

Application Number 16/01151/REM

Proposal	Approval of Reserved Matters relating to landscaping (Condition 2) and hard and soft landscaping (Condition 3) for proposed residential development of 127 dwellings (outline planning permission 15/00030/OUT).
Site	Victoria Mill, Buckley Street, Droylsden, M43 6DU.
Applicant	De Trafford Estates Group
Recommendation	Grant planning permission subject to conditions
Reason for report	A Speakers Panel decision is required because the application constitutes a major development.

1. APPLICATION DESCRIPTION

- 1.1 The application seeks Reserved Matters approval for details of landscaping associated with Condition 2 and Condition 3 of approved outline application 15/00030/OUT. The application is for the residential redevelopment of the Victoria Mill site for 127no. properties.
- 1.2 The application has been accompanied with the following documents in support of the planning application:
 - Design and Access Statement;
 - Soft/Hard Landscaping details;
 - Boundary Treatment Plan;
 - Lighting Plan;
 - Habitat Enhancement Plan;
- 1.3 As this is a reserved matters application, the matter of developer contributions is not being revisited, this relates to the principle of development, which was established under the outline planning consent.

2. SITE & SURROUNDINGS

- 2.1 The application site covers an area of approximately 1.2 hectares and is located within an established residential area falling within the Droylsden Town Centre boundary. The site is bound by Manchester Road to the north, Buckley Street to east and the rear gardens of properties fronting Mellor Street and Maddison Road to the West and East.
- 2.2 The site supports a number of industrial buildings and is dominated by the 3 storey Victoria Mill building which occupies a central position within the site. The mill is flanked by a series of single and two storey buildings to the north and east, the majority of which are unoccupied. To the rear of the site there is an area of hardstanding which also supports isolated outbuildings. There is a marginal change in levels across the site from the southern to northern boundary, this is read as being a flat site.
- 2.3 The primary access to the Mill and rear hardstanding area is taken directly from Manchester Road. The remaining industrial units are served with independent accesses from Buckley Street.
- 2.4 With the exception of a few isolated trees the site is mainly void of vegetation being almost completely laid to hard surfacing commensurate to the industrial use.

- 2.5 The site is within walking distance of a Tesco supermarket (0.1km away), Droylsden Town Centre (0.3km away) and schools (the nearest primary school being 0.65km away and Droylsden Academy being 0.7km away) and other services within the Droylsden area.
- 2.6 There is good access to public transport, the nearest bus stops are located right outside the site on Manchester Road with a Metrolink station located on Manchester Road approximately 0.2km away.

3. PLANNING HISTORY

- 3.1 15/00030/OUT – Demolition of existing buildings and erection of 127 dwellings, a retail unit (use class A1/A2), a multi-functional community facility, and associated car parking and amenity space - OUTLINE (Approval for Access, Appearance, Layout, Scale) – Approved 19.11.2015
- 3.2 15/00856/ENV – Request for screening opinion in accordance with Town and Country Planning (Environmental Impact Assessment) Regulations 2011 relating to a proposed mixed use development. - Assessment Not Required 24.09.2015
- 3.3 12/00564/NDM – Proposed demolition of various buildings on site – Approved 16.07.2012

4. RELEVANT PLANNING POLICIES

National Planning Policy Framework (NPPF)

Planning Practice Guidance (PPG)

- 4.1 **Tameside Unitary Development Plan (UDP) Allocation**
Not allocated, within the settlement of Hattersley

4.2 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
- 1.12: Ensuring an Accessible, Safe and Healthy Environment

4.3 Part 2 Policies

- H2: Unallocated sites
- H4: Type, size and affordability of dwellings
- H5: Open Space Provision
- H10: Detailed Design of Housing Developments
- OL10: Landscape Quality and Character
- T1: Highway Improvement and Traffic Management.
- T10: Parking
- T11: Travel Plans.
- C1: Townscape and Urban Form
- MW11: Contaminated Land.
- U3: Water Services for Developments
- U4 Flood Prevention
- U5 Energy Efficiency

4.4 Other Policies

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

- 4.5 **National Planning Policy Framework (NPPF)**
Section 1 Delivering sustainable development
Section 6 Delivering a wide choice of high quality homes
Section 7 Requiring good design
Section 8 Promoting healthy communities
Section 11: Conserving and enhancing the natural environment

4.6 **Planning Practice Guidance (PPG)**

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.
- 5.2 Local residents and contributors on the Outline application were notified in writing on the 18th April 2018.
- 5.3 A press notice was published on the 26th April 2018
- 5.4 2 site notices were erected on the 2nd May 2018 located on lampposts positioned on the sites Manchester Road and Buckley Street boundary.

6. RESPONSES FROM CONSULTEES

- 6.1 Local Highway Authority – No objections to the proposals subject to conditions requiring the parking to be laid out as shown on the approved plans prior to the occupation of the development and details of the construction, surfacing and means of draining surface water from the vehicular access route to the dwellings, details of the road works/traffic management measures required to provide safe access to the site, a construction environment management plan and details of lighting to be installed within the site but outside of the curtilage of any of the dwellings being secured by condition.
- 6.2 Greater Manchester Ecology Unit – No objections to the proposals, subject to conditions restricting the timing of tree/vegetation removal and the provision of biodiversity enhancement measures within the development.
- 6.3 Borough Tree Officer – No objections to the proposals. The proposed landscaping scheme is considered to be appropriate.
- 6.4 Greater Manchester Police (Design Out Crime Officer) – no objections to the proposals as no communal parking areas or rear alleyways are proposed.

7. SUMMARY OF THIRD PARTY RESPONSES RECEIVED

- 7.1 No representations have been received.

8. ANALYSIS

- 8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 8.2 The current position is that the Development Plan consists of the saved policies and proposals maps of the Unitary Development Plan and the Greater Manchester Joint Waste Plan Development Document.
- 8.3 The National Planning Policy Framework (NPPF) is also an important consideration. The NPPF states that a presumption in favour of sustainable development should be at the heart of every application decision. For planning application decision taking this means:-
- approving development proposals that accord with the development plan without delay; and
 - where the development plan is absent, silent or relevant policies are out of date, granting planning permission unless:-
any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or
specific policies in the Framework indicate development should be restricted.
- 8.4 The issue to be assessed in the determination of this planning application are:
- 1) The principle of development;
 - 2) Landscape Design;
 - 3) Residential Amenity;
 - 4) Highway Safety;
 - 5) Flood Risk;
 - 6) Ecology;

9. PRINCIPLE OF DEVELOPMENT

- 9.1 The site benefits from outline planning approval under reference 15/00030/OUT. This decision included full details of the access, scale and layout with only landscaping to be confirmed for the demolition of existing buildings and erection of 127 dwellings, a retail unit (use class A1/A2), a multi-functional community facility, and associated car parking and amenity space. The principle of the redevelopment is therefore firmly established.
- 9.2 The application seeks to address condition no.2 and 3 on the outline approval these are worded as follows;
- Conditions 2 - Before any development is commenced approval shall first be obtained from the Local Planning Authority with respect to the reserved matters, namely the layout, scale, appearance, and access of the development.
- Conditions 3 - The plans and particulars to be submitted with the Reserved Matters shall include full details of both Hard and Soft landscape works inclusive of existing vegetation cover and ancillary built structures. These details shall include :- a) Hard - means of enclosure, car parking layouts, other vehicle and pedestrian access and circulation areas, hard surfacing materials, minor artefacts and structures [eg: furniture, play equipment, refuse or other storage units, signs, lighting etc, b) Soft - planting plans, written specifications [including cultivation and other operations associated with plant and grass establishment], schedule of plants and trees [noting species, plant/tree sizes and proposed numbers/densities where appropriate] and implementation programme.
- 9.3 One of the 12 core planning principles of the NPPF is to always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and

buildings (paragraph 17). Paragraph 56 of the NPPF states that the Government attaches great importance to the design of the built environment - good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people. Paragraph 58 states that decisions should aim to ensure that developments are visually attractive through appropriate landscaping. Paragraph 64 states that permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

- 9.4 Policy H10 of the UDP states that the design and build standards of new residential development should be high quality, inclusive, sustainable and contribute to the creation of successful communities. With respect to landscaping it advises that suitable finishes are secured which enhance the appearance of the development it serves and ensure that suitable levels of privacy and security are secured.
- 9.5 These policy requirements are reiterated in the Design of Residential Development SPD, which provides advice and guidance on the design of new development with the principle aim of achieving the overall highest design quality. In reference to landscaping it promotes good quality public realm works which promote pedestrian focused streets and spaces, high quality inclusive design through the use of materials to enhance or create character, to integrate parking within the public realm and to ensure that areas of open space are functional benefiting from good levels of planting and surveillance. With regard to private amenity space the provision of function attractive spaces proportionate to the size of dwelling is promoted. Good quality boundary treatments are promoted which define public from private areas and which in turn harmonise with the locality. Essentially the Design Guide endorses developments that make a positive contributions to the townscape and landscape character of the local area.

10. LANDSCAPE DESIGN

- 10.1 The layout established on the Outline Consent dictates areas which can be allocated for landscaping. Allowing for the sites internal access arrangements this is largely limited to peripheral areas across the Buckley Street frontage in addition to private enclosed rear gardens. The internal road layout would also support a structured soft and hard landscaping strategy. The development follows the parameters established on the grant of the outline planning approval and seeks approval of the remaining hard and soft landscaping areas only.
- 10.2 Trees- There would be a total of 40 trees planted across the site the planting mix includes; Silver Birch, Beech, Apple and Ash. The trees would all be heavy stemmed and planted in a structured manner along the sites access roads and boundaries where appropriate. The planting schedule and mixture achieves a balanced approach between native and fruit trees and has been secured to achieve landscaping and biodiversity objectives. The overall provision is considered to be acceptable, trees would be planted at key nodes and help to break up the massing of hard surfaced areas. They would also complement the setting of the built form established under the Outline planning consent.
- 10.3 Shrubs/flowers- In addition to the structure of the tree planting there would be areas of grass, shrub and wildflower planting across the site. These would provide strong soft boundaries to site and complement the setting and appearance of the structured tree planting. The native wildflower planting would also provide biodiversity enhancement within the site. The environmental benefits represent a significant improvement to the sites currently characteristics which is dominated by hard surfacing associated with its industrial function.

- 10.4 Hard Landscaping- Access was considered as a matter of detail on the original consent. Condition 22 of the approval relates to highways works but does stipulate the level of detail for road surface finishes. The hard surface details subject to this approval apply to carriageways and pedestrian surfaces in addition to private courtyards and amenity areas. The treatment of these areas has been agreed in accordance with the Highways Officer, it would include a mix block paving to include concrete blocks and Tegula setts to delineate public and private space, private parking areas would also be enclosed behind electric gates. Elsewhere the details of boundary treatments have been secured through the submitted details, this includes a mixture of decorative railings, brick walls and close boarded fencing, treatments to public areas are more robust & decorative in appearance and these details would provide a desirable finish to the development.
- 10.5 No objections have been raised from the technical consultees, Subject to the attachment of a condition to ensure implementation of the landscaping scheme and relevant replacement/management of soft landscaping should it fail to establish, the proposed development is considered to be in accordance with policies H10 of the UDP, the Residential Design Supplementary Planning Document and the applicable design guidance set within the National Planning Policy Framework.

11. RESIDENTIAL AMENITY

- 11.1 The siting and scale of the properties has already been established. The outline consent also identified garden areas which would be allocated to the properties within the development. Rear gardens would be enclosed and would support a flagged patio and lawned area. Suitable provision is also made for in-curtilage bin storage. The level of private amenity space is appropriate to the scale of development and in this regard accords with the recommendations of the Residential Design Guide. The treatment of the public realm would also secure an appropriate environment for future residents, with the structure of the landscaping would allow for good levels of outlook to be achieved.

12. HIGHWAY SAFETY

- 12.1 No changes are proposed to the site's access or parking arrangements or that of the internal site layout, highway issues for consideration are therefore limited to the treatment of carriageways and pedestrian routes. The approach adopts a 'Homezone' environment as advocated within Manual for Streets. This essentially means that the layout responds positively to pedestrians prioritising them above vehicles. The use of block paving to all carriageways also secures a more refined appearance which responds positively to the locally distinctive design established on the outline consent; overall this would create a fitting setting for the urban nature of the new development.
- 12.2 It is noted that the application was accompanied with a lighting strategy and that the landscaping proposals also include details of tree and bollard uplighters. The Council's policy is to only adopt lighting that meets that meets the Tameside Standard Specification to which the submitted do not adhere. Condition 23 of the outline planning permission does however require details of any external lighting to all communal parking courts and shared private driveways to be submitted. The lighting can therefore be treated separately through the respective discharge of conditions and adoptions process.

13. FLOOD RISK

- 13.1 The Environment Agency Flood Zone mapping shows that the site is within Flood Risk Zone 1. This is assessed as having a low probability of flooding in any year. Condition 9 of the Outline permission required a foul and surface water drainage strategy to be submitted

and agreed prior to development commencing. The ration of hard to soft landscaping follows that indicated on the outline permission, it would also not materially increase the level of run-off across the site from its present conditions. Subject to the safeguarding of the conditions on the previous application the proposals would satisfy the requirement of policy U4.

14. ECOLOGY

- 14.1 The outline application was subject to an ecological appraisal which identified that there were no notable or important habitats located on the site. Recommendations were made to secure biodiversity gains, this included the use of native and wildlife friendly plant species in addition to nest bricks and boxes through the site.
- 14.2 Review of the soft landscaping proposals and mitigation measures by GMEU confirms that the biodiversity value of the site would be enhanced as part of the landscaping proposals to be approved. Habitat enhancements also extend to the inclusion of bird boxes for Sparrow and Starlings and the inclusion of Bat Boxes. It is recommended that it is conditioned that these works are carried out before the first occupation of the site or in accordance with a phasing plan to be agreed. In addition it is recommended that a maintenance condition is applied to ensure that all planting and landscaping measures are appropriately maintained throughout the life of the development.

15. CONCLUSION

- 15.1 It is considered that the Reserved Matters conforms with the parameters which were established within the sites outline planning consent. The landscaping represents a proportionate response to the requirements of the site and will secure a suitable setting and treatment for the siting of the development and private garden spaces. .

16. RECOMMENDATION

Grant planning permission, subject the following conditions:

1. The development hereby approved shall be carried out strictly in accordance with the following amended plans and specifications as approved unless required by any other conditions in this permission.

11338_L01 - General Arrangement P07
11338_L02 - Soft Landscape P07
11338_L03 - Hard Landscape P07
11338_L04 - Fencing and Furniture P07
11338_L05 - Landscape Supporting Notes P02
11338_11337.H1 – Habitat Enhancements

Design and Access Statement

Reason: In the interests of the visual amenities of the locality and in accordance with UDP Policies H5: Open Space Provision, H10: Detailed Design of Housing Developments, OL10: Landscape Quality and Character, T1: Highway Improvement and Traffic Management, C1: Townscape and Urban Form, U3: Water Services for Developments, U4 Flood Prevention

2. A landscape management plan, including long term design objectives, management responsibilities and maintenance schedules for all hard and soft landscape areas and

public open space shall be submitted to and approved by the Local Planning Authority prior to the occupation of the development or any part thereof, whichever is the sooner, for its permitted use. The sites Landscape management shall be carried out in accordance with the approved plan.

Reason: In the interests of the visual amenities of the locality, in accordance with UDP Policies H5: Open Space Provision, H10: Detailed Design of Housing Developments, OL10: Landscape Quality and Character, T1: Highway Improvement and Traffic Management, C1: Townscape and Urban Form,

3. No development other than site clearance and below ground works shall take place until details of the phasing for the implementation of the approved soft and hard landscaping details identified on drawing no.s 11338_L01 - General Arrangement P07, 11338_L02 - Soft Landscape P07, 11338_L03 - Hard Landscape P07, 11338_L04 - Fencing and Furniture P07 and 11338_11337.H1 – Habitat Enhancements have been submitted and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and the quality of the residential environment in accordance with UDP Policies H5: Open Space Provision, H10: Detailed Design of Housing Developments, OL10: Landscape Quality and Character, T1: Highway Improvement and Traffic Management, C1: Townscape and Urban Form,

4. The boundary treatments to be installed each of the plot within the development hereby approved shall be installed in accordance with the details as shown on drawing number: 11338_L04 - Fencing and Furniture P07, 11338_L01 and General Arrangement P07 prior to the occupation of that dwelling. The brickwork used in the construction of the boundary walls and piers shall match in colour and external appearance the materials of the approved dwellings or in accordance with details to be submitted for approval by the Local Planning Authority. The railings shall be painted black (RAL9005) and shall be retained as such thereafter.

Reason: In the interests of visual amenity and the quality of the residential environment in accordance with UDP Policies H10: Detailed Design of Housing Developments, OL10: Landscape Quality and Character, T1: Highway Improvement and Traffic Management, C1: Townscape and Urban Form.

5. No development other than site clearance and below ground works shall take place until samples of the proposed hard landscaping materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of visual amenity and the quality of the residential environment in accordance with UDP Policies H10: Detailed Design of Housing Developments, OL10: Landscape Quality and Character, T1: Highway Improvement and Traffic Management, C1: Townscape and Urban Form.

Informatives

This application is linked to outline planning permission 15/00030/OUT

Detailing the applicant's obligations in relation to avoiding harm to Protected species during the construction process.

Coal Authority standing advice

Requirement to enter into a section 38 agreement under Highways Act