

**Application Number** 18/00487/OUT

<b>Proposal</b>	Outline planning application for the redevelopment of land for residential (C3), including the provision of public open space and the means of access (details of the layout, scale, appearance and landscaping of the development are reserved)
<b>Site</b>	Land at Manchester Road, Ashton Hill Lane, Fitzroy Street and Williamson Lane, Droylsden
<b>Applicant</b>	Willsgrove Developments Limited
<b>Recommendation</b>	Approve, subject to conditions and the prior completion of a Section 106 Agreement
<b>Reason for report</b>	A Speakers Panel decision is required because the application is a major development.

**REPORT**

**1. APPLICATION DESCRIPTION**

- 1.1 The applicant seeks outline planning permission for the redevelopment of the former industrial site for residential development. The description of development does not state a ceiling number, but the calculations within the Transport Assessment are based on a development of up to 350 dwellings, with the Planning Statement referring to 360 dwellings. The application has been assessed on the basis of the former as that is the number upon which the assumptions in terms of the highways impact have been based
- 1.2 The access points into the development would be taken from Manchester Road in the south eastern corner of the site and from Ashton Hill Lane on the western boundary of the site. The existing access into the site from Williamson Lane would be used only for emergency vehicles and pedestrian access.
- 1.3 The applicant has provided the following documents in support of the planning application:
  - Air Quality Assessment
  - Acoustic Report
  - Arboricultural Impact Assessment
  - Crime Impact Assessment
  - Ecological Appraisal
  - Flood Risk Assessment
  - Heritage Statement
  - Marketing Report
  - Planning Statement
  - Design, Access and Crime Impact Statement
  - Transport Assessment and Travel Plan
  - Phase I Site Investigation
- 1.4 In accordance with the Environmental Impact Assessment Regulations (as amended) 2017, as the scheme proposes a development of more than 150 dwellings and the site exceeds 5 hectares in area, the proposals are considered to be Schedule 2 development. Therefore a Screening Opinion against the criteria in Schedule 3 of the Regulations is required and was undertaken prior to the submission of the planning application (further details are listed in Section 3 of this report.)

## **2. SITE & SURROUNDINGS**

- 2.1 The application relates to approximately 8 hectares of land to the south east of Droylsden town centre, which was formally occupied by industrial units and was operated by Robertson's Jam. The land is now clear of all buildings save for a substation adjacent to the western boundary. There is some vegetation in the north western corner of the site, hardstanding associated with the previous industrial use covers the vast majority of the relatively flat land. Hedgerows and sporadic planting demarcate the northern, eastern and southern boundaries of the land. The Ashton Canal runs parallel with the southern boundary of the site.
- 2.2 The site borders residential development on its northern, north-western and western boundaries. The south-eastern boundary adjoins the Manchester Road and on the opposite side of this is further residential development. The eastern boundary directly adjoins the playing fields of the Aldwinians Rugby Football Club with its playing pitches, car park and clubhouse. To the north and east of the sports pitches is further residential development. The principal access points to the existing site are from Williamson Lane and Fitzroy Street.

## **3. PLANNING HISTORY**

- 3.1 17/01022/ENV - Request for an Environmental Impact Assessment screening opinion for residential development of the land - considered not to be EIA development.
- 3.2 15/00216/ENV - Request for an Environmental Impact Assessment screening opinion for a proposed outline planning application for redevelopment of the site for residential development of up to 300 dwelling houses – considered not to be EIA development.

## **4. RELEVANT PLANNING POLICIES**

- 4.1 **Tameside Unitary Development Plan (UDP) Allocation**  
Allocated under policy E3 as an Established Employment Area
- 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  
1.10: Protecting and Enhancing the Natural Environment  
1.12: Ensuring an Accessible, Safe and Healthy Environment
- 4.3 **Part 2 Policies**  
C1: Townscape and Urban Form  
E3: Development Established Employment Areas  
H2: Unallocated Sites (for housing)  
H4: Type, size and affordability of dwellings  
H5: Open Space Provision  
H6: Education and Community Facilities  
H7: Mixed Use and Density.  
H10: Detailed Design of Housing Developments  
MW11: Contaminated Land  
MW12: Control of Pollution  
MW14 Air Quality  
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  
OL7: Potential of Water Areas  
OL10: Landscape Quality and Character  
T1: Highway Improvement and Traffic Management.  
T10: Parking  
T11: Travel Plans.  
U3: Water Services for Developments  
U4 Flood Prevention  
U5 Energy Efficiency

#### 4.4 **Other Policies**

Greater Manchester Spatial Framework - Publication Draft October 2016  
Residential Design Supplementary Planning Document  
Trees and Landscaping on Development Sites SPD adopted in March 2007  
Employment Land SPD adopted January 2009  
Tameside Open Space, Sport and Recreation Study (2010)  
Tameside Council Playing Pitch Strategy 2015

#### 4.5 **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 Effective use of Land  
Section 12: Achieving well-designed places  
Section 15: Conserving and enhancing the natural environment  
Section 16: Conserving and enhancing the historic environment

#### **Planning Practice Guidance (PPG)**

4.7 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.

### 6. **RESPONSES FROM CONSULTEES**

6.1 Highways England – no objections to the proposals.

6.2 Borough Environmental Health Officer (EHO) – no objections raised to the proposals. A condition requiring the submission and approval of a noise impact assessment and details of the mitigation measure to be installed within the elevations facing the southern and western boundaries of the site should be attached to any planning permission granted. Standard conditions are also recommended relating to the hours of work during the construction phase of the development and details of refuse storage arrangements to serve

the development. Compliance with the mitigation measures listed in the Air Quality Assessment submitted with the planning application should also be secured by condition.

- 6.3 Greater Manchester Ecology unit (GMEU) – no objections to the proposals following the submission of additional information relating to the potential impact on the biodiversity value of Ashton Canal running parallel with the southern edge of the site. A number of conditions are recommended to ensure adequate mitigation of the impacts of the development.
- 6.4 Transport for Greater Manchester (TfGM) – some concerns regarding the level of trip generation and the resulting impact of congestion arising from the development, although initial objection withdrawn on the basis the mitigation measures are to be secured through the Section 106 Agreement.
- 6.5 Local Highway Authority – no objections to the proposals following consideration of the Transport Assessment submitted with the application. A number of conditions are recommended and financial contribution to fund pedestrian and cycle highway upgrade works should be secured through the Section 106 Agreement.
- 6.6. Greater Manchester Archaeological Advisory Service (GMAAS) – no objections to the proposals and no conditions considered to be necessary.
- 6.7 United Utilities have raised no objections to the proposals subject to the imposition of conditions.
- 6.8 Greater Manchester Police (Design Out Crime Officer) – no objections to the proposals, subject to the imposition of a condition requiring the submission and approval of the measures to be incorporated into the development to reduce the risk of crime (meeting the requirements of Secured by Design)
- 6.9 Environment Agency – no objections subject to the imposition of a condition requiring the undertaking of an intrusive investigation into potential sources of contamination on the site and the approval of any necessary remediation prior to the commencement of development.
- 6.10 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.
- 6.11 Borough Tree Officer – no objections to the proposals subject to the submission of an appropriate landscaping scheme, which should be secured by condition.
- 6.12 Natural England – no comments to make on the application
- 6.13 Coal Authority - no objections to the proposals given that the site is not located in a high risk area with regard to coal mining legacy and no conditions are considered necessary.
- 6.14 Historic England – no objections to the proposals
- 6.15 Canal and Rivers Trust – no objections to the proposals, subject to the imposition of conditions relating to ecology, pollution of the Canal, structural integrity, design and layout and surface water drainage.
- 6.16 NHS – there are long term plans to develop ‘hub’ medical centres in each of the 5 Neighbourhoods within Tameside but the proposals for Droylsden are not at a sufficiently advanced stage to seek a contribution from this application.

## **7. SUMMARY OF THIRD PARTY RESPONSES RECEIVED**

7.1 14 letters of representation have been received from neighbouring residents objecting to the proposals, outlining the following concerns (summarised):

- The proposals will result in a significant increase in congestion along Williamson Lane, which would be detrimental to highway safety
- The density of development is considered to be too high, given the pressure that the increase in population would place on the capacity of local schools and doctors surgeries
- The proposal will result in additional traffic congestion on Manchester Road in particular and Ashton Hill Lane will become more congested during peak times
- The construction phase of the development would have a detrimental impact on the residential amenity of neighbouring properties through dust, noise and disturbance and appropriate compensation should be offered to the affected residents
- The creation of a right turn on Manchester Road as part of the access arrangements into the south eastern corner of the development will result in a highway safety hazard and infringe on the ability of the occupiers of the dwellings on the southern side of Manchester Road to access their properties
- The Manchester Road access should be the emergency access point, as the impact of the other two points of access (on Ashton Hill Lane and Williamson Lane) would result in a far less severe impact on highway safety
- Pre-application discussions with between the applicant and Aldwinians Rugby Club (to the east of the site) had suggested that part of the application site would be given over to the provision of an additional rugby pitch for use by the club. This does not form part of the submitted application
- The land should continue to be used for employment purposes as this would have far less impact on highway safety than the proposed housing development
- The proposals will result in severe congestion at the Audenshaw Road/Manchester Road junction, which will be detrimental to highway safety
- The loss of the site for employment purposes would further diminish the economic status of Audenshaw and additional housing would not tackle the rise in anti-social activity in the area arising as a result of a decline in job opportunities.

1 letter of support has also been submitted, highlighting the benefit of providing more housing in the area which may in turn result in more businesses returning to the area.

## **8. ANALYSIS**

8.1 The issues to be assessed in the determination of this planning application are:

- 1) The principle of development
- 2) The impact of the proposed layout, design and scale of the development on the character of the site and the surrounding area)
- 3) The impact on the residential amenity of neighbouring properties
- 4) The impact on highway safety
- 5) The impact on the ecological significance of the site
- 6) The impact on flood risk and environmental health
- 7) Other matters

## **9. PRINCIPLE OF DEVELOPMENT**

9.1 The application site is designated as an Established Employment Area in the UDP. The proposals must therefore be considered against the criteria of policy E3.

- 9.2 The policy states that the conversion of such sites to residential or mixed use development will not be permitted unless it is considered that the need for housing and the regeneration benefits of such development outweigh the need to retain the site for employment purposes. The policy states that, in making this assessment, the following factors should be considered:
- (a) The quality and type of employment sites and premises available in the area
  - (b) Evidence of demand for employment sites and premises in the area
  - (c) The suitability of the site for further employment use in terms of size, physical characteristics, access, traffic impact, and sensitivity of surrounding land uses
  - (d) The opportunity which may be presented for new forms of employment as part of a mixed use scheme
- 9.3 The redevelopment of this site would result in the loss of the entire Established Employment Area. In considering the availability of other sites within Droylsden for employment uses, Littlemoss Business Park is designated as an Established Employment Area. In addition, a Development Opportunity Area has been allocated to the south of Droylsden Town Centre and under the provisions of policy E2 is earmarked as suitable for uses including office and light industrial uses, which meet the definition of 'employment' uses.
- 9.4 There is no evidence to suggest that the site would not be suitable for employment purposes in environmental terms but it is the case that the site has been actively marketed for an extensive period, through a variety of means, including press and online adverts, on site marketing boards and brochures which included illustrative plans of how the land may be developed for continued employment uses. The information submitted with the planning application confirms that marketing began in 2013 and with the exception of the press advertising (which was conducted over an 18 month period), all other forms of marketing remained in place on the submission of the application.
- 9.5 A total of 95 enquiries were made during the marketing period, prior to the submission of the planning application. The marketing statement submitted in support of the planning application does make it clear that this number includes enquiries relating to the availability of land in a wider area which would have included this site. This accounted for 45 of the enquiries received, 29 enquiries were made for continued commercial use of the land and 21 enquiries were made in relation to the redevelopment of the site for residential use.
- 9.6 The marketing statement indicates that the majority of the enquiries made specifically in relation to this site were looking at 'low value' uses or uses such as trailer parking, container storage and temporary storage for contractors. A number of enquiries were made for more substantial employment uses however, 6 of which are referred to in the marketing statement. These also include uses that would not fall within the B use class (traditional employment uses) – those being a car dealership, a school, a power generating plant and a private hospital). The list does also include a large distribution facility and an office development. In 5 of the cases, matters connected to the constraints of the site and the proximity of sensitive neighbouring uses were given as reasons why these enquiries were not pursued.
- 9.7 The enquiry relating the potential hospital development is on-going at the time that this application is being determined. Such a use would clearly generate employment on the site. However, the level of employment would not be as intensive as a use falling within the 'B' classes. This factor needs to be considered alongside the benefit of redeveloping the site for residential purposes, which would significantly boost the supply of housing in the Borough in a sustainable location, close to public transport, services and facilities. The site has been allocated for housing in the SHLAA and therefore is assumed in policy terms to be part of the supply of housing land to be developed. Given this situation and that the Council cannot currently demonstrate a five year supply of housing land (as confirmed in a recent appeal decision), it is considered that the harm arising from the loss of the

employment site would not significantly and demonstrably outweigh the redevelopment of the site for residential purposes.

- 9.8 The Employment Land Review of 2013 indicated that the supply of industrial use properties was greater than demand for such premises in the Borough. The surplus of employment land has been reduced through the inclusion of some allocated employment land within the Strategic Housing Land Availability Assessment (SHLAA) (i.e. there is an assumption that some of these sites would be redeveloped for residential use). As of April 2018, there is still approximately 41 hectares of land available for development for employment uses in the Borough.
- 9.9 The Housing and Employment Land Availability Report 2016 forms the most up to date adopted position in relation to housing and employment supply in the Borough. The assessment explains that the overall housing requirement for Tameside between 2015 and 2035 is approximately 680 units per annum, 13,600 over the whole period.
- 9.10 One of the purposes of the review was to identify opportunities to boost the supply of housing on allocated employment sites as the anticipated supply position in 2015 was approximately 568 dwellings per annum, substantially below the target quoted above. The report identified 5 relatively large Established Employment Sites, including the land of which this application site forms a part, which are considered suitable to be considered for residential development.
- 9.11 These sites were assessed as being ‘...vacant with no commercial interest for employment (having been shown) for a considerable time.’ The report concluded that even if these allocated employment sites were re-developed for housing, there would still be a 45.55 hectare supply of employment land in the Borough and the deficit in housing supply would substantially reduce. The report does acknowledge that even with the uplift in numbers through developments of site such as this for residential use, the projections still fall short of a five year supply of housing land.
- 9.12 Given that some of the other large scale sites included in the report (including the majority of the Edge Lane/Fairfield Road Area in Droylsden – part of which is subject to a resolution to grant for residential development, but the Section 106 has not been finalised at the time at writing this report) have not yet had planning applications for residential development approved, these factors weigh in favour of the proposals in principle, subject to the scheme meeting the definition of sustainable development.
- 9.13 Taking the above factors as a whole, it is considered that, whilst the surplus in employment land has reduced since 2013, the figures from April 2018 indicate that a supply of available land for employment purposes still exists. Requiring the redevelopment of this site to include commercial uses in a mixed use scheme would likely reduce the number of residential units on the site. In addition, all but one of the potential interested parties during the marketing of the site considered the site not to be viable as an employment site (with the exception being a proposal for a hospital as opposed to a traditional employment use). This suggests that demand for employment development, either as the sole use or as part of a mixed use scheme in this location is not significant. It is therefore considered that the benefit of boosting the supply of housing in the Borough would outweigh the retention of the site for employment purposes in a mixed use development, addressing the requirements of criteria (d) of policy E3.
- 9.14 In addition to these factors, the weight to be attributed to the retention of the employment site must be considered in light of the inclusion of the site within the SHLAA as contributing to the future housing needs of the Borough in 2016, after the UDP policy was adopted.
- 9.15 The site is considered to be in a sustainable location, within 0.4 miles of Droylsden tram stop, with regular services to Manchester and Ashton and regular bus routes also within

walking distance of the site. The site is approximately 0.5 miles from Droylsden town centre, which provides a range of services and facilities, including a food store. In addition to the open space to be provided on site, the land is also located within close proximity of the extensive public open space at Lees Park, to the north of the site.

- 9.16 In concluding the issue of the principle of development, following the above assessment officers consider that the weight to be attributed to the loss of the employment site is limited and the weight to be attributed to the need to boost the supply of housing in a sustainable location is substantial. On that basis, the principle of development is considered to be acceptable, subject to all other material considerations being satisfied.

## **10. DENSITY OF DEVELOPMENT**

- 10.1 Paragraph 122 of the NPPF states that 'planning policies and decisions should make efficient use of land, taking into account:
- a) the identified need for different types of housing and other forms of development, and the availability of land for accommodating it
  - b) local market conditions and viability
  - c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use
  - d) the desirability of maintaining an area's prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
  - e) the importance of securing well-designed, attractive and healthy places.
- 10.2 Paragraph 123 states that 'where there is an existing.....shortage of land for meeting identified housing needs (as is currently the case in Tameside), it is especially important that planning policies and decisions avoid homes being built at low densities, and ensure that developments make optimal use of the potential of each site. In these circumstances:
- a) plans should contain policies to optimise the use of land in their area and meet as much of the identified need for housing as possible. This will be tested robustly at examination, and should include the use of minimum density standards for city and town centres and other locations that are well served by public transport. These standards should seek a significant uplift in the average density of residential development within these areas, unless it can be shown that there are strong reasons why this would be inappropriate;
  - b) the use of minimum density standards should also be considered for other parts of the plan area. It may be appropriate to set out a range of densities that reflect the accessibility and potential of different areas, rather than one broad density range; and
  - c) local planning authorities should refuse applications which they consider fail to make efficient use of land, taking into account the policies in this Framework. In this context, when considering applications for housing, authorities should take a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site (as long as the resulting scheme would provide acceptable living standards).
- 10.3 This scheme proposes up to 350 units on a site of 8 hectares. The maximum density of development would therefore be approximately 44 dwellings per hectare. There is a need to boost the supply of housing in the Borough and the inclusion of this site in the SHLAA indicates that there is support in principle for residential development in this location. Policy H7 of the UDP states that to ensure the efficient use of land, residential schemes should be developed at a density of between 30 and 50 dwellings per hectare net, or greater in locations highly accessible by public transport.



- 10.4 The site is within walking distance of Droylsden tram stop to the north and Fairfield train station to the south and improvements can be made to the connectivity between the development and these facilities. However, given the size of the site, the number of trips generated by the development would be substantial and the impact of this volume of additional traffic on the capacity of the adjacent key highway routes places a constraint to the number of units that could be developed on the land.
- 10.5 The response to the application from TfGM highlights that the Audenshaw Road/Manchester Road/Ashton Hill Lane and Droylsden Road/Manchester Road/Lumb Lane Gyratory junctions to the south of the site are already operating at capacity. The recent planning applications for the replacement of the former Littlemoss school with a larger development has highlighted that the Manchester Road/Market Street junction (to the north west of the site) is also close to saturation point as a result of the impact of that development.
- 10.6 However, the Transport Assessment submitted with the planning application anticipates that the number of vehicular trips to and from the development is 126 between 0800 and 0900 and 132 between 1700 and 1800 alone. Given this level of anticipated traffic during only part of the respective peak periods, it is considered that the modal shift required from the car to public transport would be significant even at 350 dwellings, in order to avoid a severe impact on highway safety.
- 10.7 Given this situation and the contents of criteria c) of paragraph 122 of the NPPF, it is considered that the capacity of highway infrastructure would be adversely affected by a more densely developed scheme. Given the close proximity of the tram network, there is scope to promote sustainable travel. However, the cumulative impact of the additional trips generated by this development on the already congested highway junctions adjacent to the site and the lack of viable options to widen these junctions are factors which lead officers to conclude that a significant increase in the density of development on the site would not result in sustainable development. This assessment has been made within the context of the fact that the density of development complies with the range given in UDP policy H7.
- 10.8 In relation to the local market conditions, the applicant has provided correspondence with 3 national house builders. The correspondence suggests that the 3 companies consider that a density of 45 dwellings per hectare would be greater than their initial assessment as to the optimum number of units for a development in this location. This information is considered only to be worthy of limited weight however as it is not substantiated by specific market analysis and does not make reference to the close proximity of the tram network or demand for apartments in Droylsden specifically.
- 10.9 Taking the above considerations together, it is considered that sufficient evidence exists to conclude that the development would result in an efficient use of land, significantly above the lowest end of the range considered to be acceptable under UDP policy H7. Whilst the site is located close to regular public transport services, it is considered that a higher density of development would lead to a level of trip generation that would result in a severe impact on highway safety, given that the evidence suggests that adjacent arterial routes contain junctions close to the site that are already operating at capacity.

## **11. CHARACTER OF THE SITE AND SURROUNDING AREA**

- 11.1 Section 12 of the NPPF requires development to achieve good standards of design. Paragraph 124 states that 'The creation of high quality buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.'

- 11.2 The proposed masterplan that has been submitted with the planning application is for indicative purposes only as the sole detail matter to be approved at this outline stage is the means of access. The masterplan indicates development would be aligned with the Canal along the southern boundary and with Ashton Hill Lane and Williamson Lane on the western boundary. These boundaries are prominent in public views of the site and it is important that these areas are outward facing to ensure a high quality development. An area of apartments is shown indicatively in the south eastern corner of the site fronting the Canal.
- 11.3 In design terms, it would be preferable to extend the coverage of apartments along a higher proportion of that boundary. The indicative plan suggests an area of high density development on the northern edge of the site. Given the close proximity of neighbouring properties on Williamson Lane and Willow Fold, it is considered that the density of development in that part of the site would need to be reduced, allowing for a higher density of development adjacent to the Canal frontage.
- 11.4 The indicative masterplan submitted with the application denotes a substantial area of open space in the central part of the site, with a further area of open space in the north western corner of the site, where a Locally Equipped Area of Play (LEAP) is shown. There is a policy requirement for a development on the scale proposed to include on site public open space. The provision of LEAP is a social benefit of the proposals which should be afforded significant weight given the conclusion of the 2010 Open Space, Sport and Recreation Study that identified Audenshaw as a part of the Borough where the current provision of equipped place space is considered to be of low quality.
- 11.5 Given that this application is outline only, the exact number of dwellings is not being fixed at this stage. On that basis, the Section 106 Agreement shall include a mechanism for the provision of public open space on site or the payment of a financial contribution towards off site provision. Details of the equipped play space to be installed on site can be secured by condition at this outline stage.
- 11.6 The concerns expressed by the Rugby Club that provision is not being made within the proposals for an additional playing pitch for their use are noted. The adopted Playing Pitch Strategy (2016) did acknowledge that there are capacity issues at the rugby club, which currently has a total of 3 pitches (including junior provision). One of the recommendations in the Strategy was that opportunities were investigated to include an additional rugby pitch for use by the club as part of the development of this site.
- 11.7 However, there is no policy requirement (either in the UDP or the NPPF) for the provision of a sports pitch as part of a development on the scale proposed. The provision of such a facility alongside the level of on-site public open space proposed on the master plan would be likely to reduce the number of units and therefore the extent to which the scheme would reduce the deficit in the Borough's supply of housing land. The on-site open space, including a LEAP, would be meeting an identified policy requirement and a need for improved play equipment in Audenshaw. Given this situation it is considered that the harm arising from the omission of a rugby pitch from the proposals would not be sufficient to significantly and demonstrably outweigh the benefits of the proposals in terms of public open space, equipped play provision and the delivery of housing (including 5% affordable units).
- 11.8 Ultimately the layout, scale and appearance of the development are issues to be addressed at the reserved matters stage. It is considered that at the density proposed, the site could be developed in a manner that would include apartments in a higher density southern edge of the development, with the density and height then reducing in a northerly direction to respect the prevailing character of the existing residential properties to the north and west of the site.

## **12. RESIDENTIAL AMENITY**

- 12.1 The indicative masterplan submitted with the planning application indicates that a number of dwellings would be sited along the northern edge of the site, which forms the common boundary with the properties on Willow Fold. As stated in relation to the impact of the development on the character of the surrounding area, it would be possible at the density proposed to reduce the quantum of development in the northern portion of the site through increasing density in the southern portion of the site, adjacent to the Canal. The southern edge of the site is less sensitive as it faces commercial development on the southern side of the Canal. On that basis, it would be possible to grade the density of development across the site so that a greater buffer zone could be provided on the northern edge of the development.
- 12.2 The layout and scale of the development are not matters to be determined at this outline stage. At the density proposed, even if no flatted development was included as part of the development, plot sizes would be sufficient to ensure that the minimum separation distances of 21 metres where habitable rooms face each other, 14 metres where a blank elevation faces an elevation with habitable room windows and across street frontages could be achieved, in accordance with the Residential design Guide SPD.
- 12.3 The EHO has recommended that a condition be imposed requiring details of the necessary mitigation measures to be installed to ensure adequate protection of the amenity of the future occupiers of the development against the noise generated by vehicular traffic on surrounding roads. The most sensitive units to this impact are properties that would front Ashton Hill Lane and Williamson Lane on the western boundary of the site, Manchester Road in the south eastern corner of the site and internal access roads within the development. Such attenuation measures will also need to be extended to the properties adjacent to the rugby ground to the east of the site. This condition is considered to be reasonable and is attached to the recommendation.
- 12.4 The concerns raised by objectors in relation to the dust, noise and disturbance generated by the construction phase of the development are noted. Given the scale of the proposed development, it is acknowledged that the construction phase could last for an extended period. However, given the size of the site, it is considered that the build out of the scheme could be phased in manner that would contain the parking and turning of construction vehicles, the storage of materials and the provision of compound units etc to within the confines of the site.
- 12.5 It is appreciated that large vehicles are likely to be entering and leaving the site on a regular basis during the construction phase but this would be a temporary impact which must be considered within the context of the activity that an employment use on the site would generate, given the allocation of the land in the UDP. Within this context and given that a Construction Environment Management Plan and phasing programme can be secured by condition, it is considered that the impact of the construction phase of the development on the amenity of neighbouring residents can be adequately mitigated.
- 12.6 Following the above assessment, it is considered that the proposals would not result in an adverse impact on the residential amenity of neighbouring properties or the future occupiers of the development.

## **13. HIGHWAY SAFETY**

- 13.1 A Transport Assessment and Travel Plan have been submitted in support of the planning application and the means of access are to be approved at this outline stage. The proposed development would be served by two main access points, one from Manchester Road in the south eastern corner of the site and one from Ashton Hill Lane on the western boundary

of the site. A third access point for emergency vehicles and pedestrians only would connect to Williamson Lane in the north western corner of the site. The proposed access in the south eastern corner of the site and the emergency access point in the north western corner are existing access points which were in operation when the site was last in use. The proposed access onto Ashton Hill Lane on the western boundary is not a pre-existing access. The proposals include the provision of a right hand turn lane within the central reservation of Manchester Road as part of the access arrangements into the south eastern corner of the development.

- 13.2 The proposed access arrangements have been adjusted to ensure that the points of access onto Manchester Road and Aston Hill Lane would meet the highway safety requirements in terms of access for refuse vehicles. Following these revisions, the Local Highway Authority has no objections to the position of the access points or concerns with regards to visibility from or safe operation of the proposed junctions.
- 13.3 As identified previously in this report, the Transport Assessment (TA) anticipates that 299 person trips would be made to and from the site during the height of the AM peak period. During the height of the PM peak period, 272 such trips would be made to and from the site. In relation to vehicle movements, a total of 28 arrival and 98 departure trips would be made from the development during the height of the AM peak period and 90 arrival and 41 departure trips would be made during the height of the PM peak. It is clear from the modelling that the level of trips generated by the development would be substantial.
- 13.4 Whilst the site is currently vacant and the buildings that occupied the site were demolished in excess of 10 years ago, the land is allocated for employment purposes in the UDP. It is therefore necessary to consider the trip generation from the proposed development within the context of an alternative employment use. A use within classes B1 (office/research and development/light industry) or B2 (general industrial – such as the previous use on the land) covering 3 hectares (substantially less than the full site area) would generate approximately 4000 trips on a daily basis.
- 13.5 Given the anticipated peak time vehicle movements quoted above, it is clear that the development would result in substantially fewer trips to and from the site than a B1 or B2 use. Whilst storage and distribution uses would result in fewer movements than B1 or B2, such uses would involve heavy goods vehicles entering and leaving the site and this would result in a greater impact on amenity than domestic cars in terms of noise and disturbance to neighbouring residents. Within this context, it is considered that the anticipated number of trips generated by the proposed development would be significantly lower than industrial uses and would be comparable in number but lower in impact than storage and distribution uses that could occupy the site under its UDP allocation.
- 13.6 However, it is acknowledged that the peak period traffic movements associated with residential use are likely to be more intensive than employment uses, where movements are spread more throughout the day. The TA has modelled the anticipated impact of traffic generated by the proposed development on the following junctions:
  - Proposed site access/Manchester Road junction
  - Proposed site access/Ashton Hill lane junction
  - Manchester Road/Ashton Hill Lane junction
  - Manchester Road Gyratory

These junctions are all assessed in terms of the existing situation and once the development has been carried out. The TA concludes that the junction between the development and Manchester Road would be operating within capacity with a maximum delay of 12 seconds during the PM peak, once the anticipated impact of the proposed development is added to the existing situation. The junction between the site access and Ashton Hill Lane is also considered to be within capacity once the impact of the proposed

development is factored in. The assessment of the Manchester Road/Ashton Hill Lane junction (to the south of the site) also had regard to the impact of traffic joining Manchester Road from Audenshaw Road. Taking into account the impact of the pedestrian crossing and signal controls at these junctions, the TA considers that the junction would operate efficiently when the impact of the development is added to the existing scenario. The same conclusion is drawn in relation to the Manchester Road Gyratory junction to the north west of the site.

- 13.7 TfGM initially objected to the proposals due to concerns regarding the impact of the additional traffic on the capacity of the Audenshaw Road/Manchester Road/Ashton Hill Lane and the Droylsden Road/Manchester Road/Lumb Lane Gyratory junctions. In relation to the former, TfGM consider that the junction is currently operating at or close to practical capacity and experiences severe congestion during the peak periods. Empirically, the addition of development traffic will further increase congestion and delay at the junction. In relation to the latter, TfGM consider that this junction experiences severe congestion at peak times, with traffic being blocked at the junction of Manchester Road and Lumb Lane.
- 13.8 The NPPF states at paragraph 108 that when assessing planning applications Local Planning Authorities should ensure that (amongst other things) 'any significant impacts from the development on the transport network (in terms of capacity and congestion) or on highway safety, can be cost effectively mitigated to an acceptable degree.' It is clear from the contents of the Transport Assessment and the comments from the statutory consultees that the development would result in a significant impact in this regard.
- 13.9 In their consultation response to the additional survey information submitted by the applicant, TfGM consider that the impact of the development could be made acceptable if the following mitigation measures are implemented:
- The installation of a CCTV Camera at the junction of Audenshaw Road/Manchester Road/Ashton Hill Road. This will enable the traffic at the junction to be monitored and signal interventions made as required (cost £35k)
  - Implementation of the latest version of MOVA at that junction (£9.5k)
  - A number of measures being incorporated to improve pedestrian and cycle connectivity from the site to the tram stop to the north west of the site and towards Fairfield train station to the south.
- 13.10 The Local Highway Authority concurs with the opinion expressed by TfGM that the Audenshaw Road/Manchester Road/Ashton Hill Lane and the Droylsden Road/Manchester Road/Lumb Lane Gyratory junctions would be operating above capacity.
- 13.11 The package of measures must be extensive enough to ensure that the modal shift towards public transport is sufficient to reduce the impact on highway safety below a severe level. The proposed measures to improve the wider network are as follows:
- Resurfacing the access ramp and provision of signage to the Fairfield Road towpath access
  - Open up the western end of Gorsefields (at the junction with Market Street) for cycle access only to provide a connection to the Canal towpath on Fairfield Road
  - Provision of a zebra crossing with dropped kerbs and tactile paving across Williamson Lane adjacent to the proposed emergency access to serve the development
  - Provision of a zebra crossing with dropped kerbs and tactile paving across Ashton Hill Lane adjacent to the proposed emergency access to serve the development
  - Pedestrian crossing across Manchester Road adjacent to the proposed access in the south eastern corner of the site
  - Two splitter islands on Manchester Road to improve north-south pedestrian connectivity between the junction with Audenshaw Road and Fairfield Avenue
  - Upgrading of the footway to improve cycle access at the junction between Manchester Road and Kershaw Lane

- 13.12 In addition to the above measures, in order to encourage a modal shift towards public transport and reduce the frequency of trips by private car, Travel Cards that would fund the equivalent of 3 months travel between Droylsden and Manchester for each household are to be provided for each household. This element of the mitigation package would cost approximately £66,000.
- 13.13 Following conversations between TfGM, officers and the applicant, a further element has been added to the mitigation package, in the form of a Toucan crossing across Droylsden Road, adjacent to the junction with Williamson Lane and connecting to the entrance to Lees Park. This would significantly improve connectivity between the site and Droylsden tram stop, with the existing provision comprising a narrower pedestrian crossing at the Market Street junction. Due to the need for this infrastructure to cross the existing tram lines, the costs of this work is estimated by TfGM to be in the region of £150,000.
- 13.14 Taken cumulatively, the proposed mitigation measures would cost in the region of £400,000. Securing these contributions is considered to meet the CIL regulations in that the enhanced pedestrian and cycling facilities are necessary to make the development acceptable in planning terms. The infrastructure improvements would be directly related to the development (given the volume additional traffic to be generated by the development and that the need to encourage a modal shift towards public transport) and the contributions are considered to be proportionate given the impact of the development on the levels of congestion at the adjacent key highway junctions. A condition requiring this infrastructure to be implemented prior to the first operation of the school is attached to the recommendation to ensure that the impact of the development is mitigated from the first use of the development.
- 13.15 In addition to the above mitigation measures, the Local Highway Authority has recommended that a number of conditions be attached to any planning permission granted. These conditions would require the submission and approval of a construction environment management plan, details of the construction of the access roads and footways to serve the development, the retention of pedestrian visibility splays at the access junctions, details of external lighting and the provision of cycle storage within the plots. A detailed travel plan, including an electrical vehicle charging strategy and specific measures to promote sustainable modes of transport is also recommended. In addition, a condition is recommended to prevent the conversion of garages to further habitable accommodation, which could result in a detrimental loss of car parking provision. These conditions are considered to be reasonable and are attached to the recommendation.
- 13.16 Discussions between officers and Councillors Ryan, Smith and Bailey (the 3 Audenshaw Members) have raised concerns regarding the impact of the location of the main access points into the development. The concern expressed is that the position of the access points onto Manchester Road and Ashton Hill Lane indicate that a higher proportion of the traffic created by the development would be directed southwards towards Manchester Road, ensuring that there would be a more severe impact on congestion and highway safety to the south of the site than to the north. The suggestion that has been put to officers from the Audenshaw Members was to look at utilising the access in the north western corner (onto Williamson Lane) as a main point of access and then to relocate the emergency access to either the Manchester Road or Ashton Hill Lane boundaries.
- 13.17 This option has been reviewed by the highways engineer. Whilst it is the case that the required 73 metre visibility splay could be achieved in both directions from the Williamson Lane junction, the southern end of that splay would be adjacent to the steep bend in the highway. Far longer visibility can be achieved from the access points onto Ashton Hill Lane. Whilst the highway does rise in a south westerly direction from the proposed Manchester Road access, visibility is considered to be satisfactory and the width of the carriageway in that location allows for the provision of a right turn lane. This traffic control measure could not be achieved on Williamson Lane due to the narrower nature of that highway. Following

this assessment, officers consider that there are highway safety benefits in relation to the proposed arrangements over a scenario in which Williamson Lane was used as a primary access point.

- 13.18 A Travel Plan has been submitted with the planning application. The Plan proposes a number of physical infrastructure improvements and management measures to reduce reliance on the private car and promote more sustainable modes of transport to access the development. The measures include the provision of 'welcome packs' to each of the residents giving details of the location of facilities, bus services and cycle routes including timetables and maps of the tram and bus network.
- 13.19 Advertising of the health benefits of walking through Travel Awareness Campaigns, posters and leafleting of residents would be implemented. A number of management measures are proposed over a 5 year period including an initial questionnaire of residents, followed up by monitoring surveys. These measures are considered to be appropriate in principle. Given the fact that the site is immediately adjacent to a section of Manchester Road covered by an Air Quality Management Area (discussed in more detail later in this report), there is a need to secure specific measures to reduce private car trips amongst future occupiers from an environmental health perspective as well as from a highway safety perspective. A Travel Plan incorporating these more specific measures can be secured by condition.
- 13.20 In relation to parking provision, this is a matter that will be finalised at the reserved matters stage when the layout is to be fixed. At a density of 44 dwellings per hectare, the average plot size would be sufficient to allow for 2 car parking spaces per property, which would be sufficient to meet the requirements of the Residential Design Guide for this sustainable location.
- 13.21 In bringing highways matters to a conclusion, it is acknowledged that the level of trip generation associated with the development would have a significant impact on the capacity of junctions adjacent to the site and the degree of congestion at these junctions during peak periods. However, the guidance in the NPPF is clear that the impact if a development has to be considered severe for planning permission to be refused on highway safety grounds. The NPPF also advises that where appropriate mitigation can be secured to address a significant impact to an acceptable degree, planning permission should not be withheld.
- 13.22 Whilst the development would result in some of the adjacent junctions operating beyond theoretical capacity at peak times, TfGM and the Local Highway Authority consider that the mitigation measures outlined above would prevent the impact of the development reaching a severe level. Accordingly, in line with national planning policy, planning permission should not be refused on this basis, subject to the mitigation measures being secured by condition and legal agreement.

## **14. ECOLOGY**

- 14.1 Ashton Canal, which runs parallel with the southern boundary of the site, is designated as a Site of Biological Importance (SBI.) GMEU have reviewed the Ecological Appraisal submitted with the planning application. A shadow assessment of the new proposals has been undertaken to demonstrate no significant shading of the Canal would occur, and implementation of a 5m buffer of the canal would have reduced shading compared to the previous site use. In addition to this, mitigation measures to prevent pollution of the canal are proposed, and if these measures are followed, no significant impacts on the SBI are anticipated.

- 14.2 A condition is attached to the recommendation to ensure that no development takes place until a Construction and Environment Management Plan (CEMP) is produced for each phase of the development, which takes into consideration the measures outlined in paragraph 5.2.7 of the ecology report submitted with the application. This will ensure that the pollution prevention methods for the SBI/Canal are in place during the construction phase of the development.
- 14.3 The brick built structure on the western boundary of the site was surveyed and was considered to have negligible potential to support roosting bats. There are a number of trees on the site, some of which are proposed for removal to accommodate the development. The ecology report concludes that none of the trees on the site had any obvious bat roost potential features visible from a ground inspection. GMEU consider that a condition requiring further survey work in this regard should be attached to any outline consent granted to ensure that the landscaping scheme advanced at the reserved matters stage incorporates trees that are of biodiversity value. Such a condition is attached to the recommendation.
- 14.4 The information submitted with the application includes the result of surveys undertaken in relation to other protected species such as badger and reptiles. None of these protected species found on the site during the survey period, nor any evidence of presence. However the site still supports suitable habitat. GMEU have recommended a condition requiring the submission and approval of a Landscape and Ecological Management Plan to ensure that measures are incorporated into the landscaping scheme that would allow for the preservation of protected species that may migrate through the site, including hedgehogs. Conditions are also recommended to limit the timing of tree/vegetation removal; from the site, protection measures to be installed around the trees to be retained and biodiversity measures to be incorporated into the development. All of these conditions are considered to be necessary and are attached to the recommendation.
- 14.5 Further details have been submitted regarding the potential impact of the development on aquatic plants within the Canal. This information is considered to be satisfactory to GMEU and no further survey work or conditions are considered to be necessary in this regard. The updated information indicates that Japanese Knotweed is present on the site. As the layout of the development is not to be fixed at this outline stage, it is considered reasonable to condition the submission and approval of a management plan for this invasive species prior to the commencement of development. Such a condition is attached to the recommendation.
- 14.6 Following the above assessment it is considered that any potential adverse impact on protected species and the biodiversity value of the site can be adequately mitigated through measures that can reasonably be secured by condition.

## **15. DRAINAGE/FLOOD RISK**

- 15.1 The applicant has submitted a Flood Risk Assessment and Drainage Strategy. The site is in Flood Zone 1 and is therefore considered to be at a lower risk of flooding. In relation to the drainage of surface water from the proposed development, the NPPF requires that existing risk of flooding is not increased by development and that alternative means of discharge to the mains sewer are investigated prior to that solution being adopted.
- 15.2 The Flood Risk Assessment submitted with the planning application indicates that a ground investigation of the site concluded that deep Made ground exists in the south eastern part of the site and a high water table exists in the south western portion of the site (both of these areas being adjacent to the boundary with the Canal). These conditions indicate that soakaways and other forms of ground infiltration would not be appropriate mechanisms for



draining surface water from the site, as a large proportion of the ground surface of the site is not sufficiently permeable.

- 15.3 The indicative proposal is therefore to connect the surface water drainage system serving the development into the existing culvert which runs north-south through the site. The run off rate would be restricted to 65 litres per second, which would require approximately 2000 metres cubed storage capacity to be provided to ensure that the most extreme flooding event could be mitigated. An indicative foul drainage strategy has also been produced, along with a suggested management and maintenance scheme. Given that this application is in outline form only and the layout is not to be fixed until the reserved matter stage, the submitted strategy is indicative only.
- 15.4 Given the above, a condition requiring the submission of a sustainable surface water drainage strategy to serve the development, including details of management and maintenance is considered reasonable and necessary.
- 15.5 United Utilities have raised no objections to the proposals subject to the imposition of conditions. The requirement for surface water and foul water to be drained via different mechanisms is considered to be reasonable and can be included as part of the condition requiring the submission and approval of a detailed drainage strategy. The EA have no objections to the proposals in this regard.
- 15.6 The Canal and Rivers Trust has not raised any objections to the proposals, subject to the imposition of conditions. These include a construction environment management plan relating to the construction phase of the development and for the elements of the development that could affect the canal. Further details are also considered necessary in relation to how the layout of the scheme interacts with the canal and also in relation to surface water drainage, to ensure that these aspects preserve the environmental value of the Canal. Conditions relating to the construction management plans and surface water drainage are considered to be reasonable and are attached to the recommendation. Layout is ultimately a reserved matter but the condition requiring a design code to be submitted to influence the detail would deal with this element of the Canal and Rivers Trust response.
- 15.7 It is considered that the proposed development would not result in a harmful impact in relation to flood risk, subject to the imposition of reasonable conditions.

## **16. ENVIRONMENTAL HEALTH**

- 16.1 In addition to the comments regarding the impact of noise generated by traffic within the development and on the adjacent roads as discussed previously in this report, the EHO has recommended a condition limiting the hours of works during the construction phase of the development. This condition is considered to be reasonable given the close proximity of a large number of neighbouring residential properties and the scale of the development proposed.
- 16.2 A section of Manchester Road which runs parallel with the south eastern corner of the site is located within an Air Quality Management Area. An Air Quality Assessment has been submitted with the planning application. The assessment concludes that for the majority of the existing sensitive receptors (predominantly residential dwellings), there would be no significant effects on air quality as a result of the development and that future occupants of the development would experience acceptable air quality with pollutant concentrations below air quality objectives. Section 6 of the assessment proposes a number of mitigation measures including the provision of a detailed Travel Plan to promote the use of public transport, the provision of cycle parking within the development and the provision of electric vehicle charging points. Subject to each of these mitigation measures being secured by

condition, the EHO has no objections to the proposals with regard to the impact on air quality.

- 16.3 Details of the refuse storage arrangements to serve the development can also be secured by condition.
- 16.4 The applicant has submitted a Phase I ground investigation report which highlights the likely sources of ground contamination on the site, given the historic industrial use of the land. On the basis of the information submitted, the Borough Contaminated Land Officer has not raised any objections to the proposals, subject to securing further investigation work by condition. A condition requiring this additional work to be undertaken and that any necessary mitigation measures are agreed and implemented prior to the commencement of development is considered to be reasonable given the brownfield nature of the site.
- 16.5 The Coal Authority has raised no objections to the proposals given that the site is not located in a high risk area with regard to coal mining legacy and no conditions are considered necessary. An informative detailing standing advice to the applicant can be attached to the decision notice.

## **17. OTHER MATTERS**

- 17.1 In relation to impact on trees and landscaping, the survey submitted with the application indicates that most trees are early mature, with a handful of mature fruit trees and semi-mature pioneer species. Most of the trees are ornamental varieties, or fruiting trees, including three peach trees, which although rare, appear to be of low vigour and poor form. There are no Category A trees on site. The Category B trees are the off-site boundary hedges and occasional ornamental trees such as purple leaved Norway maple. Across the site, 104 trees and 8 groups of trees are considered to be with Categories C or U, ensuring that they are considered not to be worthy of retention.
- 17.2 The indicative plans suggests that a scheme could be developed at the density proposed that would allow the retention of the majority of the significant trees on the eastern boundary of the site. The Borough Tree Officer considers that the principle of development is acceptable subject to a comprehensive landscaping scheme being submitted as mitigation for the trees to be removed and tree protection measures being installed during the construction phase of the development. Given that landscaping is reserved at this stage, it is considered appropriate to include a condition on any outline permission granted setting out the basic parameters for the detail in this regard to be submitted as part of a reserved matters application.
- 17.3 A Crime Impact Statement has been submitted in support of the planning application. The statement indicates that the following measures have been incorporated into the indicative layout submitted with the outline application:
- Passive surveillance is encouraged through the orientation of the buildings
  - Dual aspect properties and active frontages overlook public and semi-public spaces as well as vehicular and pedestrian routes to increase surveillance
  - Clear delineation of public and private spaces increases legibility
  - The use of 1.8 metre high brick screen walls to enclose external boundaries to the public realm and 1.8 metre close boarded fencing to separate gardens
  - Car parking is secure, overlooked and relates to the dwelling that it serves.

Given that the layout and scale of the development are matters to be determined at the reserved matters stage, it is considered necessary to condition the details of the specific crime prevention measures to be incorporated within the scheme at the point where the

layout is to be fixed. Such a condition is attached to the recommendation and on that basis, Greater Manchester Police have not raised an objection to the proposals.

- 17.4 The site is located to the east of the Fairfield Conservation Area (the eastern boundary of which follows the western edge of Ashton Hill Lane.) The Heritage Statement submitted with the planning application concludes that, whilst the eastern boundary of the Conservation Area extends along the Ashton Canal until Ashton Hill Lane, the scale and mass of the new residential properties will be such that they will not have a visible impact upon the setting of the Conservation Area, or the Listed Buildings within it located over 400m to the south west. Historic England have not raised any objections to the proposals. The layout, scale and appearance of the development are issues to be resolved at the reserved matters stage but it is considered that the site is capable of being built out at the density proposed without resulting in an adverse impact on the significance of the adjacent Conservation Area or any other designated or non-designated heritage assets.
- 17.5 In relation to the potential impact of the development of features of archaeological importance, an archaeological heritage assessment prepared by The Jessop Consultancy has been submitted in support of the planning application. The report provides a detailed consideration of historic documentary, index, cartographic and photographic records. It also benefits from a detailed walkover survey. It recognises that the site developed from wet, marshy moorland in the late eighteenth century to being used for a clay pit and brickworks in mid-nineteenth century. A small number of dwellings grew along the adjacent thoroughfares and the Ashton Canal. The growth of Robinson's started in the late nineteenth century in the south-west corner of the site. The brickworks was cleared by 1902. The redevelopment of the site with the expansion of the Golden Shred works appears to have taken place largely in the post war period. The site has subsequently been largely cleared.
- 17.6 The report does recognise a low probability for remains of the brick-works, houses or of the earlier Robinson's buildings to survive below ground. That said, the probability of archaeological remains of significance to survive within the Previously Developed Area is very low. It indicates that any further archaeological requirement could be limited to a targeted watching brief. GMAAS have reviewed the report and have raised no objections to the findings, confirming that no further survey work or mitigation is required in this regard.
- 17.7 In relation to Section 106 contributions (in addition to highways infrastructure, referred to previously in this report), where a proposal exceeds 25 dwellings, policy H6 requires financial contributions towards education and other community facilities where current facilities do not have the capacity to meet the additional population of a proposed development. In this case, a sum of between £78,176.42 and £377,201.22 (depending on the housing mix) is to be allocated to a project to extend Aldwyn Primary School, which is approximately 0.7 miles from the site. The total cost of the project is £2.5 million, with the objective being to increase the capacity of the school from an intake of 45 pupils per year to 60 pupils per annum. There has been one pooled contribution to this project to date, attached to the redevelopment of the former Mono Pumps site, but there remains a significant shortfall, which this scheme shall contribute towards.
- 17.8 As explained previously a clause will be inserted into the Section 106 Agreement to cover an eventuality where the amount of onsite play space does not meet the level annotated on the indicative masterplan submitted with this outline planning application. The clause will state an amount per dwelling that would be required to be paid towards off site provision to account for any deficit in on-site provision. The maximum commuted sum (i.e. based on 350 x 4 bed dwellings) would be £207,334.04. This sum would be used to contribute to a combination of schemes at Sunnybank Park (playground and pitch improvements), at Copperas Fields (improvements including footpaths, signage and new furniture) and at Floral Gardens (play area improvements.)

- 17.9 Paragraph 64 of the NPPF states that 'where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of homes to be available for affordable home ownership, unless this would exceed the level of affordable housing required in the area.' Following adoption of the Housing Needs Assessment (HNA) for the Borough in August 2018, the Council now has an up to date evidence base on which to seek affordable housing contributions for developments of this scale.
- 17.10 The HNA requires 15% of units on the proposed development to be provided as affordable housing. The Cabinet report that adopted the HNA indicated that the 15% requirement would apply to 'new' applications from that date. This application (received 30 May 2018) pre-dated the adoption of the HNA and the revised version of the NPPF which includes the minimum 10% affordable housing requirement. It is also the case that the NPPF requirement for a minimum of 10% affordable housing across major development such as this only became applicable at the point that the local HNA was adopted. However, the up to date policy position is material to the assessment of the application. Officers have weighed up the content of up to date affordable housing policy in the NPPF (which is to be applied to all cases immediately from adoption), the local evidence base for this requirement and the substantial mitigation package that has negotiated in this case in relation to highways and education provision. In weighing up these considerations, officers conclude that the offer of 5% affordable housing by the applicant is acceptable and would result in a social benefit of the proposals.
- 17.11 The financial contributions are considered to meet the CIL regulations in that they are necessary to make the development acceptable in planning terms (given the limited amenity space to be provided on site, the additional traffic to be generated and the additional demand for school places), directly related to the development (as the close proximity ensures that residents are likely to use these facilities) and proportionate in that the sum is based on the size of the development.
- 17.12 The concerns raised by local residents in relation to the impact of the development on the capacity of local health services are noted. Officers have consulted with colleagues in the NHS regarding a scheme that this application could potentially contribute towards. These discussions have concluded that there are long term plans to develop 'hub' medical centres in each of the 5 neighbourhoods within Tameside but the proposals for Droylsden are not at a sufficiently advanced stage to seek a contribution from this application. On that basis, seeking a contribution from the developer would not meet the requirements of the CIL regulations in that there is no identified project that could clearly be linked to mitigating the impact of this development.
- 17.13 In relation to the concerns expressed by Aldwinians Rugby Club regarding the lack of provision of a new rugby pitch within the proposed development, it is acknowledged that the Council's Playing Pitch Strategy does indicate that opportunities should be encouraged for this provision to be made as part of the redevelopment of the application site. However, there is no specific requirement within adopted policy to make this provision. The scheme would prove a substantial level of on-site open space at the density proposed and the proposals would help to address an identified shortage in high quality equipped play space in Audenshaw. Given this situation, it is considered that the harm arising from the lack of sports pitch provision would not significantly and demonstrably outweigh the benefits of the proposals, including the substantial contribution that the proposals would make to the deficit in the Council's five year supply of housing land.

## **18. CONCLUSION**

- 18.1 The principle of development is considered to be acceptable. Officers are of the view that the inclusion of the site within the SHLAA and the requirement to boost the supply of

housing in the Borough (particularly through the redevelopment of brownfield sites), in accordance with the guidance within the NPPF outweigh the requirements of UDP policy E3 with regard to the protection of Established Employment Areas. In reaching this conclusion, officers have had regard to the length and extent of the marketing of the site, with no offers made for a continuation of an employment use (falling within B1, B2 or B8 of the Use Classes Order) on the land and the fact that the NPPF and the updated SHLAA postdate the UDP.

- 18.2 It is acknowledged that the level of trip generation would result in some congestion at junctions adjacent to the site. However, it is considered that the extent of the harm arising from this element of the scheme would not meet the 'severe' level required by the NPPF for planning permission to be refused on highway safety grounds. Given the substantial nature of the mitigation package proposed, it is considered that the development would make provision for a modal shift towards the use of public transport, improving the connectivity of the site to the tram stop to the north west, Fairfield railway station and cycle routes to the south. These measures are to be secured by a Section 106 Agreement and a more detailed Travel plan can be secured by condition.
- 18.3 It is considered that the density of development is appropriate, given the evidence received from technical consultees regarding the level of congestion at key highway junctions in the surrounding area. Whilst a higher density may be preferable from a housing supply perspective, the evidence suggests that the wider impacts of a larger development would not be environmentally sustainable. It is also the case that policy H7 sets a range of between 30 and 50 dwellings per hectare as being acceptable in terms of making efficient use of land. Higher densities close to town centres and the tram network are encouraged by the policy. However, when combined with the evidence regarding the levels of congestion on the surrounding highway network, it is considered that the density proposed would not result in an inefficient use of land to the extent that would significantly and demonstrably outweigh the benefits of the proposals. The proposals would make a significant contribution to the reduction in the deficit of the current shortfall in housing land supply in the Borough and this should be afforded significant weight in the decision making process, in accordance with the guidance contained within the NPPF .
- 18.4 It is considered that this inclusion of an equipped area of play as part of the development is a social benefit of the proposals, which would help to improve the quality of play provision in Audenshaw. There are no national designations on the site itself and GMEU consider that the proposals would not result in a detrimental impact on the biodiversity value of the Canal to the south of the site, subject to mitigation measures which can be secured by condition. At the density of development proposed, it is considered that the site is capable of development in a manner that would adequately preserve the residential amenity of neighbouring properties, the amenity of the future occupiers and result in a development that would positively impact upon the character of the area. There are no objections to the proposals from any of the statutory consultees, subject to the imposition of appropriate conditions and mitigation measures being secured through the Section 106 Agreement.
- 18.5 In weighing up all of the material planning considerations, officers consider that the proposals accord with the relevant national and local planning policies quoted above.

## **19. RECOMMENDATION**

Grant planning permission, subject to the completion of a Section 106 Agreement to secure the following contribution:

A total contribution of £400,000 towards highways improvement works detailed in Section 13 of this report;

A contribution of between £78,176.42 and £377,201.22 (depending on the housing mix) towards an extension to Aldwyn Primary School

A clause requiring the submission and approval of a scheme to provide public open space on site or a contribution of up to £207,334.04 (a specific cost per dwelling to be detailed in the Section 106 Agreement) towards equivalent off-site provision to include:

- £100,000.00 - towards improvements at Sunny Bank Park – scheme to include playground and pitch improvements;
- £57,334.04 towards improvements to Copparas Fields including improvement to footpaths, signage and new furniture; and
- £50,000.00 towards play improvements at Floral Gardens

5% affordable housing provision

A Management and Maintenance plan relating to the upkeep of communal green space and parking areas within the site and the surface water drainage system to serve the development.

and the following conditions:

1. Application for approval of reserved matters must be made not later than the expiry of three years beginning with the date of this permission and the development must be begun not later than the expiry of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.
2. Before any development is commenced approval shall first be obtained from the Local Planning Authority with respect to the reserved matters, namely the scale, appearance, layout and landscaping of the development.
3. The development hereby approved shall be carried out in accordance with the following approved plans:
  - 1:1250 site location plan (Drawing no. 300)
  - 1:200 Ashton Hill Lane Access plan (Drawing no. 19460-02 Rev. B)
  - 1:200 Manchester Road Access plan (Drawing no. 19460-01)
  - 1:1000 Proposed layout plan (drawing no. 301 Rev. 01) (in so far as it relates to the means of access to the development only)
4. The landscaping scheme to be submitted as part of the reserved matters application shall include details of the number, species and location of trees to be planted, their size on planting and details of the means of protection. The scheme shall include planting of semi-mature specimens within the public open space to be provided on site.
5. No development shall commence until details of the tree protection measures (meeting the requirements of BS5837:2012) to be installed around the trees to be retained within the site and adjacent to the boundaries of the land (including the trees on the southern boundary of the site, adjacent to Canal) during the construction phase of the development have been submitted to and approved in writing by the Local Planning Authority. The protection measures shall be implemented in accordance with the approved details prior to the commencement of development and shall be retained as such for the duration of the construction phase of the development.
6. Notwithstanding the details submitted with the application, no above ground construction works shall take place until samples and/or full specification of materials to be used: externally on the buildings; in the construction of all boundary walls, fences

and railings; and, in the finishes to all external hard-surfaces have been submitted to, and approved in writing by, the local planning authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

7. During demolition/construction no work (including vehicle and plant movements, deliveries, loading and unloading) shall take place outside the hours of 07:30 and 18:00 Mondays to Fridays and 08:00 to 13:00 Saturdays. No work shall take place on Sundays and Bank Holidays.
8. No development shall commence until such time as a Construction Environment Management Plan has been submitted to and approved in writing by the Local Planning Authority. This shall include details of:

Wheel wash facilities for construction vehicles;  
Arrangements for temporary construction access;  
Contractor and construction worker car parking;  
Turning facilities during the remediation and construction phases;  
Details of on-site storage facilities;

The development shall be carried out in accordance with the approved Construction Environmental Management Plan.

9. No part of the development hereby approved shall be occupied until details of the means of storage and collection of refuse generated by the development have been submitted to and approved in writing by the Local Planning Authority. The details shall include scaled plans showing the location of the required number of bins to be stored within each plot and any communal bin storage areas and scaled plans of the means of enclosure of all bin stores, including materials and finish. The bin storage arrangements shall be implemented in accordance with the approved details prior to the occupation of any part of the development and shall be retained as such thereafter.
10. The driveways to serve the development hereby approved shall be constructed from a bound material and on a level that prevents displacement of material or surface water on to the highway and shall be retained as such thereafter.
11. No development shall commence until a Crime Impact Statement has been submitted to and approved in writing by the Local Planning Authority. The statement shall indicate how the design of the development meets the requirements of the document Secured by Design Homes 2016 or guidance which supersedes that document. The development shall be carried out in accordance with the approved details and shall be retained as such thereafter.
12. Prior to the commencement of any development, a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. The strategy shall demonstrate that foul water and surface water shall be drained from the site via separate mechanisms and shall detail existing and proposed surface water run off rates. The strategy shall include measures to control the flow of surface water from the development into the culverted infrastructure below the site and specifications of all of the attenuation measures to be installed to control the surface water run off rate. The strategy shall also include details of on-going management and maintenance arrangements (in accordance with the information required under the relevant clause of the Section 106 Agreement). The development shall be carried out in

accordance with the approved details and shall be retained as such thereafter.

13. Prior to the commencement of development, details of the means of draining foul water from the development hereby approved shall be submitted to and approved in writing by the Local Planning Authority. In the event that the proposal does not include connection to the mains sewerage network, technical specifications of the infrastructure to be installed (including details of the capacity) shall be submitted. The development shall be carried out in accordance with the approved details and shall be retained as such thereafter.

14. No development, other than site clearance and site compound set up, shall commence until such time as the following information has been submitted in writing and written permission at each stage has been granted by the Local Planning Authority.

i) A preliminary risk assessment to determine the potential for the site to be contaminated and/or affected by coal mining legacy issues shall be undertaken and approved by the Local Planning Authority. Prior to any physical site investigation, a methodology shall be approved by the Local Planning Authority. This shall include an assessment to determine the nature and extent of any contamination affecting the site and the potential for off-site migration.

ii) Where necessary a scheme of remediation to remove any unacceptable risk to human health, buildings and the environment (including controlled waters) shall be approved by the Local Planning Authority prior to implementation.

iii) Any additional or unforeseen contamination and/or coal mining legacy issues encountered during development shall be notified to the Local Planning Authority as soon as practicably possible and a remedial scheme to deal with this approved by the Local Planning Authority.

iv) Upon completion of any approved remediation schemes, and prior to occupation, a completion report demonstrating that the scheme has been appropriately implemented and the site is suitable for its intended end use shall be approved in writing by the Local Planning Authority.

The discharge of this planning condition will be given in writing by the Local Planning Authority on completion of the development and once all information specified within this condition and other requested information have been provided to the satisfaction of the Local Planning Authority and occupation/use of the development shall not commence until this time.

15. Notwithstanding the details shown on the approved plans, no development shall commence until scaled plans detailing the existing and proposed ground levels on the site and the levels of the proposed access arrangements (including sections and with reference to a fixed datum point) 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 and shall be retained as such thereafter.

16. 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.



17. No development shall commence until an Environmental Construction Method Statement detailing how pollution of Ashton Canal, which runs adjacent to the southern boundary of the site is to be avoided during the construction phase of the development has been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.
18. No tree felling or vegetation removal shall take place during the optimum period for bird nesting (March to July inclusive) unless otherwise agreed in writing with the Local Planning Authority.
19. None of the dwellings hereby approved shall be occupied until details of the provision of secured storage for bicycles within each of the plots (minus those plots with garages) of the development hereby approved have been submitted to and approved in writing by the Local Planning Authority. The cycle storage shall be provided for each dwelling in accordance with the approved details prior to the occupation of that dwelling and shall be retained as such thereafter.
20. No development shall commence until scaled plans detailing the construction of the vehicular and pedestrian access arrangements to serve the development, including visibility splays to be maintained free from obstruction on both sides of the access to serve the development hereby approved and details of the construction materials of the access roads 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 and shall be retained as such thereafter.
21. Prior to the first occupation of any part of the development hereby approved, details of a scheme for external lighting to serve the development (including both within the highway and to serve private driveways) shall be submitted to and approved in writing by the Local Planning Authority. The details shall include a scale plan indicating the location of the lighting to be installed, a LUX contour plan indicating the levels of light spillage and scaled elevations of lighting columns/supporting structures. The external lighting scheme shall be implemented in accordance with the approved details prior to the first occupation of any of the dwellings and shall be retained as such thereafter.
22. No development shall commence until a phasing programme for the construction of the development hereby approved has been submitted to and approved in writing by the Local Planning Authority. The programme shall include the following:
  - Scaled plans identifying the parts of the site to be included within each of the phases of the development
  - Details of the number of units and the build out time of each phase
  - A management plan for the construction phase of the development (to include measure to be put in place to ensure that the phasing programme runs to schedule and monitoring and contingency planning arrangements).

The construction phase of the development shall proceed in accordance with the approved details and the approved measures shall remain in place until the development has been completed.

23. No development above ground level shall commence until an assessment of the impact of noise generated by vehicular traffic and activity at the rugby ground to the east of the site on the future occupants of the development has been submitted to and approved in writing by the Local Planning Authority. The details shall include the following:

- An assessment of the impact of traffic on the properties fronting on to Ashton Hill Lane and Williamson Lane on the western boundary of the site, Manchester Road on the south eastern boundary of the site, the internal access roads within the development and the rugby ground to the east of the site
- A noise assessment measuring existing background noise at the boundaries of the site and the anticipated noise levels at the front and rear elevations of the properties to be located in the above locations
- Manufacturers details of the higher specification glazing, mechanical ventilation systems and/or any other mitigation measures to be installed within the elevations of the properties
- A scaled plan showing the location of the plots and elevations to which the mitigation measures will apply

The mitigation measures shall be implemented in accordance with the approved details, prior to the first occupation of any of the dwellings hereby approved and shall be retained as such thereafter.

24. No development above ground level shall commence until a detailed Travel Plan for the development has been submitted to and approved in writing by the Local Planning Authority. The Plan shall include details of an electric vehicle charging strategy for the development and details of specific measures to promote the use of sustainable modes of transport. The electric vehicle strategy shall include details of the number of charging points to be installed, their location within the development and details of the management and maintenance of these facilities. The electric vehicle charging infrastructure shall be installed in accordance with the approved details, prior to the first occupation of any of the dwellings hereby approved and shall be retained as such thereafter. The measures to promote sustainable modes of transport shall be implemented in accordance with the approved details on the first occupation of the development and shall remain in force thereafter,
25. No development shall commence until additional surveys of the site in relation to activity by and the potential to support protected species, including badgers, reptiles and bats have been submitted to and approved in writing by the Local Planning Authority. The surveys shall be undertaken by qualified ecologists and shall recommend any necessary mitigation measures to avoid harm to any protected species. The development shall be carried out in accordance with the approved mitigation measures and any measures to be implemented during the construction phase of the development shall be retained for the full duration of the construction works, in accordance with the approved details.
26. No development above ground level shall commence until a Landscape and Ecological Management Plan for the development has been submitted to and approved in writing by the Local Planning Authority. The Management Plan shall include measures to be incorporated into the landscaping scheme that would allow protected species to migrate through the site once the development has been constructed. The development shall be carried out in accordance with the measures detailed within the approved Management Plan and shall be retained as such thereafter.
27. No development shall commence unless and until a Method Statement is submitted to and approved in writing by the Local Planning Authority detailing how Japanese Knotweed and any other invasive species on the site will be removed from the site. The development shall thereafter proceed in strict accordance with the approved Method Statement.
28. The layout to be submitted as part of the Reserved Matters application shall make appropriate provision for an area of on-site children's play and informal recreation. The

design and layout of this area and wider development shall incorporate the principles of active design and include a minimum of 5 items of play equipment. Full management responsibilities and maintenance schedules and a programme for installation, shall be submitted for approval in writing by the Local Planning Authority. The approved details shall be implemented in accordance with the agreed timetable for installation.

29. No development shall commence until details of the highways improvements to be installed as part of the development hereby approved (as detailed in the approved Residential Travel Plan produced by David Tucker Associates) shall be submitted to and approved in writing by the Local Planning Authority. The highway improvements shall be installed in accordance with the approved details, prior to the occupation of any of the dwellings hereby approved.
30. Notwithstanding the provisions of the Town and County Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modification), all garages to serve the dwellings hereby approved shall be retained for the purpose of parking vehicles and shall not be converted to habitable accommodation.
31. The number of dwellings to be proposed as part of the reserved matters application shall not exceed 350 dwellings.
32. No development shall commence until details of a scheme for preventing the use of the access onto Williamson Lane for any form of traffic other than emergency vehicles, cyclists and pedestrian traffic have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approve details and shall be retained as such thereafter.
33. A design code shall be submitted in support of the reserved matters application. The design code shall establish the principles upon which the layout, scale and appearance of the development are based and provide a written and graphic justification of the design approach with reference to the physical context of the site character of the surrounding area. The design code shall establish specific character areas within the development, indicating variations in the density, form and scale of development with each of the character areas, whilst maintaining a cohesive design to the overall scheme.
34. No development shall commence until a Construction Method Statement relating to the impact of the development on the structural integrity of the Canal corridor adjacent to the southern boundary of the site has been submitted to and approved in writing by the Local Planning Authority. The Method statement shall include cross sections of the proposed development adjacent to the Canal and details of the foundations of those buildings (including any piling works necessary). The development shall be carried out in accordance with the approve details and shall be retained as such thereafter.
35. Notwithstanding the details shown on the approved plans, no development shall commence until scaled plans detailing the existing and proposed ground levels on the site and the finished floor and ridge levels of the dwellings (with reference to a fixed datum point) 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 and shall be retained as such thereafter.