

Application Number:	20/00105/REM
Proposal:	Reserved matters application for the scale, layout, landscaping and appearance of a residential development of 338 dwellings on the site, pursuant to outline planning permission ref. 18/00487/OUT.
Site:	Former Robertson's Jam Factory, Williamson Lane, Droylsden
Applicant:	Taylor Wimpey UK Ltd and Bellway Homes Ltd (Manchester Division)
Recommendation:	Grant planning permission subject to conditions.
Reason for report:	A Speakers Panel decision is required because the application constitutes major development.

1. APPLICATION DESCRIPTION

- 1.1 The applicant seeks reserved matters approval for the erection of 338 dwellings with associated works including car parking and landscaping, following the granting of outline planning permission for up to 350 dwellings on the site in August 2019.
- 1.2 The application has been amended from the original submission to increase the number of units by 24 (original application proposed 314 dwellings), with the main alteration being the introduction of more apartments on the southern edge of the site, which forms a prominent frontage onto the Canal. The extent of the public realm along this southern edge has also been significantly improved through amendments sought during the assessment of the application
- 1.3 The proposed development would include the following mix of dwellings:-
- 40 x 4 bed houses
 - 192 x 3 bed houses
 - 16x 2 bed houses
 - 84 x 2 bed apartments
 - 6 x 1 bed apartments
- 1.4 17 of the units would be affordable homes, meeting the requirements of the Section 106 Agreement attached to the outline planning permission, which mandates that 5% of the dwellings must be affordable. It should however be noted that the Section 106 Agreement attached to the outline approval requires the submission and approval of a scheme providing the details of the location of the affordable units within the site and the mix in the size and tenure of these units. The location of the affordable units is therefore not being approved through this reserved matters application.
- 1.5 The following documents have been submitted in support of the planning application:-
- Planning Statement (including Affordable Housing Statement)
 - Droylsden Housing Market Assessment
 - Crime Impact Assessment
 - Design Statement
 - Noise Assessment
 - Supplementary Phase II Geo-environmental Site Assessment Remediation and Enabling Works Strategy
 - Residential Travel Plan
 - Protected Species Survey

- Invasive Species Method Statement
- Arboricultural Impact Assessment and Method Statement
- Landscape and Ecological Management Plan
- Landscaping scheme
- Biodiversity Enhancement Measure
- Construction Environment Management Plans (one for each developer)

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 18/00487/OUT - Proposed Redevelopment of land at Manchester Road, Ashton Hill Lane, Fitzroy Street and Williamson Lane, Droylsden for Class C3 Residential Development, Public Open Space and Means of Access (Outline Application with Means of Access not reserved) – approved 05.08.2019.

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
 - 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 2018.

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

Residential Design Supplementary Planning Document (SPD)
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

4.6 **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 and a notice displayed adjacent to the site for 21 days, in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council's adopted Statement of Community Involvement.

6. RESPONSES FROM CONSULTEES

- 6.1 Borough Environmental Health Officer (EHO) – no objections to the proposals. Appropriate conditions were attached to the outline planning permission and no additional conditions are considered necessary at this reserved matters stage.
- 6.2 Greater Manchester Ecology unit (GMEU) – The layout of the scheme has provided a buffer zone between the Canal (a designated Site of Biological Importance) and the development, which is in line with GMEU comments on the outline application. The amended scheme has increased the extent of this buffer and has introduced a species rich mix as opposed to the amenity mix originally proposed. Overall, the landscaping scheme is considered to be acceptable, with other matters covered by conditions attached to the outline planning permission. The details of biodiversity enhancements are supported and should be secured by condition.
- 6.3 Transport for Greater Manchester (TfGM) – no objections to the proposals. To promote active travel and link in with the surrounding environment, the applicant should ensure the provision of continuous 2 metre wide footways throughout and surrounding the development, reinstating any redundant vehicle access points which served the former site, installing tactile paving at junctions / crossing points and renewing any substandard footways.
- 6.4 The submitted package of mitigation measures shown on the plans confirms that various highway works will be undertaken surrounding the site, including the implementation of a splitter island and provision of a toucan and zebra crossings, resurfacing works, footway and cycle improvements. These measures are welcomed. To encourage sustainable travel choices, it is important that the development is accompanied by a robust Residential Travel Plan with effective measures for bringing about modal shift, i.e. the use of incentives, provision of onsite and offsite infrastructure, along with a clear monitoring regime with agreed targets. TfGM would recommend that each dwelling makes provision for some form of secure cycle parking within the site curtilage of the dwellings.
- 6.5 Local Highway Authority – no objections to the amended proposals following consideration amendments to the layout of the scheme. Conditions are recommended in relation to the details of the traffic calming measures to be installed within the highway and the specification of construction of areas of adopted highway.
- 6.6 United Utilities - no objections to the proposals subject to compliance with the conditions relating to drainage that were attached to the outline planning permission.
- 6.7 Canal and Rivers Trust (C&RT) – no objections to the proposals. Some concerns regarding the impact of car parking areas close to the Canal frontage in the original submission, which have been addressed by the revised proposals. A number of the issues that C&RT raises are covered by conditions attached to the outline planning permission, including details of how the structural integrity of the Canal embankment is to be maintained, details of how the site is to be drained and the measures to be put in place to prevent the pollution of the watercourse during the construction phase of the development.
- 6.8 Greater Manchester Police (Design Out Crime Officer) – no objections to the proposals, subject to compliance with the security measures detailed in the Crime Impact Statement submitted with the reserved matters application.
- 6.9 Environment Agency – no objections to the proposals subject to compliance with the conditions relating to the remediation of contaminated land that were attached to the outline planning permission.

- 6.10 Borough Contaminated Land Officer - no objections to the proposals subject to compliance with the conditions relating to the remediation of contaminated land that were attached to the outline planning permission.
- 6.11 Borough Tree Officer – no objections to the proposed landscaping scheme.
- 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 Highways England – no objections raised to the proposals.
- 6.15 Historic England – no comments to make on the application.
- 6.16 Lead Local Flood Risk Authority – no comments received. Conditions requiring the submission and approval of a detailed drainage strategy to serve the development were attached to the outline planning permission.
- 6.17 Cadent Gas - Cadent have identified operational gas apparatus within the application site boundary. This may include a legal interest (easements or wayleaves) in the land which restricts activity in proximity to Cadent assets in private land. The Applicant must ensure that proposed works do not infringe on Cadent's legal rights and any details of such restrictions should be obtained from the landowner in the first instance. An informative should be attached to any planning permission granted informing the developer of the need to contact Cadent's Plant Protection Team for approval before carrying out any works on site and ensuring requirements are adhered to.

7. SUMMARY OF THIRD PARTY RESPONSES RECEIVED

- 7.1 2 letters of objection have been received to the proposals raising concerns regarding the impact of the traffic generated by the development on the adjacent roads, which already suffer from congestion at peak times and the potential for cars to 'rat run' through the development to avoid the junctions on Manchester Road to the south of the site.
- 7.2 39 letters of support for the proposals have been received, highlighting the benefits of the provision of affordable housing, a range of accommodation within the development and the upgrade of pedestrian and cycle ways within the locality.
- 7.3 1 representation has been received from a resident of a property on Willow Fold (north of the site) seeking clarification regarding the nature of the treatment of the common boundary and the separation distance to be retained to those neighbouring properties.

8. ANALYSIS

- 8.1 The principle of the erection of a residential development of up to 350 dwellings on the land and the means of access into the development via connections to Manchester Road (south eastern corner) and Ashton Hill Lane (western boundary) has been established through the granting of outline planning permission ref. 18/00487/OUT.
- 8.2 That permission also approved an access connection to Williamson Lane but this is limited to pedestrian, cycle and emergency vehicle use only by a condition attached to the outline permission. The principle of the loss of the employment land and the impacts associated with the redevelopment of the site for residential purposes in terms of the change of use cannot therefore be revisited in the assessment of this reserved matters application.

8.3 The key issues to be assessed in the determination of this planning application are:-

- 1) The appropriateness of the density 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 ecology and trees
- 6) Other matters

9. DENSITY OF DEVELOPMENT

9.1 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.
- e) The importance of securing well-designed, attractive and healthy places.

9.2 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.
- 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).

9.3 The application as originally submitted proposed 314 units on the site at a density of just over 39 dwellings per hectare. Officers had concerns regarding the lack of prominence of development on the Canal frontage and the highway dominated nature of the layout that resulted from the original proposal, which fell 36 dwellings short of the ceiling number set by the outline planning permission.

9.4 Whilst acknowledging that the ceiling number of 350 dwellings set by the outline planning permission sets only a maximum and not a minimum number of units, officers have been mindful of the brownfield nature and highly sustainable location of this site, in addition to the

need to boost the supply of housing in the Borough. Officers also expressed concerns that the Housing Market Assessment (HMA) submitted with the application did not reach convincing conclusions regarding the demand for apartments within this part of the Borough. Specific concerns included the values attributed to apartments, which appeared to be significantly lower than recent sales values achieved at Droylsden Marina and also the extent of the market area included in the Assessment.

- 9.5 Officers consider that there is clear evidence of demand for apartments within this part of the Borough, given the advantageous connection to the eastern edge of Manchester city centre. There is evidence of demand for the relatively recently constructed apartments at the Marina, with a significant number of apartments in the pipeline through recent consents at 2 sites on Fairfield Road and also the Victoria Mill site.
- 9.6 Given the concerns regarding the layout, including the relationship between the western edge of the development and the Canal and the density of development as highlighted above, officers sought revisions to the original submission.
- 9.7 Following these discussions, the scheme has been revised and the number of units now proposed is 338. Over the 8 hectare site, this represents a density of just over 42 dwellings per hectare. The quantum of development proposed still falls 12 units and approximately 2 dwelling per hectare short of the ceiling number of units imposed on the outline planning permission.
- 9.8 The revised scheme includes 2 additional apartment blocks on the Canal frontage and has rationalised the highway layout so that a greater landscaped buffer and public open space area can be created along the Canal edge. Given these design improvements (discussed in more detail below) and the fact that 12 units represents a deficit of only 3.5% below the ceiling number imposed at the outline stage, officers consider that the substantial benefit of delivering 338 units outweighs the limited harm that arises from the relatively minor deficiency.
- 9.9 Following the above assessment, the density of development proposed in the revised scheme is considered to be acceptable.

10. DESIGN QUALITY AND IMPACT ON CHARACTER

- 10.1 Section 12 of the NPPF is entitled Achieving well-designed places. Paragraph 127 states that planning decisions should ensure that development achieves the following criteria (those relevant to this proposal):-
- Developments that will function well and add to the quality of the area.
 - Developments that are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
 - Developments that are sympathetic to local character and history, including the surrounding built environment and landscape setting, whilst not preventing or discouraging appropriate innovation or change (such as increased densities).
 - Developments that establish or maintain a strong sense of place, using the arrangements of streets, spaces, building types and materials to create attractive, welcoming and distinctive places.
 - Developments that optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space).
 - Developments that are safe, inclusive and accessible and which promote health and wellbeing, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

10.2 Paragraph 130 of the NPPF states that 'permission should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards....'.

10.3 Following concerns expressed by officers regarding the design credentials of the scheme, a number of improvements to the layout have been secured, in addition to the uplift in the number of units, as part of the revised scheme. The improvements relate principally to the Canal frontage (southern edge of the site), the western edge of the development (fronting Ashton Hill Lane and Williamson Lane) and the road hierarchy within the scheme. Each of these points are discussed in detail below.

Canal frontage

10.4 The original submission presented units facing the Canal but the highway layout resulted in a road to be used by vehicular traffic running along the majority of the southern edge of the site. This created a weak environment for pedestrian movement and did not provide a positive interaction between the southern edge of the development and the adjacent watercourse. The layout of dwellings in the south western corner of the development also blocked views into the site from Ashton Hill Lane, severing the desire line from Gorseyfields to the west of the site, through to the Canal.

10.5 This element of the scheme further weakened the interaction with the Canal and undervalued the watercourse as a feature to draw people into the development. There were also concerns regarding the scale of development along the Canal frontage, with 2 storey detached units included on a number of plots in key locations, failing to provide the scale of development required on this long, prominent edge of the site.

10.6 The amended scheme has significantly improved the environment adjacent to the Canal and the interaction between the buildings and the watercourse. One of the principal changes has been to provide all vehicular access and parking to the units along the southern edge of the site to the rear of those properties. This has resulted in a much softer edge to the development, creating a public open space area in a landscaped 'buffer' between the southern-most properties and the southern boundary of the site

10.7 The orientation of a 3 storey building containing apartments to follow the line of a pedestrian link from Ashton Hill Lane down to the Canal in the south western corner of the site has resulted in a significant improvement in the treatment of that edge of the development. The sweeping nature of the footpath provides a clear line of sight for views into the development from Ashton Hill Lane and allows appreciation of the Canal frontage in these views. This amendment has resulted in a significant enhancement to the permeability and legibility of the scheme from these views.

10.8 The inclusion of another 2 x 3 storey apartment buildings on the Canal frontage and 2.5 storey houses with relatively tall ridge heights along this edge of the development has resulted in a more prominent and coherent development along this visible boundary of the site, thereby significantly improving the overall design quality of the development.

Western edge

10.9 Whilst the dwellings on the western boundary of the site fronted onto Williamson Lane and Ashton Hill Lane respectively in the original submission, the layout presented all of the parking spaces associated with the semi-detached properties in front of the buildings. This resulted in a streetscene that would be dominated by car parking and required the buildings to be set back within their plots. Both of these elements were considered to jar with the character of these streets which include terraced properties with front building lines tight to the back edge of the footway.

- 10.10 The scheme has been amended to significantly reduce the number of dwellings on the western edge of the development that would be served by frontage parking. An access point has been created from Fitzroy Street in the revised scheme, which would connect to the main access road leading into the development from Ashton Hill Lane and would allow access to the parking spaces at the rear of the properties that would directly front Ashton Hill Lane.
- 10.11 The northern and southern ends of the row of spaces would be concealed from public view through brick walls which would extend beyond the curtilage of the adjacent dwellings and the long row of spaces would be further broken up by the positioning of strategic landscaping. This run of car parking spaces would be overlooked by properties at the northern and southern end of the access road.
- 10.12 On the Williamson Lane frontage, the properties at the northern end of this part of the site would be served by a rear parking court, which would be limited to 10 car parking spaces. The remainder of the properties on the Williamson Lane frontage would still be served by frontage parking. This affects a relatively short stretch of the boundary and the placement of an apartment block adjacent to the junction between Fitzroy Street and Williamson Lane would provide a dominant feature in the streetscene in wider public views.
- 10.13 Overall, the relocation of parking spaces to the rear of most of the properties allows for a much better integration between the western edge of the development and the character of existing adjacent properties and provides a much stronger identity to this character area within the wider scheme.

Road hierarchy

- 10.14 Officers shared the concerns of objectors to the application that the original proposals presented the potential for 'rat running' of traffic through the site, between the access points from Manchester Road (south eastern corner) and the access onto Ashton Hill Lane (on the western boundary of the site). This issue was symptomatic of a scheme that was highway dominated, lacked pedestrian permeability and failed to create clear desire lines through to the Canal on the southern edge of the development. The issue of traffic management is addressed in the highway safety section of this report.
- 10.15 The relocation of the access and parking areas associated with the dwellings on the Canal frontage to the rear of those properties allows the full extent of the public space to the front of the dwellings on the southern edge of the development to be for pedestrian use only. This results in a more visually attractive but also less engineered appearance to this sensitive edge of the site and achieves a much higher design standard than the original submission. Similarly, creating a direct link to the open space along the Canal frontage in the south eastern corner of the site and the use of a narrower highway to connect to the dwellings at the southern edge of this route results in more permeable development and further enhances interaction with the Canal.
- 10.16 The number of roads in the northern portion of the site has been reduced through the creation of larger blocks of development, which have retained the outward facing orientation of the dwellings, with suitable separation distances retained on the northern edge of the development.

Other design considerations

- 10.17 The location of the equipped area of open space within the central part of the site is considered to be appropriate, maximising opportunities for usage by future residents. In the revised scheme, this area provides an attractive terminating vista for the entry into the development from Ashton Hill Lane. The central area of open space would be overlooked on all sides, with properties close up to the northern and southern edges of the space. This area of open space would be of sufficient size to accommodate the 5 pieces of play

equipment required by the relevant condition on the outline planning permission and a buffer one of 20 metres between the equipment and the closest neighbouring properties.

- 10.18 There would be clear desire line through from the south eastern corner of this open space and the open space on the southern edge of the development adjacent to the Canal. This factor enhances the overall flow of the development and emphasises the fact that the revised scheme has improved the quality of the public realm considerably, despite also achieving a higher density of development than the original submission.
- 10.19 The house types are considered to be appropriate, with a degree of variation provided by the rendering of parts of some of the apartment buildings, breaking up the mass of those units. The inclusion of Juliette balconies on the 3 storey apartment buildings adjacent to the Canal will assist with the aim of maximising interaction between the development and the watercourse.
- 10.20 In relation to the hard landscaping proposals, officers have raised concerns with the applicant regarding the extent of the highway and exposed parking areas to be surfaced in bitmac/tarmac. Officers have made it clear to the applicant that, in order to raise the standard of the development to the required design level, the private access roads and exposed parking areas need to be treated with a paved surface. The applicant has agreed to the imposition of a condition to secure these details and has been made aware that any application to discharge this condition must not propose a bitmac/tarmac to private road/access/parking spaces.

Conclusion on design matters

- 10.21 Overall, it is considered that the amended scheme has significantly improved the design quality of the proposed development. The increased density has resulted in a greater number of apartments on the Canal edge, which would result in a more prominent built form on this important edge than would have been the case with the original submission.
- 10.22 The outward facing nature of the original layout has been given far stronger emphasis by the reduction in frontage parking on the western edge development and the relocation of the parking and access areas to the properties on the Canal frontage. The internal highway layout had been rationalised and pedestrian connectivity has been improved significantly through the creation of more legible connections through the development to the central area of equipped open space and the open space on the southern edge of the scheme.
- 10.23 Following the above assessment, it is considered that the amended proposals would achieve the requirements set out in Section 12 of the NPPF as quoted above.

11. RESIDENTIAL AMENITY

- 11.1 The adopted Residential Design Guide (RDG) requires 21 metres to be retained between corresponding elevations of properties of the same height that contain habitable rooms, reducing to 14 metres where properties face each other across a highway. A separation distance of 14 metres should also be retained where an elevation with primary window(s) serving habitable room(s) and a corresponding blank elevation of a neighbouring property face each other. An additional 3 metres should be added to these distances for each additional storey where buildings are taller than 2 storeys in height.
- 11.2 The neighbouring properties to the north of the site (located on Willow Fold and Williamson Lane share a common boundary with the application site but those properties are orientated so that the side elevations of those properties face the application site. None of the affected elevations contain primary habitable room windows above first floor level.

- 11.3 The scheme does propose to replace the existing planting on the northern boundary of the site, which is tall in height along the boundary with some of the properties on Willow Fold. A number of the proposed properties would face the common boundary with those neighbouring properties but these would be set off the common boundary by the depth of the grassed buffer to be retained along the northern edge of the scheme.
- 11.4 The replacement planting (which would include trees at regular intervals along that boundary, which are to be heavy stock on first planting – as detailed on the submitted plans) would be sufficient to prevent unreasonable overlooking or overshadowing of those neighbouring properties, given the separation distance to be retained between the corresponding elevations.
- 11.5 The separation distances to be retained between the apartments to be sited in the north western corner of the site (on the junction of Fitzroy Street and Williamson Lane) and the existing properties on the opposite side of the Williamson Lane would be 17 metres, meeting the requirements of the RDG where 3 storey development faces 2 storey properties.
- 11.6 There are no primary habitable room windows in the eastern elevation of the terraced property on the opposite side of Fitzroy Street, ensuring that the separation distance to be retained would be adequate to preserve the amenity of the occupants of that neighbouring property. Likewise, no unreasonable overlooking could occur between the proposed properties that would run parallel with Fitzroy Street and the existing neighbouring properties that back on to eastern side of that road (fronting Ashton Hill Lane) due to the extent of the separation distances to be retained.
- 11.7 Adequate separation distances would be retained between the proposed dwellings that would front the Ashton Hill Lane boundary of the site and the corresponding front elevations of the existing properties on the opposite side of the highway to prevent any unreasonable overlooking or overshadowing of those dwellings.
- 11.8 Given the separation distances to be retained and the fact that the existing mature planting located between the south eastern boundary of the site and the highway (Manchester Road) beyond, it is considered that the proposed development would not result in unreasonable overlooking into or overshadowing of the existing neighbouring properties located to the south east of the site.
- 11.9 Properties on the eastern edge of the development would overlook the adjacent recreation ground and the units on the southern edge would overlook the Canal, with commercial units beyond. The properties on those edges of the development would not result in a detrimental impact on the residential amenity of any neighbouring properties therefore.
- 11.10 A Noise Impact Assessment has been submitted with the application. Recommendations are made in the Assessment in relation to the specification of the glazing to be installed in the openings, mechanical ventilation and other measures required to reduce the impact of external noise sources to an acceptable degree. Properties on the perimeters of the site adjacent to a highway (south eastern and western edges) and those adjacent to the sports pitches to the east and those on the Canal edge (facing commercial premises on the opposite side of the watercourse) are those highlighted as requiring the installation of mitigation measures, with a range of product options given.
- 11.11 The Borough EHO has not raised any objections to the conclusions of either the Noise Assessment. A condition requiring the submission and approval of the specific noise mitigation measures to be installed is attached to the recommendation. This would address the impact of external noise sources on the residential amenity of future occupiers of the development. The separation distances to be retained between the proposed dwellings

would comply with the requirements of the RDG quoted above, ensuring that the amenity of the future occupants would be preserved in terms of overlooking and overshadowing.

- 11.12 On the basis of the above assessment, the proposals are considered to preserve the residential amenity of neighbouring properties and the amenity of the future occupants of the development.

12. HIGHWAY SAFETY

- 12.1 The principal points of vehicular access to serve the development were approved at the outline stage, these being in the south eastern corner (to Manchester Road), on the western boundary (to Ashton Hill Lane) and an access to be restricted to emergency vehicles only is to be provided to Williamson Lane.
- 12.2 At 338 dwellings, the revised scheme falls below the ceiling number of 350 dwellings approved by the outline planning permission. The Section 106 Agreement attached to the outline permission requires a package of specific measures to improve pedestrian and cycle connectivity between the site and Droylsden tram station and town centres to the north of the site and Fairfield train station to the south to be implemented in order to provide mitigation for the level of trips generated by the development.
- 12.3 The total cost of this package is £400,000 and that is a fixed sum that the developer will be required to pay even though the proposed scheme falls below the maximum number of dwellings that were permitted by the outline planning permission. As a result, whilst the comments of objectors are noted, it is considered that the level of mitigation secured via the outline permission is sufficient to offset the impact of the number of dwellings now proposed at the reserved matters stage.
- 12.4 In relation to the originally proposed layout submitted at this reserved matters stage, officers shared the concerns of local residents regarding the potential for 'rat running' through the development. Routes through the site passing immediately to the south of the central area of open space and also along the Canal frontage, providing a straight link between the access points in the south eastern corner (Manchester Road) and on the western boundary (Ashton Hill Lane) were included in the original submission.
- 12.5 The amended scheme has reduced this to one route through, which passes to the rear of the properties that would front onto the southern boundary of the site. This route also serves the car parking spaces for those properties and also a number of the properties to the north of this road however and therefore will be the subject of activity that will slow traffic movement through the site, particularly at peak times.
- 12.6 In recognition of the fact that the proposed layout does still include one relatively direct route between the two access points, officers have negotiated a series of traffic calming measures along that road to further reduce the speed of traffic moving through the site. These have been annotated on the amended plans and include the provision of single lane passing points at the eastern and western ends of this section of the highway and a number of raised tables within the road.
- 12.7 In order to achieve an appropriate layout that meets the design standards required of a development on this scale, it is considered that preventing a relatively clear route through the site in an east-west alignment would be very difficult to achieve and would result in a far less permeable and legible development for pedestrians and cyclists.
- 12.8 The traffic management measures to be put in place would prevent the ability of cars to move along both lanes of the one route through the site at the same time, which would provide a deterrent to taking this route particularly during peak times. The incentive to use

this route would be further reduced by the close proximity of a large number of car parking spaces to this route in the revised layout, where activity would also be greater at peak times.

- 12.9 It is also worth noting that the option of severing the route at some point within the middle of the site would not prevent vehicle entering the site in an attempt to avoid the adjacent junctions on Manchester Road. Indeed, this could potentially result in a far greater hazard than the proposed scheme as vehicles would need to turn round and exit the site again at the point at which the highway was severed or blocked. Conditions are recommended to ensure that the details of the construction of the highway and the traffic calming measures to be installed would maintain highway safety.
- 12.10 In relation to parking provision, the scheme meets the requirements of policy RD8 of the RDG, which requires 2 car parking spaces to be provided for dwellings with 2 or more bedrooms. There are no objections from the Local Highway Authority to the proposed access from Fitzroy Street in the north western corner of the site, which would be used as the point of access primarily for the car parking spaces that serve the dwellings that would front on to the northern section of the Ashton Hill Lane frontage. This would not be a principal point of access into or egress from the development, being set back from the main boundaries on the western edge of the site which front Williamson Lane and Ashton Hill Lane.
- 12.11 TfGM has commented that 2 metre wide footways should be provided throughout the development. In areas where a shared surface approach has been taken, 2 metre spaces either side of the central carriageway have been provided. Through amendments to the layout and the creation of desire lines into and through the site, as well as more usable open space along the Canal frontage, the revised scheme has become far more permeable for pedestrians and cyclists. The provision of a Sustainable Travel Plan to serve the development is required by one of the conditions attached to the outline planning permission.
- 12.12 Following the above assessment, it is considered that the proposals would not result in a detrimental impact on highway safety, subject to the imposition of appropriate conditions.

13. ECOLOGY AND TREES

- 13.1 The layout of the scheme has provided a buffer zone between the Canal (a designated Site of Biological Importance) and the development, which is in line with GMEU comments on the outline application. The amended scheme has increased the extent of this buffer and has introduced a species rich mix as opposed to the amenity mix originally proposed. Overall, the soft landscaping scheme is considered to be acceptable, with other matters covered by conditions attached to the outline planning permission.
- 13.2 The applicant has provided details of the biodiversity enhancements to be installed within the development. In addition to the planting of native species within the soft landscaping scheme, the measures include the installation of bat and bird boxes and hedgehog holes. The locations of these installations are shown on the plans submitted with the application. GMEU are supportive of the proposals and compliance with these details can be secured by condition. It remains that the relevant condition attached to the outline planning permission needs to be discharged.
- 13.3 The species mix of the trees to be planted as part of the structural soft landscaping across the development includes native species such as Silver Birch, Field Maple, Hornbeam and Rowan. Tree planting would be provided at regular intervals around the perimeter of the site, to enhance the areas of public open space within the scheme and to define key routes. The Borough Tree Officer has raised no objections to the amended scheme. A condition

requiring protection of the existing trees to be retained attached to the outline planning permission. Conditions relating to the implementation and management of the submitted landscaping scheme are attached to the recommendation.

- 13.4 Conditions relating to the protection of the biodiversity value of the Canal during the construction phase of the development, limiting the timing of vegetation removal and covering other ecological matters were attached to the outline planning permission.

14. FLOOD RISK / DRAINAGE

- 14.1 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. A condition was imposed on the outline planning permission requiring the submission and approval of a sustainable drainage strategy for the site was attached to the outline planning permission, to which neither the LLFA nor United Utilities objected. This condition is required to be discharged prior to the commencement of development. Whilst the applicant the submitted a drainage layout with this reserved matters application, the correct way of dealing with this matter is through the discharge of the relevant condition attached to the outline planning permission.

15. OTHER MATTERS

- 15.1 In relation to environmental health, conditions limiting the hours of works during the construction phase of the development and details of the refuse storage arrangements were attached to the outline planning permission and therefore do not need to be re-imposed at this reserved matters stage. The same applies in relation to the remediation of sources of ground contamination on the site.
- 15.2 The Canal and Rivers Trust (C&RT) expressed some concerns regarding the impact of car parking areas close to the Canal frontage in the original reserved matters submission. This issue is considered to have been comprehensively addressed in the revised proposals. A number of the other matters that C&RT raises are covered by conditions attached to the outline planning permission, including details of how the structural integrity of the Canal embankment is to be maintained, details of how the site is to be drained and the measures to be put in place to prevent the pollution of the watercourse during the construction phase of the development.
- 15.3 A Crime Impact Statement (CIS) has been submitted in support of the planning application. This highlights the advantages of an outward facing layout and states that dwellings will be laid out in a block and grid pattern, facing each other, overlooking the street and with 'back to back' rear gardens to aid security. Increased surveillance opportunities will also be provided by way of active frontages to the properties. The CIS details the nature of the security systems to be installed on the houses and to secure entry into the apartment buildings. Street lighting specification is also covered by the CIS and a condition imposed on the outline planning permission required details of the external lighting to be submitted and approved prior to installation.
- 15.4 The GMP Designing Out Crime Officer has reviewed the CIS and has raised no objections to the proposals, recommending that a condition requiring compliance with the submitted details be imposed on any approval. Such a condition is attached to the recommendation. It remains that the relevant condition on the outline planning permission still needs to be discharged.
- 15.5 Cadent Gas has identified operational gas apparatus within the application site boundary (in the area adjacent to the northern boundary of the site that is shown as being kept free of

development other than highway infrastructure). The applicant has been made aware of this situation and an informative outlining their responsibilities in this regard can be attached to any reserved matters approval.

- 15.6 In relation to the impact of residential development on the capacity of the highway network and other social infrastructure e.g. schools and doctors surgeries, it is important to note that the granting of outline planning permission established the principle of redeveloping the site for up to 350 dwellings. As the proposed development at this reserved matters stage does not exceed that number of units approved at the outline stage, the impact on the development in these areas cannot be revisited. Again, it is important to note that a substantial mitigation package was secured through the Section 106 Agreement attached to the outline planning permission.
- 15.7 A number of reports have been submitted with this reserved matters application which relate to the subject of conditions and obligations attached to the outline planning permission. Such reports include an Affordable Housing Statement, Residential Travel Plan (including details of an electric vehicle charging strategy), Enabling Works Statement, Construction Environment Management Plan and Invasive Species Survey. These reports are not being approved as part of this application as they need to be submitted as part of an application to discharge the relevant conditions/obligations attached to the outline planning permission.

16. CONCLUSION

- 16.1 The principle of a development of up to 350 dwellings on the site was established through the granting of outline planning permission. This matter cannot therefore be revisited as the number of dwellings proposed in this reserved matters application falls below the ceiling number established by the outline consent. The density of development has been increased in the amended scheme, with the quantum raising from 314 in the original submission to 338 in the current proposal. Whilst below the ceiling number set at the outline stage, the extent of the deficit in the revised scheme is considered not to be sufficient to significantly and demonstrably outweigh the benefits of the proposals.
- 16.2 The amended scheme is considered to have significantly improved the standards of design and place making when compared to the original submission. The introduction of additional apartment blocks has increased the scale of development on the Canal frontage. This amendment, along with the creation of a landscaped buffer free of vehicle access on the southern edge of the scheme has significantly improved the quality of the development that presents itself to the watercourse and public views beyond.
- 16.3 Improvements to pedestrian connectivity through the scheme, via the installation of the link from Ashton Hill Lane in the south western corner and clearer desire lines to the Canal frontage from within the development have resulted in a more permeable and less vehicular highway dominated proposal when compared to the original submission.
- 16.4 The concerns expressed by officers and local residents in relation to the 'rat running' of vehicular traffic through the original proposal were noted and have been improved in the revised scheme. It is acknowledged that there remains one relatively straight route through the site between the accesses in the south eastern corner and on the western boundary.
- 16.5 However, the central section of this route would have single lane passing points at either end with additional physical traffic calming measures installed within the intervening stretch of highway. It is also the case that car parking spaces serving a number of the dwellings are to be accessed immediately off both lanes of this road, with associated manoeuvring acting as a further deterrent to speeding, particularly during peak times.

- 16.6 Ultimately, given the width of the southern portion of the site, the location of the access points which were approved at the outline stage and the design requirement to create an outward facing scheme that appropriately addresses the Canal that runs parallel with the southern boundary, it is considered that an access route that spans the site from east-west is required. The option of severing the highway is considered not to be desirable from either a design or highway safety perspective, for the reasons explained in the main body of this report.
- 16.7 Overall, the scale, layout, appearance and structural landscaping of the amended proposals are considered to be acceptable and comply with the relevant national and local planning policies quoted above.

17. RECOMMENDATION

17.1 Grant planning permission, subject to the following conditions:-

1. The development hereby approved shall be carried out in accordance with the following approved plans:-

1:1250 Site location plan (Drawing no. BHM104 LP01)
Proposed site layout plan (Drawing no. BHM104 PL01 AD)
Proposed boundary treatment layout plan (Drawing no. BHM104 BT01 C)
Proposed adoptable highway plan (Drawing no. BHM104 AH01 A)
Proposed external materials plan (Drawing no. BHM104 ML01 F)
Proposed landscaping layout plan Sheet 01 of 02 (Drawing 101 Rev. C)
Proposed landscaping layout plan Sheet 02 of 02 (Drawing 102 Rev. C)
Crime Impact Assessment (Versions 1.1 dated August 2020)
APT 1 (A567) APT2 (A648) & APT3 (A720) floor plans and elevations
Gosford housetype (PA34) plans and elevations
Easedale housetype (PT36) plans and elevations
Focal Braxton housetype (NB31) plans and elevations
Braxton housetype (NB31) plans and elevations
Trusdale housetype (NT41) plans and elevations
Cotham housetype (ND40) plans and elevations
Wensum apartments (W) plans and elevations
Lydford housetype (PA42) plans and elevations
Layton Chapleton Granton Blenheim apartments plans and elevations
Cartwright (CW4B) housetype plans and elevations
Joiner (JO2B) housetype plans and elevations
Tailor (TA3B) housetype plans and elevations
Thespian (TH3B) housetype plans and elevations
Baxter (BX3B) housetype plans and elevations
Mason (MA3B) housetype plans and elevations
Sawyer (SY3B) housetype plans and elevations
Farrier (FR4B) housetype plans and elevations
Single garage plans and elevations (Taylor Wimpey)
Substation plans and elevations (Taylor Wimpey)
Single garage plans and elevations (Bellway)
Double garage plans and elevations (Bellway)
Substation plans and elevations (Bellway)

2. The car parking spaces to serve each dwelling as part of the development hereby approved shall be laid out as shown on the approved site plan (Drawing no. BHM104 PL01 AD) prior to the first occupation of that dwelling and shall be retained free from obstruction for their intended use thereafter. Driveways shall be constructed on a level

which prevents displacement of materials or surface water onto the highway and shall be retained as such thereafter.

3. The boundary treatments to be installed on each of the plots within the development hereby approved shall be installed in accordance with the details as shown on proposed boundary treatments layout plan (Drawing no. BHM104 BT01 C) prior to the occupation of that dwelling. The materials to be used in the construction of the boundary treatments shall accord with those approved on the discharge of condition 5 of outline planning permission ref. 18/00487/OUT and the acoustic fencing shall accord with the specification approved to discharge of condition 8 of this reserved matters approval. The development shall be retained as such thereafter.
4. Notwithstanding the details submitted with the planning application, no development above ground level shall commence until a scheme of soft landscaping to serve the development hereby approved has been submitted to and approved in writing by the Local Planning Authority. The details shall include the following:-
 - A scaled plan showing the location of all trees / hedges / shrubs to be planted.
 - Details of the species mix, the number of specimens to be planted, spacing between them and their height on planting (including trees to meet the definition of heavy stock as set out in BS 3936-1 to be planted on the northern boundary of the site).

The approved landscaping scheme shall be implemented and maintained in accordance with the requirements of condition 5 of this planning permission.

5. The approved scheme of soft landscaping scheme detailed on the approved soft landscaping plans shall be implemented in accordance with the approved details before the first occupation of any part of the development or in accordance with a programme agreed previously with the local planning authority. Any newly planted trees or plants forming part of the approved scheme which, within a period of 5 years from the completion of the planting, are removed, damaged, destroyed or die shall be replaced in the next appropriate planting season with others of similar size and species.
6. The biodiversity enhancement measures to serve the development hereby approved shall be installed in accordance with the details shown on the approved soft landscaping plans (including the specification of the installations and their location within the development), prior to the first occupation of any of the dwellings. The development shall be retained as such thereafter.
7. The development hereby approved shall be carried in accordance with the measures listed in the Security Strategy (Section 7) of the Crime Impact Statement v 1.1 (dated August 2020) submitted with the planning application and shall be retained as such thereafter.
8. Notwithstanding the details submitted with the planning application, no development above ground level shall commence until details of the landscaping of the public open space on the Canal frontage has been submitted to and approved by the Local Planning Authority. The details shall include:-
 - Scaled plans showing the width of the footway running along the southern edge of the development (as indicated on the approved site layout plan ref. BHM104 PL01 AD) and details of the materials to be used in the surfacing of this footway.
 - Details of any boundary treatments to be installed along the southern edge of this footway.

- Scaled section plans showing the relationship between the footway and the adjacent Canal embankment, showing north-south sections at regular intervals across the full width of the southern boundary of the site.
- Details of the exact location and the species to be planted along the full width of that edge of the development.
- Scaled section plans through the south western corner of the site, from the road level on Ashton Hill Lane, through to the ground level to the south of plot B56 (as labelled on the approved site layout plan), scaled plans showing the width of the footway running through this part of the site and details of the materials to be used in the surfacing of this footway.
- Details of how the gradients and land level changes are to be treated to maintain a highly accessible route.
- A phasing plan detailing the point in the building programme by which these works shall be completed.

The development shall be carried out in accordance with the approved details and phasing programme and shall be retained as such thereafter.

9. Prior to the occupation of any of the plots identified as requiring treatment to the elevations with noise mitigation measures (as identified in the approved Noise Impact Assessment), the following details shall be submitted to and approved in writing by the Local Planning Authority:-
- A scaled plan showing the exact location of the elevations to be treated with the particular noise mitigation measures.
 - A manufacturer's specification of the mitigation measures to be submitted and approved, including acoustic fence.

The approved mitigation measures shall be installed in each of the affected plots prior to the first occupation of that dwelling and shall be retained as such thereafter.

10. Notwithstanding the details shown on the approved plans, prior to the commencement of development above ground level, details of traffic calming measures to be installed within the development shall be submitted to and approved in writing by the Local Planning Authority. The details shall include:-
- Scaled plans showing the exact locations in which the traffic calming measures are to be installed.
 - Scaled section plans showing the dimensions of each of the traffic calming measures to be installed.
 - Details of the construction materials and finish of the traffic calming measures to be installed.

The traffic calming 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.

11. No development above ground level shall commence until a scheme relevant to highway construction has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include full details of:-
1. Phasing plan of highway works.
 2. Surface and drainage details of all carriageways and footways.
 3. Details of the works to the reinstatement of redundant vehicle access points as continuous footway to adoptable standards following the completion of the construction phase.

4. Details of the specification of the access road and footway connection proposed to extend the existing footway from Manchester Road, Ashton Hill Lane and Williamson Lane into the site at the respective access points (including the provision of tactile paving and dropped kerbs).
5. Approval in Principle (AIP) of the construction details of proposed retaining wall / culverted watercourses within the site.
6. Details of the areas of the highway network within the site to be constructed to adoptable standards and the specification of the construction of these areas.
7. Details of carriageway markings and signage.

No part of the approved development shall be occupied until the approved highways works have been constructed in accordance with the approved details or phasing plan and the development shall be retained as such thereafter.

12. Notwithstanding the details submitted with the planning application, no development above ground level shall commence until details of the materials to be used to surface all areas of hardstanding within 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 all areas of hardstanding within the development and a specification of the materials to be used. The details shall indicate that paving will be used to surface all car parking areas, private driveways and private roads (i.e. highways that is not to be adopted) within the development. The approved scheme of hard landscaping 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.