

Application Number	Date of Appln	Committee Date	Ward
113823/FO/2016	30th Aug 2016	9th Mar 2017	Northenden Ward

Proposal Conversion of former Tatton Arms public house to create 9 self-contained apartments following demolition of extensions; erection of 14 two and three storey dwellinghouses (4 semi-detached, 5 terraced and 5 detached); erection of a detached riverside café (Class A3) with associated access, parking and landscaping

Location Tatton Arms Hotel, Boat Lane, Northenden, Manchester, M22 4HR

Applicant Mr Awais Shahid , Britannia Group & Grasscroft Property, Britannia House, 160 - 164 Wellington Road, Manchester, M20 3FU

Agent Mr Jonathan Woodward, OMI Architects, 31 Blackfriars Road, Salford, M3 7AQ

This application has been referred for determination by Planning and Highways Committee from Wythenshawe Area Committee on the 23rd February 2017, as the application is of more than local importance.

The application was deferred from the meeting of Wythenshawe Area Committee on the 26th January 2017 for a site visit, which took place on the afternoon of the 23rd February 2017, prior to consideration by the Committee in the evening.

The recommendation of Wythenshawe Area Committee was Minded to Refuse on the ground that the proposals were not appropriate for this particular location in the Greenbelt and would constitute an overdevelopment. The Members questioned whether the quantum of development proposed was necessary to deliver a scheme for the Tatton Arms. The Committee also expressed concern that the Café proposed as a community asset would be a commercial enterprise instead, generating increased traffic and exacerbate parking problems.

Description



The application site measures 0.66 hectares and contains the former Tatton Arms public house building, which closed at the end of 2007 and has remained vacant since.

The site is located adjacent to and is located within the River Mersey on Boat Lane, where Mill Lane turns within Northenden Conservation Area, the Green Belt, Flood Zone 2 and the safeguarding zone for HS2 Phase 2B.

To the north lies the River Mersey, the bridge for access over the Mersey is directly in front of the application premises. The Transpennine Trail runs along the Northenden side of the River Mersey, at the northern most point of the application site the Transpennine Trail is diverted away from the site along Boat Lane and Ford Lane.

To the east lies the Riverside Caravan Park and the M60 flyover.

Immediately to the south there is a recent coach house conversion, beyond that lies Ollerton Close, which is an early 90's housing development, beyond that lie larger detached houses on Ford Lane.

To the west lies historic two storey terraced housing, Riverside Park and the new housing development on the former Camperlands site, beyond which lies Northenden District Centre, which runs along Palatine Road.

The immediate area is predominately residential in character, with the Mersey Valley and the Riverside Park attracting leisure visitors.



The applicants are seeking planning permission for the conversion of the former Tatton Arms public house to create 9 self-contained apartments following demolition of extensions to the building. There would be two one bed units, 6 two bed units and one three bed unit.

14 two and three storey dwelling houses would be erected consisting:

- 4 two storey two bedroom semi detached houses to the rear of the existing building (2 units fronting Boat Lane, 2 units located back to back with the units fronting Boat Lane).
- 5 three storey four bed terraced houses to the south east of the existing building, the footprint of which would sit entirely behind the footprint of the existing building.
- 5 three storey four bed detached houses further to the east of the existing building.

The scheme proposed would provide 23 residential units in total.

The detached riverside café (A3) proposed would provide 67.5m² of internal floor space, including seating area, w/c, bin store and store. Externally the plans show a toddlers play area with play equipment and a canopy over external seating area. The application form states that the café will employ 1 full time and 2 part time employees. The opening times for the café were not stated on the application forms, however, further correspondence from the applicant has clarified that they would be looking for hours between 8am and 6pm, seven days a week.

Consultations

Objections have been received from 11 addresses for the following reasons:

- The developer purchased this land many years ago and has left it to go derelict. The developer is not content with just redeveloping the building and the land close by that wouldn't affect the Green belt land. He wants to go for maximum profit and erect houses on Green Belt land, overdeveloping the site, setting a precedent for further development down the riverside.
- Loss of trees and impact on habitat, leading to declining wildlife. The development should be reduced so as not to impact on what little woodland and wildlife there is left in Northenden.
- The houses on the Green Belt land will be closer to four storeys once raised for flood defence and will detract from the importance of the Tatton, especially as seen from the river, to the detriment of the character of the Conservation Area. They would provide overlooking to residents of Riverside Caravan Park.
- Trees to be lost protect properties on Ford Lane from noise and air pollution coming from the nearby M60.
- Parking is a problem already
- Don't need another café in Northenden, might attract teenagers.
- The two houses to be built fronting Boat Lane will require the demolition of original buildings, these poorly designed houses would block views of the exterior of the pub which has great architectural significance and the side of the boat house and would greatly reduce the link between the existing buildings, which would be inappropriate in the Conservation Area.
- Will this development exacerbate flooding issues?
- The site does not provide affordable housing

- The development involves the re-routing and formalising of a well used right of way. The proposed café on the site is to be fenced and gated. When the gate is locked access to the right of way will be blocked.
- The Transpennine Trail could not be rerouted as stated in the application as it would rely on crossing land in private ownership, the caravan park.
- The café would block views from property on Mill Lane. A more temporary structure should be considered so it can be taken down if the business fails.
- No play space for children within the residential development.
- Unacceptable pressure on already stretched nursery and school places
- Would there be access for firefighting?
- Has refuse design been considered?
- The design pays no heed to the surrounding architectural vernacular and the juxtaposition to the Tatton Arms, Boathouse and the existing Boat Lane terrace is jarring.
- Should ensure that the building is to be retained and not just the façade.

149 expressions of support have been received from local residents for the following reasons:

- Redevelopment of the derelict neglected vandalised eyesore that is the Tatton Arms, a historic building that could soon have to be demolished.
- Sensitive development of inaccessible Green Belt land, aiding the regeneration of Northenden in keeping with other areas in south Manchester (Didsbury, Chorlton). There is a lot of greenery on the riverbank, this is an exceptional circumstance.
- The proposed development will not affect the openness of the river setting either across the Mersey or on the other side of the M60 towards Didsbury. The site is part of Northenden village not the general countryside. The M60 defines the settlement edge of this part of Northenden.
- Provide new quality housing which Manchester needs
- Look forward to the riverside café and the improved riverside walkway (for pram and wheelchair users), which will support the leisure use of the riverside and create a place for families to enjoy.
- Support subject to the inclusion of parking spaces and bin stores for the Boathouse residents, as per the plans.
- There is overwhelming support for the application from Northenden Neighbourhood Forum, Northenden Civic Society and an overwhelming number of residents.
- The development brings forward long awaited regeneration that Northenden has been waiting for. It would improve access to the beautiful river walks and improve facilities for families and the whole community.
- The area appears to be scruffy run down and has been neglected for many years. The Council need to encourage development in the area.
- Disappointed to hear that Manchester may refuse planning permission, please re-evaluate your recommendation.
- Disappointed to hear a restriction on the number of homes that can be built on the site to 9 rather than the 14 proposed, undermining the financial viability of the scheme.

- Yes, this is in the Green Belt and the Conservation Area, but the Government is supposed to be opening the Green Belt areas to meet housing demand.
- The two neighbouring golf courses guarantee the nature of the Green Belt here.
- There can be exceptions to Green Belt policy. There are 'very special circumstances.'
- Concerns expressed by the Arboricultural Officer, Greater Manchester Ecological Unit and Environment Agency could be overcome with appropriate conditioning to ensure that the development does not have a negative impact on the local environment.
- People of Northenden love the beautiful old building that is the Tatton Arms and the building is now an eyesore that causes harm to Northenden Village and is contrary to Conservation policies. The building does not make the area feel spacious and is not well landscaped. Manchester City Council have not addressed this issue. What will happen to the building if this development does not happen? The ideas put forward would save the building, which has been subject to vandalism, anti social behaviour and has been set on fire at least once. It is only a matter of time before the building is completely destroyed similar to events at Wythenshawe Hall.
- This development is a high quality residential scheme of an appropriate scale, outline, design and material, by a highly regarded architect, to comply with current building regulations. The developer redeveloped the neighbouring boat house to a high standard and have done a fantastic job in maintaining the veneer of the old style building.
- Careful consideration has gone into which trees will be cut down and replaced.
- The development will attract new people to Northenden. The development will have a ripple effect on the economic structure of the ward, benefitting the wider community.
- The riverside café, path and disabled access to the footbridge would be a success and the play area would be well used by young families and grandparents. The development would create a greater feeling and better use of space and create a more landscaped appearance.
- Approve the current proposal in its entirety whilst taking on board any concerns from local residents with regards to the practical effect of the building process, including construction management and the development of surrounding roads to support the new development.

125 of the expressions of support took the form of a freepost standard postcard of support with four boxes to tick relating to four reasons for support, which were

- Conserve an important local heritage asset
- Provide much needed local family housing
- Regenerate a derelict site and enhance the local area
- Provide a riverside café,

Some postcards included additional comments which have been included above

Comments neither supporting nor objecting to the development were received from two residents. Their comments are included above.

Comments from one resident were sent to Members of Wythenshawe Area Committee and have been shared with the local planning authority. Material comments are included above.

Northenden Civic Society – The Civic Society have no objections to the proposal but wish to make the following observations:

- (1) Is the proposal is keeping with the Conservation Area?
- (2) Is the public right of way to be maintained?
- (3) Had the impact of the developer traffic been considered, with particular reference to the children's park, one way system and limited pavement area?
- (4) Implications for school places
- (5) Impact on the existing sewage system, flora and fauna
- (6) Will the façade of the whole building of the Tatton be preserved?
- (7) Will the building of the houses in the first stage be detrimental to the possible fragile state of the existing building and can the development progress in tandem?
- (8) In respect of the café, can there be adequate vandal proof measures and also suitable screening arrangement for the residents.
- (9) Is there any possibility of Section 106 funding for the area?

Northenden Neighbourhood Forum - After consultation with our members - and discussions with representatives from the developers, who confirmed that there would be Woodland Management of the site through Service Charges to residents of the site, a legal public right of way being provided to the bridge with DDA compliant access, that the Tatton building itself would retained and restored, noting the importance to the community of the highly visual timbered facade and that the cafe would be landscaped to ensure visual amenity to local residents. The Forum voted at its general meeting to support the development including the cafe and under 5 play area but would request that conditions be placed on the developers that they could not sell the additional new buildings until the Tatton building had been restored and completed.

Highway Services -

CONTEXT - The site is accessed via Mill Lane which turns into Boat Lane as it continues south. Mill Lane and Boat Lane are both currently subject to a 30mph speed limit and one way order in a south bound direction. Existing parking restrictions, in the form of double yellow lines, are located on the western side of the carriageway opposite the proposed site access.

On the eastern (site side) of the carriageway at the existing site access white carriageway hatching is provided to narrow the effective carriageway to 4.5m. Traffic calming is also provided along this route in the form of speed humps.

Whilst the carriageway has been narrowed to 4.5m with white hatching at the existing access to the development site this still remains the widest section of carriageway on Mill Lane and Boat Lane. Further west on Mill Lane the carriageway narrows to circa

4.5m. To the south Boat Lane reduces in width to 4.0m close to its junction with Ford Lane.

Outside of the areas where parking is restricted through the use of yellow lines there is evidence of some on-street parking taking place. Whilst the carriageways of Mill Lane and Boat Lane do narrow to less than 5.0m the routes benefit from being restricted to one-way working

At present, directly adjacent to the site, a footway is only provided on the western side of Mill Lane / Boat Lane.

ON-SITE PARKING - A total of 32 on-site parking spaces are to be provided at the site. It appears that each of the 10.no x 4 bedroom houses are to be provided with two parking spaces, with all other dwellings provided with a single parking space. It is recommended that all parking spaces are demarcated.

All parking spaces that front onto Mill Lane / Boat Lane will require dropped kerbs, to be included as part of a S278 / S38 agreement.

BOUNDARY TREATMENT - It is recommended that all property frontages maintain permeability throughout to a height of 600mm to ensure that child pedestrians are visible when vehicles exit property driveways.

ADOPTION / NEW HIGHWAY LAYOUT - A new pedestrian footway is to be provided on the eastern side of the Mill Lane / Boat Lane. The applicant confirms that the footway is to be adopted by Manchester City Council (MCC).

The new access road and internal layout will remain private.
The applicant has confirmed via a swept path analysis that an 11.0m refuse vehicle can successfully access and egress the site in forward gear.

NEW PEDESTRIAN RAMP / CAFÉ - A new DDA compliant pedestrian ramp is to be provided on Mill Lane to formalise access across the River Mersey. It is intended that the new access ramp will become a designated right of way. This will be progressed through a Section 278 agreement.

PUBLIC TRANSPORT - The proposed site is situated close to public transport links via bus services on Palatine Road.

CONSTRUCTION - It is recommended that a Construction Traffic Management Plan be provided by the developer prior to construction works beginning. The document should consider construction vehicle permitted routes, traffic estimates, frequency, working hours and off street contractor parking. It is recommended that the above will be agreed with Manchester City Council prior to any construction works starting and it is recommended that this is included as a condition as part of any planning approval.

Environmental Health - recommend that conditions are attached to any approval relating to Deliveries to commercial premises; Fumes; Construction Management Plan; Premises opening hours to be agreed for the café; Acoustic insulation for the

café; Hours to be agreed for the external seating area associated with the café (with no amplified sound or any music at any time); Acoustic insulation of the residential accommodation to mitigate against noise from the M60; Externally mounted ancillary plant, equipment and servicing to be acoustically treated. Refuse strategy to be agreed; Contaminated Land and Air Quality.

Neighbourhood Team Leader (Arboriculture) - Initially this proposal did look controversial from an arboricultural perspective due to the extent of tree removals, however the site conditions and the tree quality where accessible were not considered worthy of retention. There are no objections to the proposals for this site from an arboricultural perspective subject to the arboricultural consultant being embedded into the permission to ensure the method statement is adhered to and the trees for retention are adequately protected.

MCC Flood Risk Management – recommend that conditions are attached to any approval relating to surface water drainage works and the maintenance and management of the drainage scheme.

South Neighbourhood Team - Any comments received will be reported to Committee.

Greater Manchester Police - The applicant has included a crime impact statement (CIS) as part of their submission. Appropriate boundary treatments should be incorporated around the houses, as recommended in Sections 3.3 and 4.6 of the CIS report. The construction should be in accordance with the physical security requirements stated in Section 4 of the CIS report. In other respects the proposals appear acceptable in relation to security.

Environment Agency – The Environment Agency have discussed the proposal in detail with their asset maintenance team. In terms of the proximity to the river / defences they would be able to withdraw their objection subject to some minor changes and confirmation of the following:-

1. Confirmation that the path from the road between the café and car park would be a minimum 3m width.
2. The new steps shown next to the footbridge are changed to a ramp.
3. The 1.5m railings be moved to the edge of the car park area rather than along the path edge.
4. There are concerns regarding the proposed level raising against the flood wall and how this will be achieved without affecting the defence. Detailed proposals will be required that show the structural integrity will be maintained and that any drainage arrangements on the landward side are not affected. An initial cross section to show the relative existing and proposed levels would be useful but full design details would also be required as part of an application for a flood risk activity permit. The Environment Agency would recommend a planning condition in relation to this.

Points 1, 2 and 3 are related to retaining options to get occasional vehicle access alongside the flood defence. This would also be to access flood warning telemetry equipment in the vicinity of the return in the flood wall at the end of the path.

With regard to observations on flood risk the Environment Agency maintain their views on residual risks to the lower levels of the Tatton Arms building. However, they do not not maintain an objection on this point.

Greater Manchester Ecology Unit – Had concerns about the loss of woodland and associated habitat for wildlife. They recommended that the developer be asked to reduce the footprint of the development in order to retain the wooded part of the site or that they improve ecological mitigation through conditions and informatives relating to: Bats, Otters, Nesting Birds, Invasive species, off site planting, the protection of mature trees along the river and landscaping to include planting of species beneficial and appropriate to a riverine setting and the Water Framework Directive.

High Speed Two (HS2) Limited – Recommend the imposition of three conditions to ensure the proposed development does not impede the delivery of High Speed 2.

United Utilities - Have no objections to the scheme subject to the imposition of conditions relating to Foul Water and Surface Water. The connection to the Foul Water system is controlled by United Utilities. Surface Water is considered by the Flood Risk Management Team as above.

Advertisement

The proposal, by virtue of the number of residential units proposed, has been classified as a small scale major development, it affects a Conservation Area and constitutes a departure from the local plan. As such, the proposal has been advertised in the local press and site notices displayed at the site.

Issues

Legislative Requirements

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that, when considering development within a conservation area, "special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area"

Policies

The National Planning Policy Framework (NPPF) – The NPPF was published on the 27th March 2012 and replaces and revokes a number of Planning Policy Guidance (PPGs) and Planning Policy Statements (PPSs) previously produced by Central Government. The NPPF constitutes guidance for local planning authorities and decision-makers both in drawing up plans and as a material consideration in determining planning applications. It does not change the statutory status of the development plan, i.e. the Core Strategy, as the starting point for decision making and it states further that development that accords with an up-to-date local plan, such as the Core Strategy, should be approved unless other material considerations indicate otherwise.

The NPPF states that the planning system must contribute to the achievement of sustainable development and that there are three dimensions to this: economic, social and environmental. It has introduced a set of 12 Core Principle that should underpin both plan-making and decision-taking, these 12 principles are that planning should:

- be genuinely plan-led, empowering local people to shape their surroundings, with succinct local and neighbourhood plans setting out a positive vision for the future of the area. Plans should be kept up to date, and be based on joint working and cooperation to address larger than local issues. They should provide a practical framework within which decisions on planning applications can be made with a high degree of predictability and efficiency;
- not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;
- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;
- always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
- take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
- support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);
- contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value, where consistent with other policies in this Framework;
- encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
- promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production);

- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;
- actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable; and
- take account of and support local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role (paragraphs 6 & 7).

Section 9 – Protecting Green Belt Land

Paragraph 79 of the Framework states that the government attaches great importance to Green Belts. The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence.

Paragraph 80 states that Green Belt serves five purposes:

- to check the unrestricted sprawl of large built-up areas;
- to prevent neighbouring towns merging into one another;
- to assist in safeguarding the countryside from encroachment;
- to preserve the setting and special character of historic towns; and
- to assist in urban regeneration, by encouraging the recycling of derelict and other urban land.

Paragraph 81 states that once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land.

Paragraph 87 states that as with previous Green Belt policy, inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

Paragraph 88 states that when considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

Paragraph 89 states that a local planning authority should regard the construction of new buildings as inappropriate in Green Belt. Exceptions to this are:

- buildings for agriculture and forestry;
- provision of appropriate facilities for outdoor sport, outdoor recreation and for cemeteries, as long as it preserves the openness of the Green Belt and does not conflict with the purposes of including land within it;
- the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;
- the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;
- limited infilling in villages, and limited affordable housing for local community needs under policies set out in the Local Plan; or
- limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt and the purpose of including land within it than the existing development.

Paragraph 90 states that certain other forms of development are also not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. These are:

- mineral extraction;
- engineering operations;
- local transport infrastructure which can demonstrate a requirement for a Green Belt location;
- the re-use of buildings provided that the buildings are of permanent and substantial construction; and
- development brought forward under a Community Right to Build Order.

The above is particularly relevant to this application and is discussed in detail below.

Section 12 – Conserving and enhancing the historic environment

Paragraph 126 of the Framework stipulates that local planning authorities should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance.

Paragraph 128, requires developers to identify any heritage assets which may be impacted by a proposed development and describe its significance, including any contribution to that significance that may be made by the asset's setting. The level of detail should be proportionate to asset's significance and should allow the planning authority to understand potential impacts to that significance.

Paragraph 129 states Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage

asset, to avoid or minimise conflict between the heritage assets conservation and any aspect of the proposal.

Paragraph 131 states that in determining planning applications, local planning authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 further advises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and, the more important the asset, the greater the weight should be.

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including securing its optimum viable use

Core Strategy Development Plan Document – The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. Relevant policies in the Core Strategy are detailed below:

Spatial Objective S03,- *Housing* - The aim is to provide for a significant increase in high quality housing provision at sustainable locations throughout the city to address demographic needs and to support economic growth. The emphasis is on providing a good range of high quality housing in terms of size, type, tenure, accessibility, and price to create sustainable life-time neighbourhoods with high quality environments, good local facilities and with easy access to employment opportunities.

Policy H1,- *Housing* - Proposals for new residential development should contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing population. The design and density of a scheme should contribute to the character of the local area and should include usable amenity space and be designed to give privacy to both residents and neighbours.

Policy H 7, - *Housing policy for Wythenshawe* - It is expected that around 3% of new residential development over the lifetime of the Core Strategy will be constructed in this area. New high quality, high density, development will be encouraged within the district centres of Northenden, Baguley and Wythenshawe and on small infill sites where it contributes to the stock of affordable housing and where it complements Wythenshawe's garden city character. There is also the potential for additional family housing for sale.

Policy H8, - *Affordable Housing* - states affordable housing contributions will be considered of 0.3 hectares and 15 units or more.

Policy EN4, - *Reducing CO₂ Emissions by Enabling Low and Zero Carbon Development*

Policy EN 6, - *Target Framework for CO₂ reductions from low or zero carbon energy supplies*

Policy EN9, - *Green Infrastructure* – states that new development will be expected to maintain existing green infrastructure in terms of its quantity, quality and multiple function. Where the opportunity arises and in accordance with current Green Infrastructure Strategies the Council will encourage developers to enhance the quality and quantity of green infrastructure, improve the performance of its functions and create and improve linkages to and between areas of green infrastructure. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how this loss will be mitigated in terms of quantity, quality, function and future management

Policy SP1, *Spatial Principles* – This states that the key spatial principles which will guide the strategic development of Manchester to 2027 are:

- The Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity, alongside high quality city living.
- The growth of Manchester Airport will act as a catalyst for the regional economy, and will also provide the impetus for a second hub of economic activity in this part of the City.
- Beyond these areas, the emphasis is on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment. The majority of new residential development in these neighbourhoods will be in the Inner Areas, defined by the North Manchester, East Manchester and Central Manchester Regeneration Areas.
- The City is covered by regeneration areas including the City Centre. All development should have regard to the character, issues and strategy for each regeneration area as described in the North, East, Central and South Manchester and Wythenshawe Strategic Regeneration Frameworks and the Manchester City Centre Strategic Plan.
- The City's network of open spaces will provide all residents with good access to recreation opportunities. The River Valleys (the Irk, Medlock and Mersey)

and City Parks are particularly important, and access to these resources will be improved.

- New development will maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport. The extension to the Metrolink network through the Oldham and Ashton lines will create key corridors for new development.

Core Development Principles, Development in all parts of the City should:-

- Make a positive contribution to neighbourhoods of choice including:-
 - i) Creating well designed places that enhance or create character.
 - ii) Making a positive contribution to the health, safety and wellbeing of residents
 - iii) Considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income.
 - iv) Protect and enhance the built and natural environment.
- Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible.
- Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

Policy DM1, *Development Management* – This policy states that all development should have regard to the following specific issues (of relevance to this application) for which more detailed guidance may be given within a supplementary planning document:-

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques as follows (In terms of energy targets this policy should be read alongside policy EN6 and the higher target will apply):-

Policy EN1, *Design Principles and Strategic Character Areas* – This policy states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located.

Mersey Valley Character Area

This is a wide, flat valley with heavily managed open space and tree cover largely found on the valley perimeter where there are localised significant changes in level. The Mersey Valley acts as an important visual break between the South Area and Wythenshawe Environs.

Extensive long range views exist from the valley sides and the major road network which bisects and runs along the valley.

Developers will need to ensure that any development within or to the periphery of the valley maintains the sense of openness and accessibility.

Policy EN 3, *Heritage* – This policy states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. It states further that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including listed buildings.

Policy EN13 – *Green Belt* – This policy states that the extent of Green Belt in Manchester will be amended in the vicinity of Manchester Airport, in accordance with policy MA1. Otherwise, there are no amendments to the Green Belt boundary to be effected through the Core Strategy. This does not preclude further consideration of sites currently within the Green Belt through subsequent Development Plan Documents.

Policy EN14, *Flood Risk* - Development should be directed away from sites at the greatest risk of flooding. A Flood Risk Assessment is required for all development proposals on sites greater than 0.5 ha. New development should minimise surface water run-off.

Policy EN15, *Biodiversity and Geological Conservation*, states that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on site or adjacent to the site contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

EN19, *Waste* - states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

Policy T1, *Sustainable Transport* – Outlines the Council's desire to deliver a sustainable, high quality, integrated transport system encouraging a modal shift away from car travel to public transport, cycling and walking, support the needs of residents and businesses and prepare for carbon free modes of transport. It states that the Council supports proposals that would improve choice by developing

alternatives to the car; promote regeneration and economic vitality by relieving traffic congestion and improve access to jobs and services; improve pedestrian routes and pedestrian environment; and facilitate modes of transport that reduce carbon emissions, including the incorporation of charging points for electric vehicles.

Policy T 2, *Accessible areas of opportunity and need* – This policy states that the Council will actively manage the pattern of development to ensure that new development: -

- Is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections
- Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites including in this instance:-
 - iv) Maintaining strong links between residential areas in the South and the Regional Centre and improving connectivity with the Airport.
 - v) Ensuring good links between Wythenshawe residents and the Airport and further employment opportunities in Stockport, Trafford and the Regional Centre.
- Includes proportionate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

Saved UDP Policy DC7.1, - *New Housing Development* - This policy seeks to ensure that new housing developments are accessible at ground floor level and that development with family homes include safe areas in which children can play.

Saved UDP Policy DC18.1, - *Conservation Areas* - seeks to preserve and enhance the character of its designated conservation areas.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)

This document provides guidance to help develop and enhance Manchester. The following chapters are relevant to this application.

- Chapter 2 'Design' – outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;
- Chapter 6 'Parking Guidelines' – provides guidance on how to prioritise pedestrians, disabled people, and cyclists above the needs of the car. In particular, it provides detail of matters which must be taken into consideration in designing the location and design of parking facilities;

- Chapter 8 ‘Community Safety and Crime Prevention’ – The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;
- Chapter 11 ‘The City’s Character Areas’ – the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place. Reference will be made to what is required from development proposals to ensure they contribute and enhance the character and quality of District Centres and the image and sense of place.

The City Council recently endorsed its residential quality guidance. This sets out clear guidance about the quality of development and what is expected from new housing schemes.

Wythenshawe Strategic Regeneration Framework

This document provides the most up-to-date guidance for the Wythenshawe Area:

Policy SL5 ‘Develop best practice in the function and design of local centres’

Wythenshawe has suffered in the past from poorly designed investments, with a result that some centres and open space appear dilapidated and neglected. It is important that high quality design and streetscape are an integral part of efforts to revitalise neighbourhood centres.

Part 4 section (20) ‘*Neighbourhood Character*’ – seeks to promote community pride through the development of high quality public space and landmarks of distinction and incorporate good design into every aspect of development in Wythenshawe.

Policy NC2.2 ‘Create positive and distinctive landmarks’ state that landmarks that exist should be preserved and their setting enhanced. New landmark buildings should be celebrated to create memorable places and improve the ‘mind map’ of Wythenshawe.

Northenden Village Local Plan (2011)

The Northenden Village Local Plan is a non-statutory document that provides Northenden with a 10-15 year strategy to guide future interventions in the area. In particular, the Local Plan seeks to address economic and physical challenges and will inform new developments in order to establish Northenden as a successful and distinctive centre and creating a neighbourhood of choice and increasing housing choice.

Objective 3: ‘Making greater use of Northenden’s physical assets and attributes’. This objective seeks to capitalise on Northenden’s available resources such as the waterfront, heritage and conservation assets and surrounding features such as the golf courses and Wythenshawe Park for the benefit of local people and to attract visitors to the village. There are also specific sites within the Local Plan area which could be further exploited over and above their current use.

Tatton Arms is identified as Project 2. The building is acknowledged as one of the Village's greatest assets.

The project is set out as an exploration of the potential to create a pedestrian link along the frontage of the site allowing for extension of the Transpennine Trail along the waterfront.

The plan states that there should be ongoing monitoring of the condition of the site and building, taking appropriate enforcement action if necessary. The ultimate aim being to bring the landmark building back into a positive use.

Northenden Conservation Area Document

Northenden and its buildings today,

“The Tatton Arms Hotel, at the lower end of Boat Lane on the banks of the River Mersey, is a fine example of Edwardian public house architecture on a grand scale. There are interesting brick details and half-timbered gables on this hostelry, which makes a significant visual as well as social contribution to the conservation area.”

Control of development,

“Development control in the Northenden Conservation Area is aimed at ensuring that development proposals pay attention to its special architectural, historical and visual qualities.

Where the replacement, extension or refurbishment of buildings is contemplated, property owners and developers should be aware of local characteristics which make existing buildings interesting, and ensure that proposals are designed to respect and relate to them. Building heights vary moderately within the area, and heights of proposed developments should be kept within those limits and not greatly exceed the height of their immediate surroundings.”

“A high proportion of the Northenden Conservation Area is used for housing, and this would generally be an appropriate form of new development. Social and community uses, however, are also well represented, there being several public houses, a club and a community centre, in addition to the church and shops already referred to. Uses such as these, which contribute to the life of the village, would be appropriate in suitable locations within the conservation area.”

Trees,

“The gardens of the houses, and other land surrounding the village, contain a number of trees, and these make a significant contribution to the enjoyment of the Conservation Area.

Designers of development proposals should take care to ensure that existing attractive, mature trees are retained.”

Issues

Principle

The National Planning Policy Framework states that a Local Planning Authority should regard the construction of new buildings as inappropriate in Green Belt unless it meets a specific exception. As the proposal as set out below does not meet any of the exceptions listed in the NPPF then the principle of the extent of the proposed new build within designated Green Belt land is not acceptable in principal.

Green Belt

Green Belt is an area of open land around a built up area where any proposals for new building have to satisfy certain requirements to prevent urban sprawl. Within Manchester the Mersey Valley, the airport and surrounding land, Clayton Vale and Heaton Park are designated as Green Belt areas. Green Belt land is designated for protection in the development plan, in accordance with Government guidance and is not equivalent to the more general term 'greenfield'. The Manchester Green Belt have been assessed in 2016 as part of the Greater Manchester Strategic Framework consultation, no alterations to boundaries have been proposed in this location.

Under the exceptions to inappropriate development in the Green Belt set out by the NPPF, limited infilling or the partial or complete redevelopment of previously developed sites (brownfield land), whether redundant or in continuing use is permissible.

Following the above premise, there may be some opportunity for limited development on the footprint of extensions to the Tatton Arms building to be demolished and land formerly used in association with the public house.

The overall scheme including the five detached houses on previously undeveloped land does not meet any of the exceptions that are set out in the NPPF. The development is therefore contrary to Green Belt policy and policies set out in the development plan.

It is firmly believed the layout, design, scale and appearance of the scheme proposed would cause harm to the open character of the Green Belt in this sensitive location.

Policy EN1, states that in the Mersey Valley character area developers will need to ensure that any development within or to the periphery of the valley maintains the sense of openness and accessibility.

The parcel of land to the east of the application site, which would accommodate the five detached dwellings proposed is inaccessible private land. Views into this piece of land are largely obscured by virtue of the mature trees to the northern boundary of the site.

Trees to the northern boundary would be removed to accommodate development, providing views into the site from the riverside. There would be clear views of the new build development proposed, impacting upon the sense of openness of the Mersey Valley and the Green Belt. Whilst replacement planting would in time reinstate the visual barrier and screen the proposed building to some extent, the buildings proposed and their setting (which do not constitute natural features) would

have a significant impact on the openness of the Mersey Valley and the this area of Green Belt land.

The developer does not disagree that the development is inappropriate development in the Green Belt, stating however, that the only way to enable the retention and refurbishment of the Tatton Arms is to incorporate additional houses in the wider site, the return from which will offset the losses incurred restoring the Tatton Arms.

They state that this proves the basis for “very special circumstances” needed to justify inappropriate development in the Green Belt.

Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations (paragraph 88 of the NPPF).

The argument from the applicant is that very special circumstances relates to having a viable scheme that can ensure the retention of the Tatton Arms.

In this regard, the applicant has submitted information to demonstrate the retention of the Tatton Arms is only viable with the extent of new build as is shown. It is considered that the extent of new build proposed is inappropriate and contrary to NPPF guidance and that the submitted viability statement does not justify harm to the Green Belt.

To support the application, the applicant has provided a pictorial history of development on site and a description of land use across the site questioning whether or not all of the land within the site edged red could be classified as “previously developed sites (brownfield land), whether redundant or in continuing use.”

They also note that NPPF Paragraph 81 states, “*that once Green Belts have been defined, local planning authorities should plan positively to enhance the beneficial use of the Green Belt, such as looking for opportunities to provide access; to provide opportunities for outdoor sport and recreation; to retain and enhance landscapes, visual amenity and biodiversity; or to improve damaged and derelict land*”.

They stated that the development would:

- Enable access to previously inaccessible land
- Enable wild play for children in the renovated and repaired woodland
- Retain and enhance the principal landscape features as well as properly manage and look after the woodland for future generations
- Dramatically improve the visual amenity
- Encourage a range of ecological measures to support flora and fauna
- Dramatically improve damaged and derelict land.

The site is predominately Greenfield land that has not been previously developed, therefore the exception case is only relevant to the aspects of development on the footprint of previously developed land i.e. the former Tatton Arms building and land immediately to the rear of the former Tatton Arms which has accommodated

extensions and outbuildings. For reasons already stated this development is inappropriate and very special circumstances have not been demonstrated to outweigh the protection afforded to such an area.

Conservation Area Impact

Legislation requires that 'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of the area.'

This particular part of the Northenden Conservation Area constitutes a large building within the setting of large grounds that demarks the edge of the Northenden conurbation, adjacent to the Mersey Valley.

The scheme in its entirety would see the introduction of built form near to the northern, southern, east and west boundaries, covering the site with development where there was open space, altering the sites historic context.

The overall scheme is unacceptable as it would cause harm to the spacious landscaped character of this particular part of Northenden Conservation Area. The land to the east of the application site forms a particular function in establishing a landscaped setting, for the none designated heritage asset that is the Tatton Arms. The scheme would therefore make a negative contribution to local character and distinctiveness. The development proposal would lead to substantial harm to the significance of a designated heritage asset, the Northenden Conservation Area.

Apartment conversion

With regards to the Tatton Arms building itself, the retention of the existing landmark building which is a non designated heritage asset in a prominent location in the Northenden Conservation Area would be welcomed. The demolition of the unsympathetic early 20th century additions to the building is also acceptable in principle. There is very little in the way of historic fabric remaining internally, although the agent has stated in the design and access statement that any interior features that remain will be refurbished and retained wherever possible.

The proposals would see the conversion of the existing building to 9 units of residential accommodation. This would comprise:
6No. 2 Bed Duplexes measuring 57.6m², 60m², 65m², 75.5m², 79.5m², 80m².
1No. 1 Bed Duplex measuring 36.8m².
1 No. 1 Bed Apartment measuring 42.8m².
1No. 3 Bed Duplex measuring 93.4m².

Most of the units would fall short of the Councils' Residential Quality Guidance (2016). However, in this instance the retention of the building carries a significant amount of weight as a material planning consideration and on this basis the size of the units are considered acceptable in these specific circumstances.

The applicant has set out that they will utilise sensitive methods of intervention to undertake a conversion, reintroducing lost features where possible. The conversion would have the potential to improve the external appearance of the currently

dilapidated building and enhance the character of Northenden Conservation Area, subject to appropriate soft and hard landscaping and boundary treatments.

New build development

As noted, the new build is considered to constitute inappropriate development in the Green Belt as the NPPF tests for exception have not been met and the scheme would cause harm to the openness of the Green Belt. The new build would also cause harm to the spacious landscaped character of this particular part of Northenden Conservation Area within the Mersey Valley.

The siting of five detached three storey dwellinghouses on previously undeveloped woodland that provides a setting for the Tatton Arms within the Northenden Conservation Area and protects the openness of the Mersey Valley also constitutes inappropriate development in the Green Belt terms, without very special circumstances.

One of the dwellings proposed sits forward of the Tatton Arms building line, one sits in line, taking focus away from the Tatton Arms as the most important building in this location to the riverside frontage. It is considered that the dominant building in this part of the Conservation Area should be the Tatton Arms building.

The agent states in the design and access statement that the design approach for the 5 detached 3 storey dwelling houses is significantly influenced by the woodland setting and the site's boating heritage.

Upper storeys are clad in dark grey weatherboarding referencing materials used for the construction of old boathouses.

The case being made is that the dark coloured finish helps to reduce the visual mass and allow the buildings to blend into the woodland backdrop, so that the buildings do not interrupt views from the river.

The introduction of development three storeys in scale (taller than the terrace of five houses proposed), two units of which would lie close to the eastern site boundary, to provide a "courtyard enclave", with the introduction of significant amounts of hard landscaping is not appropriate in this location. This land serves a function as a green lung, with trees forming a barrier between the M60 and properties in east Northenden.

Whilst the choice of materials may help to reduce the impact of the development in this particular part of the site, the scale of the development coupled with the position of the dwellings would impact harmfully upon the openness of the Mersey Valley and the Green Belt

The five three storey townhouses to the east of the Tatton Arms building are located on land that was previously used in association with the public house historically, as a bowling green. The design of the townhouse proposals has been informed by a boathouse design, having regard to the riverside setting. The height of the terrace of townhouses, has been designed to be subservient to the height of the Tatton Arms

building behind which it would be located. The materials selection references traditional materials both used in the construction of the Tatton Arms and the Boathouse conversion.

The semi detached units would be located to the rear of the former Tatton Arms sitting in the location of a former courtyard, partially on the footprint of extensions to be demolished. The density and site layout proposed relates to the historic pattern of development on site and recent development in the vicinity. Whilst there could be scope for some very limited development in this specific part of the site, this would require very careful assessment. The scheme must, however, also be considered as a whole.

Concerns have been expressed by residents that the semi detached units obscure views to the rear elevation of the Edwardian building impacting upon the setting on the non-designated heritage asset and views of the side elevation of the boat house building.

The existing additions to the Tatton Arms have to some extent obscured views to the rear elevation of the original Tatton Arms building, however, the proximity of the left hand semi detached house (when viewed from Boat Lane) to the rear elevation of the Tatton Arms is noted.

No substantive features to the rear elevation would be obscured, moreover, given the scale and position of the units proposed, a substantial portion of the original building would be visible from the street scene. It is not considered that this particular relationship would cause harm to the character of the Conservation Area.

The front facade of the units proposed has been set back to enable views of the side elevation of the boathouse conversion as you turn from Mill Lane to Boat Lane.

The units that sit back to back with the units fronting Boat Lane, do not have a road frontage, facing the side elevation of the proposed terrace of 5 three storey townhouses. Their parking is located remotely in the parking area for the apartment block. This element of development does not meet guidance set out in the Guide to Development, however, it is not considered that the inclusion of two remote car parking spaces would in this instance be unacceptable.

The design approach has been informed by properties in the immediate street scene. The height of the mews style semi detached houses is informed by the ridge and eaves height of the boathouse conversion and would be acceptable in street scene terms. The materials selection references traditional materials both used in the construction of the Tatton Arms and the Boathouse conversion.

The small scale café with a toddlers play area would be located on land to the northern boundary of the site that was used in association with the public house, for car parking. It would open between the hours of 8am and 6pm, providing a destination for leisure visitors to the Mersey Valley and for the local community. Policy C7 allows for small amounts of further retail floorspace and a development of this type would not compete with or undermine the Northenden centre offer.

The siting indicated on plan would not adversely impact the character of the Conservation Area. The design, including a car parking space for staff and the material selection is acceptable, the building would be lightweight, well screened and of an appropriate scale.

Comments received have referred to the impact that the riverside café building would have in terms of removing a view from their property to the river. However, it is not considered that a building of this scale, in this position would have any harmful impact upon residential amenity, in terms of loss of light, overbearing impact or loss of privacy. There is no right to a view enshrined within planning policy.

A comment was made by a resident relating to the pathway passing through the café being closed off by lockable gates at night and the loss of right of way. The enclosure of this area which lay beyond direct public view was a requirement of Greater Manchester Police and a route maintaining the right of way would still be available.

Elevation of proposed Semi Detached Buildings



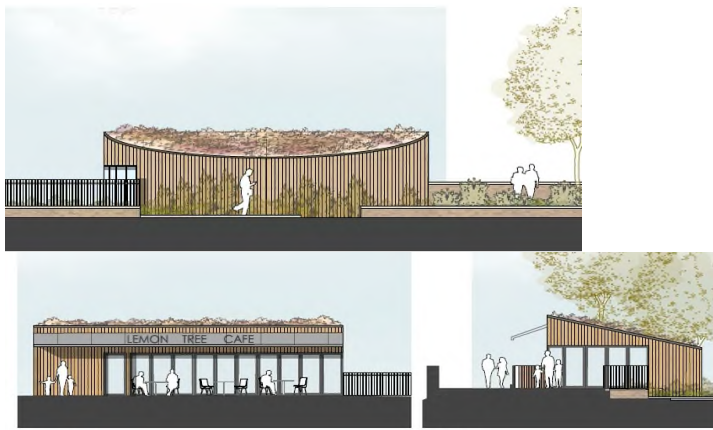
Elevation of proposed Terraced housing



Elevation of proposed detached housing



Café



Residential amenity

The apartment conversion would not have any harmful impact upon the residential amenity over and above the impacts that the existing building on site has or had when it was in use, with regards to overlooking or loss of privacy. Bringing the building back into use will improve residential amenity, as the building is currently in a dilapidated state and has been the focus of anti-social behaviour.

In addition, The two semi detached units fronting Boat Lane would not adversely impact upon the residential amenity of the adjacent property within the Boathouse conversion or upon properties on the other side of Boat Lane by virtue of the separation distances provided and the positioning of the units and windows.

The two units to the rear of the property fronting Boat Lane would not adversely impact upon the residential amenity of the property within the site or on Ollerton Close to the south by virtue of the separation distances provided and the positioning of the units and windows. The rear elevation would be located 14.5m from the rear elevation of the Boathouse conversion. This distance is acceptable having regard to the distances provided back to back of existing terraced housing stock in the area.

The five terraced properties proposed to the east of the Tatton Arms building would be located a sufficient distance away from properties to the south on Ollerton Close to negate any adverse impact upon residential amenity.

The five detached properties would be located a sufficient distance away from properties to the south on Ollerton Close and on Ford Lane, to negate any adverse impact upon residential amenity.

Concern has been expressed with regards to the location of two of the five units close to the boundary with the Riverside Caravan Park to the east and the impact that this would have in terms of overlooking / loss of privacy to residents.

The boundary is currently densely planted with trees. The proposal as submitted was to have a 1.5m high timber post and wire fence with 1.5 – 2m high hedge, a significant amount of trees would be lost in this location.

The trees in this location also serve the function of protecting residents on Ford Lane from the noise pollution associated with the M60 flyover, although this in itself would not be a reason for withholding planning consent.



On the basis of the plans as submitted it was considered that two of the five three storey houses (Type D and Type E) close to the boundary with the Riverside Caravan Park, associated with the loss of trees would give rise to overlooking that would cause harm to residential amenity.

However, it has now been agreed to install 2.1m high close-boarded timber fencing to the eastern boundary, as recommended by Greater Manchester Police in their Crime Impact Statement and obscure glaze upper floor rooms to overcome overlooking / loss of privacy concerns.

The redevelopment of the site for 23 residential dwellings is unlikely to create substantially more traffic comings and goings than when the site was in use as a

public house, and those coming and goings would be in a more appropriate pattern having regard to the surrounding residential character of the area.

The hours of opening for the café proposed could be controlled to ensure that the scale of the operations of the café remain appropriate for the setting and mitigate against any impact upon residential amenity.

Traffic, Vehicular Access and Parking

Policies SP1, T1, T2, H1 and DM1 of the Core Strategy seeks to ensure that all new developments adequately cater for their car parking needs and are located in sustainable locations, preferably on good bus routes.

The application site is considered to be in a highly sustainable location. The site is a short walk from Northenden District Centre, located around Palatine Road, where there is access to a range of shops and services and buses into the City Centre.

The parking provision is laid out as two spaces for the four bedroom houses, on private driveways or within garage, with the remaining units having one space per dwelling either on a private driveway or in a communal parking court. A single car parking space is provided on curtilage for the proposed café.

In providing 32 spaces for the 23 residential units and the café unit, the proposal adequately caters for its parking needs which should not result in any pressure on on-street parking demands. There is 100% cycle parking provision.

The Tatton Arms car park currently extends to the road edge. There is no pedestrian pavement. The proposals would provide a new 2.0m wide pavement to the entire length of the site running along Mill Lane and Boat Lane.

Highways are satisfied subject to appropriate detailing and agreements.

Transpennine Trail

The proposal sets out the intention to formalise a public right of way and continue the Transpennine Trail to the south side of the Mersey, with the introduction of level access to the Northenden Mersey Bridge for pram and wheelchair users. Despite one resident querying how pram and wheelchair users would alight the bridge to the north and one owner querying the ability to continue the Transpennine Trail over their land beyond the Tatton Arms site, it is acknowledged that the works proposed in this regard would go towards meeting an aspiration set out in the Northenden Local Plan and be welcomed by the community.

Community Safety and Crime Prevention

Greater Manchester Police have commented that the developer has altered their drawings to incorporate their recommendations, they raise no objections subject to the recommendations within the Crime Impact Statement being secured by condition.

Amenity Space

Sufficient amount of amenity space is proposed in the form of terraces and private gardens for the residential development.

Waste Management

Adequate refuse storage facilities are proposed, the position of which and strategy for the operation of could be agreed if the scheme were acceptable in principle.

Flood Risk

Flood Risk Management have no objections subject to the imposition of appropriate conditions.

The Environment Agency require alterations to the scheme as proposed which they believe could be addressed through the submission of revised drawings and subject to the imposition of an appropriately worded condition.

Sustainability

The developer has stated that the proposed energy strategy will incorporate an enhanced 'fabric led' material specification, along with high quality design and construction standards to improve the energy efficiency of the buildings compliant with Building Regulation Part L (2013).

Trees and Landscaping

The existing site is given over to large areas of hard landscaping for car parking. Immediately to the east the tarmac gives way to grassland, which is where the former beer garden was. To the eastern most part of the site lies woodland.

36 (11 Category B, 19 Category C, 6 Category U) out of 82 trees / groups on site would be removed on site and 4 further trees surrounding the site (T41 off site and T2, T3 and T7 to the riverbank).

The hard and soft landscaping strategy set out by the applicant states that there will be a comprehensive programme of new tree planting to mitigate the loss of trees, which will improve the visual amenity of the site as a whole, promoting ecological diversity and habitat creation. The woodland to be retained would have a long term management regime.

The trees to be removed have been assessed as not considered worthy of retention. The arboriculturalist is satisfied subject to conditions relating to adherence to the method statement and trees for retention being adequately protected.

The trees to the eastern boundary serve a purpose in maintaining a visual buffer to the M60 flyover from properties on Ford Lane and also provide a boundary to the Riverside Caravan Park. The loss of trees in this location is considered to be unacceptable.

Trees to the northern boundary would be removed to accommodate development, providing views into the site from the riverside. Replacement planting would in time reinstate the visual barrier.

The replacement scheme softens the hard landscaping that currently exists in the form of car parking surrounding the Tatton Arms building. The scheme replaces struggling tree specimens. However, the loss of soft areas and existing tree cover in favour of more urban landscaping in association with a residential development is considered to be unacceptable within the Conservation Area and the Green Belt.

The agent has stated that the trees on site are of an inappropriate scale and size for the setting and obliterate the best landmarks of the Conservation Area. The local planning authority disagrees with this assertion.

The landscaping scheme originally submitted showed 24 trees to be planted (alder, June berry, apple, golden weeping willow, mountain ash), 52 shrubs, 65 herbaceous plants and 1367 hedge plants, which constitutes a level of planting that would be contrary to Green Infrastructure policy. (EN9 and Manchester's Great Outdoors Strategy 2015 – 2025)

In response to concerns expressed, the agent has now offered 44 new trees (more of the same species listed above, which the agent considers to be appropriate in scale), a further 20 trees over the scheme submitted and a revised landscaping plan submitted.

It is not considered that the increase in the numbers of replacement trees to be planted overcomes the concerns expressed with regards to the loss of openness of the Green Belt or the impact upon the character of the Conservation Area associated with the proposed urban development.

Ecology

Greater Manchester Ecological Unit have requested that the applicant reduces the extent of the proposals to protect wildlife habitat, however, they then set out conditions, informatives and recommendations to provide ecological mitigation. A reason for refusal on the basis of harm to ecology would therefore be difficult to sustain.

Affordable Housing

The proposal falls within the affordable housing category (Policy H8 of the Core Strategy). A viability assessment has been submitted which concludes that the scheme is viable in its current format.

Conclusion

The local planning authority acknowledges that the re-use of the Tatton Arms would be welcomed, however, the built form that is being applied for in this instance would be inappropriate and cause harm to the special character of this area.

The development of new build in the Green Belt constitutes inappropriate development and it is not believed that there are very special circumstances to justify the development proposed. The layout, design, scale and massing of the new build would cause harm to the openness of the Mersey Valley and the Green Belt, causing harm to the character of Northenden Conservation Area.

Human Rights Act 1998 considerations – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the refusal of the application is proportionate to the wider benefits of refusal and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation REFUSE

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Officers have communicated their concerns about this proposal to the applicant during the course of pre-application and during the processing of the planning application, but these concerns have not been overcome. The proposal is considered to be contrary to the development plan and therefore refused in a timely manner.

Reason for recommendation

1. The proposed development is located within the Green Belt where there is a presumption against inappropriate development and where development will only be allowed if it is for an appropriate purpose or where very special circumstances can be demonstrated. The applicant has failed to demonstrate that there are any such very special circumstances to permit the type, scale and form of development proposed and as such the proposal would be harmful to the open character of the Green Belt and the Mersey Valley and is contrary to the National Planning Policy Framework and to policies EN1 and EN13 of the Core Strategy.

2. The proposed development would harm the spacious and well landscaped character of this particular part of the Northenden Conservation Area within which it is situated, in particular as a result of the amount of and siting of built form in open land and its relationship to the Tatton Arms building and the loss of trees sited on open land contrary to the National Planning Policy Framework, policy EN3 of the Core Strategy and saved policy DC18 of the Unitary Development Plan for the City of Manchester.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 113823/FO/2016 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

The following residents, businesses and other third parties in the area were consulted/notified on the application:

Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
MCC Flood Risk Management
South Neighbourhood Team
Greater Manchester Police
Environment Agency
Greater Manchester Ecology Unit
Northenden Civic Society
Northenden Neighbourhood Forum
High Speed Two (HS2) Limited
23A Boat Lane, Manchester, M22 4HR
1 Queenhill Road, Manchester, M22 4HW
9 Mill Lane, Northenden, Manchester, M22 4HJ
St Wilfrids Rectory, Ford Lane, Manchester, M22 4NQ
3 Govan Street, Manchester, M22 4HA
1 Govan Street, Manchester, M22 4HA
Scrapyard Adjacent 1A, Boat Lane, Manchester, M22 4HR
Flat At, Tatton Arms Hotel, Mill Lane, Northenden, Manchester, M22 4HJ
Flat At, Crown Inn, 19 Ford Lane, Manchester, M22 4WE
27 Ford Lane, Manchester, M22 4WE
5A Mill Lane, Northenden, Manchester, M22 4HJ
3 Mill Lane, Northenden, Manchester, M22 4HJ
Flat 5, 9 Mill Lane, Northenden, Manchester, M22 4HJ
Flat 3, 9 Mill Lane, Northenden, Manchester, M22 4HJ
Flat 38, Boat Lane Court, 34 Brett Street, Manchester, M22 4EZ
Flat 31, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 16, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 51, Boat Lane Court, Brett Street, Manchester, M22 4EZ
3 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
2 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ

Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
21 Boat Lane, Manchester, M22 4HR
Flat 6, 9 Mill Lane, Northenden, Manchester, M22 4HJ
Flat 2, 9 Mill Lane, Northenden, Manchester, M22 4HJ
Northenden Police Station, Ford Lane, Manchester, M22 4NQ
16 Boat Lane, Manchester, M22 4HR
9 Boat Lane, Manchester, M22 4HR
Norwood, Ford Lane, Manchester, M22 4NQ
15 Queenhill Road, Manchester, M22 4HW
Flat 11, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 54, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 50, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 17, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 13, Boat Lane Court, Brett Street, Manchester, M22 4EZ
7 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
28 Govan Street, Manchester, M22 4HA
8 Govan Street, Manchester, M22 4HA
1 Ollerton Close, Manchester, M22 4HG
Churchgate, Ford Lane, Manchester, M22 4NQ
9 Queenhill Road, Manchester, M22 4HW
7 Queenhill Road, Manchester, M22 4HW
13 Queenhill Road, Manchester, M22 4HW
Flat 41, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 29, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 24, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 9, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 6, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 42, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 35, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 23, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 15, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 12, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Boat Lane Court, Brett Street, Manchester, M22 4EZ
24 Boat Lane, Manchester, M22 4HR
3A Mill Lane, Northenden, Manchester, M22 4HJ
4 Ollerton Close, Manchester, M22 4HG
2 Ollerton Close, Manchester, M22 4HG
Flat 26, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 21, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 14, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 4, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 52, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 34, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 30, Boat Lane Court, 34 Brett Street, Manchester, M22 4EZ
Flat 28, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 22, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 20, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 5, Boat Lane Court, Brett Street, Manchester, M22 4EZ
22 Boat Lane, Manchester, M22 4HR
3 Ollerton Close, Manchester, M22 4HG

10 Govan Street, Manchester, M22 4HA
24 Govan Street, Manchester, M22 4HA
26 Govan Street, Manchester, M22 4HA
25 Boat Lane, Manchester, M22 4HR
Northern House, Ford Lane, Manchester, M22 4NQ
Church Villa, Ford Lane, Manchester, M22 4NQ
Flat 19, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 44, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 10, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 7, Boat Lane Court, 34 Brett Street, Manchester, M22 4EZ
8 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
2 Govan Street, Manchester, M22 4HA
6 Govan Street, Manchester, M22 4HA
30 Govan Street, Manchester, M22 4HA
Flat 1, 9 Mill Lane, Northenden, Manchester, M22 4HJ
5 Mill Lane, Northenden, Manchester, M22 4HJ
Crown Inn, 19 Ford Lane, Manchester, M22 4WE
21 Ford Lane, Manchester, M22 4WE
18 Boat Lane, Manchester, M22 4HR
14 Boat Lane, Manchester, M22 4HR
11 Boat Lane, Manchester, M22 4HR
3 Queenhill Road, Manchester, M22 4HW
17 Queenhill Road, Manchester, M22 4HW
Flat 36, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 48, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 25, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 3, Boat Lane Court, Brett Street, Manchester, M22 4EZ
4 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
Cromwell Cottage, Ford Lane, Manchester, M22 4NQ
21A Boat Lane, Manchester, M22 4HR
17 Boat Lane, Manchester, M22 4HR
11 Queenhill Road, Manchester, M22 4HW
Flat 43, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 53, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 46, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 37, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 27, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 8, Boat Lane Court, Brett Street, Manchester, M22 4EZ
22 Govan Street, Manchester, M22 4HA
12 Govan Street, Manchester, M22 4HA
14 Govan Street, Manchester, M22 4HA
Flat 33, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 1, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 49, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 47, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 45, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 40, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 39, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 32, Boat Lane Court, Brett Street, Manchester, M22 4EZ
Flat 18, Boat Lane Court, Brett Street, Manchester, M22 4EZ

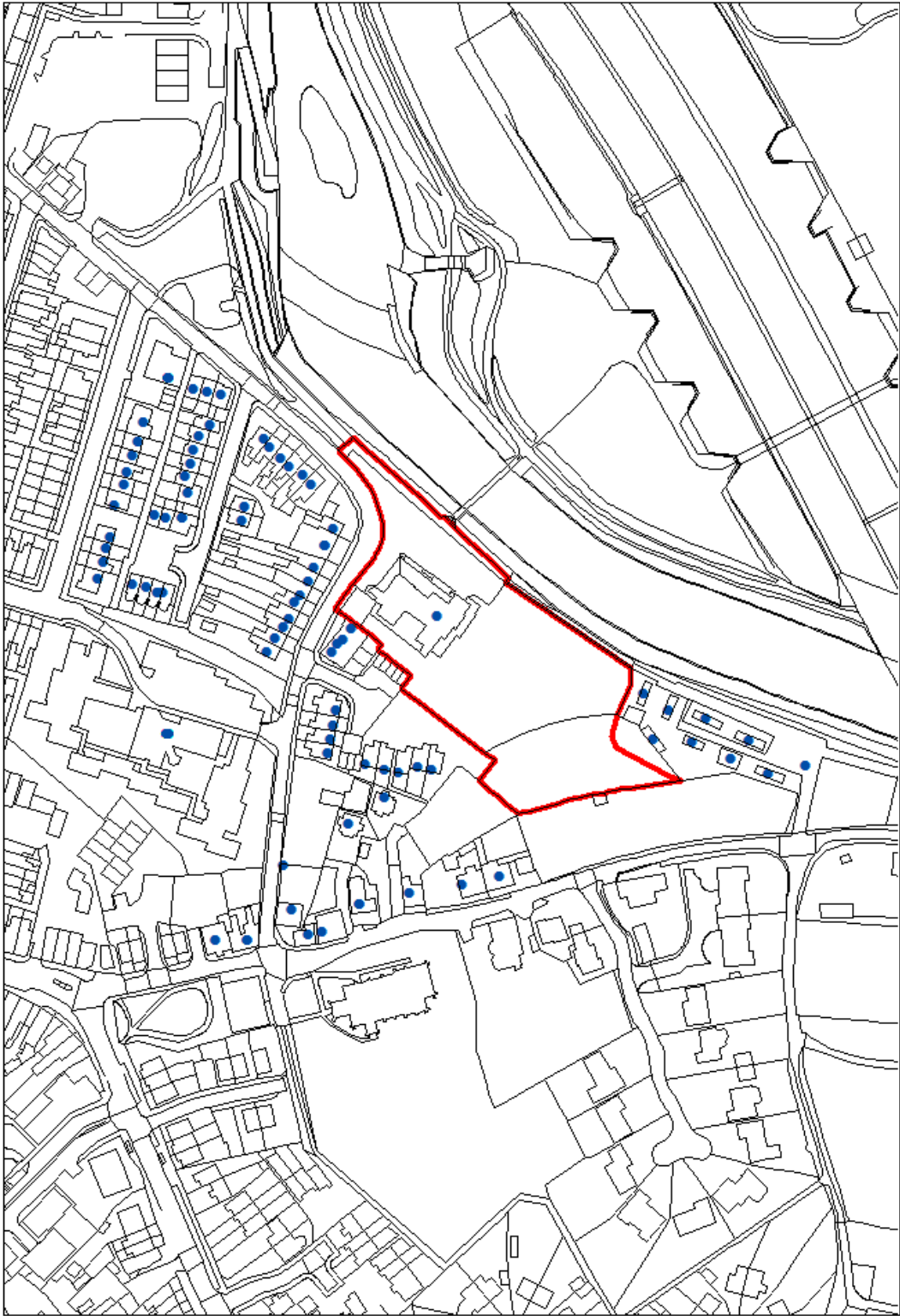
Flat 2, Boat Lane Court, 34 Brett Street, Manchester, M22 4EZ
20 Boat Lane, Manchester, M22 4HR
5 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
6 Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
1A Riverside Park Caravan Site, Ford Lane, Manchester, M22 4UQ
Dene House, Ford Lane, Manchester, M22 4NQ
9A Queenhill Road, Manchester, M22 4HW
Northenden Players Theatre Club, Boat Lane, Manchester, M22 4HR
16 Govan Street, Manchester, M22 4HA
12 Boat Lane, Manchester, M22 4HR
20 Govan Street, Manchester, M22 4HA
4 Govan Street, Manchester, M22 4HA
7A Mill Lane, Northenden, Manchester, M22 4HJ
7 Mill Lane, Northenden, Manchester, M22 4HJ
18 Govan Street, Manchester, M22 4HA
Flat 4, 9 Mill Lane, Northenden, Manchester, M22 4HJ
1 Mill Lane, Northenden, Manchester, M22 4HJ
15 Boat Lane, Manchester, M22 4HR
5 Ollerton Close, Manchester, M22 4HG
5 Queenhill Road, Manchester, M22 4HW
1A Mill Lane, Northenden, Manchester, M22 4HJ
23 Boat Lane, Manchester, M22 4HR
19 Boat Lane, Manchester, M22 4HR
13 Boat Lane, Manchester, M22 4HR
Maycem, Ford Lane, Manchester, M22 4NQ



A map showing the neighbours notified of the application is attached at the end of the report.

Representations were received from the following third parties:

2 Cuerden Walk, Northenden, M22 4HU
6 Govan Street, Manchester, M22 4HA
1 Joseph Johnson Mews, Manchester, M22 4UF
3 Ollerton Close, Northenden, Manchester, M22 4HG
20, 21a, 22, 23, 24 Boat Lane, Northenden, Manchester, M22 4HR
Apt 25, Palatine Place, 265 Palatine Road, Northenden
1a Mill Lane, Northenden, Manchester, M22 4HJ
1 Peggy Lane, Northenden, Manchester, M22 4EU
Peggy Lane, Northenden
Norwood, Ford Lane, Manchester, M22 4NQ
15 Boat Lane, Northenden, Manchester, M22 4HR
Dene House, Ford Lane, Manchester, M22 4NQ
24 Orchard Road East, Northenden, Manchester, M22 4ER
5a Mill Lane, Northenden, Manchester, M22 4HJ
Apt 34, Palatine Place, 265 Palatine Road, Northenden, Manchester, M22 4ET
13 Boat Lane, Northenden, Manchester, M22 4HR
Northenden Caravan Park, c/o 3 Kemble Avenue, Northern Moor, Manchester, M23 0DL
3 Chretien Road, Northenden, Manchester, M22 4ES

Relevant Contact Officer : Jennifer Connor
Telephone number : 0161 234 4545
Email : j.connor3@manchester.gov.uk



 Application site boundary  Neighbour notification
© Crown copyright and database rights 2017. Ordnance Survey 100019568