

Application Number 18/01091/REM

Proposal	Reserved matters application for the demolition of the existing industrial buildings on the site and the erection of 14 dwellings (8 townhouses and a block of 6 apartments)
Site	Unit 14 Glover Centre Egmont Street Mossley
Applicant	McKay Homes Ltd
Recommendation	Grant planning permission subject to conditions
Reason for report	A Speakers Panel decision is required because the application constitutes major development.

1. APPLICATION DESCRIPTION

- 1.1 The applicant seeks approval of the reserved matters following the granting of outline planning permission (ref. 17/00949/OUT) for the erection of 14 dwellings on the site, in the form of 8 dwellings and 6 apartments in one block in the north western corner of the site. The applicant seeks approval for the appearance, scale and the landscaping of the development following the granting of the principle of development and the access and layout of the scheme at the outline stage.
- 1.2 The applicant has provided the following documents in support of the planning application:
 - Planning Statement;
 - Design and Access Statement
 - Sustainability Statement

2. SITE & SURROUNDINGS

- 2.1 The application site is occupied by buildings and hardstanding associated with the previous industrial use of the land. A brick building with a profile sheet roof fronts onto Egmont Street on the northern boundary, with smaller structures in the central and southern parts of the site. The Huddersfield Narrow Canal runs adjacent to the western boundary of the site, with a dense belt of trees running the length of the eastern boundary.

3. RELEVANT PLANNING HISTORY

- 3.1 19/00062/FUL - Variation of condition 3 (approved plans) of planning permission 17/00949/OUT to alter the layout of the proposed development (relating to the position of the apartment building and some of the dwellinghouses within the development) – recommended for approval (a separate item on this agenda).
- 3.2 16/01163/OUT - Outline Application (access only) attached to 0.63Ha of land for proposed residential development including access from Cheshire Street (the application site included the land that is the subject of 17/00949/OUT and additional land to the south) – resolution to approve at June 2017 meeting of Speakers Panel – subsequently withdrawn
- 3.3 13/00169/OUT – Proposed Residential Development - approved
- 3.4 07/00050/OUT - Proposed Residential Development – approved

4. RELEVANT PLANNING POLICIES

4.1 National Planning Policy Framework (NPPF)

4.2 Planning Practice Guidance (PPG)

4.3 Tameside Unitary Development Plan (UDP) Allocation

Unallocated, within the settlement of Mossley.

4.4 Part 1 Policies

1.3: Creating a Cleaner and Greener Environment.

1.4: Providing More Choice and Quality Homes.

1.5: Following the Principles of Sustainable Development

1.6: Securing Urban Regeneration

1.10 Protecting and Enhancing the Natural Environment

1.12: Ensuring an Accessible, Safe and Healthy Environment

4.5 Part 2 Policies

H1: Housing Land Provision

H2: Unallocated Sites.

H4: Type, size and affordability of dwellings

H5: Open Space Provision

H7: Mixed Use and Density (Density being relevant to this proposal)

H10: Detailed Design of Housing Developments

OL4: Protected Green Space

OL7: Potential of Water Areas

OL10: Landscape Quality and Character

T1: Highway Improvement and Traffic Management.

T10: Parking

T11 Travel Plans

T13: Transport Investment

C1: Townscape and Urban Form

N1b: National Nature Conservation Sites

N2: Locally Designated Nature Conservation Sites

N3: Nature Conservation Factors

N4: Trees and Woodland

N5: Trees Within Development Sites.

N6: Protection and Enhancement of Waterside Areas

N7: Protected Species

MW11: Contaminated Land

MW14 Air Quality

U3: Water Services for Developments

U4 Flood Prevention

U5 Energy Efficiency

4.6 Other Policies

Greater Manchester Spatial Framework - Publication Draft October 2019;

The Greater Manchester Combined Authority (GMCA) has consulted on the draft Greater Manchester Spatial Framework Draft 2019 ("GMSF") which shows possible land use allocations and decision making policies across the region up to 2038. The document is a material consideration but the weight afforded to it is limited by the fact it is at an early stage in its preparation which is subject to unresolved objections.

Residential Design Supplementary Planning Document; and,
Trees and Landscaping on Development Sites SPD adopted in March 2007.

4.7 National Planning Policy Framework (NPPF)

Section 2: Achieving sustainable development

Section 5: Delivering a sufficient supply of homes

Section 8 Promoting healthy and safe communities

Section 11: Making efficient use of land

Section 12: Achieving well designed places

Section 15: Conserving and enhancing the Natural Environment

Planning Practice Guidance (PPG)

- 4.8 This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the PPG or other national advice in the Analysis section of the report, where appropriate.

5. PUBLICITY CARRIED OUT

- 5.1 Neighbour notification letters were issued in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council's adopted Statement of Community Involvement. This is in addition to a site notice and press notice.

6. RESPONSES FROM CONSULTEES

- 6.1 Borough Tree Officer: Raises no objections to the proposals. Details of the proposed landscaping scheme should be secured by condition.
- 6.2 United Utilities: No objection to the proposed development subject to conditions relating to the details of foul and surface water drainage (including management of maintenance of sustainable drainage systems to be installed) being attached to any approval.
- 6.3 Greater Manchester Ecological Unit (GMEU): No objections to the proposals subject to the imposition of a condition requiring the submission and approval of an Environmental Construction Method Statement, including details of how pollution of the Canal waters is to be avoided during the construction phase of the development.
- 6.4 Borough Contaminated Land Officer: Recommends that a standard contaminated land condition is attached to any planning approval granted for development at the site, requiring the submission and approval of an assessment into potential sources of contamination and a remediation strategy.
- 6.5 Borough Environment Health Officer: Raises no objections to the proposed development subject to the imposition of conditions limiting the hours of works and deliveries during the construction process, requiring the submission and approval of bin storage arrangements serving the development and the approval of a soundproofing scheme to mitigate the impact of noise associated with adjacent uses on the residential amenity of the future occupants of the development.
- 6.6 Local Highway Authority: Raises no objections to the proposals subject to the imposition of conditions requiring the laying out (and retention free from obstruction thereafter) of the car parking spaces prior to the first occupation of the development, the retention of pedestrian visibility splays on either side of the proposed access arrangements, the submission of a survey of the condition of the highway and the submission of a Construction Environment Management Plan prior to the commencement of development.

- 6.7 Greater Manchester Police (Design Out Crime Officer): (comments on the Impact Statement submitted with the outline application) – no objection in principle subject to further details being provided at the reserved matters stage.
- 6.8 Environment Agency: No objections to the proposals subject to a condition securing compliance with the mitigation measures detailed in the Flood Risk Assessment submitted with the planning application.
- 6.9 Mossley Town Council: No comments received. The Town Council did consider the originally approved outline planning application and declared that they had no comments to make.
- 6.10 Natural England – no objections to the proposals following the submission of indicative drainage proposals which suggest that the site is capable of being drained in a manner that would not result in an adverse impact on the ecological value of the Canal, which is a designated Site of Special Scientific Interest.
- 6.11 Canal and Rivers Trust (C&RT) – following amendments to the layout of the proposed development, including the relocation of the bin store and the revision to the proposed boundary treatment along the boundary with the Canal, the C&RT acknowledge that the scheme has improved from original submission. Some concerns remain regarding the management of the land between the western edge of the apartment building and the Canal towpath, some of which is within the red line boundary, some is not. The C&RT do acknowledge that this matter could be covered by a planning condition for land within the red line site area.

7. SUMMARY OF THIRD PARTY RESPONSES RECEIVED

- 7.1 No third party representations have been received.

8. ANALYSIS

- 8.1 The principle of development was established through the granting of outline planning permission. That consent also approved the layout and the means of accessing the development. Those matters are therefore not being revisited at this stage.
- 8.2 The outline permission is subject to a Section 106 Agreement which secures financial contributions towards highway safety and off site green space enhancement schemes. The issue of contributions is therefore not to be revisited at this reserved matters stage.
- 8.3 The plans submitted with the reserved matters application indicate that the means of access would remain as approved at the outline stage, with minor revisions to the layout. Those revisions are the subject of planning application ref. 18/01069/FUL which is on this agenda and is also recommended for approval by officers. On the basis that the variation to the previously approved plans is approved, the issues to be assessed in the determination of this planning application are:
- 1) Whether the scale and appearance of the development reflects the character of the surrounding area.
 - 2) Whether the scale and appearance of the development would preserve the amenity of neighbouring properties
 - 3) Whether the proposed hard and soft landscaping schemes are acceptable

9. SCALE & APPEARANCE

- 9.1 In terms of scale and massing, the apartment building is considered to be appropriate within the context of the layout approved at the outline stage. The two storey height of this element of the scheme would correspond with the development proposed on the opposite side of the Canal (application ref. 18/01069/FUL seeks planning permission for the development of land to the south west, which would also include 2 storey development facing the Canal). The surrounding area is also characterised by development of predominantly two storeys and the correspondence with the proposed development on the opposite side of the Canal would contribute to the regeneration of the wider area.
- 9.2 In relation to the appearance of the apartment building, there would be a number of window openings at both ground and first floor level in the south western elevation, with two Juliette balconies at first floor level. This design approach would ensure an active frontage to the Canal, providing surveillance of the tow path. The proposal would also ensure an active frontage is presented to Egmont Street, resulting in an outward facing scheme that would ensure a positive redevelopment of the site in views of the streetscene. The window openings in the outward facing elevations have been amended to a taller, narrow design, which is considered to better reflect the characteristics of traditional industrial development and would therefore enhance the Canalside environment.
- 9.3 The gable features on the front elevations of the dwellinghouses would give these buildings a vertical emphasis. The scale of these units is considered to be appropriate, given the fact that these buildings would be set back from the entrance to the development from Egmont Street. The front gable features would also provide a common feature across the different house types within the scheme, providing a cohesive appearance to the development as a whole.
- 9.4 The appearance of the dwellings would present relatively uniform elevations across the different house types, which would reflect the regular and relatively plain form of traditional terraced properties on Egmont Street to the north east and on Cheshire Street to the east.
- 9.5 Details of the materials to be used in the construction of the external surfaces of the buildings and all hard landscaping will be required to be submitted and approved under condition 4 of the outline planning permission.
- 9.6 Following the above assessment, the proposals are considered to be of a scale and appearance that would reflect the character of the site and the surrounding area.

10. RESIDENTIAL AMENITY

- 10.1 The separation distance between the south western boundary of the site and the corresponding boundary of the site on the opposite side of the Canal would be approximately 24 metres. The current planning application for development on that neighbouring site (Ref. 18/01069/FUL) proposes a 2 storey development would face the boundary with the Canal. Given the height of the two proposals, it is considered that the separation distance to be retained would exceed the requirements of the Residential Design Guide (RDG) where elevations with habitable room windows face each other.
- 10.2 Given the oblique relationship and the extent of the separation distance to be retained, it is considered that the scale or appearance of the proposed apartment building would not result in an adverse impact on the amenity of the properties on the opposite side of Egmont Street, to the north east of the site.
- 10.3 The northern gable elevation of plot 8 would face the rear boundary of no. 60 Egmont Street to the north east of the site. That elevation would be blank and given the oblique

relationship between the two properties, the separation distance to be retained would be sufficient to ensure no unreasonable overshadowing would occur to that neighbouring property.

- 10.4 The revision to the layout as originally approved at the outline stage has resulted in plot 1 being positioned closer to the southern gable elevation of the apartment building. To ensure that there would be no adverse impact on the amenity of the future occupiers of that property, the internal layout has been revised to ensure that unreasonable overshadowing of habitable room windows would be avoided.
- 10.5. Whilst the position of the apartment building has also been slightly revised, 21 metres would be retained between the north eastern elevation of the apartments and the corresponding front elevations of units 4-8. Whilst there would be accommodation above first floor level within the dwellings, the main access area and parking for the apartment building would be located within the intervening distance. It is therefore considered that the amenity of the future occupiers of the affected units in that relationship would be adequately preserved therefore, as the relationship would be comparable with a situation where properties front either side of a street, where the RDG only requires 14 metres separation between elevations.
- 10.6 In relation to the internal space to be provided, each of the apartments comfortably exceeds the 61 square metres required to meet the national technical standards for 2 bed units for occupation by 3 people. Some of the bedrooms fall slightly short of the 11.5 square metres floor area required for double bedrooms. However, all of the smaller bedrooms across the development meet the 7.5 square metres required for a single room and a number significantly exceed this minimum requirement. It is therefore considered that the amenity of the future occupants of the apartments would be adequately preserved.
- 10.7 The semi-detached units at plots 4, 5, 7 and 8 and the detached units at plots 1 and 6 would exceed the minimum internal space requirements for development with 3 floors of accommodation, containing 4 bedrooms for occupation by 5 people. The dwellings would have 111.4 square metres of internal space compared to the 103 square metres required to meet the national standards. Whilst 2 of the first floor bedrooms in each unit would fall below the requirement in relation to the size of single bedrooms, one would comfortably exceed the minimum size and bedroom 1 in each unit would be 4 square metres larger than the minimum space required for a double room. It is therefore considered that the amenity of the future occupants of those units would be adequately preserved.
- 10.8 Plots 2 and 3 would take the form of semi-detached units, which would exceed the minimum internal space requirement of 84 square metres for 3 bed roomed units over 2 storeys for occupation by 4 people. One of the single rooms in each unit would be below the minimum requirement for a single room but the other would significantly exceed 6.5 square metres. Inclusive of the en-suite bathroom, the largest bedrooms would meet the size requirements for double bedrooms. It is therefore considered that the amenity of the future occupants of these units would be adequately preserved.
- 10.9 Following the above assessment, it is considered that the scale and appearance of the buildings would not result in an adverse impact on the residential amenity of any of the neighbouring properties, or the future occupants of the development.

11. LANDSCAPING SCHEME

- 11.1 The scheme proposes the planting of 2 Silver Birch, 1 Field Maple and 1 Rowan tree in the area of green space adjacent to the entrance to the development, with hedgerows to be planted to demarcate either side of the access. The hedgerows to be planted in a number of public areas within the development would be a mix of Holly, Beech and Hawthorn. The

Borough Tree Officer has not raised any objections to the proposals and it is considered that the proposed soft landscaping incorporates sufficient planting of appropriate native species to enhance the appearance of the development.

- 11.2 In relation to hard landscaping, the scheme proposes to cover driveways with block paving and natural stone paving would be placed around the perimeter of the buildings. The natural stone surface would provide a hard treatment to the space between the western edge of the apartment building and the boundary of the site adjacent to the tow path. A pedestrian link would be provided, allowing access to the towpath from the development in the amended scheme. Subject to the details of the specification and colour finish of the hardstanding to be installed being submitted and approved, as per the requirements of condition 4 of the outline planning permission, the proposed hardstanding scheme is considered to be acceptable.

12. OTHER MATTERS

- 12.1 The Canal and Rivers Trust raised concerns regarding the use and maintenance of the strip of land between the western elevation of the apartments and the Canal towpath beyond the western boundary of the site. The amended layout provides for a direct pedestrian link from the development to the Canal tow path and the Section 106 Agreement attached to the outline planning permission requires details of the management of all areas of public realm within the scheme to be approved.
- 12.2 The scheme has been amended to improve the quality of the boundary treatment along the sensitive western boundary of the site. The revised scheme proposes a stepped treatment along that boundary in the form of black metal railings mounted on coursed stone walls, rising to its tallest point along the western boundary of the rear garden space associated with the dwelling at plot 1. This treatment is considered to be a significant improvement on the original proposal, in which close boarded fencing would have provided the treatment along the full extent of the boundary of plot 1.
- 12.3 In relation to crime impact, condition 12 on the outline planning permission requires the submission and approval of crime prevention measures to ensure that the development achieves Secured by Design status. Greater Manchester Police (GMP) has not raised any concerns regarding the design of the scheme or the orientation of the buildings. GMP has commented that the height of shrub planting should not exceed 1 metre and tree canopies should not fall below 2 meters above ground level. to allow appropriate surveillance. Given the orientation of the buildings and the fact that all public areas within the scheme and the adjacent towpath are overlooked by habitable room windows, this requirement is considered not to be necessary to make the scheme acceptable in planning terms.
- 12.4 Given the close proximity of the development to a designated feature of ecological value, it is considered reasonable to attach a condition requiring biodiversity enhancement measures to be secured as part of the development, in addition to the soft landscaping measures proposed. Such a condition is attached to the recommendation.
- 12.5 Natural England initially requested that further information be provided in relation to how surface and foul water are to be drained from the development, to ensure that there is no adverse impact on the ecological value of the Canal, which is designated nationally as a Site of Special Scientific Interest (SSSI) and locally as a Site of Biological Importance (SBI).
- 12.6 The applicant has provided indicative details of these proposals which demonstrate that, in principle, surface and foul water connections can be made to the main sewerage network without requiring attenuation measures that would affect the Canal. Condition 11 of the outline planning permission requires the submission and approval of a detailed drainage strategy to serve the development but the indicative scheme is considered sufficient to

address Natural England's concern that drainage from the site should not impinge on the biodiversity value of the Canal.

- 12.7 Condition 16 of the outline planning permission requires the submission and approval of a Construction Method Statement detailing how pollution of the Canal will be avoided during the construction phase of the development. As such, this condition does not need to be re-applied at this reserved matters stage.

13. CONCLUSION

- 13.1 It is considered that the scale and appearance of the development would have a positive impact on the character of the site and surrounding area and would not result in an unreasonable impact on the residential amenity of neighbouring properties. The proposed hard and soft landscaping scheme is considered to be appropriate, as are the boundary treatments, following the amendment to introduce railings along the full extent of the boundary running parallel with the canal.
- 13.2 There are no objections to the proposals from the statutory consultees in relation to the scale, appearance and landscaping of the development, which are the only matters to be determined at this reserved matter stage.
- 13.3 The application is therefore considered to accord with the relevant national and local planning policies listed earlier in this report.

14. RECOMMENDATION

Grant planning permission, subject to the following conditions:

1. The development hereby approved shall be carried out in accordance with the following approved plans:
 - 1:1250 Site location plan (Drawing no. 3134/15A)
 - Proposed site plan (Drawing no. 3134/17N)
 - Proposed apartments plans and elevations (Drawing no. 3134/21B)
 - Proposed plans and elevations for plot 6 (Drawing no. 3134/18) (insofar as it relates to plot 6 only)
 - Proposed plans and elevations for plot 1 (Drawing no. 3134/28)
 - Proposed plans and elevations plots 2 & 3 (Drawing no. 3134/20)
 - Proposed plans and elevations plots 4, 5, 7 & 8 (Drawing no. 3134/19)
2. The hard and soft landscaping scheme to serve the development shall be implemented in accordance with the details indicated on approved plan ref. 3134/17N prior to the first occupation of any part of the development hereby approved. The materials used in the hard landscaping scheme shall match those approved to discharge condition 4 of planning permission 19/00062/FUL. The hard landscaping shall be retained as such thereafter.
3. The approved scheme of soft landscaping shall be implemented before the first occupation of any part of the development. Any newly planted trees or plants forming part of the approved scheme which, within a period of 5 years from the completion of the planting, are removed, damaged, destroyed or die shall be replaced in the next appropriate planting season with others of similar size and species.

4. No development above ground level shall commence until details of Biodiversity enhancement measures to be installed as part of the development hereby approved has been submitted to and approved in writing by the Local Planning Authority. The details shall include a specification of the installations and scaled plans showing their location within the development. The approved enhancement measures shall be installed in accordance with the approved details, prior to the first occupation of any of the dwellings and shall be retained as such thereafter.