

Application Number	Date of Appln	Committee Date	Ward
122466/FO/2019	21 st Jan 2019	27 th June 2019	Sharston Ward

Proposal Erection of 4 no. two bed bungalows with associated parking and landscaping works

Location Land At Junction Of Panfield Road And Broadoak Road , Manchester

Applicant Mr Graham Morley , Wythenshawe Community Housing Group, C/o Agent,

Agent Mr Brendan O Donovan, AEW Architects, The Zenith Building, Spring Gardens, Manchester, M2 1AB

Description

This application was placed before the Planning and Highways Committee on 30th May 2019 and at that meeting the committee deferred deliberation in order to allow Members to undertake a site visit.

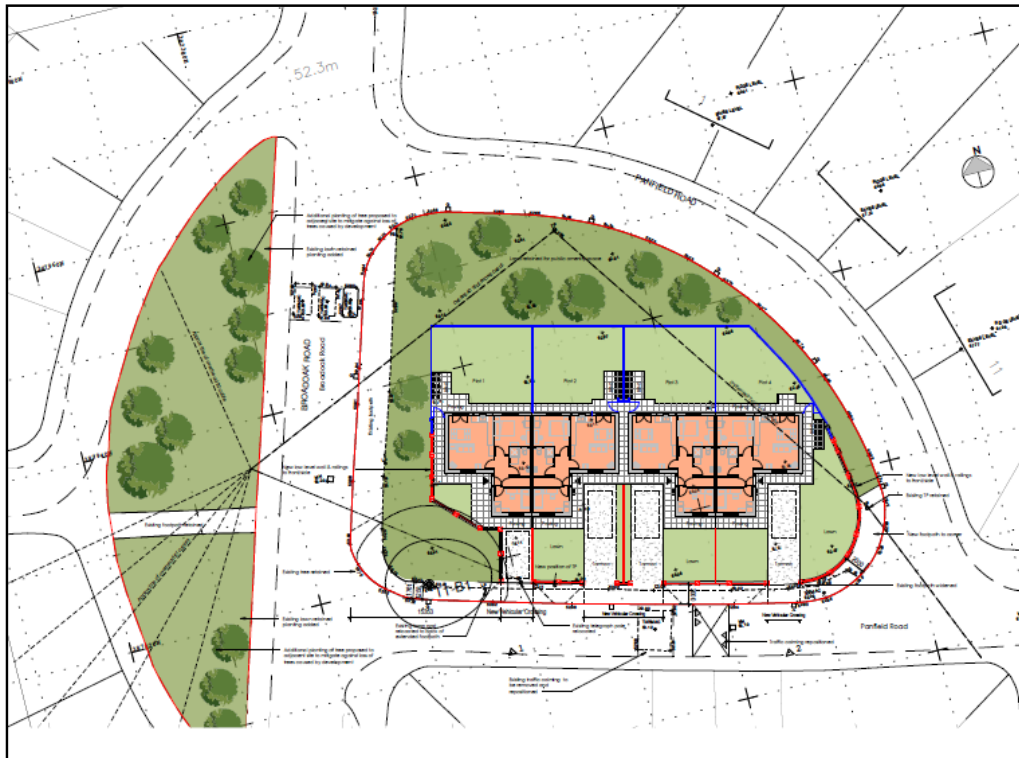
The application site is approximately 0.23 hectares in size and consists of two open spaces enclosed by Panfield Road and Broadoak Road. The sites consists mainly of areas of maintained lawned while the eastern site also has a single mature oak tree. On the opposite side of Panfield Road there are a number of 2 storey semi-detached dwellinghouses, while on the opposite side of Broadoak Road there are further 2 storey houses. The site is shown below, annotated by white squares.

The site annotated by a white star is also subject to an application (122464/FO/2019) by the same developer and that report can be found elsewhere on this agenda.



The developer is proposing to erect four bungalows (2 bed 3 person) with a floorspace of 62m² on the eastern site. The western site is to be planted with trees to offset any impact from this proposal.

Three of the properties would have two car parking spaces, while one would have one. All of them will have external bin storage, either at the rear of the site and enclosed private amenity space at the rear. Approximately 1,227m² of the site would remain accessible to the public. The proposed layout is shown below:



Consultations

Local Residents – Objections to this proposal and application 122464/FO/2019 were submitted jointly. Therefore, as with the other application, 28 letters of objection have been received in relation to the revised scheme, while 36 letters of objection were received in respect of the original proposal. The main points raised are as follows:

- The importance of building social housing is recognised but insufficient effort has been taken to identify alternative sites or to work with the community of Wythenshawe where such housing could be built without ruining the character of the neighbourhood.
- Both proposal would be detrimental to the historic and present day character of the neighbourhood. Greens with houses around them are central to the character of this part of Wythenshawe. The garden city history of Wythenshawe can and should be maintained.

- These are the last public, accessible large green spaces in the area. Most other green spaces have already been built on apart from smaller patches of grass. These spaces are key to local health and well-being as they are some of the only places where people still spend time outdoors.
- These spaces are highly valued local informal play spaces for our children within a set of five busy main roads – Greenwood Road, Hollyhedge Road, Brownley Road, Poundswick Lane and Simonsway. For parents in the houses around the green they can let their children play on them with peace of mind.
- The alternative play areas suggested in the submitted Design and Access Statement are too far away: The Haverley Road Play Area is 600m away with no pedestrian crossing; Kirkup Gardens is at least 500m away and on the other side of Simonsway; children visiting Rodgers Park would need to cross the motorway; Hollyhedge Park is at least a kilometre away.
- The proposal will have a detrimental impact upon the character of the area and the ethos of the Wythenshawe Garden City.
- Most other green spaces in the area have been built on and the parks that remain are too far away for the children and elderly to get to.
- The children need somewhere to play and be active.
- The addition of additional dwellings will bring with it additional cars which will exacerbate existing traffic problems.
- The site is often used by the community so its redevelopment will impact on people who live nearby.

Correspondence has been received from a local resident who expressed interest in living in one of the bungalows.

Ward Members – Councillor Madeline Monaghan requested that the Committee undertake a site visit before deliberating.

Councillor T. Judge objects to the proposal on the following grounds:

- While there is a need for this type of accommodation more suitable locations would be preferable.
- The proposal would lead to the loss of the last two remaining green spaces on Broadoak Road and loss of local amenity.
- There have been a number of accidents/near misses surrounding Honford Green so there are concerns about the proposals' impact on highway safety.
- When Wythenshawe was constructed it was talked about as the Garden City, we are now in danger of losing that identity which will have a detrimental impact on local people.

Brownley Green Action Group – Have made the following comments:

- The Case Officer dismisses the categorisation of these greens as ‘amenity green space’. This is a question of perception and it makes it sound as if these greens are not of any value. For local residents the spaces are highly valued and used regularly as informal play spaces and recreational space by children and other residents. The community have developed plans for the green spaces through a participatory design process and residents wanted to seek village green designation for the area but were informed that they could not begin this process while these planning applications are outstanding.
- There have been a significant number of accidents on the corner of Honford and Broadoak road area over the past ten years. In their submission to the planning department on behalf of local residents, Mums Mart community association did make the appeal that whatever else happens as a result of these applications something be done about these road safety issues for children and all the other local residents in the area. This was also a key issue that arose out of the survey that Mums Mart carried out about the developments.
- It is critical to assess the importance of these communal green spaces to our local community against the desperate need for social housing in the context of appalling health and poverty indicators for our immediate area. Our neighbourhood is ranked in the top 1% most deprived in England at 176 out of 32,844 LSOAs in the country. There are now many studies which highlight the vital importance of green space and shared communal spaces within short reach of local households for physical and mental well-being in people of all ages including children and the elderly.
- We are fully in support of the provision of more housing for social rent and especially adapted housing for people with particular needs. But this does not have to be situated on the last two communal spaces in a neighbourhood that is already shouldering the burden of extremely high levels of poverty and inequality. There are other places where these bungalows could be built. Wythenshawe Community Housing Group have developed extensively on other plots for private sales and rentals and could find other sites for these bungalows.
- The facts provided on distance and accessibility of alternative green or play space in the Case Officer’s reports are incorrect. Most of the Case Officers comments in this section reference a 2009 report titled “*The City Wide Open Space, Sport and Recreation study*” in relation to availability of space and distance to amenity green space for households which is ten years out of date. The distances to the alternative sites are much greater and involve the crossing of major roads.
- The green space that will be left remaining after the developments on either of these sites will no longer be large enough to fulfil the purposes that the greens are currently used for or for the larger community events that residents are beginning to plan for the area. Wythenshawe Community Housing Group will not tolerate children playing on the greens in the same way.

- We are aware of the desperate need for social housing and as a group we developed a compromise position and we have set this out for residents in the form of a petition asking Wythenshawe Community Housing Group to reduce the number of bungalows planned from 7 to 4. This would enable one of the two greens to be saved, or at least a more significant amount of green space on each green if residents preferred to negotiate with the housing group to distribute the bungalows equally across the two greens.

Mums' Mart Community Association – Object to the proposal for the following reasons:

- Building on this site will erode the historic character and visual appearance of the neighbourhood. The Core Strategy Development Plan Document states that Wythenshawe is characterised by its 'green open space such as tree lined roads, wide green verges, parks, woodlands and river corridors' recognising how it was built as a 'garden suburb'.
- Furthermore, historian of municipal housing John Boughton points out, the Wythenshawe estate was built as part of the Garden City movement, aiming for 'cottage dwellings in parkland surroundings'. Designer Barry Parker built on the garden-city ideal by bringing in the innovation of 'neighbourhood units set around green spaces and tree-lined roads'. There is concern that the historic heritage of the garden city layout, character and original design of houses built around small green informal, amenity, public spaces, such as this site will be seriously damaged.
- Mums' Mart has been working with local residents to explore alternative uses for the community greens. Both greens are an important part of the community hub character of this part of the neighbourhood, linking with the church grounds, where monthly markets, Friday lunch clubs, family fun days, and all sorts of other community activities spring out from. Members of the local community who saved the church from closure in 1997, over many years of hard work have turned it into the thriving community hub that it has now become. Our consultation also identified that a range of local residents are very willing to participate in the development and maintenance of the Greens in partnership with WCHG and the MCC.
- Building on this site will adversely impact on the health and wellbeing of the whole population in our area, and in particular on our children. This informal amenity green spaces is used for informal outdoor play by local children, by older people for dog walking, occasional family and community picnics. Losing these public amenity sites would remove an important area of 'breathing space', impacting negatively on achieving healthier lifestyles, and on mental health in the area. The two sites together form the last largest accessible open space in our local area.

- The new draft Greater Manchester Spatial Framework 'Greater Manchester's Plan for Homes, Job and the Environment' (January 2019) identifies that a key challenge for Greater Manchester is to 'Deliver the highest possible quality of life for all residents, and address existing problems such as health disparities and air quality that currently detract from it'. Building on the greens will actively work against this goal, as health and wellbeing outcomes for our area are already low. Additionally, the Greater Manchester Strategy's vision states that Greater Manchester will be: 'A place where people live healthy lives and older people are valued'. This planning application shows a disregard for local people's health and wellbeing.
- Green space that is located very nearby and is easily accessible is also key in our area, where many people experience poverty and travelling further distances to reach local parks or natural open space is a challenge. People living in our local area are within the most deprived 10% of people living in England.
- The applicants' submission states that several green spaces and parks are accessible within close proximity to the site including Haveley Road children's play area to the north, Kirkup Gardens to the south, Rodger's Park to the west and Hollyhedge Park to the east'. These formal children's play space sites are not within walking distance of our local area. Therefore they are not accessible to local children, especially as parents want to be able to see their children playing.

Neighbourhood Officer (Arboriculture) – The proposed boundary wall is shown as almost abutting the Cat B Oak tree referenced as T1 on the survey provided. In addition to this the properties are in my opinion too close to this highway tree and the development impact will potentially destroy the rooting environment of this tree leading to the loss of this tree within 3-5 years post development.

Environmental Health – Suggests the imposition of refuse storage and contaminated land conditions.

Highway Services – Highway Services have made the following comments:

- The addition of four residential units is unlikely to generate any significant intensification of vehicle trips, with no network impact likely.
- The location of the driveways has been slightly modified which is considered acceptable. The footpath from Broadoak Road has been removed but as there is an existing footway in this location pedestrian movements can be accommodated sufficiently.
- A condition regarding off-site highway works to the pavements is also suggested.

United Utilities – Suggests the imposition of a drainage condition.

Greater Manchester Police – No objections and suggests the imposition of a condition requiring the applicant to achieve Secured by Design accreditation.

Policies

The National Planning Policy Framework (February 2019) – The National Planning Policy Framework (NPPF) sets out the Government’s planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Paragraph 11 states that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking this means:

- approving development proposals that accord with an up-to-date development plan without delay; or
- where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

Paragraph 59 states that to support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed.

Paragraph 68 states that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly. To promote the development of a good mix of sites local planning authorities should support the development of windfall sites through their policies and decisions, giving great weight to the benefits of using suitable sites within existing settlements for homes.

Paragraph 96 states that access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities. Planning policies should be based on robust and up-to-date assessments of the need for open space, sport and recreation facilities (including quantitative or qualitative deficits or surpluses) and opportunities for new provision. Information gained from the assessments should be used to determine what open space, sport and recreational provision is needed, which plans should then seek to accommodate.

Paragraph 97 states that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless:

- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.

Paragraph 102 states that transport issues should be considered from the earliest stages of plan-making and development proposals, so that opportunities to promote walking, cycling and public transport use are identified and pursued.

Paragraph 105 states that if setting local parking standards for residential and non-residential development, policies should take into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; and the need to ensure an adequate provision of spaces for charging plug-in and other ultra-low emission vehicles.

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:

Policy SP1, *Spatial Principles* – Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy H1, Overall Housing Provision – This policy states that the proportionate distribution of new housing, and the mix within each area, will depend on a number of factors and goes on to state that new residential development should take account of the need to:

- Contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population;
- Reflect the spatial distribution set out above which supports growth on previously developed sites in sustainable locations and which takes account of
- the availability of developable sites in these areas;

- Contribute to the design principles of Manchester LDF including in environmental terms. The design and density of a scheme should contribute to the character of the local area. All proposals should make provision for appropriate usable amenity space. schemes should make provision for parking cars and bicycles (in line with policy T2) and the need for appropriate sound insulation;
- Prioritise sites which are in close proximity to centres of high frequency public transport routes;
- Be designed to give privacy to both its residents and neighbours.

Policy H7, *Wythenshawe* – The Council expects that Wythenshawe will accommodate only around 3% of new residential development over the lifetime of the Core Strategy. New high quality high density development will be encouraged within the district centres of Northenden, Baguley and Wythenshawe and upon 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 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 and have regard to the strategic character area in which the development is located. This site is in the area defined as Wider Wythenshawe, policy EN1 defines the character of this area as:

“Wythenshawe was developed along the principles of the 'garden city' movement. The wider area represents a phased series of predominantly social housing dating from the 1920s to the 1960s, with some later infill developments and industrial zones. There is a predominance of low rise, low density semi-detached houses, short terraces and low rise blocks of flats and maisonettes, all set within private gardens, incidental open space, public amenity spaces and pockets of semi-natural and woodland areas. The key focal points for activity are the transport corridors, hospital and District Centres. The principal features to be retained in any new development is the sense of the existing low rise suburban character set within soft landscape.”

Policy EN9, *Green Infrastructure* – This policy 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 EN10, *Safeguarding Open Space, Sport and Recreation Facilities* – This policy states that the Council will seek to retain and improve existing open spaces, sport and recreation facilities to the standards set out above and provide a network of diverse, multi-functional open spaces. It states further that proposals will be supported that:

- improve the quality and quantity of accessible open space, sport and recreation in the local area
- provide innovative solutions to improving the network of existing open spaces, increase accessibility to green corridors, and enhance biodiversity
- improve access to open space for disabled people.

Proposals on existing open spaces and sport and recreation facilities will only be permitted where:

- Equivalent or better replacement open space, sport or recreation facilities will be provided in the local area;

or

- The site has been demonstrated to be surplus for its current open space, sport or recreation function and the City wide standards set out above are maintained, and
 - a. it could not fulfil other unsatisfied open space, sport or recreation needs, and
 - b. a proposed replacement will remedy a deficiency in another type of open space, sport or recreation facility in the local area; or

or

- The development will be ancillary to the open space, sport or recreation facility and complement the use or character.

Policy EN12, *Area priorities for Open Space, Sport and Recreation* – This policy states that the priorities for open space, sport and recreation in the City, set out in Manchester's Strategic Open Space, Sport and Recreation Study and within the regeneration areas, include for Wythenshawe the improvement of existing facilities and sites.

Policy EN19, *Waste* – States that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.

Policy T2, *Accessible areas of opportunity and need* – Seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.

Policy DM1, *Development Management* – This policy states that all development should have regard to the following specific issues 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.
- Adequacy of internal accommodation and external amenity space.
- Refuse storage and collection.
- Vehicular access and car parking.
- Effects relating to biodiversity, landscape, archaeological or built heritage.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- 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):-

a) For new residential development meet as a minimum the following Code for Sustainable Homes standards. This will apply until a higher national standard is required:

Year 2010 – Code Level 3;
Year 2013 - Code Level 4;
Year 2016 - Code Level 6; and

(b) For new commercial developments to demonstrate best practice which will include the application of the BREEAM (Building Research Establishment Environmental Assessment Method) standards. By 2019 provisions similar to the Code for Sustainable Homes will also apply to all new non-domestic buildings.

The Manchester Green and Blue Infrastructure Strategy (G&BIS) – The G&BIS sets out objectives for environmental improvements within the City in relation to key objectives for growth and development.

Building on the investment to date in the city's green infrastructure and the understanding of its importance in helping to create a successful city, the vision for green and blue infrastructure in Manchester over the next 10 years is:

By 2025 high quality, well maintained green and blue spaces will be an integral part of all neighbourhoods. The city's communities will be living healthy, fulfilled lives, enjoying access to parks and greenspaces and safe green routes for walking, cycling and exercise throughout the city. Businesses will be investing in areas with a high environmental quality and attractive surroundings, enjoying access to a healthy, talented workforce. New funding models will be in place, ensuring progress achieved by 2025 can be sustained and provide the platform for ongoing investment in the years to follow.

Four objectives have been established to enable the vision to be achieved:

1. Improve the quality and function of existing green and blue infrastructure, to maximise the benefits it delivers
2. Use appropriate green and blue infrastructure as a key component of new developments to help create successful neighbourhoods and support the city's growth
3. Improve connectivity and accessibility to green and blue infrastructure within the city and beyond
4. Improve and promote a wider understanding and awareness of the benefits that green and blue infrastructure provides to residents, the economy and the local environment.

Manchester Residential Quality Guidance 2016 – Sets out the direction for the delivery of sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester and was approved by the Executive at its meeting on 14 December 2016. The ambitions of the City are articulated in many places, but none more succinctly than in the 'Manchester Strategy' (2016).

The guidance has been produced with the ambition, spirit and delivery of the Manchester Strategy at its heart. The delivery of high-quality, flexible housing will be fundamental to ensuring the sustainable growth of Manchester. To achieve the City's target of carbon neutrality by 2050, residential schemes will also need to be forward thinking in terms of incorporating the most appropriate and up to date technologies to significantly reduce emissions. It is therefore essential for applicants to consider and integrate the design principles contained within the draft guidance into all aspects of emerging residential schemes. In this respect, the guidance is relevant to all stages of the development process, including funding negotiations, the planning process, construction and through to operational management.

The guidance sets standards for securing high quality and sustainable residential development in Manchester. The document includes standards for internal space within new dwellings and is suitable for applications across all tenures. It adopts the nationally described space standards and this has been applied to an assessment of the size and quality of the proposed houses.

Guide to Development in Manchester Supplementary Planning Guidance –

Recognises the importance of an area 's character in setting the context for new development; New development should add to and enhance the area's distinct sense of place; Each new development should be designed having full regard to its context and the character of the area; Seeks to ensure high quality development through good and inclusive design; Buildings should front onto streets; Site boundaries and treatment should contribute to the street scene; There should be a clear definition between public and private space; The impact of car parking areas should be minimised; New developments will be expected to meet designing out crime principles; The impact of development on the global environment should be reduced.

The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline. Buildings should recognise the common building line created by the front face of adjacent buildings.

Issues

Principle of the Proposal – The provision of fully accessible bungalows within a predominantly residential area, and which would free up much needed family accommodation, is considered acceptable in principle. However, in this instance they are to be erected on what is perceived as public open space and the loss of part of this space must be assessed against the relevant Core Strategy policies

In addition, the potential impact of the proposal upon existing levels of residential and visual amenity, as well as pedestrian and highway safety, must be investigated.

Need for the Accommodation – The applicant is aware of a general need for the type of bungalow proposed. Previously they have advertised a 2 bed general needs (non-age restricted) bungalow on Willow Brook Gardens and received 438 bids from eligible applicants and a 3 bed general needs bungalow received 348 bids. An eligible applicant is someone who has some form of disability and needs ground floor or bungalow type accommodation, usually level access shower or other adaptations. By comparison, when they advertised an over-55s bungalow they only received 19 bids, demonstrating that the need for an older person's bungalow has been met to a more significant degree.

Loss of Open Space – The City Wide Open Space, Sport and Recreation study was undertaken in 2009 in order to inform open space policies for the Core Strategy. In that document open space is classified as one of following:

- City Park
- Local Parks
- Natural and semi-natural open space
- Amenity green space
- Provision for children
- Provision for young people
- Outdoor Sports facilities
- Allotments
- Cemeteries and churchyards

- Green corridors
- Civic Spaces

Given its size, location and function the application site is categorised as amenity green space and is referenced as such in the study (2009). Despite its category, due its size, and fact that it is enclosed on all sides by roads, it is not of the greatest quality.

Paragraph 6.1 of the 2009 study states that amenity green space is most commonly found in residential areas and includes informal recreation spaces and green spaces in and around housing. It continues stating that this amenity space fulfils a primary purpose of providing opportunities for informal activities close to home or work and such spaces are also often used for landscaping purposes.

Paragraph 6.2 states that amenity green spaces can have an overlapping function with parks, recreation grounds and natural areas and provide informal opportunities for children's play where there are no other facilities. It states that it is important therefore to consider the provision of amenity green spaces in the context of other types of open space.

It is noted that the loss of an accessible area of open space is a cause for concern for local residents and this is fully understood. The space is well maintained and the correspondence received shows that it is valued by the local community. However, it is important that the overall public benefits of the scheme are recognised and the context of the site is fully assessed.

At the time of the study Wythenshawe had higher levels of amenity green space than the minimum standard, i.e. 0.6 hectares per 1,000 head of population, compared with the minimum standard of 0.4 hectares. In addition the study found through mapping that most residents have access to amenity green space and that while minor pockets of deficiency were evident, when amalgamating all the different types of provision listed above all residents have access to at least one of these types within the appropriate distance of their home.

There is alternative open space provision within the recommended accessibility distances set out within the study. There are a number of amenity green spaces within the recommended 10 minute (480 m) walking time and the following facilities are also available:

- Amenity green space approximately 236 m to the north,
- A public playpark, a skate park, and basketball court approximately 345 m to the northwest.

In addition to these alternative facilities, it should be noted that not all of this site is to be redeveloped for housing, with approximately 1,227m² remaining for use by members of the public. Given this, the abundance of open space facilities that exist in Wythenshawe (as detailed below) and the number of alternative sites that are within the recommended 10 minute walking distance, the loss of part of this amenity space is considered acceptable, especially in the context of providing fully accessible bungalows.

Table 18.1 – Open space across Wythenshawe

Open space type	Number of sites	Hectares (total)	Hectares per 1000 population
City parks	1	147.80	2.04
Local parks	14	35.99	0.51
Natural and semi natural open space	34	179.53	2.54
Amenity green space	52	42.07	0.60
Children's play areas	16	2.61	0.04
Provision for young people	16	2.46	0.03
Allotments	7	8.21	0.12

Table 18.2 – Outdoor sports facilities

Outdoor sports facility type	Number of sites	Hectares (total)	Hectares per 1000 population
Grass pitches	28	89.96	1.27
Synthetic turf pitches	4 (2 full size)	1.51	0.02
Bowling greens	4 (7 greens)	1.17	0.02
Tennis courts	4 (18 courts)	0.88	0.01

Space Standards – The City Council adopted the Manchester Residential Quality Guidance in December 2016 and within that document reference is made to the use of a combination of the Nationally Described Space Standards and the London Housing Design Guide space standards to form Manchester's space standards (SS) for residential developments.

The amount of floor space proposed is 62m² for each dwelling and that required under the space standards is 61m². The proposal therefore complies with the space standards.

Design – The area is characterised by traditionally design red brick dwellings and this has informed the design of the proposal. The proposed bungalows are traditional in design and would occupy an L shaped footplate. They would consist of brick facades, with contrasting brick panels, stone cills and headers and would be topped by grey concrete roof tiles. The design of the bungalows is considered acceptable and is shown below:



Visual Amenity – As the site consists predominantly of a maintained grassed area the erection of three bungalows on part of it would have some degree of impact upon the current levels of visual amenity enjoyed within the vicinity of the site. However, given the nature of the proposal, the fact that 1,227m² of the site would remain open to the public and the applicant proposes to undertake extensive tree planting on the western of the two sites, this impact upon visual amenity is considered acceptable in this instance. It must also be noted that the surrounding area is characterised by housing.

Character of the Area – Wythenshawe was laid out using the principle of the garden city movement, the result of which was low rise residential suburbs interspersed by substantial landscaping which consisted of mature trees and front boundary hedging and communal green spaces. While the mature trees are still evident, the majority of the front boundary hedging in this neighbourhood has been replaced by low fencing/walls. In addition, several of the green spaces have been redeveloped with small infill residential schemes.

As this proposal would introduce additional tree planting to both sites and a portion of the open space would be retained it is considered that the character and layout of the pattern of development would not be impaired to such a degree so as to warrant refusal.

Residential Amenity – The front elevations of the proposed dwellings, which consist of habitable room windows, would be sited between 24.5 and 28.5 metres away from the dwellings on the opposite side of Panfield Road. Given the distance between the proposed and existing dwellings and the fact that both elevations overlook the public realm, it is not considered that the windows in the front elevations would lead to a reduction in privacy and subsequently existing levels of residential amenity. This relationship across a highway is similar to many others within this neighbourhood.

The rear elevations of the proposed dwellings consist of a mix of habitable and non-habitable room windows. These proposed elevations would be approximately 21 to 31 metres away from the front elevations of nos. 1 to 5 Panfield Road. Given the distances between the existing and proposed dwellings and the landscaping and proposed boundary treatment that would exist between them, it is not considered that the proposal would have an unacceptable impact upon the levels of privacy and residential enjoyed by the residents of Panfield Road.

It is considered that the siting of the dwellings in the location proposed, along with the type and number of windows in all of the elevations, would ensure that there is no undue loss to the levels of privacy enjoyed by the residents of properties that overlook the site.

Given the height and siting of the proposed dwellings it is not considered that they would lead to the overshadowing of any of the nearby properties.

Scale – The proposed dwellings would be 2.3 metres high at the eaves and 5.3 metres high at the ridge. Given this it is considered that the scale of the development is in keeping with the overall character of the area.

Siting – As the proposed dwellings would respect the established building line that runs along the northern side of Panfield Road it is considered that the siting of the proposal is acceptable.

Amenity Space – Sufficient private amenity space would be provided for the future occupants of the proposed bungalows.

Trees – One tree exists on the eastern site, an oak tree categorised as being of moderate quality (category B). Originally the applicants proposed laying out a footpath close to this oak but following receipt of the comments from the Arboricultural Officer this aspect of the scheme was removed.

To compensate for the loss of part of this amenity space and a number of trees associated with application 122464/FO/2019 the applicants are proposing to planting 21 replacement trees (12 on the western site and 9 on the eastern site), the species of which would be conditioned.

A condition is recommended which relates to the protection of the trees to be retained.

Boundary treatment – The front and side boundary treatment would consist of a low brick wall topped by iron railings (0.9 metres high), while the boundary treatment to the rear would consist of 2.1 metres high timber board fencing. The proposed boundary treatment has been informed by that seen in the locality and as such is considered acceptable.

Ecology – The submitted ecology report states that the oak tree on the site has the low potential to support roosting bats, though it should be noted that no roost was encountered. In addition, the tree also has the potential to support breeding birds.

Though the oak tree would not be felled it is still considered prudent to require the applicant to provide bio-enhancements, e.g. bat and bird boxes and this would be enforced through a condition.

Pedestrian and Highway Safety – It is not considered that the additional dwellings would generate such significant levels of traffic or concentrated traffic movements so as to prove detrimental to the levels of pedestrian and highway safety currently enjoyed along Panfield Road and Broadoak Road.

Car Parking – The level of parking to be provided via the driveways (1 x one space and 3 x two spaces per dwellings) is considered acceptable.

Waste Storage – The applicants have indicated that four separate 240 litre recycling wheelie bins for each dwelling would be provided and that this would provide facilities for the recycling of garden/food waste, glass, metal, plastics, paper/cardboard and general household waste. In addition, internal facilities in the form of waste food caddies would be provided to aid further recycling. The provision of these facilities would be conditioned. The bins would be stored at the side and rear of the respective dwellings.

Accessibility – The site is nominally flat and wheelchair access from Panfield Road would be unobstructed. The bungalows have been specifically designed to be disabled accessible and this is welcomed.

Crime and Disorder – The standard Secured by Design condition is suggested in this instance.

Air Quality – The erection a four dwellings in this location would not have an undue detrimental impact upon the air quality experienced in the vicinity of the site. A construction management plan condition would be attached to any consent granted to ensure that dust suppression measures are implemented while the development is being built.

In terms of the running of additional households in this location, it is not considered that the comings and goings associated with the dwellings would have an undue detrimental impact upon air quality.

Sufficient space exists within the curtilage of the site to allow for the storage of cycles and the dwellings would be capable of being retro-fitted with external charging points to allow for the future use of electric vehicle. Both of these measures reduce reliance on the traditional motor vehicle.

Conclusion

The design, siting and scale of the four bungalows reflects that seen in the neighbourhood. The loss of the part of the amenity space is of great concern to local residents but given the amount and variety of open space in Wythenshawe the loss of part of it is considered acceptable in this instance, especially given the type of accommodation proposed.

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 approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE **Article 35 Declaration**

Officers have worked with the applicant in a positive and proactive manner to resolve any problems arising in relation to dealing with the planning application.

Conditions to be attached to the decision

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

- a) Drawing number S10404-AEW-XX-XX-DR-A-502 P2 stamped as received on 16th April 2019.
- b) Drawing number S10404-AEW-XX-XX-DR-A-507 P2 stamped as received on 16th April 2019.
- c) Drawing number S10404-AEW-XX-XX-DR-A-520 P2 stamped as received on 16th April 2019.
- d) Drawing number S10403-AEW-XX-XX-DR-A-523 P2 stamped as received on 16th April 2019.
- e) Drawing number S10404-AEW-XX-XX-DR-A-524 P1 stamped as received on 21st January 2019.
- f) Drawing number S10404-AEW-XX-SI-DR-A-525 P1 stamped as received on 16th April 2019.
- g) Drawing number S10404-AEW-SI-XX-DR-A-526 P1 stamped as received on 21st January 2019.
- h) Drawing number S10404-AEW-XX-XX-DR-A-527 P2 stamped as received on 16th April 2019.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

3) Above-ground construction works shall not commence until samples and specifications of all materials, including window frames, to be used in the external elevations have been submitted to and approved in writing by the City Council as local planning authority. Thereafter the development shall be carried out in accordance with those details.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Manchester Core Strategy (2012).

4) Before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy (2012).

5) Prior to the occupation of the development hereby approved, a Contaminated Land Verification Report shall be submitted to the City Council as local planning authority.

Reason - To confirm that appropriate remedial action has been taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Manchester Core Strategy (2012).

6) No development shall commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how Secured by Design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy and to reflect the guidance contained in the National Planning Policy Framework.

7) Above-ground construction works shall not commence until a hard and soft landscaping treatment scheme, including details of tree and hedge species, has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the development is completed. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Core Strategy.

8) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained in the Arboricultural Report and accompanying drawings (prepared by ACS Consulting, stamped as received on 16th April 2019); and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.

(a) No retained tree shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)

(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.

(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with the approved plans and particulars before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Core Strategy.

9) Above grounds works shall not commence until a waste management strategy has been submitted to and approved by the City Council as local planning authority. The approved strategy shall be implemented and remain in-situ prior to the occupation of the development hereby approved.

Reason - In the interests of amenity and public health, pursuant to Policy DM1 in the Core Strategy Development Plan Document.

10) Above grounds works shall not commence until details of biodiversity enhancements (bird boxes and bat bricks), including a timetable for their installation and maintenance regime, have been submitted to and been approved by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

Reason - To ensure the protection of habitat of species that are protected under the Wildlife and Countryside Act 1981 or as subsequently amended in order to comply with policy EN15 of the Core Strategy Development Plan Document

11) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 or any order revoking and re-enacting that Order with or without modification) no part of any dwelling shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a).

Reason - In the exceptional circumstances of a proliferation of HMO's restricting housing choice and adversely affecting sustainability and in the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policy 7.4 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance, the National Planning Policy Framework and policies SP1 and DM1 of the Manchester Core Strategy.

12) Foul and surface water shall be drained on separate systems. Surface water shall be drained in accordance with the hierarchy of drainage options in national planning practice guidance. In the event of surface water discharging to public sewer, the rate of discharge shall be restricted to the lowest possible rate which shall be agreed with the statutory undertaker prior to connection to the public sewer.

Reason - To secure proper drainage and to manage the risk of flooding and pollution, pursuant to policies EN08 and EN14 in the Manchester Core Strategy (2012) and national policies within the NPPF and NPPG.

13) Prior to the commencement of development a Construction Management Plan shall be submitted to and approved by the Council. The Construction Management Plan shall contain the following:

- Details of Wheel Washing;
- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff;
- Hours of working

The development shall be carried out in accordance with approved details.

Reason - To safeguard the amenities of the occupiers of nearby residential and commercial properties during the construction/demolition phase, pursuant to Policy DM1 in the Manchester Core Strategy (2012).

14) Prior to the commencement of above ground works, a detailed scheme for the off-site highway improvement works outlined below shall be submitted to and approved by the City Council as local planning authority. The approved scheme shall be implemented before the dwellinghouses hereby approved are occupied.

- installation of new dropped crossings to facilitate driveway access
- re-positioning of existing traffic calming features on Panfield Road (to be agreed with MCCs Capital Programmes and Property Highways Team).
- widening of footway on Panfield Road

Reason – In the interests of pedestrian and highway safety, pursuant to Policy DM1 in the Manchester Core Strategy.

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: 122466/FO/2019 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
Neighbourhood Team Leader (Arboriculture)
Environmental Health
South Neighbourhood Team
Greater Manchester Police
United Utilities Water PLC

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:

Highway Services
Environmental Health
United Utilities Water PLC

Relevant Contact Officer : David Lawless
Telephone number : 0161 234 4543
Email : d.lawless@manchester.gov.uk



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Application site boundary



Neighbour notification