regularise the subdivision and use of these industrial units was refused in January 2008 (ref: H/68427), whilst a subsequent submission in April 2010 was never validated as the applicant failed to provide the required application fee (ref: 75063/FULL/2010).

**PROPOSAL**

This application seeks retrospective planning permission to continue the use of Unit 3 for the purpose of motor vehicle repairs and servicing, and the sale and fitting of

tyres. The unit is almost entirely open plan in its layout, with a small office and toilet representing the only separate rooms. The submitted site plan indicates that two car parking spaces can be designated for the use of the business, arranged parallel to the warehouse frontage, although one of these overlaps the frontage of adjoining Unit 2.

This application represents one of three submitted simultaneously for 285 Talbot Road, all of which seek retrospective planning permission for their current uses. Of these other two, application 78787/COU/2012, which relates to Unit 1, is also on the agenda to be determined at this planning committee.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L7 – Design

## **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**

### **Unit 1, 285 Talbot Road**

78787/COU/2012 - Retrospective application for change of use of unit to motor vehicle repairs and servicing and tyre sales fitting – Current application

### **Unit 2, 285 Talbot Road**

78786/COU/2012 – Retrospective application for change of use of unit to furniture warehouse and distribution – Current application

### **281-285 Talbot Road**

75063/FULL/2010 – Retention of use of Units 1 & 4 for motor vehicle servicing and repairs (in addition to existing use of Unit 3 as storage and distribution, and Unit 5 as light industrial). Creation of new vehicular access. Erection of chain link fencing and 1.1m high bollards – Invalid application

H/68427 - Retrospective planning application for a change of use from storage, distribution and retail sales to 4 no. industrial units (Class B2 use) and 1 no. upvc window manufacturer. Change of use of two storey unit fronting Talbot Road to offices (Class B1 use)/ancillary offices to industrial units – Refused, 21<sup>st</sup> January 2008; Appeal withdrawn, 19<sup>th</sup> July 2008

## **CONSULTATIONS**

**Pollution & Licensing:** No objections subject to addition of conditions relating to shutting of roller shutter doors and restriction of opening hours.

**LHA:** Comments received will be discussed in further detail in the relevant part of the 'observations' section of this report.

**Drainage:** No objections

## **REPRESENTATIONS**

Four letters of objection have been received in relation to this application from residents of 27-29, 33-35, and No's.43 and 49 Milton Road. These occupants have stated that in recent years the units within No.285 have caused substantial nuisance with respect to the number of cars parking outside of them and on both sides of Milton Road generally, making it difficult for residents to park and for two cars to pass each other. In the past, cars in varying states of repair have been left outside on the highway, and on breakdown recovery vehicles and there is still waste kept outside in drums that leak onto the pavement.



## **OBSERVATIONS**

### PRINCIPLE OF DEVELOPMENT

1. The premises are unallocated on the Revised UDP Proposals Map and therefore there are no objections in principle to the developments providing that they do not unduly harm the residential or parking amenities of the surrounding residents, or conflict with pedestrian and/or highway safety. These issues are discussed further below.

### RESIDENTIAL AMENITY, DESIGN AND STREETSCENE

2. Policy L7.3 of the Trafford Core Strategy states that, in relation to protecting amenity, development must be compatible with the surrounding area, and must not prejudice the amenity of occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and or/disturbance, odour or in any other way.
3. The roller shutter door to the premises represents the only point of vehicular access into the unit and therefore, when combined with the need to appear 'open for business', works are inevitably conducted with this main door open. The nature of the business also means that it generates a reasonable number of vehicular comings-and-goings throughout the day. The dwellinghouses of 27-31 Milton Road are located 21m away on the opposite side of the highway, which represents a relatively quiet side-road leading off from the busier thoroughfare of Talbot Road. A Noise Assessment Report has been submitted to the Council concluding that the use should not cause significant harm to the amenity of surrounding residents. The Council's Pollution and Licencing Officer confirmed from a site visit that noise from the activities from within Unit 3 were clearly audible when operating with the roller shutter door half open, which indicates that noise from the business could also be heard, to some degree, from inside the facing houses on Milton Road when they have their windows open. A Noise Assessment Report submitted to the Council concludes that the noise levels from the unit would be of marginal significance when measured against guidance in BS4142. This level does not meet the Council's preferred rating level of 10dB below the background noise levels. In order to protect the nearest residential properties from potential noise breakout from the application site, Pollution and Licencing have stated that all noisy works (including the use of power tools and hammering), the revving of engines, and the playing of music on the radio, would need to be undertaken whilst the roller shutter doors are closed. Operating hours and servicing would also need to be restricted by condition. However it is considered that the likely frequency of noisy works, combined with the regularity of vehicular comings and goings, would render the imposition of a roller shutter door condition so restrictive to the day-to-day operations of the business as to be unreasonable for its owners and staff. As a result, it is considered that the prolonged exposure of neighbouring residents to persistent bursts of loud noise has had an unacceptable impact on the level of quietude and amenity that they could reasonably expect to enjoy from a predominantly residential area. For this reason, the application is recommended for refusal.
4. No external alterations have been proposed as part of these works; however it is worth noting that previous site visits have revealed that vehicles in various states of repair that are associated with the business have been stored for long periods

on the Milton Road frontage. It is considered that the storage of vehicles and equipment in this way, and in such close proximity to the footpath and highway, detracts from the appearance of the Milton Road streetscene, harms the outlook from the facing residential properties, and creates the impression that this part of Stretford is not valued for anything but industry.

#### ACCESS, HIGHWAYS AND PARKING

5. Policy L7.2 of the Core Strategy states that, in relation to matters of functionality, development must provide sufficient off-street car and cycle parking, and sufficient manoeuvring and operational space for cars and service vehicles.
6. Under the Council's approved car parking standards, the previous use of the site for storage and distribution would have required the provision of two off-street car parking spaces within the curtilage of the site. The current use of Unit 3 requires six spaces to be provided, with the submitted site plan indicating that there is only scope for a maximum of two cars to park parallel to the unit – a deficit of four spaces. Furthermore, it is noted that the proposed second space, which overlaps across the frontage of Unit 2, prevents a parking space of a similar style being designated for the use of this neighbouring business. The LHA have inspected and monitored the parking arrangements for Unit 3 and its neighbours over a number of years and previously enforcement action has been taken in regard to parked vehicles blocking the public footway. These findings are supported also by site visits conducted by other officers of the Council, and in particular by the representations made in response to this application by residents who live directly opposite 285 Talbot Road. Milton Road already suffers from high levels of parking stress at times, and it is considered that the continued use of a site which, at best, is only able to provide 33% of the required level of off-street parking will mean that these on-street parking pressures will only endure. It is considered that this harm is exacerbated further by the number of large vehicles that regularly attempt to park in the vicinity of 285 Talbot Road, including breakdown trucks and large transit vans. Due to their size, these vehicles either prevent visitors from parking in any of the designated spaces, or they occupy space on the street or block the footway. Again the harm caused by this aspect of the business is considered to warrant a refusal of planning permission in its own right.
7. Retrospective planning permission has recently been granted for a similar use at a nearby unit within 291 Talbot Road (ref: 76859/FULL/2011). However this development differed from that which is the subject of this application in that the use was set further away from the highway, and subsequently further also from facing neighbouring properties. As a result the closest residents were less affected by noise breakout due to their separation from the site, and the higher level of background noise generated by the intervening thoroughfare of Talbot Road. Additionally, the development at No.291 was able to provide more designated car parking spaces within its frontage, and several to the rear of the site also, the use of which is carefully regulated by an approved management plan.

#### CONCLUSION

8. Site visits have revealed that the unit to which this application relates cannot reasonably operate without unduly disturbing the level of quietude and amenity that occupants of the facing properties on Milton Road should normally expect to enjoy. The lack of off-street parking provision associated with the business has added to on-street parking pressure on Milton Road to an unacceptable level and

caused the public footpath to become blocked, to the detriment of pedestrian safety. The storage of vehicles in varying states of repair on the warehouse frontage, along with other equipment and waste products generated by the business, equates to visual intrusion for occupiers of the facing dwellinghouses, and detracts from the streetscene also in what is predominantly a residential part of Stretford. For these reasons the development is considered to be contrary to the provisions of Policy L7 – Design, of the Trafford Core Strategy and is therefore recommended for refusal.

**RECOMMENDATION: REFUSE for the following reasons**

1. The use of the site, by reason of the level of noise and disturbance that it generates on a regular basis, in close proximity to neighbouring residences on the opposite side of Milton Road, is unduly detrimental to the amenity and quietude that occupants of these properties should reasonably expect to enjoy. Therefore the development is contrary to Policy L7 of the Trafford Core Strategy.
2. The use of this unit generates a demand for vehicle parking and for vehicles awaiting repair which cannot be accommodated within the site in a satisfactory manner, with the result that vehicles are forced to park across the public footpath or on surrounding highways to the detriment of pedestrian safety; the appearance of the streetscene; the residential amenity of the facing residents on Milton Road; and the convenience of other users of the highway. As such the development is contrary to Policy L7 of the Trafford Core Strategy.

**JK**

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**LOCATION PLAN FOR APPLICATION No: - 78785/COU/2012**  
Scale 1:1250 for identification purposes only.  
Acting Chief Planning Officer  
PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**

**RETROSPECTIVE APPLICATION FOR CHANGE OF USE OF UNIT TO MOTOR VEHICLE REPAIRS AND SERVICING AND TYRE SALES AND FITTING.**

Unit 1, 285 Talbot Road, Stretford, M32 OYA

**APPLICANT:** Pino Design and Build

**AGENT:** Gonshaw Associates

**RECOMMENDATION: REFUSE**

---

**This application has been called in by Councillor Walsh following concerns raised by residents regarding parking difficulties, and the level of noise and odour disturbance, associated with the site.**

**SITE**

The application site relates to a series of industrial warehouse units which front onto Milton Road, but whose address points relate to Talbot Road to the north-west. The units form the north-eastern edge of a wider industrial complex which spans between Talbot Road and Renton Road to the south-east, with Christie Road forming the south-western boundary 250m away. Despite this cluster of industry, the prevailing character of the surrounding area is residential, including two-storey semi-detached properties that face the application site on Milton Road.

The industrial premises of 285 Talbot Road originally comprised of one large unit which appears to have had a lawful use for storage and distribution (Use Class B8) in relation to a UPVC windows business. However in August 2007 it was brought to the Council's attention that No.285 had been subdivided into separate units, with two of them occupied by businesses that repair and service motor vehicles, and which sell and fit car tyres also (Use Class Sui generis). Unit 1, to which this application relates, is the largest of the resulting subdivisions and is currently in use by 'A1 Tyres and Tracking' for vehicle repairs and tyre sales. It represents the north-western most unit, being located approximately 25m from the junction with Talbot Road, and adjacent to a building which sits at the corner of this crossroads and which has consent to operate as a church/community facility.

A 3.3m wide strip of hardstanding separates the industrial building of 285 Talbot Road from the Milton Road footpath. This area has historically been used by the unauthorised businesses operating within these units to park several cars and to store equipment, which tended to overhang onto the public footpath.

A retrospective application which sought to regularise the subdivision and use of these industrial units was refused in January 2008 (ref: H/68427), whilst a subsequent submission in April 2010 was never validated as the applicant failed to provide the required application fee (ref: 75063/FULL/2010).

## **PROPOSAL**

This application seeks retrospective planning permission to continue the use of Unit 1 for the purpose of motor vehicle repairs and servicing, and the sale and fitting of tyres. The unit is almost entirely open plan in its layout, with a small office and toilet representing the only separate rooms. The submitted site plan indicates that two car parking spaces can be designated for the use of the business, arranged parallel to the warehouse frontage.

This application represents one of three submitted simultaneously for 285 Talbot Road, all of which seek retrospective planning permission for their current uses. Of these other two, application 78785/COU/2012, which relates to Unit 3, is also on the agenda to be determined at this planning committee.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L7 – Design

## **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**

### **Unit 2, 285 Talbot Road**

78786/COU/2012 – Retrospective application for change of use of unit to furniture warehouse and distribution – Current application

### **Unit 3, 285 Talbot Road**

78785/COU/2012 - Retrospective application for change of use of unit to motor vehicle repairs and servicing and tyre sales fitting – Current application

### **281-285 Talbot Road**

75063/FULL/2010 – Retention of use of Units 1 & 4 for motor vehicle servicing and repairs (in addition to existing use of Unit 3 as storage and distribution, and Unit 5 as light industrial). Creation of new vehicular access. Erection of chain link fencing and 1.1m high bollards – Invalid application

H/68427 - Retrospective planning application for a change of use from storage, distribution and retail sales to 4 no. industrial units (Class B2 use) and 1 no. upvc window manufacturer. Change of use of two storey unit fronting Talbot Road to offices (Class B1 use)/ancillary offices to industrial units – Refused, 21<sup>st</sup> January 2008; Appeal withdrawn, 19<sup>th</sup> July 2008

## **CONSULTATIONS**

**Pollution & Licensing:** No objections subject to addition of conditions relating to shutting of roller shutter doors and restriction of opening hours.

**LHA:** Comments received will be discussed in further detail in the relevant part of the 'observations' section of this report.

**Drainage:** No objections

## **REPRESENTATIONS**

Four letters of objection have been received in relation to this application from residents of 27-29, 33-35, and No's.43 & 49 Milton Road. These occupants have stated that in recent years the units within No.285 have caused substantial nuisance with respect to the number of cars parking outside of them and on both sides of Milton Road generally, making it difficult for residents to park and for two cars to pass each other. In the past, cars in varying states of repair have been left outside on the highway, and on breakdown recovery vehicles and there is still waste kept outside in drums that leak onto the pavement.

## **OBSERVATIONS**

### **PRINCIPLE OF DEVELOPMENT**

9. The premises are unallocated on the Revised UDP Proposals Map and therefore there are no objections in principle to the developments providing that they do not unduly harm the residential or parking amenities of the surrounding residents, or conflict with pedestrian and/or highway safety. These issues are discussed further below.

### **RESIDENTIAL AMENITY, DESIGN AND STREETSCENE**

10. Policy L7.3 of the Trafford Core Strategy states that, in relation to protecting amenity, development must be compatible with the surrounding area, and must not prejudice the amenity of occupants of adjacent properties by reason of overbearing, overshadowing, overlooking, visual intrusion, noise and or/disturbance, odour or in any other way.
11. The roller shutter door to the premises represents the only point of vehicular access into the unit and therefore, when combined with the need to appear 'open for business', works are inevitably conducted with this main door open. The nature of the business also means that it generates a reasonable number of vehicular comings-and-goings throughout the day. The dwellinghouses of 21-25 Milton Road are located 21m away on the opposite side of the highway, which represents a relatively quiet side-road leading off from the busier thoroughfare of Talbot Road. A Noise Assessment Report has been submitted to the Council concluding that the use should not cause significant harm to the amenity of surrounding residents. The Council's Pollution and Licencing Officer confirmed from a site visit that noise from the activities from within Unit 1 were clearly audible when operating with the roller shutter door half open, which indicates that noise from the business could also be heard, to some degree, from inside the facing houses on Milton Road when they have their windows open. A Noise Assessment Report submitted to the Council concludes that the noise levels from the unit would be of marginal significance when measured against guidance in BS4142. This does not meet the Council's preferred rating level of 10dB below the background noise levels. In order to protect the nearest residential properties from potential noise breakout from the application site, Pollution and Licensing have stated that all noisy works (including the use of power tools and hammering), the revving of engines, and the playing of music on the radio, would need to be undertaken whilst the roller shutter doors are closed. Operating hours and servicing would also need to be restricted by condition. However it is considered that the likely frequency of noisy works, combined with the regularity of vehicular comings and goings, would render the imposition of a roller shutter door condition so restrictive to the day-to-day operations of the business as to be unreasonable for its owners and staff. As a result, it is considered that the prolonged exposure of neighbouring residents to persistent bursts of loud noise has had an unacceptable impact on the level of quietude and amenity that they could reasonably expect to enjoy from a predominantly residential area. For this reason, the application is recommended for refusal.
12. No external alterations have been proposed as part of these works; however it is worth noting that previous site visits have revealed that vehicles in various states of repair that are associated with the business have been stored for long periods



on the Milton Road frontage. It is considered that the storage of vehicles and equipment in this way, and in such close proximity to the footpath and highway, detracts from the appearance of the Milton Road streetscene, harms the outlook from the facing residential properties, and creates the impression that this part of Stretford is not valued for anything but industry.

#### ACCESS, HIGHWAYS AND PARKING

13. Policy L7.2 of the Core Strategy states that, in relation to matters of functionality, development must provide sufficient off-street car and cycle parking, and sufficient manoeuvring and operational space for cars and service vehicles.
14. Under the Council's approved car parking standards, the previous use of the site for storage and distribution would have required the provision of three off-street car parking spaces within the curtilage of the site. The current use of Unit 1 requires eight spaces to be provided, with the submitted site plan indicating that there is only scope for a maximum of two cars to park parallel to the unit – a deficit of six spaces. The LHA have inspected and monitored the parking arrangements for this unit and its neighbours over a number of years and previously enforcement action has been taken in regard to parked vehicles blocking the public footway. These findings are supported also by site visits conducted by other officers of the Council, and in particular by the representations made in response to this application by residents who live directly opposite 285 Talbot Road. Milton Road already suffers from high levels of parking stress at times, and it is considered that the continued use of a site which is only able to provide 25% of the required level of off-street parking will mean that these on-street parking pressures will only endure. It is considered that this harm is exacerbated further by the number of large vehicles that regularly attempt to park in the vicinity of 285 Talbot Road, including breakdown trucks and large transit vans owned by the business. Due to their size, these vehicles either prevent visitors from parking in any of the designated spaces, or they occupy space on the street or block the footway. Again the harm caused by this aspect of the business is considered to warrant a refusal of planning permission in its own right.
15. Retrospective planning permission has recently been granted for a similar use at a nearby unit within 291 Talbot Road (ref: 76859/FULL/2011). However this development differed from that which is the subject of this application in that the use was set further away from the highway, and subsequently further also from facing neighbouring properties. As a result the closest residents were less affected by noise breakout due to their separation from the site, and the higher level of background noise generated by the intervening thoroughfare of Talbot Road. Additionally, the development at No.291 was able to provide more designated car parking spaces within its frontage, and several to the rear of the site also, the use of which is carefully regulated by an approved management plan.

#### CONCLUSION

16. Site visits have revealed that the unit to which this application relates cannot reasonably operate without unduly disturbing the level of quietude and amenity that occupants of the facing properties on Milton Road should normally expect to enjoy. The lack of off-street parking provision associated with the business has added to on-street parking pressure on Milton Road to an unacceptable level and caused the public footpath to become blocked, to the detriment of pedestrian

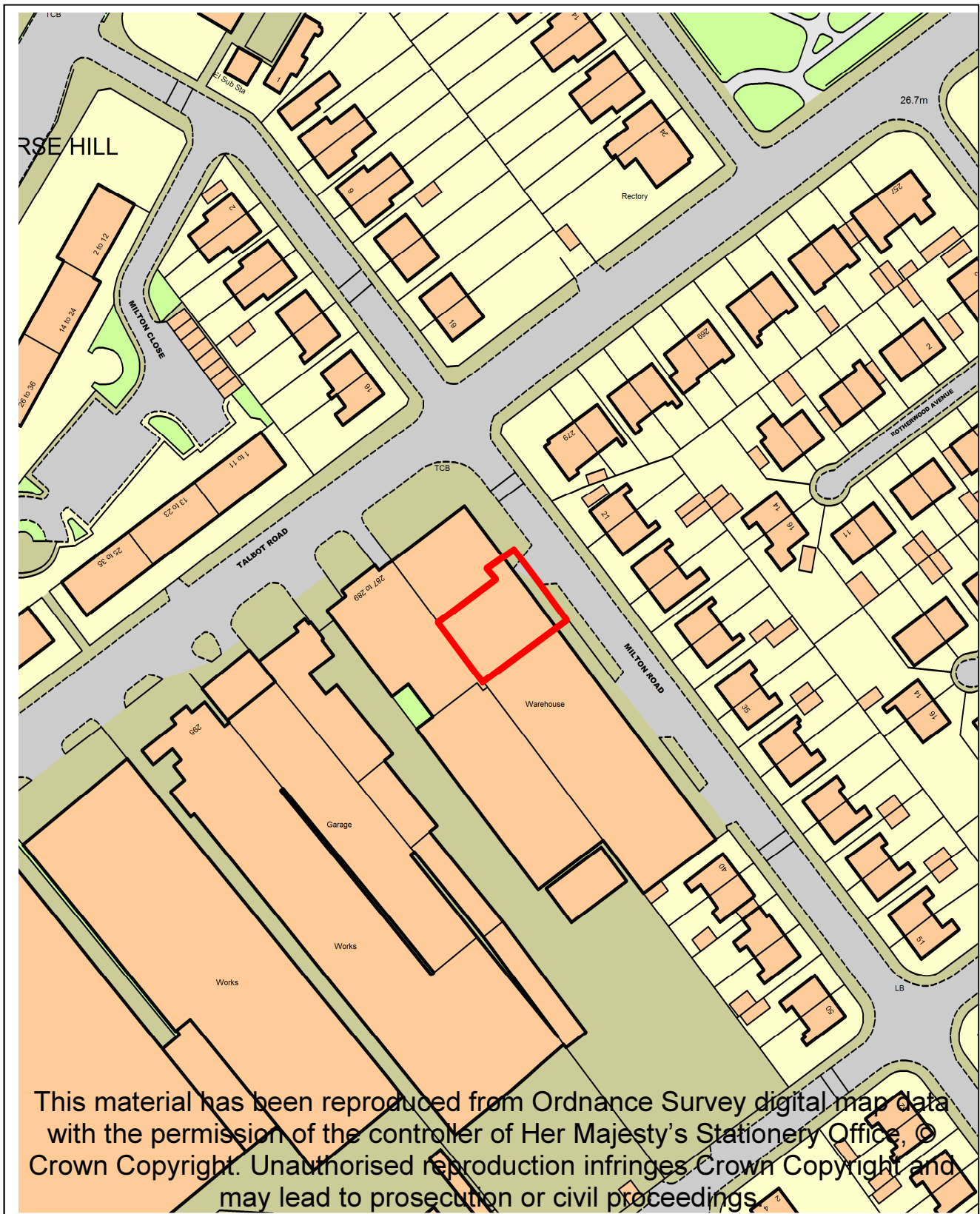
safety. The storage of vehicles in varying states of repair on the warehouse frontage, along with other equipment and waste products generated by the business, equates to visual intrusion for occupiers of the facing dwellinghouses, and detracts from the streetscene also in what is predominantly a residential part of Stretford. It is recognised that the application states that there are four full-time employees at the site and that these jobs could be lost if enforcement action were to be taken to require the cessation of the use. Nevertheless, it is considered that this is outweighed by the above impacts on the residential and parking amenities of the area, and for these reasons the development is considered to be contrary to the provisions of Policy L7 – Design, of the Trafford Core Strategy and is therefore recommended for refusal.

**RECOMMENDATION: REFUSE for the following reasons**

1. The use of the site, by reason of the level of noise and disturbance that it generates on a regular basis, in close proximity to neighbouring residences on the opposite side of Milton Road, is unduly detrimental to the amenity and quietude that occupants of these properties should reasonably expect to enjoy. Therefore the development is contrary to Policy L7 of the Trafford Core Strategy.
2. The use of this unit generates a demand for vehicle parking and for vehicles awaiting repair which cannot be accommodated within the site in a satisfactory manner, with the result that vehicles are forced to park across the public footpath or on surrounding highways to the detriment of pedestrian safety; the appearance of the streetscene; the residential amenity of the facing residents on Milton Road; and the convenience of other users of the highway. As such the development is contrary to Policy L7 of the Trafford Core Strategy.

JK

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**LOCATION PLAN FOR APPLICATION No: - 78787/COU/2012**  
 Scale 1:1250 for identification purposes only.  
 Acting Chief Planning Officer  
 PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**

**RE-CLADDING OF EXISTING BUILDING (UNITS 1 TO 4), RELAXATION OF THE CLASS OF GOODS TO BE SOLD FROM PART OF THE EXISTING RETAIL FLOORSPACE; INTERNAL RECONFIGURATION OF UNITS AND ERECTION OF MEZZANINE FLOORS FOLLOWING DEMOLITION OF EXISTING; ANCILLARY DEVELOPMENT THERETO. (RE-SUBMISSION OF 78812/FULL/2012).**

Bridgewater Retail Park Manchester Road Broadheath WA14 5PZ

**APPLICANT:** Selbourne Group

**AGENT:** Nathaniel Lichfield & Partners

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

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### **SITE**

The application site contains an existing retail warehouse building of 4no. units with associated car parking and service area. Located east of, and immediately adjacent to, the main A56 route through Trafford, the site is bounded to the south by the Bridgewater Canal and to the north by Viaduct Road. There is a "Club" building (Broadheath Junior Football Club) and a former scrap yard immediately to the east of the retail units with other industrial sites beyond. At the south-western corner of site adjacent to the canal, lies a Sea Cadets hall. To the north of the site is a disused viaduct containing storage units and light industrial units within its arches. Residential properties lie further north on Beaconsfield Road. To the west on the opposite side of Manchester Road (A56) lie the Altrincham Retail Park and other mixed-use/commercial properties fronting the A56.

Access to the Bridgewater Canal is possible at the south of the site and at the eastern end of Viaduct Road, although neither access is advertised or significantly maintained.

Two of the retail units on site (those furthest east) are currently vacant and the remaining two units contain a Halfords store and an associated Auto Centre. Vehicle access to the car park is off both the A56 (southbound lane only) and from Viaduct Road to the north.

### **PROPOSAL**

The application proposals comprise the refurbishment of the retail warehouse building and the relaxation of the restrictions on the range of goods that can be sold so that Family Bargains and a retailer selling pets and pet related products can trade from the refurbished premises. Currently, the range of goods which can be sold are controlled through a s52 Legal Agreement and essentially restrict the goods to non-food "bulky" comparison goods. Specifically in relation to the Family Bargains store, and to meet the requirements of that specified end-user, the application seeks permission to allow for the sale of up to 250 s.qm (net) of "ambient" food goods, and 600 s.qm (net) of convenience retail "non-bulky" type goods, falling within any of 6no. clearly identified categories of goods, the sale of each category of goods not exceeding 200 s.qm net sales area. The Family Bargains model also has an element

of “bulky” type goods offer which would make up the remainder of the floorspace within that unit.

The refurbishment works would provide an entirely new cladding “skin” to the building and would reconfigure the entrance arrangements to 4no. units in association with internal alterations, involving the relocation of mezzanine floors and realignment of the individual units. It is also proposed to introduce solar panels atop the building. Furthermore, improvements to the building’s efficiency are proposed, although these do not form an express part of the planning application.

## **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; and
- The Greater Manchester Joint Waste Plan, adopted 01 April 2012. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

W2 – Town Centres and Retail  
L4 – Sustainable Transport and Accessibility  
L5 – Climate Change  
L7 – Design  
L8 – Planning Obligations

### **PROPOSALS MAP NOTATION**

None

## **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 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**

Relative to the whole retail warehouse application site:

78812/FULL/2012: Re-cladding of existing building (Units 1 to 4); relaxation of the class of goods to be sold from part of existing retail floorspace; erection of mezzanine floors within Units 1 and 3. Reconfiguration of car parking area and landscaping; associated alterations.

WITHDRAWN, October 2012

H/32514: Change of Use from Car showroom to non-food retail warehouse; alterations to the external appearance (south elevation) of the building.

APPROVED, September 1991.

H/25576: Demolition of existing industrial buildings and the erection of 4,041 s.qm (43,500 sq.ft) non-food retail warehouse for the sale of DIY goods etc.; provision of car parking facilities and the construction of new vehicular accesses to Manchester Road and Viaduct Road.

APPROVED, September 1987.

*A s52 Legal Agreement connected with that permission controlled the range of goods to be sold from the land (see below).*

H/OUT/24372: Demolition of Industrial Buildings and erection of 2,787 s.qm (30,000 sq.ft) retail warehouse; provision of car parking facilities and construction of new vehicular accesses to Manchester Road and Viaduct Road.

REFUSED, Feb 1987

H/OUT/24371: Demolition of Industrial Buildings and the erection of 4,227 s.qm (45,500 sq.ft) retail warehouse; provision of car parking facilities and construction of new vehicular accesses to Manchester Road and Viaduct Road.

REFUSED, Feb, 1987

In relation to specific individual units within the overall retail warehouse building:

### **Unit 1 (A) – now unit 1**

H/CLD/62358: Certificate of Lawfulness of proposed development for the creation of an internal mezzanine floor, for non-food retail trading purposes and an external fire door.

APPROVED, July 2005 (*Never constructed*)

### **Unit 1 (B) – now unit 2**

H/CLD/62360: Certificate of Lawfulness of proposed development for the creation of an internal mezzanine floor, for non-food retail trading purposes and an external fire door.

APPROVED, July 2005 (*Never constructed*)

### **Unit 3 – now unit 4**

H/CLD/62359: Certificate of Lawfulness of proposed development for the creation of an internal mezzanine floor, for non-food retail trading purposes and an external fire door.

APPROVED, July 2005 (*Never constructed*)

## **APPLICANTS SUBMISSIONS**

The applicant has submitted the following documents in support of their application. These are referred to in the observations section where relevant:

- Planning and Retail Statement
- Design and Access Statement
- Transport Statement

Furthermore, additional information was submitted relative to the retail assessment of sequentially preferable units. This information is also referred to where relevant below.

## **CONSULTATIONS**

**LHA** – No objection. Comments are incorporated within the observation section below

**GMP** – No comments received

**Pollution and Licensing** – No comments received

**Strategic Planning and Developments** – Comments are incorporated in Observations section below.

## **REPRESENTATIONS**

3no. letters of objection have been received (including 1no. representation from the Altrincham and Bowdon Civic Society and 1no. letter from Miller Developments, owners of The Graftons Shopping Centre). The main planning-related points contained therein are summarised below:

- Impact on vitality and viability of Altrincham and Sale centres
- Altrincham town centre has been decimated in recent years by out of town development.
- Potential for a sequentially preferable site at the Graftons
- A significant element of general merchandise is more suited to a Town Centre and will draw more trade away from Altrincham Town Centre
- Proposal is contrary to the Council's Strategy for Broadheath Industrial Park [*Altrincham Retail Park*] and to policy W2.12 and W2.14 of Trafford's Core Strategy.
- No retail assessment of impact beyond Altrincham area has been submitted, but the Transport Assessment refers to Stretford and Manchester regarding accessibility of site by bus.

- Contradiction between Planning Statement and Transport Statement. No reference to traffic in the Planning Statement.
- Already a retail park on George Richards Way selling the proposed classification of goods. No need for this proposal.
- Misleading Planning Policy Statement
- Range of goods to be sold would increase traffic levels on congested A56 – congestion/noise/pollution.
- No account made in Transport Statement of potential new Asda or Morrisons stores using same junctions
- Concern over Broadheath Industrial Park turning into the new town centre with no comprehensive Council led plan for retail, traffic, town centre impacts and overall amenity.
- Concern over siting of new signage on northern elevation and its appearance beyond the viaduct.

## **OBSERVATIONS**

### **BACKGROUND**

1. The range of goods and services which can be sold/offered from the retail warehouse building (containing the retail units) is currently controlled through a s52 Legal Agreement and includes:
2. Vehicle Sales and Servicing; Sale of Vehicle Tyres, Exhaust Systems and other Vehicle Accessories; Electrical Goods (specified); Floor Coverings; Garden Plant Materials and Tools; Boats and Boating Equipment; Flat-pack and Leather Furniture (restricted amount); Camping Goods; and allows for Builders Merchants and/or DIY stores offering specified goods within the following categories:
 

Timber Products; Hardware; Plumbing Goods; Electrical Goods; Building Maintenance and Construction Materials; Insulation Materials; Furniture; Floor and Wall Tiles; Decorating Materials; Equipment; DIY Materials; Garden Products
3. In essence, the range of goods currently permitted for sale within the retail warehouse building is restricted to “bulky” type goods. Comparison “high-street” goods are excluded from this list. Furthermore, no food retail sales are currently permitted from the site.
4. Although the submitted planning application plans and documents identify elevational alterations along with internal reconfiguration of the floorspace, the main thrust of this planning application involves the proposed relaxation of the control over the range of goods permitted for sale within the overall retail warehouse building.
5. To achieve this, the retail warehouse building would need to be released from the relevant clauses set out in that original s52 Legal Agreement, through a revised s106 Legal Agreement. This is explored further below.
6. For completeness, although the site has been named as “Bridgewater Retail Park”, this site is not identified on the Councils Proposals Map as a “Retail Park”. As such, policy W2.14 is not applicable to this application.



## PRINCIPLE OF DEVELOPMENT

7. The applicant is seeking permission for a relaxation of goods to accommodate *Family Bargains* and an unidentified Pet Store in addition to the existing users and/or future users trading goods within the current permitted “bulky” goods range.
8. The applicant identifies that the Family Bargains trading model requires 250 s.qm of “ambient” food retail floorspace, in addition to 600 s.qm of non-bulky comparison goods from defined categories and the remaining net floorspace for goods of a “bulky” nature (e.g. garden and bedroom furniture). The total gross floorspace sought (incorporating all back-of-house areas) would be in the region of 1320 s.qm gross.
9. It is now generally accepted that the Pet retailers operating from out-of-centre retail warehouse type developments trade in products which would fall within the general definition of “bulky” goods. As such, there is no objection in principle to the proposal to relax the range of goods to include pet food and pet-related products.
10. The application site is in an out-of centre location as defined in National Policy and on the Councils Proposals Map and within the Core Strategy. Policy W2.12 of the Trafford Core Strategy states that “there will be a presumption against the development of retail, leisure and other town centre type uses except where it can be demonstrated that they satisfy the tests outlined in current Government Guidance.”
11. Paragraph 24 of the NPPF states:

“Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date local plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered.”
12. In light of the above and the proposal to introduce Town Centre type goods into the Family Bargains store it was necessary for a sequential assessment to be carried out on alternative sites within relevant existing centres and edge of centre sites, and to consider the impact there might be on the existing centres from the proposed development. In this case, the primary catchment area has been defined by the applicant as the Altrincham area, with Altrincham as the only relevant defined centre, an approach which is accepted by the Council.
13. Paragraph 26 of the NPPF reveals that when assessing applications for retail development outside of town centres, which are not in accordance with an up-to-date local plan, the local planning authority should require an impact assessment if the development is over the default threshold of 2,500 sq.m. This should include an assessment of: a). the impact on existing, committed and planned public and private investment and b). the impact on town centre vitality and viability.
14. Paragraph 27 of the NPPF goes on to confirm that:

“Where an application fails to satisfy the sequential test or is unlikely to have significant adverse impact on one or more of the above factors, it should be refused.”

### Impact

15. The submitted Planning and Retail Statement states that Family Bargains is intended to be the tenant for Unit 4, and that a pet food retailer such as Pets at Home or Jollyes is the intended tenant for Unit 2. The combined floorspace of these two units, including mezzanine floorspace, is 2,523sq.m GIA, as set out in the table in paragraph 4.03 of the applicant's Design and Access Statement. It is arguable, therefore, that the application faces the two impact tests set out in Paragraph 26 of the NPPF (see paragraph 13 above), although the Council has previously adopted a position at the Altrincham Retail Park to the effect that pet retailers fall into the bulky goods category. This position is equally taken here.
16. The applicant's assessment of impact is based on the estimate of turnover uplift set out in Appendix 4 of NLP's Planning and Retail Statement. Thus, the base turnover of £11.0m assumes occupation of all of the existing floorspace by bulky goods (Section 52 compliant) retailers such as Currys, Wickes, Carpetright (unlikely, given that this retailer has already vacated premises at the Bridgewater Retail Park), B&Q (unrealistic given B&Q's decision to close its store at the Altrincham Retail Park) and Halfords. The potential turnover, with the conditions as proposed, is £11.5m, giving an overall uplift of £0.5m, made up of a gain in convenience turnover of £1.4m, and a loss of comparison turnover of £0.9m.
17. It is considered that the applicant may have underestimated the potential uplift by including a Currys store in the base position, which has a very high turnover per sales area compared to other Section 52 compliant retailers. Nevertheless, the uplift in turnover is unlikely to be more than £1.7m if a reduced sales density for the base position of £2,500 per sq.m is assumed. Such an uplift will not cause a significant adverse impact on Altrincham Town Centre, which has an overall estimated turnover of £242m. Indeed, even if it is assumed that all of the uplift in turnover is diverted from the town centre, as opposed to the Altrincham Retail Park and other locations, the maximum impact would be just 0.7 per cent. However, this would be subject to the imposition of appropriate conditions on the range of goods to be sold and the amount of floorspace which will be subject to the relaxation.
18. Thus, given the limited trade diversion that would be associated with an appropriately conditioned/controlled scheme, it is considered that the application proposal will not result in any significant any adverse impact on Altrincham town centre.

### Sequential Assessment

19. The applicant has set out the requirements and specific business model for Family Bargains, the identified end-user for unit 4 within the submitted Planning and Retail Statement. A sequential test of alternative town centre units has been undertaken by the applicant, to consider whether there are any sequentially preferable sites within the Altrincham Town Centre or edge of centre locations which would be preferable in policy terms. To be

sequentially preferable, the alternative sites would need to be suitable, available and viable.

20. In respect of the suitability of units, it is necessary to acknowledge the Supreme Court's Judgement of 21<sup>st</sup> March 2012 in respect of Tesco Stores Ltd v. Dundee City Council when appraising the potential of any sequentially preferable sites.
21. Based on an analysis of the Dundee Judgment, the conclusions drawn in relation to the suitability component of the sequential test are that:
  - a. there is a requirement for developers, retailers and local authorities to demonstrate flexibility and realism in applying the sequential approach, with flexibility relating to such matters as format, design, scale of development and amount of car parking, having regard to the circumstances of the particular town centre;
  - b. but that in order to be deemed to be 'suitable' the opportunity within the sequentially preferable location must be able to provide for a retail development that will serve a similar function and achieve similar objectives to the application proposal.

#### Alternative Sites

22. The Council is satisfied that the following identified sites were either: not suitable, available or viable for the reasons set out in the applicants submitted Planning and Retail statement:

- Altair Development Site
- Stamford House
- The Grafton Shopping Centre
- Vacant units on George Street
- 21 – 51 Railway Street
- Greenwood Street
- Land at Woodlands/Springfield Road
- Leisure Centre/Oakfield Trading Estate
- Former Argos unit, Stamford New Road

23. However, additional information was required relative to the Meehan & Co. unit, the former New Look store and the potential units within the Graftons Shopping Centre and this has required further consideration. These particular units are considered in more detail below.

#### **New Look and Meehan & Co. units**

24. The applicant's main arguments in rejecting the suitability and viability of the New Look and Meehan & Co Units are that:
  - a. Both premises do not provide for adjacent car parking, so as to allow customers to take bulky goods directly to their cars.
  - b. The routes to the rooftop car parking are convoluted and confusing, and there is a height restrictor which limits the height of vehicles entering the car park to below 2 metres which would not allow for a standard van to collect larger and heavier bulky goods items.

- c. The lifts to the rooftop car park may be structurally unfit for bulky goods in the case of the New Look premises, and that there is no evidence of certainty that the landlord of the Meehan & Co unit would actually reinstate the lift.
  - d. Family Bargains would not be able to retail bulky goods from these premises, so that they would cause too great a compromise to its business model, rendering both sets of premises unviable.
25. It is noted, however, that bulky goods have been sold from the Meehan & Co unit, including beds and furniture, so that it is difficult to say that this unit could not provide a similar function to a unit at the Bridgewater Retail Park, if the retailer was willing to introduce a free home delivery service. However, it is understood that such a service is not part of the business model of Family Bargains, and the cost of such a service could render the Meehan & Co premises unviable for Family Bargains.
26. So far as the New Look premises are concerned, it is noted that these premises are located in the primary part of Altrincham Town Centre, adjacent to a key anchor and attractor in the form of Rackhams. It is considered unlikely, therefore, that the landlord of these premises would be willing to let them to a bargain goods operator such as Family Bargains, which is part of the 99p Stores group. As a consequence, it would be unlikely that the former New Look premises would be available to Family Bargains. Indeed, Savills, which is the letting agent responsible for vacant units in the Stamford Quarter, including the former New Look premises, and the Meehan & Co premises have confirmed that so far as the former New Look premises are concerned, the Administrator's (BDO's) current aspiration is to secure a national multiple fashion retailer, although this aspiration may have to change if the unit was to remain vacant for a considerable period of time. Nevertheless, at present, the former New Look premises are unlikely to be available to a discount retailer such as Family Bargains.
27. So far as the Meehan & Co premises are concerned, it was confirmed that the Administrator could obtain vacant possession in the short term, if it wished to, and that consideration would be given to potential funding for refurbishment of the lift within the premises that was used some years ago when the premises were occupied by Kwik Save. Nevertheless, the lack of adjacent car parking and lack of viability for Family Bargains of providing a free home delivery service - because of the need to minimise costs to be able to provide its discount offer - means that the Meehan & Co premises are not suitable or viable for Family Bargains.
28. Moreover, despite the availability of some metered on-street parking in Stamford Street, it is considered that the former New Look premises suffer from the same drawbacks as the Meehan & Co premises in relation to lack of adjacent car parking and the likely lack of viability for Family Bargains of providing a free home delivery service, which does not currently form part of its business model, because of the need to minimise costs in order to be able to provide its discount offer.
29. As such, it is considered that the Meehan & Co and former New Look premises will not serve a similar function for Family Bargains as a unit at the out-of-centre Bridgewater Retail Park, so it cannot be concluded that Meehan & Co. and New Look are suitable and/or viable.

## Units within the Graftons Shopping Centre

30. Miller Developments, the owner of the Graftons Shopping Centre has put forward two options within the Graftons providing for a total gross retail floorspace of 1,320 sq.m, which is the size of premises sought by Family Bargains.
31. The first option involves the reconfiguration of the Mall to provide for 673 sq.m gross of floorspace on the ground floor and two blocks of floorspace at first floor level of 355 sq.m and 324 sq.m. Thus, the total floorspace that could be provided in these three parcels would be 1,352 sq.m gross. This quantum of floorspace matches the quantum of floorspace being sought by Family Bargains. However, it is considered that the configuration of the accommodation offered is entirely unsuitable for the business model operated by Family Bargains, even allowing for the flexibility required in adopting the sequential approach. Thus, irrespective of the issues relating to access to car parking, customer pick up points and the potential for a new customer lift, it is considered that the configuration of the floorspace alone renders Option 1 as being unsuitable and unviable for Family Bargains.
32. Miller Developments confirm the potential to provide a customer lift to first floor level as part of option 1, and that the Causeway offers a potential customer pick up point. However, without a customer lift, it is considered unlikely that many customers would entertain the walk from The Grafton Centre car park, down the ramp, then left along Central Way, left at Regent Road and left into George Street, in order to gain access to the store. Similarly, it is considered unlikely that many customers would entertain driving from The Grafton Centre car park to the Causeway pick up point via the ramp, Central Way, Regent Road, Stamford New Road, Cross Street and the length of the Causeway.
33. Overall, therefore, it is considered that Option 1 fails the suitability and viability components of the sequential test.
34. The second option provided by Miller Developments involves the provision of 608 sq.m gross of accommodation at ground floor level, through the amalgamation of units B, C and D, together with 204 sq.m gross at basement level and three separate blocks of accommodation at first floor level of 35 sq.m gross, 155 sq.m gross and 324 sq.m gross. The combined floorspace of these five separate blocks of accommodation is 1,326 sq.m gross, which would match the quantum of floorspace being sought by Family Bargains. However, as with Option 1, the configuration of the accommodation offered is considered to be entirely unsuitable for the business model operated by Family Bargains, even allowing for the flexibility required in adopting the sequential approach. Thus, irrespective of the issues relating to access to car parking, the location of the potential customer pick up point, and the absence of a customer lift, it is considered that the configuration of the floorspace alone renders Option 2 as being unsuitable and unviable for Family Bargains.
35. As is the case with Option 1, the pedestrian route from the Grafton Centre car park, across the ramp and then along Central Way and Regent Road, prior to turning into George Street is considered to be unsuitable for most customers. Similarly, the access from New Street car park via existing pavements and walkways before reaching George Street would also be unsuitable for many of the customers which Family Bargains would be seeking to attract,

particularly those purchasing bulky goods. Moreover, it is not clear how the arrangements for vehicular access to the proposed customer pick up point at first floor level would work in practice.

36. Thus, for all these reasons, it is considered that Option 2 fails the suitability and viability components of the sequential test.

#### Retail Impact and Sequential Assessment Conclusion

37. In light of the above, there is no retail policy objection ground for resisting the application proposal at the Bridgewater Retail Park. The application proposal will not cause any significant adverse impacts in relation to the vitality and viability of Altrincham Town Centre, nor will there be any significant adverse impact on existing, committed and planned public and private investment in Altrincham Town Centre or the immediate surrounding area (Paragraph 26 of the NPPF), and, having taken all of the representations and counter representations into account, it is concluded that the application passes the sequential test.
38. Nonetheless, these conclusions are made with strict reference to the specific business model of the identified end-user (Family Bargains), and in light of the specified quantum of floorspace restrictions to certain types of goods. In light of the above and the very specific sequential assessment, it is considered necessary and reasonable to restrict the range and amount of goods to be sold from the Bridgewater Retail Park to those set out above, and, to be from within 1 no. specific unit, i.e. the Family Bargains unit.
39. The developer has not confirmed the exact size of the relevant unit to date, nor the exact location within the overall retail warehouse building. As such, the conditions should allow for some flexibility regarding location, but should ensure that the range and amount of goods are controlled strictly in accordance with the proposed business model.

#### DESIGN AND APPEARANCE

40. The existing retail warehouse building would benefit from the proposed re-cladding works. Permission would be required independently for signage and as such, the proposed signage is not being considered as part of this application.
41. The proposed re-cladding works are considered to be a positive feature and would reinvigorate a tired looking building.

#### RESIDENTIAL AMENITY

42. The form and size of the building would be unaltered as a result of the proposals. As such, it is not considered that there will be any direct residential amenity impact on neighbouring residential properties, the nearest being located on the southern side of the Bridgewater canal or beyond the viaduct to the north of the application site.

#### HIGHWAYS IMPACTS

43. There is no proposed increase in floorspace over and above the existing floorspace.

44. The main considerations from a highway perspective are whether there will be a significant traffic impact in terms of trips to the site at busy times on the highway network, and also whether the overall level of parking within the site is adequate for the proposed uses.
45. The applicant's Transport Statement does not deal with these issues in any level of detail. Nevertheless, the only material change proposed that may significantly impact on traffic generation and parking is the 250 s.qm of floor space to be used for consumable convenience goods and the applicant's confirmation that in the region of 600 s.qm of floorspace would be used for comparison non-bulky goods. Currently, the retail warehouse building is served by 127 car parking spaces. The total retail floorspace is currently 4,893 s.qm and the associated parking requirement would be 123 spaces. As such, there are currently 4no. surplus spaces. There is also a current requirement for 25no. bicycle parking spaces and 10no. motorcycle spaces, although no such spaces are provided on site.
46. For the development as proposed, the Councils adopted maximum parking standards indicate that an additional 26no. car parking spaces should be provided on site to cater for both the 250 s.qm of food retail and the proposed 600 s.qm of non-bulky comparison retail offer (i.e. a total of 149 spaces). As a result of the application there would be a shortfall of 22 car parking spaces to meet the standards.
47. However, the standards are maximum standards and both the proposed food retail floorspace and the 600 s.qm non-bulky comparison provision are considered to represent a relatively small area in relation to the overall scheme. As such, the additional traffic generation and parking demand resulting from this proposed change of use is considered to be small compared to the overall site. Furthermore, the site is on a quality bus corridor and there is a significant amount of surface car parking in the vicinity of the site. Additionally, the majority of the consumable convenience goods would be "ambient" goods (and it is proposed that it be controlled as such), and this would further mitigate the likely highway impact/demand for parking, compared with food retail which was unrestricted.
48. There would also be a requirement for 26no. bicycle spaces and 10no. motorcycle spaces, none of which are currently proposed to be provided on site. However, the proposals would result in only a requirement for 1no. additional bicycle parking space over and above the existing requirement, and although no spaces are currently provided, it is not considered that the increased demand for 1no. additional space, coupled with the associated failure to provide this 1no. space could be sustained as a reason for refusal. There is, however, scope to provide cycle and motorcycle storage within the site and the applicant has subsequently indicated that they would be prepared to provide additional cycle and motorcycle storage on site, details of which could be agreed through a planning condition.
49. In line with the comments of the Local Highways Authority (LHA), it is considered that the application is acceptable in terms of parking provision and any impact on the highway network.

## OTHER MATERIAL CONSIDERATIONS

50. It is acknowledged that the Bridgewater Retail Park has had vacant units for a significant amount of time. The applicant has confirmed that should a planning application to secure an anchor store (Family Bargains), be approved, this would trigger commitment from other interested operators and it is envisaged that the units would soon become occupied.
51. Furthermore, the applicant has confirmed that Halfords has also indicated that they would be willing to extend/renew their lease. Through the relaxation of the restriction on range of goods, the applicant indicates that there would be the potential to bring long standing vacant units back into use with the associated benefits of employment opportunities and aesthetic improvements to the benefit of the wider community.
52. As such, it is considered that the occupation of the vacant units and the associated design and aesthetic enhancements would offer regenerative benefits to this particular site.

## OTHER ISSUES

53. There is no net increase in floorspace as a result of the Mezzanine floors and as such, there is no objection to the relocation/reconfiguration of these.
54. Equally, there is no objection to the reconfiguration, internally of the units, subject to the suggested control over the range of goods which can be sold from these units. It is considered that the strict class of goods restrictions would only suit a discount retailer of the Family Bargains model and would not be attractive to any other type of high street retailer. As such, flexibility to allow for future operators within the strictly controlled range of goods is considered a positive aspect of the application.
55. The proposal to install solar panels on the retail warehouse building is considered to be a positive feature of the proposal and will assist in achieving carbon reduction targets in line with policy L5 – Climate Change.

## S52 AND S106 LEGAL AGREEMENT CONSIDERATIONS

56. The original s52 Legal Agreement covered a number of aspects of the original development including: the range of goods which can be sold from the retail warehouse building; access requirements of the Council in connection with the now defunct traffic control signals formerly at the junction of Atlantic Street and the A56; and, highway issues including vehicular access control (siting and width) and delivery areas within the site.
57. In line with national guidance, (most notably circular 11/95), where planning conditions meet the 6no. relevant tests, the imposition of a condition to exercise control over development is preferable to control through a planning obligation. In this instance, it is considered that the 6no. relevant tests can be met. This application would create a new planning chapter in the history of the retail park (brought about by internal sub-division of the floorspace to create new planning units) and it would therefore be preferable to control the development where possible by way of restrictive conditions. This is an approach accepted by the applicant. Specifically, it is considered that control



over the range and quantum of goods should be achieved through appropriately worded conditions, as set out below.

58. The new s106 Legal Agreement would be required to release the applicant from the obligations set out in the original s52 Legal Agreement. The traffic control signals at the junction of Atlantic Street and the A56 have since been removed and it is therefore not necessary to ensure that access to the land in question is ensured for the maintenance of said signals. However, it is considered preferable to continue to control the siting and dimensions of the vehicular accesses to the site and delivery areas within the site in the new s106 Legal Agreement. This would be to ensure highway safety and effective traffic flows and health and safety issues within the site. The applicant has indicated their acceptance of this approach.

## **DEVELOPER CONTRIBUTIONS**

59. There is no change of use proposed as a result of this application. The retail warehouse development would remain in A1 use. Furthermore, there is no effective increase in gross floorspace as a result of the proposals. The application primarily seeks a relaxation of goods which can be retailed therefrom. As such, there would be no requirement for Developer Contributions as set out in the Councils adopted Supplementary Planning Document, SPD1 Planning Obligations.

## **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 release the specific application site (defined by the red line on the submitted Site Location Plan) from the original s52 Legal Agreement obligations restricting the range of goods to be sold from the retail warehouse development, and to secure the continuation of relevant minor highway obligations within that new s106 Agreement.

In the circumstances where the Section 106 Agreement has not been completed within 3 months of this resolution, the final determination of the application shall be delegated to the Chief Planning Officer.

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

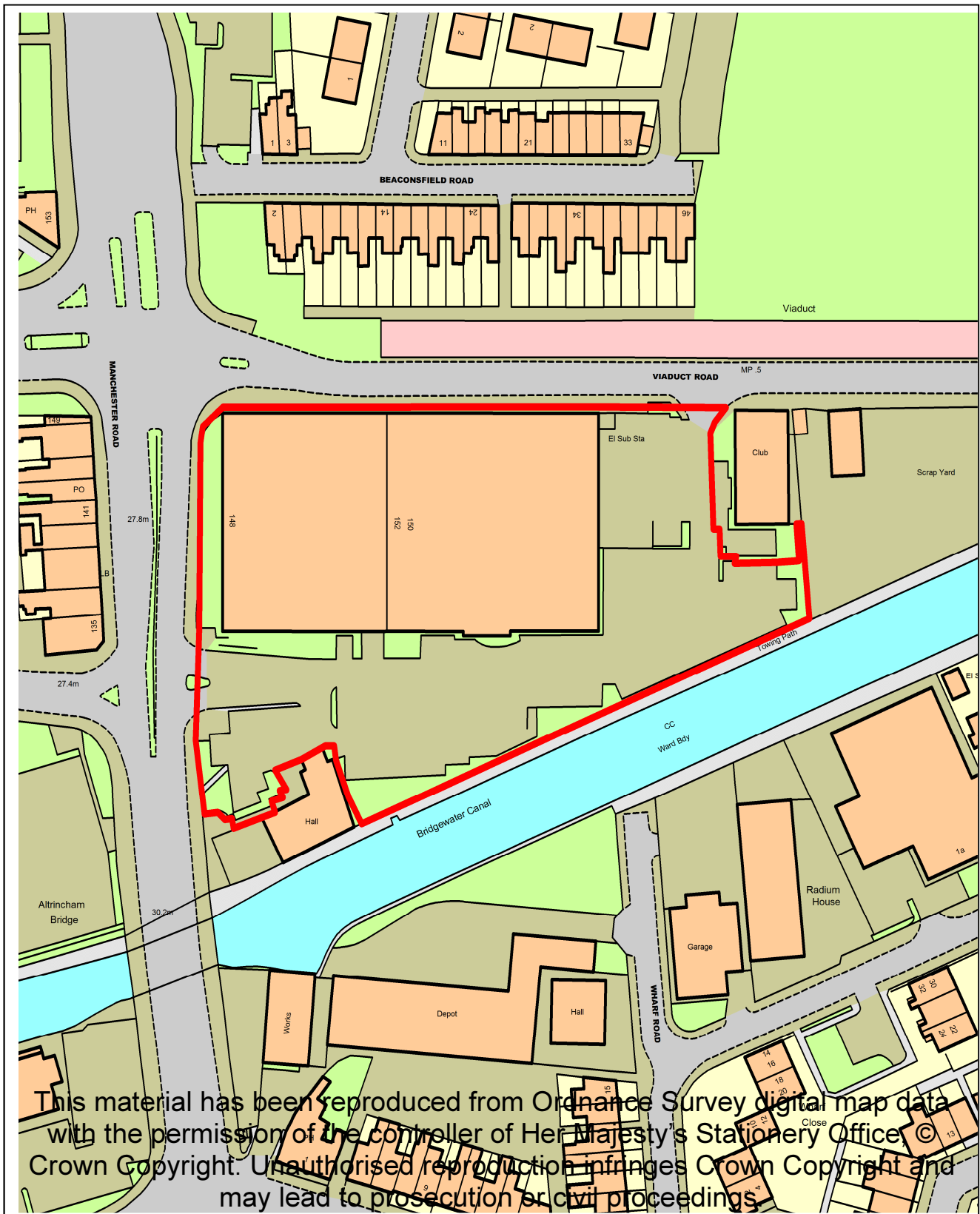
1. Standard Time Limit
2. List of Approved Plans
3. Materials to be Submitted
4. Landscaping Condition
5. The retail floorspace hereby permitted shall not be used for the sale of cut flowers or tobacco products and a dispensing pharmacy shall not be operated within any retail store.
6. The retail floorspace hereby permitted may be used without restriction for the sale of: tyres, exhaust systems and other vehicle-related and motoring parts, goods and accessories; bulky sports equipment including bicycles of all types; DIY goods and builders' merchants products; plants, garden goods and gardening

tools and equipment; furniture, carpets and other floor coverings; homewares, home decorations and home furnishings including kitchen and bathroom goods; electrical goods; boats and boating equipment; camping goods; and pets, pet food and pet related products, supplies and services.

7. The range of goods permitted to be sold by Condition 8 and Condition 9 may be sold from one retail unit only at any one time, save for where such goods are deemed incidental and do not exceed 5% of total sales area of any other unit.
8. No more than 250 sq. m of the retail floorspace hereby permitted shall be used for the sale of consumable convenience retail goods. No retail store shall include an in-store bakery or counters dedicated to the display and sale of goods by a fishmonger or butcher. The sale of convenience retail goods shall not include the sale of: chilled goods other than confectionary and soft drinks; or, frozen goods other than ice-cream and other similar confectionary.
9. Comparison retail goods within the following product ranges (category of goods) may be sold from the floorspace hereby permitted provided that the quantum of floorspace devoted to the sale of each category of goods does not exceed 200 sq. m net sales area in each category, and no more than 600 sq. m net sales in total: (1) clothing, footwear handbags and other fashion accessories; (2) books and stationery; (3) toys, games, paper goods, seasonal, paper and party wares and musical equipment; (4) non-bulky sports equipment and sports clothing; (5) cameras, watches and jewellery; and (6) perfume, pharmaceutical products and toiletries.
10. The retail floorspace approved in this application shall not exceed 4,885 sq.m GIA, including, for the avoidance of doubt, any mezzanine floorspace, wherever located within the application site.
11. Provision and retention of areas for parking, moving, loading, unloading in accordance with approved plan
12. The land within the application site not occupied by buildings, shall not be used for the storage of goods, equipment, waste or packing materials or other commercial refuse.
13. Cycle and Motorcycle Storage

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MW



**LOCATION PLAN FOR APPLICATION No: - 80110/FULL/2013**  
 Scale 1:1250 for identification purposes only.  
 Acting Chief Planning Officer  
 PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**

**DEMOLITION OF TIMBER REAR EXTENSION AND CONVERSION OF FORMER SCHOOL BUILDING (USE CLASS D1) TO 5-BED DWELLINGHOUSE. EXTERNAL RE-MODELLING OF BUILDING, FORMATION OF NEW VEHICULAR ACCESS FROM PARKSIDE ROAD AND LANDSCAPING WORKS THROUGHOUT.**

1 Parkside Road, Sale, M33 3HT

**APPLICANT:** Mr G Gornall

**AGENT:** Gibson Architects

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

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**This application has been called in by Councillor Dixon due to concerns with the change of use, and the impact of the development on the immediate area.**

**SITE**

The application site relates to a rectangular-shaped finger of land that measures 950sqm in size, and takes its access directly from the 15m wide Parkside Road frontage at the south-western end. The remaining three sides are surrounded by the rear gardens of residential properties that back onto the site, and which front onto Marsland Road (north-western end); Princes Drive (north-east) and Hulme Road (south-east) respectively.

The site itself is occupied by a vacant, former education centre which comprises of three distinct elements arranged in a linear fashion: The main building (255sqm) fronts onto the Parkside highway and is of single-storey height with gable-ends. The elevations have been finished in render whilst the roof is covered in grey concrete tiles. Immediately to the rear of this is a small rendered entrance lobby with a flat roof and which links in to a 125sqm timber extension that incorporates a pitched felt roof, and extends to within 8m of the rear site boundary.

The buildings are currently surrounded by hardstanding on all sides, with the areas to the front and rear large enough to accommodate car parking. A variety of boundary treatments make up the side and rear site boundaries, including timber and concrete fencing and mature hedges.

**PROPOSAL**

Planning permission is sought to convert the main building of the education centre into a five-bedroom dwellinghouse, with the rendered lobby extension and the timber building behind set to be demolished. The external envelope of the remaining building would be transformed to give it a contemporary yet domestic appearance – the elevations would be overclad in a mixture of white render and fitted metal panels, whilst cement slate tiles would cover the roof. The new rear elevation would be almost entirely glazed and set back within a metal and timber frame, with the front

elevation comprising of a central area of glazing, using a mixture of obscured and clear glass, whilst also incorporating sections of white render too. The side elevations and roof-slopes would be punctuated by new slit windows and a series of rooflights.

Internally, the majority of the proposed living space would be accommodated at ground-floor level, arranged in a largely cellular layout, with open-plan kitchen/dining space to the rear. Only the fifth bedroom and an office would be provided on the mezzanine-style first-floor level, which extends along the spine of the building from its front end for 14m. The remaining rooms that do not sit below the first floor would benefit from the full floor-to-roof height of the building, with a number of roof lights providing them with additional sunlight.

The additional space created by the demolition of the two rear additions would be landscaped to create a large rear garden area, whilst the existing hardstanding to the site frontage would be retained and made available for off-street car parking.

### **AMENDMENTS**

The external design and palette of materials have been revised during the course of this application, with the elevations and roof of the main building originally set to be entirely clad in fitted metal panels. The overall number of rooflights has been reduced, as has the area of glazing proposed on the Parkside Road end of the dwellinghouse. The development is set to retain only the existing vehicular access point into the site, rather than the initially proposed two.

### **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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 Market Needs
- L7 – Design
- L8 – Planning Obligations

## **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**

H/67176 – Retention of a single-storey classroom extension to the side/rear of the building – Approved with Conditions, 19/07/2007

H/REN/64148 – Renewal of temporary planning permission (H/60661) for the retention of a single-storey classroom extension to side/rear of the building – Approved with conditions, 04/05/2006

H/60661 – Retention of a single-storey temporary classroom extension to the rear of the building, adjacent to the boundaries of properties on Marsland Road – Approved with Conditions, 06/12/2004

H41017 – Demolition of part of rear prefabricated building and change of use from warehouse and offices to an education resource centre. Provision of 6 car parking spaces – Approved with Conditions, 30/08/1995

H19354 – Change of use from warehouse to manufacture of upvc window frames with associated offices and display room – 05/04/1984

## **CONSULTATIONS**

**GMEU:** No objections, standard informative recommended.

**LHA:** The proposals indicate that there are three car parking spaces but the LHA finds the proposed car parking layout far from ideal. The applicant has proposed a second vehicular access however this arrangement is considered to be awkward and a preferable layout could be created using only the existing access. The LHA does

not generally support the provision of an additional vehicular access point unless there is a valid highway safety benefit.

**Pollution & Licensing:** No objections, standard contaminated land condition recommended.

## **REPRESENTATIONS**

Two letters of objection have been received from residents of Parkside Road, which raise several concerns that can be summarised as follows:

- The formation of a second vehicular access point would result in a loss of on-street parking space;
- Clear-glazed windows on the front elevation of the property would result in interlooming and a loss of their privacy;
- Properties on Marsland Road rely on part of the application site to facilitate bin collection. If this land is not accessible it will result in bins being left in front gardens;
- The surrounding properties are of Victorian design and therefore a contemporary design will look like an industrial building;

A resident of 12 Parkside Road has written to support the general principle of conversion of the building to a residential use, however has expressed concern with the reflective finish of the standing seam metal cladding, which could affect the outlook from their property.

Councillor Mrs. Dixon has requested that the application be determined by the planning committee on the grounds that insufficient neighbour consultation has taken place.

Amended plans have been submitted subsequent to the receipt of these representations.

## **OBSERVATIONS**

### **PRINCIPLE OF DEVELOPMENT**

1. The proposal seeks consent for the conversion of a building previously used as an education centre, to form a single family dwellinghouse located in the 'Southern part of the Manchester City Region'. It is recognised that this former use has historically had a detrimental impact on the amenities of surrounding residents due to the level of traffic and demand for car parking that that it generated, and the limited ability to adequately accommodate several vehicles within the site. The proposed development however represents a far less intensive use of the site compared to how it previously operated, something that is, in principle, to be supported. Policy L1 of the Core Strategy states that new homes will be achieved through new-build, conversion and sub-division of existing properties. The Council will seek to ensure the efficient use of land, concentrating higher density housing development in appropriate and sustainable locations at lowest risk of flooding, where it can be demonstrated that it is consistent with the provisions of L2.

2. The proposal is considered to be acceptable in housing land supply terms as it lies on previously developed land and would occupy existing floorspace within a currently vacant building. The application site is located within an established residential area within Sale, with reasonable access to public transport services. Sale Moor, a designated town and district shopping centre, is located 350m to the north-east of the site at the junction of Marsland and Northenden Roads and therefore occupants of the development would be able to top-up on their day-to-day needs relatively easily. Green space, in the form of Walkden Gardens, is situated 125m to the north-west. Overall it is considered that the proposed dwellinghouse would sit in a sustainable location and is in support of all relevant policies within the Trafford Core Strategy by virtue of its efficient use of brownfield land. As such the development is considered acceptable in principle.

### DESIGN, STREETSCENE AND AMENITY

3. The proposed change of use of the building to residential accommodation would now see it in occupation throughout the day and night, and such consideration should be given to the relationships that will be created between habitable windows proposed as part of the development, and those on the existing residential properties that surround the application site. The existing Parkside Road frontage to the education centre includes four windows, with one being positioned just under the roof ridge at first-floor level. Under the proposed scheme though all of these windows are set to be replaced by a full height section of glazing which would be centrally positioned within the elevation. The majority of this glazing would be obscured so as to prevent views into or out of the building, although clear glazing would be fitted to a hallway door at ground-floor level and to the fifth bedroom at first-floor level. A distance of 23m would remain between this latter window and the facing properties of 4 and 6 Parkside Road, which comfortably complies with the 21m separation across a highway that is recommended within the Council's SPG: New Residential Development. The remaining windows on this frontage relate to non-habitable rooms (stores and bathrooms), have been fitted with obscured-glazing, and are unlikely to be illuminated for extended periods. Therefore it is considered that the impact of this aspect of the scheme on the residential amenity of facing properties is acceptable.
4. As previously noted, two rooms have been proposed to first-floor level of the development, in the form of a fifth bedroom and an office, with each set to be served by two roof-lights. Scaled drawings showing internal floor-levels, or cross sections of the building, have not formed part of the applicant's submission. The application site is relatively narrow, and as such the roof lights fall well short of achieving the required privacy distances to the private gardens and facing windows belonging to properties on Marsland Road to the north-west, and Hulme Road to the south-east. However as an office falls to be considered as a non-habitable room there is no requirement for it to achieve a clear outlook for its residents and therefore the roof lights serving this room can be fitted with obscured-glazing. Whilst bedroom five does need to provide an outlook, this has been adequately achieved via the window in the gable-end fronting Parkside Road. Therefore it is considered appropriate to also require the roof-lights to this room to be fitted with obscured-glazing so as to protect the privacy of the surrounding residents that back onto the sides of the application site.



5. Although the amount of built development within the site is set to reduce, the comprehensive nature of the proposed external alterations means that consideration should be given to the impact that the development will have on the outlook from surrounding residential properties. Following amendments to the scheme, residents of 101-107 Marsland Road (the closest neighbours) will face a building of predominantly render and concrete construction, rather than one entirely clad in metal, and therefore this does not represent a significant departure from the view currently enjoyed from neighbouring windows. A greater area of metal panel cladding has been proposed on the south-western side of the dwelling, however render and concrete roof tiles continue to be the prevailing external materials and the facing properties on Hulme Road are set further away from the development than those on Marsland Road. In any event the metal cladding has now been restricted to the walls only, and it is considered that the sample of foldable aluminium with a zinc surface that has been submitted will not appear unduly reflective in bright sunlight. Therefore it is considered that the proposed development will not cause undue visual intrusion to these surrounding properties as a result of the palette of materials that have been proposed.
6. The vast majority of the rear elevation comprises of glazing, so as to allow light into the open-plan, full-height kitchen/dining area. Switching the kitchen/dining room lights on at night time could illuminate this elevation, although it is sited a significant distance (33.5m minimum) from the facing first-floor windows to Princes Drive. Furthermore the 2.5m timber/frame that shrouds this elevation, coupled with the existing boundary treatments to the site, should be sufficient to prevent light spillage disrupting the amenity of those neighbouring properties that sit at right angles to the application site.
7. There is no uniform boundary treatment along the side boundaries of the application site as some of the properties along Marsland Road and Hulme Road have introduced new treatments to their rear boundaries over the years. Generally though concrete panel or timber fencing has been employed to a height of around 1.8m, with some sections being in a poor state of repair. Other parts are supplemented by hedging or conifer trees up to 3.5m in height. A series of new habitable room windows have been positioned along the side elevations of the converted main building, and within close proximity of surrounding rear gardens. However given the substantial number of large windows currently contained within these elevations, it is considered that there will be no increased impact on surrounding residents as a result of the development, providing that the surrounding boundary treatments are maintained at a height of between 1.8m-2m. There is some concern that bedroom three, which sits 1m from the fence-line, would not benefit from an adequate outlook, and would be susceptible to a loss of privacy from the first and second floor windows to the Marsland Road properties approximately 12m away. However this does not relate to a principal bedroom, and four other bedrooms have been included in the scheme that provide acceptable conditions for its occupants; therefore this relationship does not cause sufficient harm to warrant a refusal of planning permission in its own right.
8. An area of soft landscaped amenity space, approximately 400sqm in size, has been shown to the rear of the dwellinghouse. The rear portion of this will be overlooked by the first-floor windows to facing houses on Princes Drive and, to a lesser extent, those of the neighbouring properties on either side; however it is considered that the overall area and level of privacy provided is sufficient for a dwelling of this size, and for this site, and therefore there are no objections to this aspect of the scheme.

9. The existing building to be converted is currently finished in a mixture of cream render and brickwork, with upvc windows. It is considered that the building is of no particular architectural merit and contributes little to the streetscene or wider area, particularly since it has become vacant. The scale, massing and general design of this former commercial unit differs from that of the surrounding dwellinghouses, which are of traditional character, although it is noted that there is some similarity with respect to external materials. The re-use of an existing building is to be welcomed and, given the above, the principle of adopting a more individualistic and contemporary approach to bringing it up to modern standards is accepted providing that it is of good design quality, and takes on a domestic character given its location in an established residential area.
  
10. The applicant's Design and Access Statement states that a 'simple palette of high quality crisp materials have been proposed to enhance the external appearance of the existing property'. The elevation fronting onto Parkside Road comprises of a mixture of glazing and white render recessed within a metal profile frame and roof overhang. The two materials used on this elevation are commonly found on domestic properties, however their arrangement and relationship with the projecting frame gives this principal elevation a contemporary appearance. Sufficient visual interest is created through the contrast in the materials; the pattern of the aluminium window frames; and the inclusion of four clear-glazed panes, which provide some interaction with the streetscene. The existing building covers a significant length of some 33m, with no interruption to the walls, or to its eaves or ridge lines. It is noted that part of the side elevations, and particularly the roof, are visible from the Parkside Road highway (as well as the residential properties that back onto it) as you approach the site from either the north or the south. The proposed scheme successfully breaks up the expansive side elevations through the use of sections of smooth render framed by areas of metal profiled cladding. The new main entrance to the property comprises of timber and glazing, and stands within a recessed area that extends upwards to interrupt the eaves line of the building. This feature, together with the narrow alignment of the windows, and the arrangement of the individual metal panels, also serves to add a vertical emphasis to what is otherwise a horizontal oriented building. The large roof is set to be covered in concrete slates and regularly punctuated by rooflights of varying size and alignment. Similarly the 200mm reveal to the proposed windows will provide additional articulation and add to the contemporary character of the property. Whilst the rear elevation will not be visible from the surrounding streetscenes, it is again considered that the proposed design and palette of materials (which includes a timber frame and louvres to form a projecting canopy), are acceptable for this particular property. Overall it is considered that the external appearance of the building will be significantly enhanced and modernised by this proposed scheme. The palette of materials is simple, and of a largely of a domestic nature, but their arrangement, combined with the pattern of fenestration, creates a contemporary property that should still sit relatively quietly within the streetscene and the wider residential area.

#### ACCESS, HIGHWAYS AND PARKING

11. The Council's Car Parking Standards state that three off-street car parking spaces should normally be associated with a property of this size. Whilst individual spaces have not been indicated on the submitted site plan, it is clear that two-three vehicles could be parked within the site frontage, whilst at least a further two could be accommodated along the south-western side of the building. The scheme has been amended to remove the second proposed vehicular

access, to address the concerns expressed by the LHA, and to an extent one of the objectors to the development. As such the parking arrangements associated with the property are considered to be acceptable.

## DEVELOPER CONTRIBUTIONS

12. The Trafford Developer Contributions (TDC) required by SPD1 Planning Obligations are set out in the table below:

<b>TDC category.</b>	<b>Gross TDC required for proposed development.</b>	<b>Contribution to be offset for existing building/use.</b>	<b>Net TDC required for proposed development.</b>
	Use Class C3	Use Class D1	
Affordable Housing provision	N/A	N/A	N/A
Highways and Active Travel infrastructure (including highway, pedestrian and cycle schemes)	£155	£2,196	£0
Public transport schemes (including bus, tram and rail, schemes)	£384	£9,156	£0
Specific Green Infrastructure (including tree planting)	£930	£4,340	£0
Spatial Green Infrastructure, Sports and Recreation (including local open space, equipped play areas; indoor and outdoor sports facilities).	£2,659.26	£0	£2,659.26
Education facilities.	£11,350.57	£0	£11,350.57
<b>Total contribution required.</b>			<b>£14,009.83</b>

13. The applicant has submitted a viability statement which seeks to demonstrate that the imposition of financial contributions would render the scheme financially unviable. Following a thorough assessment and re-evaluation of this appraisal the Council have accepted the applicant's conclusion and agree that the proposed scheme cannot support any s106 contribution at this time. It is however recommended that an overage clause be attached to any approval which allows a proportion of the required contributions to be secured if upon completion the proposed development is found to perform better than the applicant initially anticipated.

## CONCLUSION

14. The conversion of this former education centre will bring a vacant building back into use and contribute an additional family dwellinghouse to the stock of accommodation available in the Borough, in a sustainable location, and in accordance with Policies L1 and L2 of the Trafford Core Strategy. The development will not unduly impact upon the residential or parking amenities of the surrounding area, and is considered to enhance the existing appearance of

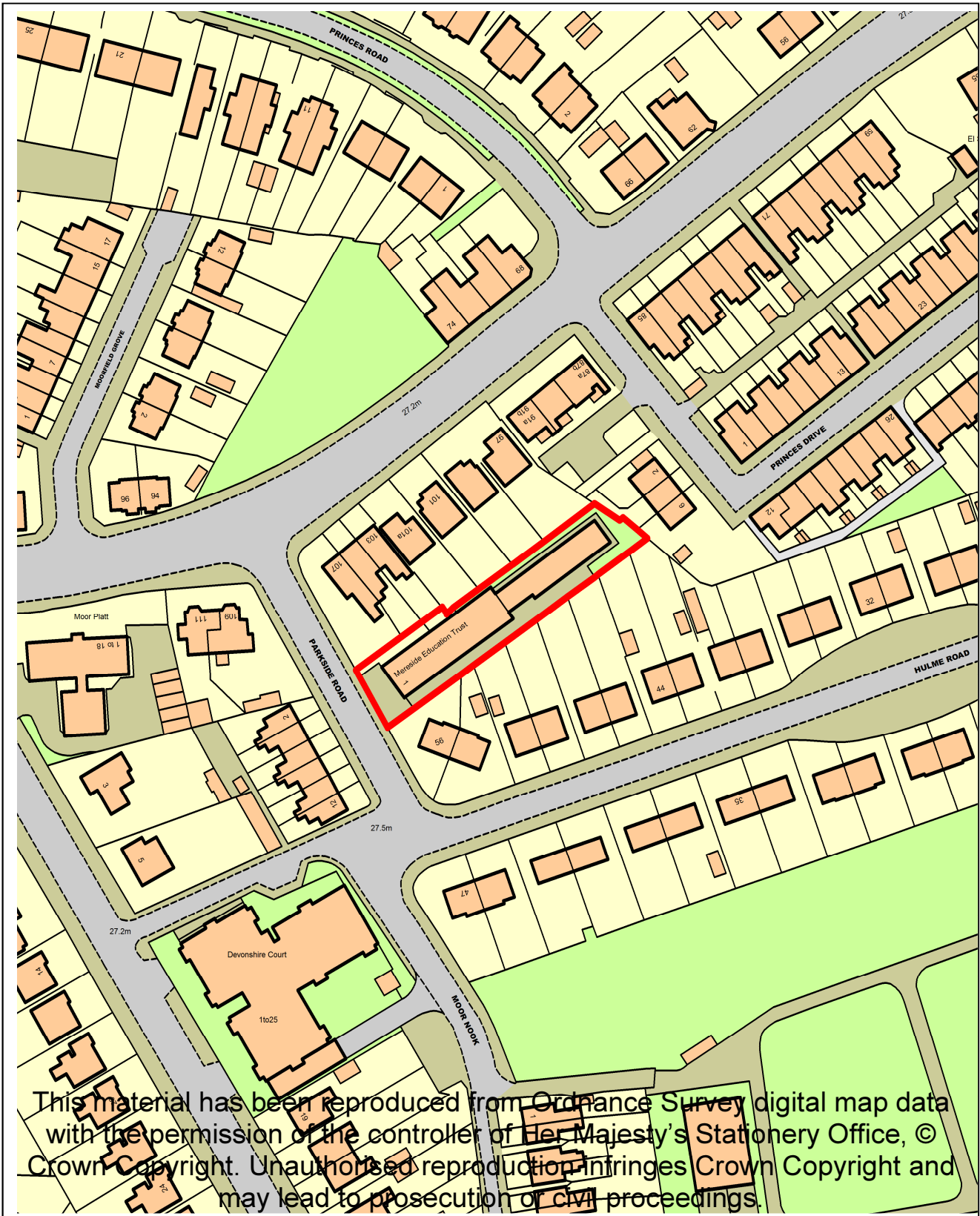
the building and wider site. The proposal is therefore recommended for approval subject to the completion of a legal agreement covering financial contributions and conditions.

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

- (I) That the application will propose a satisfactory development for the site upon completion of a legal agreement which would require a nil contribution but subject to an overage clause to ensure that a contribution up to the value of £14,009.83 could be secured should the applicant's assumption about the viability of the development prove to be incorrect upon the development's completion.
  
- (II) 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 Acting Chief Planning Officer.
  
- (III) That upon satisfactory completion of the above legal agreement, planning permission be granted subject to the following conditions: -
  - 1) Standard time limit;
  - 2) Compliance with all Plans;
  - 3) Materials to be submitted;
  - 4) Obscured-glazing;
  - 5) Boundary Treatments/car parking/landscaping;
  - 6) Porous material for new areas of hardstanding;
  - 7) Conservation-style rooflights;
  - 8) Removal of PD rights (dormers, extensions, outbuildings, hardstanding);
  - 9) No additional first-floor level floor-space to be inserted without permission;

**JK**

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**LOCATION PLAN FOR APPLICATION No: - 80446/FULL/2013**  
 Scale 1:1250 for identification purposes only.  
 Acting Chief Planning Officer  
 PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
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**INSTALLATION OF STORAGE CABIN TO NORTH OF CHURCH BUILDING FOR STORAGE OF FOOD FOR A TEMPORARY PERIOD OF 3 YEARS WITH ASSOCIATED REPLACEMENT FENCING**

The Life Centre, 107 Barton Road, Stretford, M32 9AF

**APPLICANT:** Stretford Foodbank

**AGENT:** n/a

**RECOMMENDATION: GRANT TEMPORARY PERMISSION**

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**SITE**

The application relates to a 3 storey church building to the west of Barton Road in Stretford. The church is occupied by the Trafford Christian Life Centre. Land surrounding the building to the north was formerly associated with the church, however was sold and redeveloped for housing. A row of five terraced properties lie to the north of the church building, with a parking court in front. No.109 is a two storey end terrace adjoining the site to the north.

**PROPOSAL**

Planning permission is sought for the installation of a storage cabin to the north of the church building to be used for the storage of food for a temporary period of 3 years. Replacement fencing is proposed to the east of the unit and along part of the northern boundary of the site.

**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). Appendix 5 of the Trafford Core Strategy provides details of how the Revised UDP is being replaced by Trafford LDF;
- 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). See Appendix 5 of the Core Strategy;
- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L4 – Sustainable Transport and Accessibility  
L7 - Design

#### **PROPOSALS MAP NOTATION**

Unallocated

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

None relevant

#### **SUPPLEMENTARY PLANNING DOCUMENTS**

SPD4: A Guide for Designing House Extensions and Alterations (February 2012)

#### **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.

#### **APPLICANT'S SUBMISSION**

The applicant's supporting statement respectfully requests that the application is treated as a priority. The statement confirms that there would be no public access to the unit as clients would be seen in the main church building and would be on site for approximately 15-20 minutes. When operational, the food bank would only be open on Mondays, Wednesdays and Fridays between 10am-2pm and most clients are anticipated to arrive on foot. The cabin will store non-perishable food and will only be used by a limited number of volunteers.

#### **RELEVANT PLANNING HISTORY**

H/70619 – Change of use of frontage from landscaped area to car park and erection of new retaining wall (Approved February 2009).

#### **CONSULTATIONS**

**Drainage:** R17.

#### **REPRESENTATIONS**

Two letters of objection have been received. One questions the need for the proposed external storage given the size of the building, which would be visible from their property. This letter also notes that there are existing sheds within the curtilage

of the church in a poor state of repair. A further objection has been received, relating to noise and disturbance from the use of the storage unit, loss of privacy, additional traffic and potential highway and pedestrian safety issues, potential for the storage of food to attract vermin, impact on drains running through the site and within frontage of immediate neighbours.

## **CONSULTATIONS**

None.

## **OBSERVATIONS**

### PRINCIPLE

1. The application proposes the installation of a storage unit within the grounds of the church for the purpose of food storage. The food would be distributed by Stretford Foodbank. The proposal is considered to be acceptable in principle, subject to consideration of impact in terms of design and residential amenity.

### RESIDENTIAL AMENITY, DESIGN AND STREET SCENE

2. The application proposes the installation of a storage unit between the north elevation of the church building and the boundary with No.109. The unit would measure 2.75m in width, with a length of 7.3m and height of 2.45m and it would be sited between 200mm-400mm from the common boundary. The applicant states that the food bank would operate on Mondays, Wednesdays and Fridays between 10am-2pm. A restriction of opening hours would be required to protect the amenity of neighbouring occupants – discussions are on-going with the applicant about the proposed hours and further details will be provided in the Additional Information Report.
3. Following discussions with the applicant about the visual impact of the container, it is proposed to be painted green prior to installation and it is considered that a dark green colour treatment would be appropriate. In addition, the applicant proposes to clad the north elevation above the fence line in timber to address the visual impact in views from No.109, however it is considered that this cladding should be continued to the west and east facing elevations to address the visual impact from the garden of No.109 and the street scene.
4. Following discussions with the occupants of No.109 since receipt of the application, the size of the storage unit has been reduced and it is proposed to be sited closer to the common boundary, to address concerns about the drains to the side of the church, views from the living room window of No.109 at the front of the property and access to the storage unit. In addition, the proposed doorway access has been moved so that it is positioned facing the side elevation of the church building as opposed to the north side elevation facing No.109. The applicant also proposes to install a green roof to overcome concerns about noise generated from rain falling on the storage unit. A condition is recommended to require details of this green roof to be provided prior to the installation of the unit.



5. The unit would not project beyond the rear wall of No.109, however the ground level adjacent to the church building is approximately 500mm higher than the ground level of the garden of No.109 and as such, it would appear higher when viewed from this garden. The applicant has reached an agreement with the neighbour to replace the boundary fencing with curved top panels to provide additional screening, which would be stained to match the existing fence panels. On balance, taking into account that the unit would be used to store food products for distribution to people in need, to which significant weight is attached, it is considered that the proposal would have an acceptable impact on the amenity of the occupants of No.109 and would be acceptable in terms of design in accordance with Policy L7 of the Core Strategy. However, due to the temporary nature of the proposed storage unit and its use, it is considered that a temporary permission for a period of 3 years would be appropriate. This would enable the removal of the storage unit from the site in the event that its condition deteriorates with the result that it detracts from the character and appearance of the building and the street, or in the event that the use of the unit results in undue disturbance to neighbouring occupants. If there is a demand for the unit to be retained after this time, the applicant should first consider storage within the existing building or alternatively, a permanent construction of appropriate materials.
6. One objector notes that there are existing structures within the curtilage of the church. At the site visit, there were 2no. small sheds present adjacent to the south and west boundaries, the latter of which had been damaged during recent heavy rain and winds. The applicant intends to either remove this from the site or replace the roof. A buggy store is also located adjacent to the southern boundary, used by parents and carers attending church events. These structures are no more than 2m-2.5m in height and none are unduly prominent or impact on the amenity of neighbouring occupants.

#### ACCESS, HIGHWAYS AND PARKING

7. There is a newly installed car park to the front of the building and the siting of the storage unit behind the existing side fence would have no impact on this car parking area. It is acknowledged that the use may result in additional vehicles movements to and from the site, however the applicant envisages that many of those requiring their services would travel on foot. It is considered that, given the intended use of the storage unit and taking into account the nature of the existing use attracts comings and goings to the site, there would be no undue impact on access, highways and parking as a result of this proposal.

#### CONCLUSION

8. The application proposes the erection of a food storage unit to enable a local food bank to provide their services to local people in need. Significant weight is attached to the purpose of the storage unit. Although the proposal would be visible from the garden area of the adjoining occupants, it has been sited so that it would not be visible from habitable room windows of this property and would not be unduly overbearing to the occupants. However, given the temporary nature of the storage unit and its proposed use, it is considered that a temporary permission for a period of 3 years would be appropriate. This would enable the removal of the storage unit from the site in the event that its condition deteriorates with the result that it detracts from the character and appearance of the building and the street, or in the event that the use of

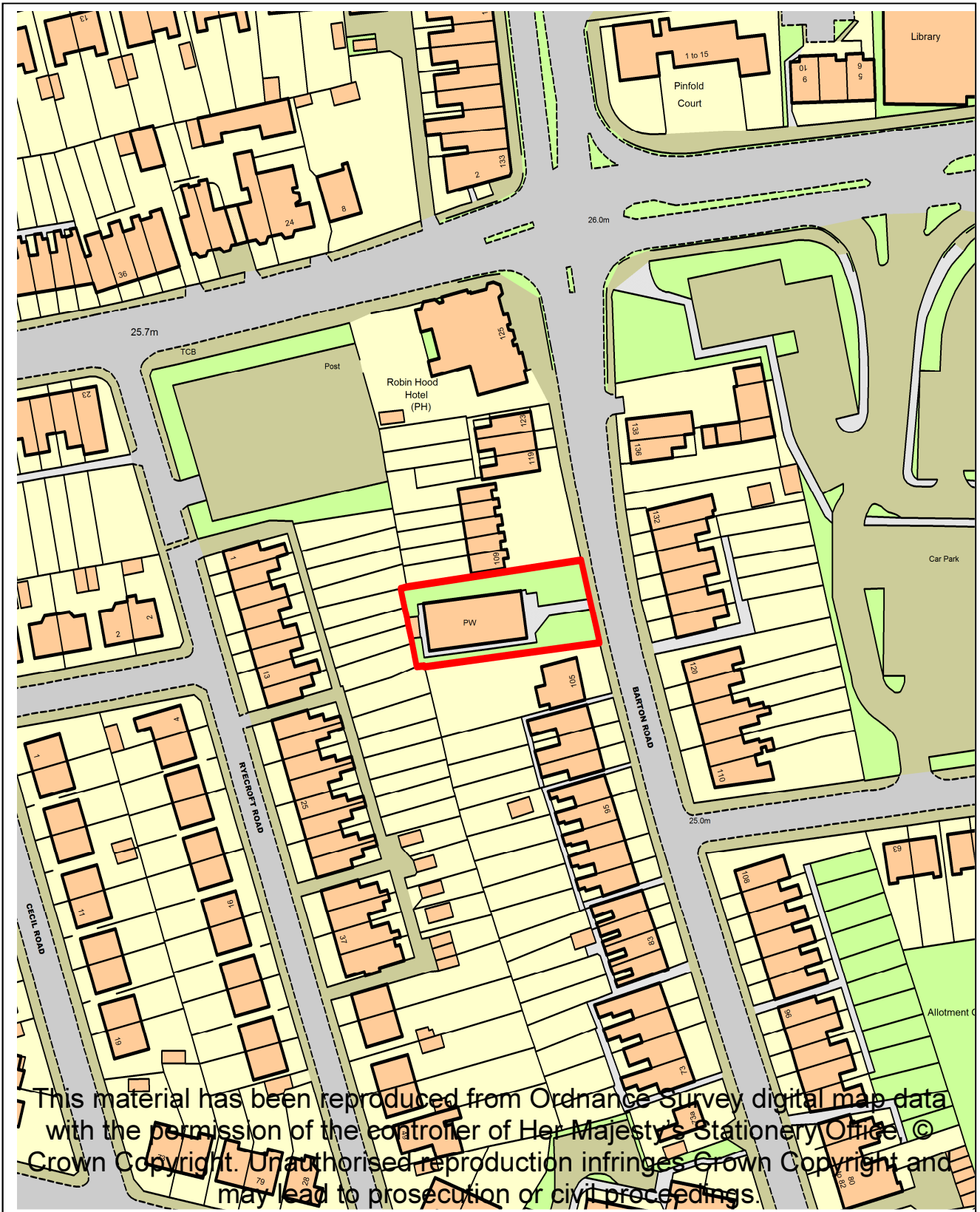
the unit results in undue disturbance to neighbouring occupants. Should the unit be required for a longer period, the applicant would need to explore a more permanent construction of appropriate materials.

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

1. Temporary permission expiring 3 years from date of permission
2. List of amended plans
3. Material samples including colour of unit and details of fencing
4. No public access to the storage unit – all food to be collected from within the main church building
5. Details of the green roof to be provided
6. Restriction of opening hours

DR

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**LOCATION PLAN FOR APPLICATION No: - 80537/FULL/2013**  
 Scale 1:1250 for identification purposes only.  
 Acting Chief Planning Officer  
 PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**

**WARD: Bucklow St.  
Martin's**

**80650/FULL/2013**

**DEPARTURE: No**

**ERECTION OF EXTENSION TO EXISTING PAPER REELS WAREHOUSE TO PROVIDE 7342SQM OF ADDITIONAL STORAGE SPACE AND CANOPY OVER EXISTING YARD. FORMATION OF RAISED LANDSCAPE MOUND TO NORTH OF SITE**

SAICA, 144 Manchester Road, Carrington, Manchester, M31 4QN

**APPLICANT:** Saica Paper UK Limited

**AGENT:** Merebrook Consulting Limited

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

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## **SITE**

The application relates to the recently constructed SAICA paper mill site on the western side of Manchester Road in Carrington. The site extends to the Manchester Ship Canal to the west, whilst to the south is a Site of Biological Importance and to the north is open land. The application relates to two parts of the SAICA site - the existing paper reels warehouse, which lies on the northern side of the internal access road and also an area of land within the north eastern corner of the site adjacent to Manchester Road, which contains two electricity pylons.

## **PROPOSAL**

Planning permission is sought for the erection of an extension to the existing paper reels warehouse to provide 7342 square metres of additional storage floor space. A canopy is also proposed extending from the existing warehouse building to provide cover above the loading area. The area of land within the north eastern corner of the site is proposed to form a raised landscaped mound.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L4 – Sustainable Transport and Accessibility

L5 – Climate Change

L7 – Design

L8 – Planning Obligations

R3 – Natural Environment

W1 - Economy

#### **PROPOSALS MAP NOTATION**

Areas of Nature Conservation

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

ENV8 – Areas of Nature Conservation

#### **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**

80334/AA/2013 – Advertisement consent for one non-illuminated fascia sign and one internally illuminated freestanding totem sign (Approved June 2013).

77583/FULL/2011 – Installation of gas supply pipeline between national grid gas connection and proposed Trafford CCGT Power Station. Associated offtake area at southern end to be enclosed by 3m high fencing with external lighting (Approved August 2012).

75835/FULL/2010 – Erection of 132kv electricity sub-station, including erection of 2no. single storey brick buildings and erection of 2.5m high paladin fence to the perimeter (Approved June 2010).

74905/FULL/2010 – Installation of high pressure underground gas pipeline; erection of above ground filter/meter unit within and adjacent to the emergency access to the paper mill; construction of a compound and 2.4m paladin fencing (Approved June 2010).

74880/VAR/2010 – Variation of condition 23 (list of approved plans) of planning permission H/69865 (proposed recycled paper mill) to refer to revised drawings indicating alterations to the position and design of buildings, plant and equipment, layout of vehicular access and layout of truck and car parking areas (Approved January 2011).

74418/FULL/2010 – Engineering works comprising excavation of soil from borrow pit and storage of topsoil for temporary period in connection with development of adjacent site as papermill (Approved February 2010).

H/69865 – Development of a recycled paper mill including external raw material storage area, raw material preparation and paper making building, finished goods warehouse and loading canopy, workshops and engineering stores, electricity and steam generating plant, offices and associated buildings and equipment, together with car and lorry parking and revised access to the A6144 Manchester Road (Approved December 2008).

#### **Land to east of Manchester Road**

H/64409 – Outline application (including details of means of access) for the development of an employment park (use classes B1, B2 and B8) with associated infrastructure and highway works (Approved April 2008).

### **APPLICANT'S SUBMISSION**

#### **Design and Access Statement**

The development involves the provision of an extension to the existing reels warehouse and a canopy to provide a weatherproof cover to the existing yard area. On the eastern boundary of the proposed site adjacent to Manchester Road there is a landscaping bund that has been grass seeded and planted with trees. This bund will be maintained as part of the development proposal and enhanced where necessary.

#### **Developer Contributions**

Saica do not consider that the proposed financial contributions are justified and reasonable.

The NPPF requires that planning obligations should only be sought where they meet all of the following tests:

- Necessary to make the development acceptable in planning terms
- Directly related to the development
- Fairly and reasonably related in scale and kind to the development

The purpose of the proposed development is entirely operational and is solely based on storage of paper reels within the confines of the site. It does not involve any increase in production, any increase in the quantity or type of waste material brought to the site, or any increase in the quantity of finished paper product (and thus vehicle movements) despatched from the site. Indeed, the development will allow existing off-site storage arrangements to cease. Currently a warehouse is used in the Trafford Park area to accommodate 2,000 tons of paper per week involving some 3,429 vehicle trips per year. Consequently the proposal will actually result in a reduction in traffic on the local road network. The development and revised operational arrangements will not lead to an increase in staff working at the Paper Mill and so consequently there will be no increased demand for public transport or generation of additional car trips. Therefore, the proposed development will not have any impact on

the locality and so does not justify the provision of any off-site transport infrastructure, facilities or services.

In respect of specific green infrastructure contributions, part of the proposed development comprises the provision of a landscape mound in the north eastern corner of the site. It is envisaged that any planning permission would include a condition requiring a detailed landscaping scheme. The NPPF states that a planning obligation should not be used where it is possible to address unacceptable impacts through use of a planning condition. The landscaping scheme can be designed so that it meets the Green Infrastructure needs of the development. The original planning permission H/69865 for the Paper Mill was accompanied by a Section 106 Agreement that included the following financial contributions obligations upon Saica:

Highways Infrastructure £42,096.88  
Public Transport Improvements £69,446.45  
Red Rose Forest off-site Tree Planting Contribution £78,960.00  
Total = £190,503.33

Given this previous significant financial contribution and taking into account that there is no demonstrable impact of the proposed warehouse extension that requires mitigation, then it is unreasonable for them to be expected to make further financial contributions. The company has and is continuing to make major investment in Trafford to the benefit of the local economy. Nevertheless, the company is prepared to provide the landscaped mound as a further contribution toward Green Infrastructure in Trafford.

#### **Transport Statement**

This states that the reasons for the proposed development are entirely operational and based on storage of paper reels within the existing site. The proposal would not result in any increase in production, any increase in the quantity or type of waste material brought on site or any increase in the quantity of finished paper product dispatched from site. There would thus be no increase in vehicle movements. Access would remain unchanged via the existing site access and no further improvement on the public highway would therefore be necessary. Private motorised user provision would also be unaffected and there would be no further demand on public transport.

#### **CONSULTATIONS**

**Electricity North West:** No objection. Proposal is shown to be adjacent ENW operational land or electricity distribution assets – development not to encroach over either land or ancillary rights of access or cable easements. Any diversion costs to be borne by the applicant.

**Environment Agency:** Flood risk assessment not required as area of development falls below 1 hectare threshold.

**Greater Manchester Ecology Unit:** No objection. Site lies adjacent to a Site of Biological Importance (SBI) – the Reedbed by the Manchester Ship Canal Sidings. The SBI should be protected by way of temporary fencing. No building materials or surface water run-off should be allowed to enter the SBI. Conditions to this effect recommended.

**Local Highway Authority:** No objection. The applicant states that there would be no increase in staff or trips and there would be no loss of car, cycle or motorcycle parking.

**National Grid:** Major hazard pipeline in vicinity of site. Access to the pipeline must remain unimpeded; hence no obstructions to be placed within pipelines easement strip. Applicant advised to contact NG pipeline inspector.

**Pollution and Licensing:** Contaminated land report condition.

## **REPRESENTATIONS**

One letter of objection has been received from a resident of Partington. This states that the warehouse is large enough already and emits noise, smells and light, infringing on their human rights. Objector states they do not get any peace at night as it operates 24/7.

## **OBSERVATIONS**

### PRINCIPLE

1. Planning permission was granted for the SAICA paper mill in December 2008. The application proposes an extension to an existing warehouse building at the site, which is used for the storage of reels of paper prior to distribution. Policy W1 of the Trafford Core Strategy recognises the significant contribution of existing manufacturing industries to the economy of the Borough and states that the Council will continue to support these industries. This is in line with the NPPF, which promotes a presumption in favour of sustainable economic growth. The proposal would support the operations of the existing business and the proposed development is therefore considered to be acceptable in principle in accordance with Policy W1 and the NPPF.

### SUSTAINABILITY

2. The applicant states that although there would be no increase in production levels at the site, the proposal would facilitate an increased range of paper types able to be produced by SAICA. This would enable SAICA to better serve the UK market and thus limit the proportion of goods that are exported to the continent, which the applicant anticipates would reduce the carbon footprint of the site by 817 tonnes of CO2 per year.
3. In order to increase the range of paper types produced, additional storage space is required. The reason for this is that different paper types require changes to the production machines and their settings, which leads to a reduction in efficiency. In order to maintain efficiency and minimise the changes to the machine settings, the production cycle will change from weekly to fortnightly, but deliveries to clients will remain as existing, thus resulting in a need for increased storage space on the site. In addition, each paper type must be stored separately.
4. The cumulative impact of the above requires additional storage space on site, the alternative to which would be storage off site in the Trafford area. The applicant states that the latter would be inefficient from a logistical perspective and would also have environmental implications as it would require double handling and additional transport movements to and from the storage site.



The applicant anticipates that 2000 tonnes of paper would need to be transferred to a storage warehouse each week, equating to an additional 3500 vehicle movements per year, which equates to 140 tonnes of CO2 in the Trafford area per year. The storage of the paper reels on site would prevent such emissions and therefore reduce the carbon footprint of the site in accordance with Policy L5 of the Core Strategy.

#### ACCESS, HIGHWAYS AND PARKING

5. Vehicular access into the site is from Manchester Road and the internal access road runs adjacent to the south and west elevation of the paper reels warehouse. The access would remain unchanged as a result of the proposal.
6. The transport statement concludes that the proposal would not increase production or the quantity or type of waste material brought on site, nor increase the quantity of finished paper product dispatched from site. As such, there would be no increase in vehicle movements and the application form also indicates that there will be no additional staff. On this basis, the Local Highway Authority has raised no objection to the proposals. The proposal is considered to be in accordance with Policy L4 and would have no undue impact on the highway network.

#### DESIGN AND STREET SCENE

7. The extension would be located to the east elevation of the existing paper reels warehouse and therefore the existing side wall will be extended towards Manchester Road. The extension would project 90m beyond the east elevation of the existing warehouse with a width of 90m and would measure 12m in height to the eaves with an overall height of 14.65m.
8. The proposed materials would match those of the existing building and landscaping and fencing would be retained between the extension and the boundary with Manchester Road. The canopy would be situated behind the extension some 100m from Manchester Road. Although the extension would result in the warehouse being closer to Manchester Road thus increasing its prominence, a distance of 30m would be retained to the boundary with Manchester Road at its closest point, extending to 44m at its furthest point. The landscaped area between the proposed extension and Manchester Road is also elevated above the road level, which serves to screen part of the building and once the existing tree planting becomes established, this would provide further screening from the road. A condition is recommended to require a landscaping scheme to be submitted as additional landscaping should be provided to enhance the screening between the proposed extension and the boundary with Manchester Road. Subject to the landscaping condition, the proposed extension is considered to be acceptable in terms of design and in accordance with Policy L7 of the Core Strategy.
9. Excavation material from the proposed extension are would be transferred across the site to form the raised landscaped mound proposed to the north east of the site. This would raise the existing levels in this area by a maximum of 4m, with the highest levels banking up towards the electricity pylons and to the rear part of this area furthest from Manchester Road. To the west of this, the site is used for external storage and the proposal would therefore provide screening of this storage area in views from Manchester Road and would therefore improve the appearance of this part of the site. An

appropriate scheme of landscaping would be secured by the condition recommended above.

## DEVELOPER CONTRIBUTIONS

10. The Trafford Developer Contributions (TDC) required by SPD1: Planning Obligations are set out in the table below. For the purpose of the calculation, the canopy does not constitute floorspace and as such, no contributions are applicable to this part of the proposal:

<b>TDC category</b>	<b>Gross TDC required for proposed development</b>	<b>Contribution to be offset for existing building</b>	<b>Gross TDC required for proposed development</b>
Affordable Housing	n/a	n/a	n/a
Highways and Active Travel infrastructure (including highway, pedestrian and cycle schemes)	£7,227	n/a	£7,227
Public transport schemes (including bus, tram and rail, schemes)	£10,366	n/a	£10,366
Specific Green Infrastructure (including tree planting)	£28,520	n/a	£28,520
Spatial Green Infrastructure, Sports and Recreation	n/a	n/a	n/a
Education facilities	n/a	n/a	n/a
<b>Total contribution required</b>			<b>£46,113</b>

11. The applicant has submitted a supporting statement arguing that the contributions in respect of highways and public transport are not justified or reasonable and requesting that these should not be applied in this case. The applicant also considers that the green infrastructure contribution could be secured by a landscaping condition. This will be considered further and an update will be provided in the Additional Information Report, however as it stands, the recommendation reflects the contributions that would normally be required by SPD1.

## CONCLUSION

12. The proposed extension would provide additional storage floor space for a newly established business in Carrington, which would support sustainable economic growth in accordance with the NPPF and Policy W1 of the Trafford Core Strategy. The storage of paper on site is preferable to off-site storage as it would result in fewer vehicle movements and therefore prevent additional CO<sup>2</sup> emissions. The proposed extension would have no undue impact on the local highway network and is considered to be acceptable in terms of design in accordance with Policies L4, L5 and L7 of the Trafford Core Strategy. It is

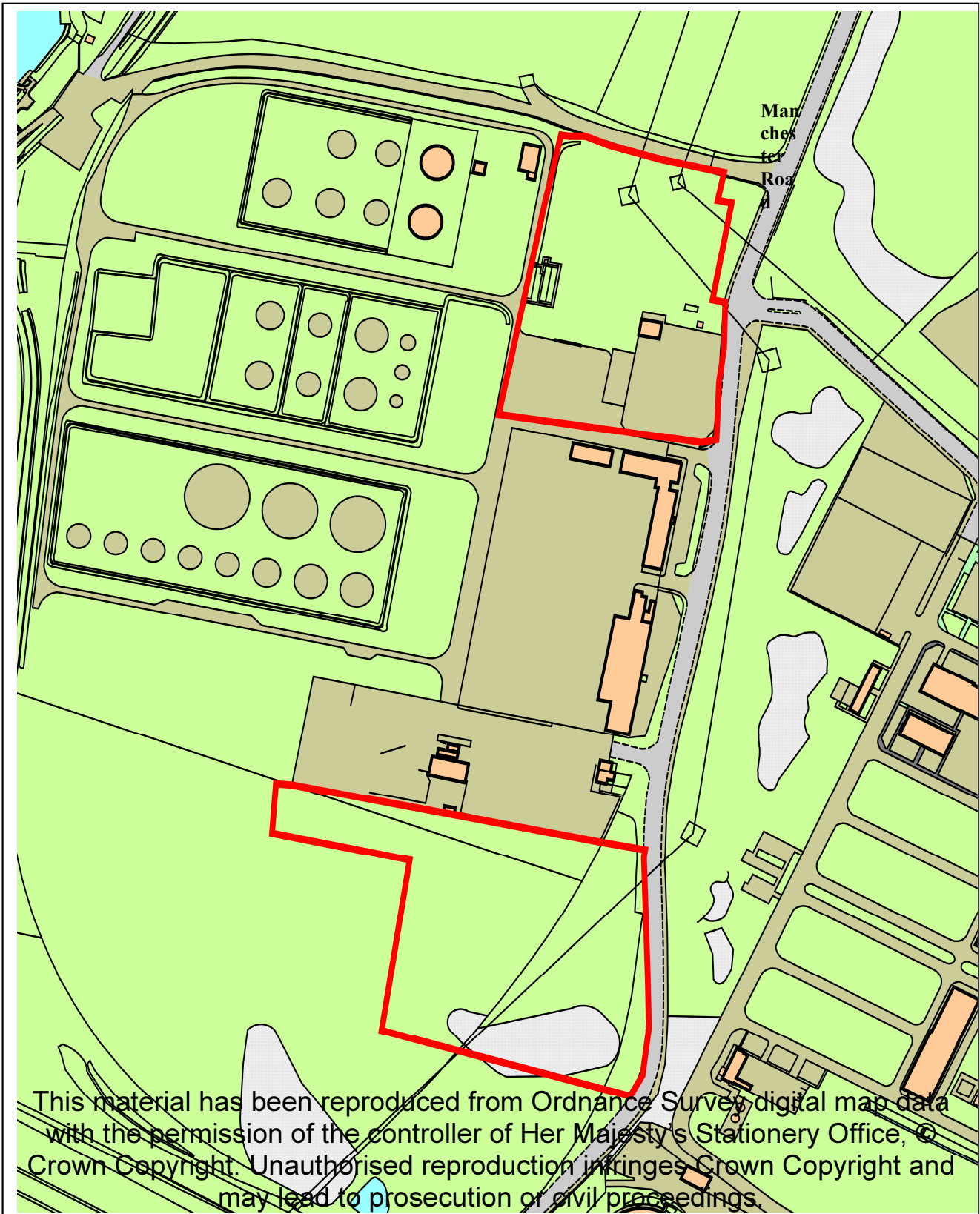
therefore recommended that planning permission is granted subject to a legal agreement.

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

- (A) That the application will propose a satisfactory form of development for the site on completion of a legal agreement to secure a maximum financial contribution of £46,113, split between £7,227 towards highways and active travel infrastructure; £10,366 towards public transport schemes and £28,520 towards specific green infrastructure (to be reduced by £310 per tree planted on site in accordance with an approved landscaping scheme) and;
- (B) In the circumstances where the S106 Agreement has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Acting Chief Planning Officer;
- (C) That upon satisfactory completion of the above legal agreement, planning permission be GRANTED subject to the following conditions:-
1. Standard
  2. List of approved plans
  3. Contaminated land report
  3. Matching materials
  4. Drainage
  5. Landscaping and landscape maintenance
  6. Scheme for protection of SBI, including fencing. Storage of building materials/surface water run-off shall not be allowed to enter the SBI
  7. Full details of landscaped mound to be submitted and approved prior to commencement on this part of the site
  8. Wheel washing

DR

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**LOCATION PLAN FOR APPLICATION No: - 80650/FULL/2013**

Scale 1:1250 for identification purposes only.

Acting Chief Planning Officer

PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF

**Top of this page points North**

**WARD: Urmston**

**80663/FULL/2013**

**DEPARTURE: No**

**ERECTION OF PART THREE STOREY, PART TWO STOREY, PART SINGLE STOREY EXTENSION TO NORTH ELEVATION TO FORM 20 NO. ADDITIONAL CARE BEDROOMS AND DAY SPACE, WITH ASSOCIATED PARKING, LANDSCAPING AND BOUNDARY TREATMENT**

Manorhey Care Centre, 130 Stretford Road, Urmston, M41 9LT

**APPLICANT:** New Care Projects LLP

**AGENT:** Street Design Partnership

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

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**SITE**

The application relates to the recently constructed Manor Hey Care Centre to the south of Stretford Road in Urmston, which forms an elderly care facility. The building occupies an L-shaped footprint within a similar shaped plot. To the west of the site is the Ann Challis care home at No.128 Stretford Road. The application relates to part of the rear garden of Ann Challis, which the applicant proposes to acquire to enable an extension to the Manor Hey Care Centre. Following the acquisition of this land, the site will become U-shaped. To the west, this area of land adjoins a row of garages opposite properties on Lime Tree Close.

Planning permission 79733/FULL/2013 was recently granted by the Planning Development Control Committee in February 2013 for the erection of a three storey extension to the existing building to form 18no. additional care bedrooms.

**PROPOSAL**

Planning permission is sought for the erection of a larger extension than previously approved. A part single, part two storey, part three storey extension is proposed to the north elevation of the existing Manor Hey Care Centre to provide 20 additional care bedrooms with associated car parking.

**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). Appendix 5 of the Trafford Core Strategy provides details as to how the Revised UDP is being replaced by Trafford LDF;
- 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). see Appendix 5 of the Core Strategy;

- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012. On 25th 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; and
- The **Greater Manchester Joint Minerals Plan**, adopted 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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

L4 - Sustainable Transport and Accessibility

L5 - Climate Change

L7- Design

L8 - Planning Obligations

R2- Natural Environment

### **PROPOSALS MAP NOTATION**

Unallocated

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

None relevant

### **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**

79733/FULL/2013 – Erection of three storey extension to north elevation to form 18 no. additional care bedrooms and day space with associated parking (Approved April 2013).

H/71588 - Erection of part three, part two storey building to provide a 63 bedroom residential care home, provision of associated parking areas and landscaping - revised submission (Approved August 2009).

### **CONSULTATIONS**

**Local Highway Authority:** No objection. Car parking space no.1 should be clearly marked and signed for staff use only as it is awkward for vehicles parking in this

space to turn around. Motorcycle parking spaces need to be provided with multi-point locking.

## **REPRESENTATIONS**

Three letters of objection have been received from nearby residents, which state that there is already insufficient car parking and this will exacerbate the problem with on street parking on Stretford Road and Torbay Road.

A letter of support has been submitted by the Ann Challis home, which states that the current garden is excessive for the needs of the residents and the extension would cover an area that is not utilised by the residents. The monies generated by the sale would be used to increase and improve facilities offered by JEM care.

## **OBSERVATIONS**

### PRINCIPLE

1. The principle of the 18 bedroom extension has been established by the grant of planning permission 79733/FULL/2013 and development has commenced on site in relation to this permission. This application proposes a larger extension than previously approved to provide an additional 2no. care bedrooms. The subsequent sections of the report will assess the additional impact associated with the increased floorspace over and above that already approved, in terms of design, amenity and highways.

### TREES

2. The garden of the Ann Challis home is enclosed by various trees along the east, west and south boundaries. The trees along the western boundary are of significant height and provide a positive contribution to the street scene of Lime Tree Avenue. Whilst all the trees along the western boundary would be retained, a total of 11 trees along the east and south boundaries would need to be removed to facilitate the proposal, which remains the same as proposed by application 79733/FULL/2013.
3. The trees along the south and eastern boundaries are generally smaller trees providing a pleasant landscape for the residents of both the Ann Challis home and Manor Hey Care Centre. Those along the eastern boundary are generally deciduous fruit trees, whilst those along the southern boundary are evergreen holly trees and therefore afford a degree of screening of the existing Manor Hey building. In relation to planning permission 79733/FULL/2013, the Council's arboricultural officer considered that the removal of the trees to facilitate the development was acceptable, subject to appropriate replanting. The same conclusion is reached in respect of this application.
4. The approved landscaping in relation to 79733/FULL/2013 proposed a line of evergreen trees to be planted within the Manor Hey Care centre boundary between the side wall of the proposed extension and the red line boundary of the application site, which would screen the extension from the garden of the Ann Challis home. Trees to be retained were proposed to be protected

during the construction works and additional planting was also proposed within the remaining Ann Challis garden. These details remain proposed as part of this application.

## DRAINAGE

5. A drainage scheme has been agreed in respect of the approved scheme and this has been revised by the applicant in relation to the current application. Additional attenuation is proposed to supplement the existing drainage network on site and as such, there would be no increase in the pre-existing surface water discharge from the site in accordance with the Strategic Flood Risk Assessment and Policy L5 of the Core Strategy.

## AMENITY, DESIGN AND STREET SCENE

6. The design and materials of the extension would match the existing care home. The depth of the proposal would remain at a maximum of 14m, however an additional element is now proposed with the result that the proposed extension would be 3.6m greater in length compared with the approved scheme. The maximum height to the eaves and ridge would remain the same. The main impact of the increased size of the extension is that it would extend 3.6m closer to the Ann Challis care home than the approved scheme. This additional element was initially proposed to be part single, part three storey however, amendments have been secured since receipt of the application and this additional element would be part two storey, part single storey. The applicant has sought to minimise the impact of this additional part by limiting the two storey element to a width of 7.8m when viewed from the Ann Challis side, with single storey elements to the front and rear.
7. The resulting distances between the extension and the Ann Challis building would be reduced by 3.6m. A distance of 24.9m would therefore remain between the north elevation of the extension and the main rear wall of the Ann Challis building, which also has a single storey rear element that would be 21.3m from the north elevation of the proposed extension. Although there are no specific guidelines for care homes in terms of separation distances, the guidelines for residential development require 15m to be retained between habitable room windows and a two storey wall with no windows. As such, it is considered that the 21.3m proposed between the rear wall of the Ann Challis building and the proposed extension building would be acceptable.
8. The applicant submitted a sunlight assessment during the course of the previous application, which demonstrated that during the summer months when the garden of Ann Challis would be most utilised, the shadow of the extension would have been contained within the boundary of the Manor Hey site. A further sunlight assessment has been submitted in relation to the current proposals and this demonstrates that the shadow of the extension would extend marginally into the garden of the Ann Challis home. In the winter months, the original sunlight assessment showed that the shadow would have extended into the garden of Ann Challis in the morning, but given the separation distance between the proposed extension and both the garden and the rear elevation of the Ann Challis home, it was concluded that it would not be reasonable to refuse the application on the basis of loss of light to the garden in the winter months. The revised sunlight assessment demonstrates



that the shadow of the proposed extension would remain contained within the garden of the Ann Challis and as such, there would be no undue overshadowing of the rear facing habitable rooms. Given the separation distance between the proposed extension and both the garden and the rear elevation of the Ann Challis home, it is again concluded that it would not be reasonable to refuse the application on the basis of loss of light to the garden in the winter months.

9. The ground levels within the application site are also set approximately 1m lower than the Ann Challis garden levels. Taking into account the difference in levels and the separation distances, it is considered that the proposal would not have an overbearing impact on the rear facing habitable rooms of the Ann Challis home nor the remaining garden area subject to replacement tree planting. It is therefore considered that the proposal is in accordance with Policy L7 of the Core Strategy.
10. No windows are proposed to the side elevation facing the Ann Challis home. A condition is recommended to prevent windows being introduced to this elevation to prevent undue loss of privacy in accordance with Policy L7 of the Core Strategy.

#### ACCESS, HIGHWAYS AND PARKING

11. The existing cycle parking would need to be relocated to facilitate the development and is proposed to be sited in front of the extension. Objectors have noted that on street parking occurs on Stretford Road and Torbay Road. Supplementary Planning Document 3: Parking Standards and Design requires the provision of five additional car parking spaces, two cycle parking spaces and two motor cycle parking spaces to support the extension. Five car parking spaces are proposed, along with the required cycle and motor cycle parking spaces. As such, it would be unreasonable to refuse the application on highway safety grounds as it provides the additional parking required by SPD3 for an extension of this size. As such, it is considered that the proposal is acceptable in respect of parking and highway safety in accordance with Policy L4 of the Core Strategy.

#### DEVELOPER CONTRIBUTIONS

12. The Trafford Developer Contributions (TDC) required by SPD1: Planning Obligations are set out in the table below:

<b>TDC category</b>	<b>Gross TDC required for proposed development</b>	<b>Contribution to be offset for existing building</b>	<b>Gross TDC required for proposed development</b>
Affordable Housing	n/a	n/a	n/a
Highways and Active Travel infrastructure (including highway, pedestrian and cycle schemes)	£4,040	n/a	£4,040
Public transport schemes (including bus, tram and rail,	£13,900	n/a	£13,900

schemes)			
Specific Green Infrastructure (including tree planting)	£6,510	n/a	£6,510
Spatial Green Infrastructure, Sports and Recreation (including local open space, equipped play areas; indoor and outdoor sports facilities)	n/a	n/a	n/a
Education facilities	n/a	n/a	n/a
<b>Total contribution required</b>			<b>£24,450</b>

13. The specific green infrastructure contribution equates to the provision of 21 trees and as such, the contribution could be reduced by £310 per tree planted on site in accordance with an approved landscaping scheme up to a maximum reduction of £6,510.

#### CONCLUSION

14. The proposal is considered to be acceptable in terms of design and would have no undue impact on the amenity of neighbouring occupants subject to appropriate tree planting. Additional car, cycle and motorcycle parking is proposed to support the extension and it is therefore considered that the proposal is in accordance with Policies L4, L5 and L7 of the Trafford Core Strategy. It is therefore recommended that planning permission is granted.

#### **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 £24,450 split between: £4,040 towards Highway and Active Travel infrastructure; £13,900 towards Public Transport Schemes; £6,510 towards Specific Green Infrastructure (to be reduced by £310 per tree planted on site in accordance with an approved landscaping scheme);
- (B) In the circumstances where the S106 Agreement has not been completed within 3 months of the resolution to grant planning permission, the final determination of the application shall be delegated to the Acting Chief Planning Officer;
- (C) That upon satisfactory completion of the above legal agreement, planning permission be GRANTED subject to the following conditions: -
1. Standard
  2. List of amended plans
  3. Matching materials

4. Provision and retention of all parking and cycle parking, multi point locking facilities to be provided for motorcycle parking spaces, space 1 to be marked for staff parking
5. Landscaping and landscape maintenance in accordance with submitted details
6. Tree protection in accordance with submitted details
7. No windows in north elevation
8. Drainage in accordance with submitted details
9. Landscaping to be provided within Ann Challis prior to first occupation of development in accordance with submitted details
10. Wheel washing facility

DR

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**LOCATION PLAN FOR APPLICATION No: - 80663/FULL/2013**  
 Scale 1:1250 for identification purposes only.  
 Acting Chief Planning Officer  
 PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
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**VARIATION OF CONDITIONS 2, 5, 8, 9 AND 11 OF PLANNING PERMISSION REFERENCE H/67778 FOR THE CONVERSION FROM 16NO. BEDSITS TO 16NO. ONE BEDROOM FLATS TO ALLOW: REDUCTION TO 12NO. ONE BEDROOM FLATS, MINOR MATERIAL AMENDMENTS TO APPROVED PLANS INCLUDING DESIGN OF RAILINGS AND GATES, WINDOW OPENINGS, REMOVAL OF OBSCURE GLAZING TO REAR (WEST) ELEVATION, MATERIALS AND ERECTION OF SINGLE STOREY GARAGE WITHIN REAR GARDEN TO FORM SECURE CYCLE PARKING PROVISION.**

67 - 69 Norwood Road, Stretford

**APPLICANT:** Birch Property Services

**AGENT:** n/a

**RECOMMENDATION: GRANT**

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### **SITE**

Planning permission reference H/67778 was granted by the Planning Development Control Committee in March 2008 for the conversion of the 16no.bedsits to 16no. one bedroom apartments. Since the grant of this planning permission, conditions were discharged and the development commenced to comprise a material start on site, however works to complete the conversion were not progressed.

The application relates to a large three storey period property to the west side of Norwood Road in Stretford, which was originally built as two separate dwellings but converted into sixteen bedsits in 1993. The street scene comprises of an eclectic mix of properties. To the south, No.65 is a semi-detached Georgian property, which has been extended to the rear. To the north and east, the site is adjoined by three storey semi-detached Victorian properties. Detached and semi-detached post war properties adjoin the site to the west.

Since planning permission was granted, the site has changed hands and the applicant owns both the application property and No.71 Norwood Road adjoining the site to the north. There is a shared access road between No's 69 and 71 Norwood Road leading to areas of hardstanding to the rear. The property has rendered elevations and two matching front and rear gables and there have been a number of alterations/additions, including a small two storey extension to the rear. In March 2008, the committee report noted that soil pipes and trailing cables gave the building an unkempt appearance, whilst the combination of hard landscaping materials around the front and rear of the building, much of which is broken up and interspersed with vegetation, created an unattractive appearance to the site. The site has further deteriorated since this time and is untidy and detracts from the street scene. The area to the rear of the building is a site compound containing cabins associated with the works. Tree protection fencing and temporary site fencing is in situ.

## **PROPOSAL**

Planning permission is sought to vary conditions 2 (approved plans), 5 (materials), 8 (obscure glazing), 9 (boundary treatment) and 11 (cycle parking) of planning permission reference H/67778. The variation of these conditions would: reduce the number of one bedroom flats from 16 to 12, result in material amendments to the design of the original proposals including materials, window openings, railings and gates, the removal of obscure glazing to the rear windows and the erection of a single storey garage within the garden to form secure cycle parking provision.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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 Market Needs  
L4 – Sustainable Transport and Accessibility  
L5 – Climate Change  
L7 – Design

### **PROPOSALS MAP NOTATION**

Unallocated

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

None relevant

## **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**

H/67778 - Conversion from 16 no. bedsits to 16 no. one bedroom flats to include erection of three storey extension to rear together with extension to existing basement floor to create additional living accommodation. External alterations to all elevations, enlargement of existing lightwells to front and creation of new lightwells to rear. Creation of central staircase and installation of cycle stands to front (Approved March 2008).

## **APPLICANT'S SUBMISSION**

The applicant has submitted a supporting statement to justify each of the proposed amendments. This states that a reduction in the density would increase the size of each unit and create a more satisfactory living experience for the occupants. The traditional approach to the design would be in keeping with the style of the existing property. The clear glazed windows proposed to the rear would not result in loss of amenity to adjoining neighbours. The garage would offer a second level of security for cycle parking and would provide a dry and secure cycle parking area. Tenants will be provided with a code to access the bike store, which will be changed each time a tenant moves out.

## **CONSULTATIONS**

None received.

## **REPRESENTATIONS**

One letter of objection has been received from the occupant of a neighbouring rear property raising concerns about the proposed garage due to the loss of landscaping along the rear boundary. The resident states that they are happy to consider an alternative form of perimeter screening for privacy and security.

## **OBSERVATIONS**

### PRINCIPLE

1. The application proposes amendments to an extant permission. As such, the applicant could continue to implement planning permission H/67778 at any time. The variation of the existing consent is considered to be acceptable in principle, subject to consideration of the impact on amenity and design.
2. As a result of the proposal, the number of residential units would reduce from 16no. one bedroom flats to 12no. one bedroom flats. Policies L1 and L2 of the Core Strategy state that there is an identified need for family housing in the Borough and as such, one bedroom apartments will be acceptable in town centre locations only. In this case, there is an extant planning permission for

the conversion of the existing building from 16no. bedsits to 16no. one bedroom apartments and the development has commenced on site. There is therefore no policy objection to the current proposal.

#### DESIGN AND STREET SCENE

3. Planning permission H/67778 proposed contemporary alterations to the original building, including the erection of a three storey flat roof extension to the rear of the property. It was originally proposed to be constructed in blue engineering brick, however in order to address concerns raised by the committee and local residents, this was subsequently amended to a rendered finish to match the original building.
4. The current proposal seeks a more traditional approach to the alterations to the existing building and these are considered to be in keeping with the character of the original building. Full height vertical windows proposed to the front elevation by application H/67778 are now omitted and ordinary window openings are proposed. The glazed porch canopy is now proposed to be a gable construction with a tiled roof. The two original gable features would remain unchanged and the original replica stone headers and sills would be reinstated and the building re-rendered. Reconfigured lightwells and basement access steps are proposed to the basement flats and the steps up to the front entrance would be reduced in width. The proposed alterations to the front of the property would significantly improve the appearance of this rundown and dilapidated building and would enhance the street scene in accordance with Policy L7 of the Core Strategy.
5. To the rear, the proposed three storey flat roof extension measuring 9.6m in width and projecting 3.5m from the rear elevation would have a render finish and the full height glazed link is no longer proposed. Given the extension would not be visible from the street, the omission of the glazed link is considered to be acceptable.

#### RESIDENTIAL AMENITY

6. Planning permission H/67778 proposed the formation of 16 micro-flats, each of which would have been provided with 27-30m<sup>2</sup> of floorspace, considerably less than a typical one bedroom flat (45-50m<sup>2</sup>). At the time of the application, the applicant considered the flats would provide affordable accommodation for those looking to get onto the property ladder and although the Council did express concern that the 16no. one bedroom apartments would provide insufficient accommodation for the future occupants, it was acknowledged that there were no statutory minimum requirements in terms of floor space and it was therefore considered unreasonable for the Council to refuse planning permission on this basis. The building has changed hands since the permission was granted and the current applicant considers that there is no demand for such accommodation in the current market.
7. The proposal would therefore reduce the number of residential units by four resulting in 12no. one bedroom apartments, which represents a significant improvement in terms of the layout of each apartment and the amount of floorspace per unit (approximately 35m<sup>2</sup>). Each apartment would also now benefit from a separate hallway. Although the amenity space proposed to the rear of the building would remain the same as previously approved (105m<sup>2</sup>), the reduction in the number of residential units would increase the level of



amenity space per flat from 6.5m<sup>2</sup> to 8.75m<sup>2</sup> and although this remains significantly short of the recommended 18m<sup>2</sup> per apartment set out in the Council's SPG: New Residential Development, it nevertheless represents an improvement compared with the approved scheme and also the existing bedsits, which did not benefit from amenity space provision. The property is also within 2 minutes walking distance of Longford Park.

8. Alterations are proposed to the approved window openings to the side elevations (north and south). Obscure glass blocks were originally proposed by application H/67778 and ordinary windows are now proposed in keeping with the original windows in the property. These would be obscure glazed and the opening parts are at least 1.7m above the internal floor level and as such these windows would not result in undue loss of privacy to the occupants of adjoining properties. To the rear elevation, obscure glazed windows were originally proposed to part of the second floor windows. The applicant proposes that these windows would be fitted with clear glazing. These windows are more than 13.5m away from the rear boundary and would be 4m from the closest side boundary with No.65. It is considered that whilst there would be some additional impact from the clear glazing of these windows, views would be at an oblique angle and as such, insufficient harm would arise to warrant a refusal of planning permission on this basis.
9. The application proposes the erection of a single storey garage within the rear garden to form cycle storage provision in place of the approved cycle storage shelter. The provision of this garage would not affect the proposed car parking layout. The garage would have a width of 3.2m and length of 4.8m, with a height to eaves of 2m and maximum height of 2.5m. There is a tree/tree stump adjacent to the rear boundary that leans and is being supported by the rear fence and therefore needs to be removed. An amended scheme of landscaping has been submitted and which reflects the removal of the tree and construction of the garage. Given it is low in height, it is considered that the proposed garage would have no undue impact on the amenity of the occupants of adjoining properties to the rear in accordance with Policy L7 of the Core Strategy.

#### TRAFFIC GENERATION, ACCESS AND PARKING

10. 12 car parking spaces remain proposed within the rear car parking court, however given the reduction in the number of apartments from 16no. to 12no. the parking provision has increased from 75% provision to 100% provision with one car parking space now proposed per apartment in accordance with the Council's current parking standards. This therefore represents an improvement compared with the approved scheme.
11. Cycle parking was originally proposed to the front of the building, however it was considered that residents would be reluctant to utilise these spaces as cycles would be in full view of the street and thus may have been susceptible to theft. The discharge of conditions of H/67778 proposed a covered cycle shelter to the rear of the building, which was considered to address these concerns. The current application proposes the erection of a garage in place of this shelter, which will have cycle racks internally providing an enhanced level of security. Tenants will be provided with a code to access the bike store, which will be changed each time a tenant moves out. This alternative provision is considered to be acceptable and in accordance with Policy L4 of the Trafford Core Strategy.

## DEVELOPER CONTRIBUTIONS

12. The application proposes a reduction in the number of residential units, all of which would remain one bedroom. As such, developer contributions would not be applicable.

## CONCLUSION

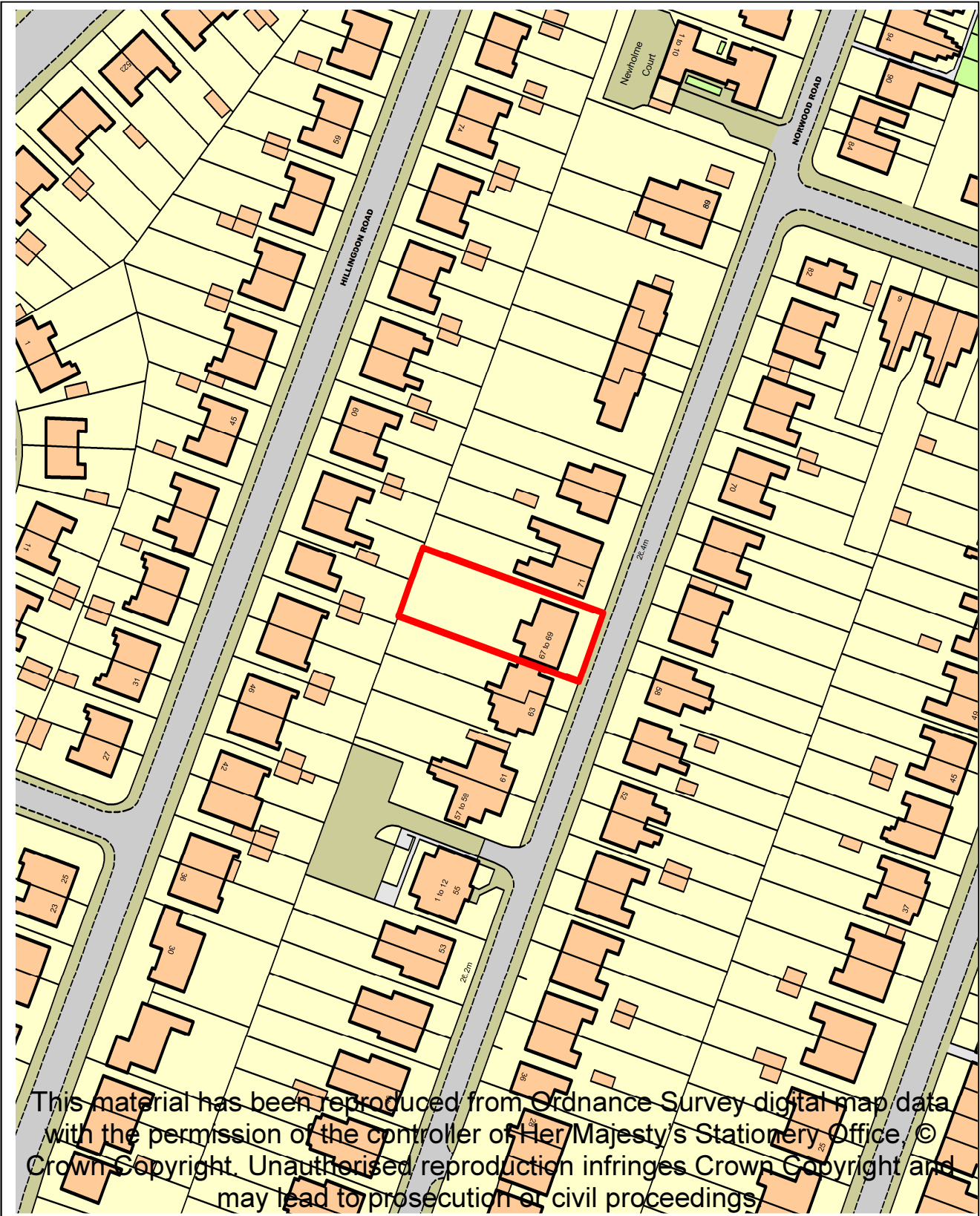
13. The amendments proposed would improve the appearance of the property within the street scene and would be in keeping with the character of the existing property without undue impact on the residential amenity of the occupants of neighbouring residential properties. The proposal would significantly improve the level of amenity afforded to the future occupants and would provide one parking space per apartment. It is therefore considered that the proposal would represent sustainable development and would therefore comply with Policies L4 and L7 of the Core Strategy and the National Planning Policy Framework.

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

1. List of approved plans
2. Provision and retention of access and parking
3. Materials in accordance with details shown on plans
4. Landscaping and landscape maintenance in accordance with submitted details
5. Windows in north and south elevations to be obscure glazed/non-opening below 1.7m
6. Railings and gates to be black RAL 9005
7. Tree protection in accordance with submitted details
8. Provision of garage for cycle storage provision prior to first occupation. All tenants to be provided with access to the store at all times

DR

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**LOCATION PLAN FOR APPLICATION No: - 80697/VAR/2013**

Scale 1:1250 for identification purposes only.

Acting Chief Planning Officer

PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF

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**CHANGE OF USE OF LAND ASSOCIATED WITH VICARAGE TO FORM ADDITIONAL OUTDOOR PLAY SPACE FOR ADJACENT SPRINGFIELD PRIMARY SCHOOL. DEMOLITION OF VICARAGE BUILDING, ALTERATIONS TO BOUNDARY TREATMENTS AND ADDITIONAL LANDSCAPING WORKS.**

St Pauls Vicarage, 15 Springfield Road, Sale, M33 7YA

**APPLICANT:** Trafford Children Young Services

**AGENT:** Ansell & Bailey LLP

**RECOMMENDATION: GRANT**

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**SITE**

This application site relates to a two-storey detached dwellinghouse, of mid-Victorian construction, set within a rectangular-shaped parcel of land (1,700sqm). The property operates as the vicarage for St. Paul's Church which, together with its church hall, occupies the site immediately to the south. St. Paul's was constructed in 1883-84 and upon its completion adopted this adjacent dwellinghouse, which pre-dates the church, as its vicarage. In July 1985 St. Paul's Church (H. R. Price) was designated as a Grade II Listed building. As the function and ownership of 15 Springfield Road was linked to the church at the time of its listing, the application property is considered to be a 'curtilage listed' structure.

The playing field associated with Springfield Primary School immediately adjoins the northern boundary fence to the application site, whilst beyond that stand the main school buildings. Springfield Primary moved to this part of Sale in 1907 and originally this grassed area was occupied by a pair of dwellinghouses, however these were demolished to allow the school site to expand and gain the extra play space during the early 1980's. The school, church and vicarage sites are all bound on their eastern side by the Bridgewater canal and tow path, whilst Springfield Road runs parallel to their western boundaries. The site frontage to Springfield Road is defined by an open vehicular access and a 1.8m high brick wall, whilst to the east it is enclosed by palisade fencing of a similar height and dense landscaping beyond that. A number of mature trees fall in and around the vicarage gardens, including several in close proximity to its northern boundary.

In February 2013 planning permission was granted for the expansion of Springfield Primary (ref: 79537/FULL/2012) from a two-form entry to a three-form entry school. This is set to be achieved through the demolition and replacement of one of the Edwardian school blocks with a two-storey, 'L'-shaped building. The redevelopment works also include the formation of a new staff car park and a Multi-Use Games Area (MUGA), which will occupy sections of the current school playing field.

**PROPOSAL**

This application seeks planning permission to change the use of the land associated with the vicarage site to create an additional area of grassed play space for

Springfield Primary School. As part of this scheme the vicarage building and basement below would be demolished, and the resulting vacant hollow would be in-filled and grassed over so as to be included in the new playing field. The existing 1.8m high boundary fence which currently separates the school and vicarage sites would be removed, whilst sections of the western and southern boundaries would be replaced with new enclosures. The application states that no trees would be removed as part of this development.

A separate application for Listed Building Consent to demolish the vicarage building accompanies this submission (ref: 80742/LB/2013) and also forms part of this Committee Agenda.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L7 – Design

R1 – Historic Environment

## **LAND ALLOCATION**

The site itself is unallocated although its eastern boundary directly adjoins a wildlife corridor and area of nature conservation value.

## **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**

80742/LB/2013 – Listed building consent for the demolition of St. Paul's vicarage in connection with the proposed conversion of the site to outdoor play space associated with Springfield Primary School - Current application

### **Springfield Primary School**

79537/FULL/2012 - Demolition of existing junior block building and erection of a replacement

two-storey school block with balconies to two elevations to form 12 new classrooms and associated staff and administration facilities. Construction of a new Multi-Use Games Area enclosed by fencing, and formation of enlarged central playground. Relocation of staff car park with new designated delivery area, and installation of cycle stores adjacent to boundaries with Springfield Road and the canal – Approved with Conditions, 28/02/2013

H11617 - Use of land as grassed play area for school – Deemed Consent, 10/04/1984

## **APPLICANT'S STATEMENT**

The application has submitted a statement in support of the school occupying the vicarage site, and have also provided statements which questions the building's designation as 'curtilage listed', and to justify its demolition. More detailed reference will be made to these statements within the relevant sections of this report.

## **CONSULTATIONS**

**GMEU:** The property's location adjacent to the Bridgewater canal increases the building's potential as a bat roosting habitat. As such an initial bat survey of the vicarage should be submitted for assessment prior to determination. Details regarding this bat survey, and its subsequent assessment, will be included within an Additional Information Report.

Attention has also been drawn to the need to retain a sufficient amount of landscaping adjacent to the wildlife corridor which runs parallel to the eastern boundary of the site and the Bridgewater canal.

## **REPRESENTATIONS**

### **Objection**

A resident of Springfield Road has expressed concerns that, as with application 79537/FULL/2012, there will again be removal of mature trees from the site, which would have a huge impact on the visual amenity of the area. Concerns regarding the impact that the picking-up and dropping-off of additional children will have on the congestion/pollution levels of Springfield Road have also been expressed.

### **Support**

A letter of support has been submitted on behalf of the Governing Body of Springfield Primary School and states that at present green space is at a premium as the school is located on a very tight urban plot that does not meet the DfE requirements for green open space. The acquisition of the application land will enable the school to broaden the scope of its curriculum on issues such as food production, biodiversity, wildlife and exercise.

## **OBSERVATIONS**

### **PRINCIPLE OF DEVELOPMENT**

1. The principle of demolishing the Victorian vicarage building is covered under a separate application for listed building consent which also sits on this Committee Agenda – ref: 80742/LB/2013.
2. The Government's Policy Statement on Planning for Schools Development (2011) states that the Government is firmly committed to ensuring there is sufficient provision to meet growing demand for state-funded school places and that it wants to enable new schools to open, good schools to expand, and all schools to adapt and improve their facilities. Paragraph 72 of the NPPF states that Local Planning Authorities should give great weight to the need to create, expand or alter schools. It is recognised that incorporating the vicarage and its gardens into the ownership of the school would provide Springfield Primary with an additional 1,706sqm of playing space for what is considered to be a constrained town centre site, particularly in light of the recently approved developments for expansion. Under these works, a large proportion (approximately 58%) of the school's existing grass field will be lost to a new, relocated staff car park and a Multi-Use Games Area. The proposed new grassed area would allow the school site to exceed the minimum site area for a 3-form-entry school, and enhance learning opportunities for the pupils, without having to rely on other satellite sites around the town centre. No additional pupils or staff would be enrolled at the school as a direct result of this development. The enhancement of the school's existing outdoor play facilities is therefore to be supported in principle, subject to satisfying the necessary tests for listed building consent, and securing and landscaping the site in a suitable manner, which is discussed further below.

### **STREETSCENE, LANDSCAPING AND BOUNDARY TREATMENTS**

3. The conversion of the site to a grassed play area associated with the school has necessitated the demolition of the Victorian vicarage building which stands in close proximity to the Springfield Road boundary of the site. It is considered that the loss of this dwellinghouse would not unduly harm the Springfield Road streetscene as the frontage that it presents towards the highway comprises of an unsympathetic and unattractive 20<sup>th</sup> century extension that spans the full width of

the property. The side elevations are also visible from Springfield Road but are featureless, and whilst the attractive eastern elevation faces towards the canal and its tow path, the 40m+ separation between the two, along with mature boundary landscaping, prevents views of this aspect of the property being enjoyed from this public vantage point. Therefore there are no objections in this respect to the demolition of the vicarage building.

4. The 1.8m high brick boundary wall which currently forms the Springfield Road frontage to the site is set to remain whilst the open vehicular access will be infilled with 1.5m high boundary railings, of matching height, colour and design to the adjoining school railings that currently enclose the existing playing field. This is considered to be an acceptable treatment.
5. The submitted site plan indicates that the timber fence which currently separates the vicarage gardens from the church will be removed in its entirety and replaced with a 1.8m high galvanised palisade fence. A boundary treatment with an industrial character and finish to it such as this is considered to be a highly inappropriate addition to the setting of a listed building, and as such it is recommended that details of an alternative boundary treatment be submitted to the LPA for written approval.
6. The northern boundary fence to the vicarage site is also set to be removed, and this will allow for free access into the new grassed play area from within the existing school site. At present tree planting and mature landscaping occupies both sides of the length of this boundary. The agent has indicated that all of the trees will remain as part of the proposed works, but that the shrubbery will be removed to facilitate access onto what is currently vicarage land. Few details have been provided with respect to the final treatment of the application site, and any new/replacement soft landscaping works that are proposed. It is recommended that this information be secured by condition through the submission of a landscaping plan.

#### ACCESS, HIGHWAYS AND PARKING

7. The proposed use of the application site for additional outdoor play space is considered to be ancillary to the main function of the adjoining land as a Primary School. Furthermore this development will not directly result in an increase in staff and pupil numbers (this was approved under 79537/FULL/2012) and therefore there are no requirements for additional off-street car parking spaces to be provided as part of it. The existing vehicular access into the site from Springfield Road is set to be blocked up to create a safe and enclosed play space for children associated with the school.

#### CONCLUSION

8. The proposed development will allow Springfield Primary School to enhance the quantity and quality of its outdoor play and learning facilities within a secure environment. Subject to additional details regarding landscaping and boundary treatments being submitted for approval the development is considered to comply with the National Policy in the form of the NPPF and the provisions of Policies L7 and R1 of the Trafford Core Strategy.

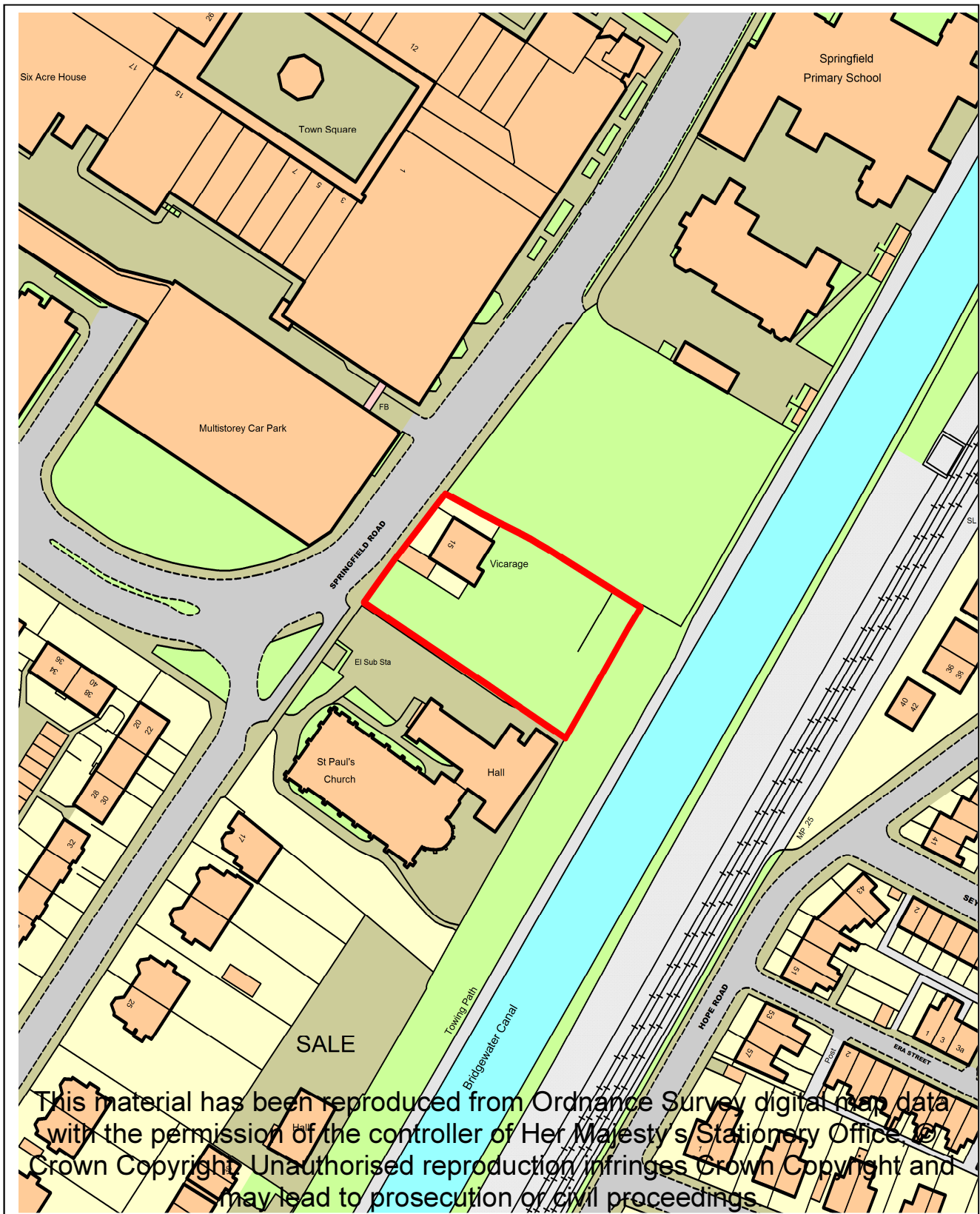


**RECOMMENDATION: GRANT subject to the following conditions**

- 1) Standard time limit;
- 2) Compliance with all plans;
- 3) Landscaping Scheme (including landscaping adjacent to canal boundary);
- 4) Tree protection scheme;
- 5) Demolition protocol;
- 6) Boundary Treatments (including alternative treatment to palisade fencing along southern site boundary)

**JK**

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**LOCATION PLAN FOR APPLICATION No: - 80712/FULL/2013**  
 Scale 1:1250 for identification purposes only.  
 Acting Chief Planning Officer  
 PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
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**LISTED BUILDING CONSENT FOR THE DEMOLITION OF ST. PAUL'S VICARAGE IN CONNECTION WITH THE PROPOSED CONVERSION OF THE SITE TO OUTDOOR PLAY SPACE ASSOCIATED WITH SPRINGFIELD PRIMARY SCHOOL.**

St. Paul's Vicarage, 15 Springfield Road,, Sale, M33 7YA

**APPLICANT:** Trafford CYPS

**AGENT:** Ansell & Bailey LLP

**RECOMMENDATION: MINDED TO GRANT, SUBJECT TO REFERRAL TO SECRETARY OF STATE**

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**SITE**

This application relates to a two-storey detached dwellinghouse, of mid-Victorian construction, set within a rectangular-shaped parcel of land (1,700sqm). The property operates as the vicarage for St. Paul's Church which, together with its church hall, occupies the site immediately to the south. St. Paul's was constructed in 1883-84 and upon its completion adopted this adjacent dwellinghouse, which pre-dates the church, as its vicarage. In July 1985 St. Paul's Church (H. R. Price) was designated as a Grade II Listed building. As the function and ownership of 15 Springfield Road was linked to the church at the time of its listing, the application property is considered to be a 'curtilage listed' structure.

The playing field associated with Springfield Primary School immediately adjoins the northern boundary of the application site, whilst beyond that stand the main school buildings. Springfield Primary moved to this part of Sale in 1907 and originally this grassed area was occupied by a pair of dwellinghouses, however these were demolished to allow the school site to expand and gain the extra play space during the early 1980's. The school, church and vicarage sites are all bound on their eastern side by the Bridgewater canal and tow path, whilst Springfield Road runs parallel to their western boundaries.

In February 2013 planning permission was granted for the expansion of Springfield Primary (ref: 79537/FULL/2012) from a two-form entry to a three-form entry school. This is set to be achieved through the demolition and replacement of one of the Edwardian school blocks with a two-storey, 'L'-shaped building. The redevelopment works also include the formation of a new staff car park and a Multi-Use Games Area (MUGA), which will occupy sections of the current school playing field.

**PROPOSAL**

This application seeks Listed Building Consent to demolish the vicarage property of 15 Springfield Road in its entirety. A separate application for planning permission has been submitted (ref: 80712/FULL/2013) to change the use of the land covered by the vicarage site to form additional outdoor play space for the adjacent Springfield School. This application forms part of this Committee Agenda. The vacant hollow left

by the demolished building would be in-filled and grassed over so as to be included as part of the new playing field. The existing 1.8m high boundary fence which currently separates the school and vicarage sites would be removed, whilst sections of the western and southern boundaries would be replaced with new treatments.

## **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. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L7 – Design

R1 – Historic Environment

## **PROPOSALS MAP NOTATION**

The site itself is unallocated although its eastern boundary directly adjoins a wildlife corridor and area of nature conservation value.

## **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**

80712/FULL/2013 – Change of use of land associated with vicarage to form additional outdoor play space for adjacent Springfield Primary School. Demolition of vicarage building, alteration to boundary treatments and additional landscaping works – Current application

### **Springfield Primary School**

79537/FULL/2012 - Demolition of existing junior block building and erection of a replacement two-storey school block with balconies to two elevations to form 12 new classrooms and associated staff and administration facilities. Construction of a new Multi-Use Games Area enclosed by fencing, and formation of enlarged central playground. Relocation of staff car park with new designated delivery area, and installation of cycle stores adjacent to boundaries with Springfield Road and the canal – Approved with Conditions, 28/02/2013

H11617 - Use of land as grassed play area for school – Deemed Consent, 10/04/1984

## **APPLICANT'S STATEMENT**

The applicant has submitted a statement in support of the school occupying the vicarage site for its use as a playing field, and have also provided statements questioning the building's designation as 'curtilage listed', and to justify its demolition. More detailed reference will be made to these statements within the relevant sections of this report.

## **CONSULTATIONS**

**English Heritage:** Any comments received will be included in the Additional Information Report

## **REPRESENTATIONS**

None

## **OBSERVATIONS**

### CLASSIFICATION OF VICARAGE AS A CURTILAGE LISTED BUILDING

1. The statement of significance submitted on behalf of the applicant questions the classification of the vicarage as a curtilage listed building, and the subsequent requirement for Listed Building Consent to be granted before it can be demolished.

2. The Planning (Listed Buildings and Conservation Areas) Act 1990 outlines the extent that a listing can extend to, and within Part 1 (5) (b) states that it should include 'any object or structure within the curtilage of the building which, although not fixed to the building, forms part of the land and has done so since before 1<sup>st</sup> July 1948'. The complexity of this issue has resulted in a large body of case law, from which it has emerged that consideration should be given to the relationship between the principal listed building and any unattached structures not specifically referenced within the listing description as it was at the date of listing. This refers to whether the unlisted structure was then ancillary to the listed building, with consideration also given to the physical layout of the listed building and the structure, and their ownership and function, past and present. St. Paul's Church became Grade II listed in July 1985.
3. The submitted statement of significance accepts that the church and vicarage sites have been under the ownership of the diocese since before 1948, and that they are situated in close proximity to each other. The report however contends that there is no physical or functional connection between the two buildings, as the church would continue to operate if the vicar lived elsewhere, and that they do not even sit in the same curtilage by reason of a boundary treatment that separates the two buildings.
4. Contrary to the conclusions of the submitted statement of significance, the vicarage building is considered to represent an ancillary structure to the principal listed building. The test here is not the original function of 15 Springfield Road, but its use following the construction of the principal listed building. Historic OS maps dating back to 1898, and up to 1956, label the application property as a 'vicarage' and as such for the last 115-130 years the site has been in the ownership of the church and has served as a benefice for the vicar of St. Paul's. Thus the application building has clearly continuously supported the 'use or enjoyment of the listed building', a test set out within the statement of significance, for a substantial period of time, including at the point at which the church became listed. The boundary treatment that separates the vicarage gardens from the church dates from the 1960s and includes a gate which provides the vicar with direct access across to the northern entrance of St. Paul's; thus a physical link and some form of annexation exists between the two sites, and has done for at least 50 years, which also incorporates the time of listing. Therefore, having regard to the function, ownership and degree of physical connection between the vicarage and the church at the present day, and the time of listing, it is considered to be appropriate to class the vicarage as a curtilage listed structure which would require listed building consent to authorise its demolition.

#### SIGNIFICANCE OF THE VICARAGE BUILDING

5. The property of 15 Springfield Road was constructed as a Merchant's Villa between 1850-1876, a time which saw the rapid expansion of Sale as a commuter suburb following the construction of the nearby railway in the 1840's. The building was originally designed to face onto a small track which extended from the 'Springfield' cul-de-sac and ran parallel to the canal 'towing path'. As such the eastern elevation of the building exhibits superior detailing compared to the rest of its elevations, being constructed in a red-brick laid in a Flemish bond, and set on a stone plinth. A white course of stone runs under the first-floor windows, which are of vertical sliding slash design. The entrance door, with its semi-circular fan light, is set within an open-sided slate covered

porch, which in turn ties-in with the ground-floor bay - itself a later addition. In contrast to the eastern elevation the sides of the property are featureless and have been constructed in a soft red-brown stock brick arranged in English garden wall bond. The original orientation of the property suggests that the Springfield Road facing elevation would have formerly functioned as its 'working/service' elevation. During the 20<sup>th</sup> century this side of the property has been subject to a rather unsympathetic extension across its full width, being constructed in red engineering brick and incorporating features which bear little resemblance to the original property with respect to their design and proportions. Nevertheless the building was never designed to address Springfield Road and therefore the elevation of most significance remains largely intact. A brick outbuilding attached to No.15 extends up to the back of the footpath and appears to have served as a stable. Inside, little of the original interior fittings to the property remain, save for some ground-floor plaster cornices and first-floor fireplaces. The original room arrangement to the building can still be readily understood, whilst its basement remains largely intact and includes evidence of the former servants quarters.

6. In summary the vicarage's western elevation and interior have incurred several unsympathetic alterations, although its former principal elevation remains relatively unspoilt. Whilst this frontage is considered to be attractive in its modesty and proportions, the overall architectural quality of the vicarage is considered to be unexceptional. With respect to historical significance, No.15 is recognised as one of the earliest urban villas in Sale. Its siting in close proximity to the railway station, and orientation towards the canal, provides us with an understanding of the rural character of Sale at its time of construction, and also at how the local area (and the Manchester region as a whole) was starting to become increasingly urbanised as a result of the railways and the industrial revolution. Also of interest is the property's function as a vicarage and its long-standing relationship with the adjacent church. Overall though the good historical significance of the building, and its pleasant architectural significance, are sufficient to warrant it being considered as a heritage asset in its own right.

#### CONTRIBUTION TO THE LISTED ST. PAUL'S CHURCH

7. In addition to assessing the architectural and historical qualities of the vicarage building itself, consideration should also be given to the contribution that it makes towards the setting and understanding of the principal listed building, St. Paul's Church, when determining whether to grant listed building consent. As has been noted above, 15 Springfield Road pre-dates the church and was not originally designed to be a vicarage, however the two buildings do sit in close proximity to each other and enjoy views of their neighbour from their respective plots. The sequence of their construction can also be attributed to their differences in architectural styles and use of materials. Unlike the vicarage, the church has been designed in the Gothic revival style using buff rock-faced sandstone and a steep slate roof. Neither property appears to address the other in its siting, but both share a harmonious relationship nonetheless, running parallel to each other and following a similar building line along their Springfield Road frontage. Interestingly the church hall, built in the 1960's, does not follow this same line, but is set much further back into the site behind a swathe of car parking. The vicarage stands within extensive and mature gardens which can be readily understood from the church site and contributes positively to the setting of St. Paul's, particularly when contrasted with the utilitarian character of the intervening car park.

Notwithstanding the positive impact of the gardens though, it is considered that the overall contribution of the vicarage to the setting and understanding of the principal listed building is low, and therefore its demolition would lead to less than substantial harm to the significance of St. Paul's.

## DEVELOPMENT TO FOLLOW

8. The demolition of the vicarage building is designed to facilitate the conversion of the site into an open, grassed play area associated with Springfield Primary School, with the common boundary fence between the two sites removed to create a single, enlarged playing field. Incorporating the vicarage and its gardens into the ownership of the school would provide Springfield Primary with an additional 1,706sqm of playing space for what is recognised to be a constrained town centre site, particularly in light of the recently approved developments for expansion. Under these works, a large proportion (approximately 58%) of the school's existing grass field will be lost to a new, relocated staff car park and a Multi-Use Games Area, which whilst allowing for the year-round playing of ball games, lends itself less well to informal play.
9. Supporting statements submitted with the application state that the new grassed area would allow the school site to exceed the minimum site area for a 3-form-entry school, and enhance learning opportunities for the pupils, without having to rely on other satellite sites around the town centre. In addition to this it is envisaged that incorporating the vicarage site into the school curtilage will provide the opportunity for Springfield Primary to host more community events, such as school fairs and sports days, as well as the creation of a community garden. The supporting statements go on to assert that consideration has been given by the school to retaining the vicarage building, however the daily running and future maintenance costs make it a financial burden. Additionally the level of additional staff supervision that would be required due to its layout makes the property unsuitable for the school's educational needs. No reference has been made to why the vicarage could not be retained as a family dwellinghouse, or why the school could not incorporate a section of the expansive gardens only into its ownership. Notwithstanding this, the benefits to the school in acquiring additional grassed play space to replace that set to be lost to future developments are clear, and are acknowledged.

## CONCLUSION

10. Paragraph 134 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. As concluded above, the vicarage is considered to be a building of pleasant though unexceptional architectural merit, and which is considered to be of some historical interest that has held a long association with St. Paul's church in its function as a vicarage. However the buildings do not directly address each other and their differing character of design and materials means that the vicarage does not make a significant contribution to the setting and understanding of the listed church. Notwithstanding this though there is concern that other options could have been considered in term of securing the optimum use of the building, e.g. as a family dwellinghouse, prior to submitting an application for its demolition. Weighed against this harm are the public benefits that would be brought about by the proposed future development of the site as a grassed



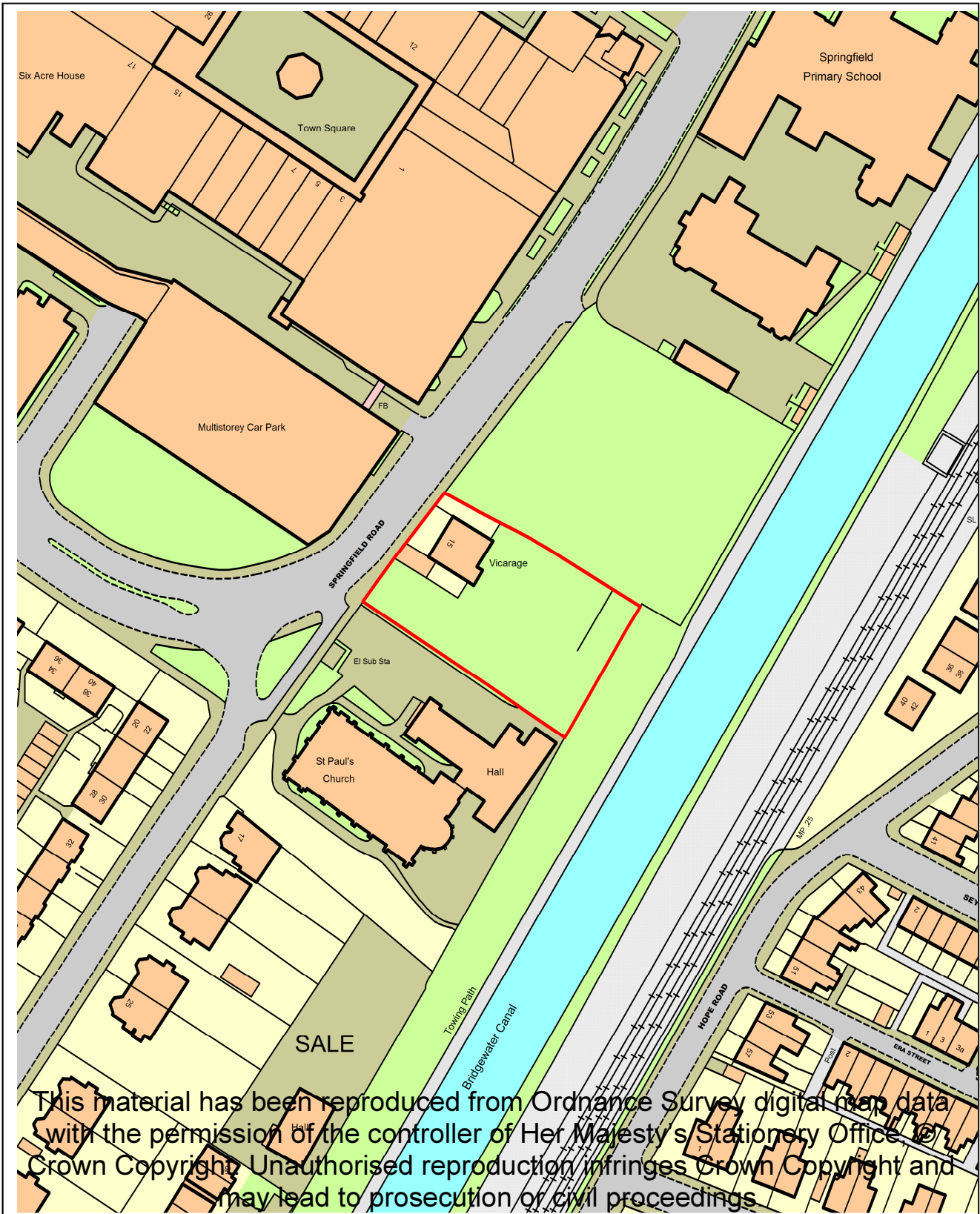
play area associated with Springfield Primary, which is currently in the process of expanding within its constrained town centre site to form a 3-form-entry school. It is also acknowledged that the wider community could benefit from the development in that the land could be used for occasional public events such as those already listed in this report. Relevant to the proposed future development for this site is Paragraph 72 of the NPPF which states that Local Authorities should give 'great weight to the need to create, expand or alter schools'. Having consideration to this national policy it is considered that, on balance, the public benefits associated with allowing Springfield Primary to convert the application site into a grassed area of play space are sufficient to outweigh the resulting harm caused by the loss of the vicarage building. Therefore the proposed development does not unduly conflict with National Policy in the NPPF, or Policies L7 and R1 within the Trafford Core Strategy, and for these reasons it is recommended that listed building consent be granted to allow St. Paul's vicarage to be demolished.

**RECOMMENDATION: GRANT, SUBJECT TO REFERRAL TO SECRETARY OF STATE**

- 1) Standard time limit;
- 2) Prior to demolition, a photographic record of the interior and exterior of the vicarage and its gardens shall be made and presented to the LPA;
- 3) Landscaping (including landscaping adjacent to canal boundary);
- 4) Tree protection scheme;
- 5) Demolition protocol;
- 6) Boundary treatments (including alternative treatment to palisade fencing along southern site boundary);

**JK**

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**LOCATION PLAN FOR APPLICATION No: - 80742/LB/2013**

Scale 1:1250 for identification purposes only.

Acting Chief Planning Officer

PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF

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**ERECTION OF SINGLE STOREY SIDE EXTENSION TO FORM ADDITIONAL LIVING ACCOMMODATION.**

4 Teesdale Avenue, Davyhulme, M41 8BY

**APPLICANT:** Mr Graham Riley

**AGENT:** G R Architectural Design

**RECOMMENDATION: GRANT**

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**This application is before the committee as the applicant's wife is an employee of Trafford Council.**

**SITE**

The application relates to a two storey detached property located within a predominantly residential area characterised by similar sized detached properties that are located relatively close together apart from 6 Teesdale Avenue which is a true bungalow. That property has a kitchen door and bathroom window within the southern/side elevation that is approximately 1.1m from the common boundary shared with the application site.

The application property has a two storey rear extension (approved within H/58954) that projects 2m from the original rear main wall of the property and across the entire width of the dwelling.

**PROPOSAL**

The applicant seeks the erection of a single storey side extension that would be flush with the existing rear elevation of the property and have an external width of 2.2m and a length of approximately 8.3m to align with the main front corner of the property. The extension would create a utility area with a garage to its frontage and have access from front to back for maintenance purposes.

**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; and

- The **Greater Manchester Joint Waste Plan**, adopted 01 April 2012. On 25th 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 26<sup>th</sup> April 2012. On the 13th March 2013, the Council resolved that the Minerals Plan, together with consequential changes to the Trafford Policies Map, be adopted and it came into force on the 26th April 2013. The GM Joint Minerals 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**

L7 – Design

## **PROPOSALS MAP NOTATION**

No notation

## **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 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.

## **SPD 4 – A GUIDE FOR DESIGNING HOUSING EXTENSIONS AND ALTERATIONS**

This SPD (Adopted Feb 2012) comprises procedural advice, general design and amenity principles that are applicable to all forms of household development, more detailed advice for specific forms of development and special factors that may need to be taken into consideration with some householder applications. This SPD replaces PG2 – House Extensions (1994).

## **RELEVANT PLANNING HISTORY**

80422/COPLD/2013 - Application for certificate of lawfulness for proposed erection of a single storey side extension. Withdrawn

80381/HHA/2013 – Erection of a single storey extension that would link with existing two storey rear extension to form additional living accommodation. Withdrawn

H/58954 - Erection of a two storey rear extension and the erection of a dormer to the front elevation. Approved May 2004.

H/58402 - Erection of a two storey rear extension and the erection of a dormer to the front elevation. Refused February 2004.

## **CONSULTATIONS**

No comments received.

## **REPRESENTATIONS**

One objection received:

- The proposed extension would create a 1.1m x 2.5m x 8.3m long “tunnel” between the two houses
- Loss of light to bathroom window within side elevation that would face extension
- Concern about flues from boilers of both properties emitting gasses into this “tunnel” area
- Concerns about drainage problems and subsidence

## **OBSERVATIONS**

### DESIGN AND APPEARANCE

1. In relation to matters of design, Policy L7 of the Core Strategy states 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;
2. 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.
3. The design of the proposed extension to the side of the property is considered to be in-keeping with the character of the original dwellinghouse and the other properties within Teesdale Avenue. Additionally, the brickwork, eaves, roof tiles and windows are proposed to match the existing property; therefore, the development is in accordance with the Councils SPD: A Guide for Designing House Extensions and Alterations in relation to the design and general appearance of the proposed development.
4. Furthermore, although the proposed development would extend up to the side boundary with 6 Teesdale Avenue, the character and appearance of the streetscene would not be harmed as the proposed extension is only single storey in height.
5. The Council’s guidelines contained in SPD 4 (paragraph 3.1.2) with regard to side extensions advise that a gap of a minimum of 750mm should be retained between single-storey side extensions to retain a through route, maintenance access etc. Although this recommended space is not provided, there is access through the proposed extension to the rear garden area via two sets of doors which would be 1.2m in width and therefore considered able to provide necessary access to the rear of the property. An internal width of 2.1m for the

proposed garage is marginally too narrow to provide a car parking space; however, it is more than adequate to provide household storage, including bins. The proposed development is thereby considered to be compliant with the Council's guidance within SPD4 – A Guide for Designing House Extensions and Alterations (February 2012).

#### IMPACT ON RESIDENTIAL AMENITY

6. In relation to residential amenity, 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. The occupiers of 6 Teesdale Avenue have raised concerns regarding the creation of a tunnel between their property and the common boundary with the application site. There is also concern raised regarding the loss of light to a bathroom window within the property's side elevation that would face the proposed development. The proposed development would be positioned approximately 1250mm from the side wall of 6 Teesdale Avenue and although there would be some limited loss of light to this bathroom, it is not a habitable room and the proposed extension is only single storey. Therefore the proposal would not harm to the amenity of the occupiers of that property.
7. Furthermore, the permitted development rights of the property would enable a single storey side extension the length of the original dwelling as long as its eaves height would not exceed 3m and its maximum height would not exceed 4m. As such, the proposed development only requires planning permission as a result of the proposed extension being positioned to the side of the previous two storey rear extension and due to the proposed canopy to its frontage.
8. Whilst concerns have been raised by the neighbour in respect of emissions from flues in the gap between the two properties and in respect of drainage and substance, these are not matters which would justify a refusal of the planning application.

#### ACCESS AND OFF-STREET CAR PARKING

8. The existing property currently has hardstanding to the side and front of the property for the provision of two cars. The proposed extension would displace the available space to the side of the property and only 7.4m would be provided between the proposed garage door and the back of the footpath. As the Council's guidance within SPD3: Parking Standards and Design requires a minimum distance of 10m for tandem parking, it is recommended that a condition is imposed to ensure the creation of two off street car parking spaces with sufficient retention of landscaping, which potentially would be able to be accommodated within the site.

#### CONCLUSION

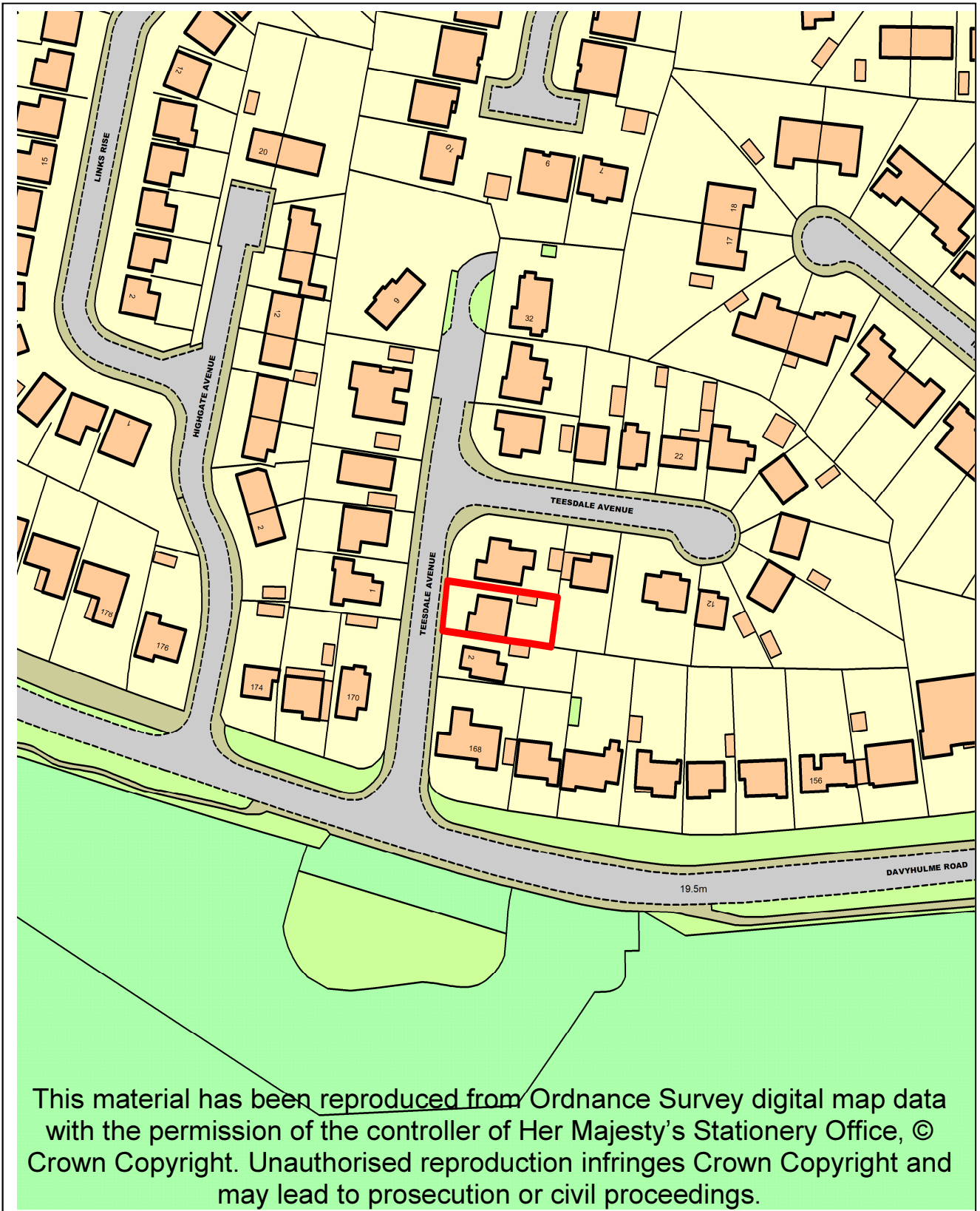
9. The proposal would comply with the Council's guidelines regarding design and would not cause undue harm to the residential amenity of the neighbouring dwelling. The proposed development would therefore comply with the provisions of the National Planning Policy Framework, the Council's Core Strategy and Supplementary Planning Guidance regarding house extensions.

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

1. Standard
2. Compliance with all plans
3. Matching materials
4. Creation of two off-street car parking spaces

GD

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**LOCATION PLAN FOR APPLICATION No: - 80729/HHA/2013**  
Scale 1:1250 for identification purposes only.  
Acting Chief Planning Officer  
PO Box 96, Waterside House, Sale Waterside, Tatton Road, Sale M33 7ZF  
**Top of this page points North**