

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
125635/FO/2019	10th Dec 2019	30th Jul 2020	Northenden Ward

**Proposal** Conversion of former Tatton Arms public house to create 7 new residential (C3) apartments and development of a further 21 new apartments (C3) to the rear following partial demolition of existing extensions together with associated access, parking and landscaping

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

**Applicant** Mr Ibrahim Jamil, Britannia Group, Britannia House, 160-164 Wellington Road, Manchester, M20 3FU

**Agent** Miss Kathryn Valentine, OMI Architects, 31 Blackfriars Road, Salford, M3 7AQ

## 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 building which dated back to c.1874 is considered to be a non-designated heritage asset.

The site is located adjacent to and is located within the River Mersey Valley on Boat Lane, where Mill Lane turns within Northenden Conservation Area, the Green Belt, Flood Zone 3 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 a piece of wooded land beyond which 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 partial demolition of existing extensions and conversion of former Tatton Arms public house to create 7 new residential (C3) apartments and development of a further 21 new apartments to the rear, with associated access, parking and landscaping. There would be 28 apartments in total, 8 one bed, 18 two bed and 2 three bed.

The development would also involve a detailed landscaping scheme to include tree planting, the formalisation of the Trans Pennine Trail, the creation of a footpath to the north of Boat Lane, car parking for the development and for the neighbouring Boathouse cottages, bin storage, bin storage for the neighbouring Boathouse cottages and cycle parking.

## History

This application has been submitted in order to overcome the reasons for refusal for application 113823/FO/2016 for the conversion of the 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. The reasons for refusal were as follows:

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.

Members will recall that this previous application was refused by a meeting of the Planning and Highways Committee on the 9<sup>th</sup> March 2017, a subsequent appeal was dismissed in June 2018.

The Inspector identified the key issues as whether or not the proposed development would preserve or enhance the character or appearance of the Northenden Conservation Area having particular regard to the effect on the significance of the Tatton Arms as a non-designated heritage asset and the effect of the proposed development on the openness of the Green Belt and the purposes of including land within it. She weighed up the public benefits of the scheme and concluded that in relation to that scheme very special circumstances had not been demonstrated that could outweigh the harm of the scheme.

### **Community Engagement**

In a response to the appeal decision and in order to overcome previous concerns expressed at appeal, prior to the submission of this planning application the applicant held a consultation event in October 2019 that over 50 residents attended.

### **Consultations**

Comments from local residents can be summarised as follows:

8 letters of support have been received from 6 addresses for the following reasons: The proposals will save the derelict neglected building, the land around the pub remains unused and the development will have an extremely positive impact on the local area. The developer should be praised for maintaining greenery around the Tatton Arms. The site has been the subject on anti-social behaviour and it would be a positive move to get a residential development in place.

Objections have been received from 2 addresses for the following reasons:  
No building should occur within the Green Belt as there are no special circumstances. The resident queries the impact of the proposals upon the character of the Conservation Area with regards to design. The proposals overlook the gardens of the boathouse conversion. Impact of the proposals upon infrastructure, there are not enough school places, doctors or local amenities. Parking is a problem and 28 spaces are not enough. Northenden doesn't need more high cost homes, a family oriented pub is needed.

**Councillor Monaghan** – States that local people welcome the new application, but that several concerns still remained. A query was raised about the possibility of there being Section 106 monies available and affordable housing provided. Assurances were sought about the retention of the right of way along the river and the impact of the construction on existing highways infrastructure. Concerns were raised about the demolition of part of the building which can be seen from the back of the pub, the level of car parking provision and the need for building on the green belt to make the scheme viable which they stated may set precedent, involving the loss of wildlife and trees.

**Highways** - Given its district centre location the site is considered to be suitably accessible by sustainable modes and is in close proximity to a number of local bus services.

It is anticipated that the proposals are unlikely to generate a significant increase in the level of vehicular trips therefore they do not raise any network capacity concerns. The existing vehicle access is being retained but widened and its design is acceptable from a highway perspective. The proposed footway on the development side of Boat Lane should be 2 metres wide and be constructed in standard paving materials if it is to be offered for adoption through S38 agreement. It is assumed that the area of public realm to the rear of the proposed footway will not be offered for adoption and will be privately maintained.

Access is to be maintained to National Cycle Network Route (NCN62) which provides connectivity from Mill Lane and across the River Mersey at the footbridge adjacent to the development which is acceptable to us.

It is considered that the existing traffic calming arrangement along Mill Lane and Boat Lane are sufficient as are the existing on-street parking control measures.

The parking spaces which front onto Mill Lane / Boat Lane will require suitable dropped kerbs.

The proposed pedestrian access points, boundary treatment and vehicle entrance with swept path are acceptable to Highways with the main pedestrian route having a gradient of 1:21.

It will be necessary to review the existing public street lighting to determine whether any additional or amended highway street lighting is required.

With regard to general deliveries, internal access to the site is to be provided where there is sufficient room for delivery vehicles to turn and exit the site in forward gear.

For waste management it is proposed that collections will take place from Boat Lane.

A total of 30 car parking spaces are being provided within an on-site gated facility of which two are accessible bays. In addition, four visitor spaces for this development and three spaces for the Boathouse Cottages are provided directly from Boat Lane.

16 secure cycle spaces are offered as part of the development on the southern boundary of the site and Highways consider this to be sufficient provision.

**Environmental Health** - Recommend conditions relating to contaminated land, construction management, lighting, acoustic insulation, waste management in accordance with details submitted and air quality.

**Manchester Conservation Areas and Historic Buildings Panel** - The Panel noted that the proposals were less harmful than the previous scheme, but felt that the relationship between the Tatton Arms and the extension could be better integrated. The Panel felt that it wasn't overdevelopment, but would like to ensure that detailing and materials are given careful consideration and take cues from the main building, which would ensure that the new build elements are fully integrated with the existing. The Panel suggested a condition requiring the repairs and restoration works to be carried out first or in tandem to ensure the Tatton Arms is not left to deteriorate.

**Arboricultural Section** - Have no objections to the proposals from an arboricultural perspective. The woodland to the rear will benefit from the introduction of a management plan which will extend the life and improve the quality of retained trees.

**Greater Manchester Ecological Unit** - The proposed development is a significant improvement from an ecological perspective with the woodland now retained. Ecological issues relating to bats, otters, nesting birds and invasive species can be dealt with via condition and or informative. Clarification on whether any of the trees to be removed have bat roosting potential or bat boxes, any drainage in to the River Mersey is required and how they will provide ecological enhancement within the woodland area as part of their landscape proposals is required.

### Bats

No evidence as for the previous survey of bats roosting was found but in the Tatton Arms was found but is still regarded as high risk. Whilst most trees are now retained some will be lost and it is unclear whether any of these have bat boxes.

With regards the conversion of the Tatton Arms GMEU are satisfied based on the previous surveys where none were found and the current survey where the results were inconclusive owing to the difficulty of gaining adequate access that reasonable avoidance measures are proportionate and will mitigate against any harm to this protect species. GMEU recommend a condition relating to demolition works and the requirement for a reasonable avoidance method statement for bats.

With regards trees, as it is unclear whether any of the trees proposed for removal are those identified as having any bat roosting potential from the information supplied, though previously all proved negative for bats following detailed surveys. I recommend that prior to determination that the proposed tree removal is crossed referenced with the Urban Green bat roosting assessment. If any trees with bat roosting potential are to be lost then further information will be required.

### Otter

Otter have now colonised the River Mersey. Whilst the risks to this species will be low as they are protected under the Habitat Regulations, they are known to be curious and potentially attracted to development sites at night. They also may utilise the woodland as a lie up. GMEU recommend an informative as part of any permission.

### Nesting Birds

Scrub and a few trees are to be removed i.e. potential bird nesting habitat will be lost as a result of the development. All British birds nests and eggs (with certain limited exceptions) are protected by Section 1 of the Wildlife & Countryside Act 1981, as amended. GMEU recommend an appropriate condition.

The bat assessment also noted that feral pigeons are now likely to be nesting in the Tatton Arms, whilst these are also protected under section 1 of the Wildlife & Countryside Act, they are also regarded as a pest species and can be removed under license. They can also nest throughout the year. GMEU recommend an appropriate condition.

### Invasive Species

No invasive species were recorded on the site. However the location of the River Mersey make this a high risk location for species such as Himalayan balsam. An informative is recommended.

### Proximity to River Mersey

The EU Water Framework Directive requires environmental objectives be set for all surface and ground waters to enable them to achieve good status or potential for heavily modified water bodies by a defined date. One objective is to prevent further deterioration which can include changes to flow pattern, width and depth of channel, sediment availability/transport and ecology and biology. Whilst the development is likely to be neutral in terms of the Directive, without further information it cannot be fully assessed, in particular with regards to surface water run-off and drainage during and post development. *Prior to determination please clarify whether the developer intends to discharge to the Mersey during and post development.*

### Contributing to and Enhancing the Natural Environment

Section 170 of the NPPF 2018 states that the planning system should contribute to and enhance the natural and local environment. The development proposals unlike the previous application largely avoid the high ecological value areas. Management is however proposed to the wooded area, with tree thinning and removal of scrub. Without mitigation for loss of ground vegetation and associated bird nesting habitat this would still represent a negative impact.

Mitigation should be possible through provision of an ecological enhancement plan for the retained woodland. This could include features such as under-planting with native shrubs, under-planting with native bulbs and wildflowers, provision of additional bird and bat boxes on retained trees and a 5 year maintenance plan. If they are happy to provide this then the details could be conditioned.

**Greater Manchester Police** - Recommend that a condition be attached to secure the physical security specifications set out in the Crime Impact Statement

**Trans Pennine Trail** - Support the application.

**High Speed Two (HS2) Limited** -The proposed development is within the sub-safeguarding for Phase 2b of HS2, however having reviewed the proposals it is clear that development is unlikely to impact upon the HS2 scheme. Therefore HS2 have no objection.

**Environment Agency** - Require a condition to be attached to any approval relating to flood risk mitigation measures.

**Flood Risk Management** - Recommend conditions relating to the flood risk and in relation to surface water drainage and the management thereof.

**United Utilities** - Recommended conditions recommended by Flood Risk Management above relating to surface water runoff.

## **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 sets out the Government's planning policies for England and how these are expected to be applied. The NPPF was revised in February 2019 and is a material consideration in the determination of all planning applications.

There are three overarching objectives to sustainable development: economic, social and environmental:

- an economic objective, contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation; and improved productivity ; and by identifying and coordinating the provision of infrastructure;
- a social objective, supporting strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of

present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and

- an environmental objective, contributing to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, use natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change including moving to a low carbon economy.

So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.

Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. Within this context paragraph 110 states that applications for development should give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use.

Paragraph 127 confirms that planning decisions should ensure that developments: will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit; optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Paragraph 143 relating to proposals affecting the Green Belt states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. Paragraph 144 goes on to state that when considering any planning applications, 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 resulting from the proposal, is clearly outweighed by other considerations.

Paragraph 193 sets out 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). This is irrespective of whether any potential harm amounts to substantial

harm, total loss or less than substantial harm to its significance. Paragraph 194 goes on to state that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Paragraph 196 states that 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, where appropriate, securing its optimum viable use.

Paragraph 197 states that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

The NPPF states that where proposed development accords with an up-to-date Local Plan it should be approved. The proposals would create additional residential accommodation in a sustainable location and as set out in this report are indicated as being in accordance with the up to date Core Strategy Development Plan Document and therefore accord with the main principles and expectations of the revised National Planning Policy Framework.

**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 CO<sub>2</sub> Emissions by Enabling Low and Zero Carbon Development*

Policy EN 6 - *Target Framework for CO<sub>2</sub> 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.

## **Other Material Considerations**

### **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.”

### **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.

**Environmental Impact Assessment - The Town and Country Planning (Environmental Impact Assessment) Regulations 2017** specifies that certain types of development require an Environmental Impact Assessment (EIA) to be undertaken. The proposal is below the thresholds at Schedule 2 of the EIA Regulations and it is not located within a 'sensitive area,' as such, the proposals do not comprise 'Schedule 2 development' and a Screening Opinion was not sought. Having taken into account the EIA Directive and Regulations it is therefore considered that an Environmental Assessment is not required in this instance.

## **Issues**

### **Principle**

Consent is being sought for the partial demolition of existing extensions and conversion of former Tatton Arms public house to create 7 new residential (C3) apartments and development of a further 21 new apartments to the rear, with associated access, parking and landscaping. There would be 28 apartments in total, 8 one bed, 18 two bed and 2 three bed.

The existing building would be largely retained, with the exception of two large single storey unsympathetic extensions to the rear added in the early 20<sup>th</sup> century. The proposals involves an extension in place of the single storey extensions to the rear with two storey extensions to the rear, 4m from the southern site boundary. To the east of the Tatton Arms, linking to the two storey extension would be a three storey extension partially located on the former bowling green. This would be well setback and has a spacious setting.

The development would also involve a detailed landscaping scheme to include tree planting, the formalisation of the Trans Pennine Trail, the creation of a footpath to the north of Boat Lane, car parking for the development and for the neighbouring Boathouse cottages, bin storage, bin storage for the neighbouring Boathouse cottages and cycle parking.

The principle of the development has to be assessed against a number of criteria set out below.



### Green Belt

The site lies within the Green Belt. Green Belt is an area of open land around a built up area where any proposals for new buildings 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. These areas are designated for protection in the development plan and are not equivalent to the more general term 'greenfield.'

The National Planning Policy Framework states that a Local Planning Authority should regard the construction of new buildings as inappropriate in Green Belt. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.

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 resulting from the proposal, is clearly outweighed by other considerations.

Part of the proposals (the refurbishment of the public house and the replacement of the former extensions) are located on **previously developed land** subject to detailed assessment, this element of the scheme is considered to be appropriate in principle in relation to Green Belt policy and guidance.

The NPPF also sets out that certain exceptions apply where the construction of new buildings would be appropriate in the Green Belt.

The first relevant exception is 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. This would mean that the former Tatton Arms could be significantly extended over the building that existed in 1948 (the accepted definition of original building, where previous extensions have been implemented). Meaning, the extensions already there offer an opportunity for new development.

The second exception is limited infilling or the partial or complete redevelopment of previously developed land, whether redundant or in continuing use (excluding temporary buildings), which would not have a greater impact on the openness of the Green Belt than the existing development.

The proposal includes a two storey extension to the rear of the existing building and a three storey extension that would extend partially over the former bowling green. The extensions are necessary as they are required to make the scheme for the refurbishment of the existing Tatton Arms scheme financially viable. The impact on the Green Belt has been mitigated by the significant setback of the three storey extension proposed; visually the front elevation of the former Tatton Arms remains the prominent feature with the extensions appearing much more subservient in the buildings setting. The siting of the extensions ensure the openness of the Green Belt is not adversely impacted. The limited impact that would arise is balanced against the special circumstances that would deliver a number of public benefits. These include:

- The retention of the non-designated heritage asset.
- The reuse of the building in a prominent location within the Northenden Conservation Area.
- The provision of highway improvements and the formalisation of the Trans Pennine Trail.
- The provision of 28 new homes.

The applicant states in their planning statement that the development proposals would not harm the five purposes of the Green Belt set out in paragraph 134 of the NPPF, namely:

- 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.

The development proposals will not harm the five purposes of the Green Belt. In relation to these five points it is considered that the proposal would not contribute to

unrestricted sprawl of a large built up area given the details of the scheme and the fact that the development constitutes an extension to an existing building within its own grounds. The boundary between Northenden and West Didsbury would remain very distinct. The countryside would not be encroached upon as a result of the scheme proposed. The redevelopment of this site would assist in the enhancement of the special character of Northenden. It is also considered that the proposal would result directly in urban regeneration.

The scheme differs significantly from the scheme that was dismissed at appeal which encroached on the openness of the Green Belt. The scheme does not interfere with key views within the Conservation Area and would not involve the loss of significant areas of open space and tree planting, which are now proposed to be retained and managed, as amenity space for residents of the proposed apartment scheme. The difference between the layout of both schemes can be seen below. It is considered that the previous reasons for refusal have now been overcome.



Scheme now proposed



Scheme previously dismissed at appeal

It is considered that the scheme demonstrates very special circumstances with regards to the part of development that sits in the open part of the site where the former bowling green was located and meets the exceptions set out in the NPPF with regards to the previously developed part of the site. It is therefore considered that the scheme satisfies Green Belt policy requirements set out in the NPPF.

### **Mersey Valley**

The slight loss of openness on the development site does not impact upon the sense of openness that is a characteristic of the Mersey Valley in this location, set out in policy EN1 as worthy of retention. Accessibility to the Mersey Valley would be improved as a result of the scheme through the provision of the pavement to the north side of Boat Lane and improvements to the Trans Pennine Trail.

### **Conservation Area**

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, categorised as a non-designated heritage asset within the setting of large grounds that demarks the edge of the Northenden conurbation, adjacent to the Mersey Valley.

This scheme would see the retention of this significant building which is a sadly deteriorating non-designated heritage asset which is acknowledged within the Northenden Conservation Area Document as making a significant visual contribution to the Conservation Area. The proposals maintain the landscaped setting of the former Tatton Arms, addressing a reason for refusal for a previous development scheme for the site, depicted above.

In her decision notice the appeals inspector in determining the planning appeal noted that the historic core of the village centered around the church of St Wilfrids a Grade II\* listed building, the historic street pattern and the well preserved mix of Georgian, Victorian and Edwardian properties grouped around the church. Boat Lane connects the historic core of the village with the riverside and the Tatton Arms. Significance also derives from the association with historic uses and Ford Lane and Boat Lane allude to the ford and ferry boat crossings which connected Northenden with Manchester before the construction of the river crossing and Palatine Road. Today, the Northenden Riverside Park and Transpennine Trail provide an ongoing connection with recreation activity.

The inspector went further to comment that the combination of the grand scale, architectural interest, historic use and riverside setting of the Tatton Arms contributes to its significance as a non-designated heritage asset. Its spacious and semi-natural setting are an integral part of not only its character and appearance but also that of the wider Conservation Area. The current condition of the building and site detracts from the character and appearance of the Conservation Area, the riverside and area in the immediate vicinity of Boat Lane.

The scheme submitted sees the removal of unsympathetic 20<sup>th</sup> century additions that are not considered to be of architectural merit in their own right and do not contribute positively to the character of the Conservation Area. The development proposal would lead to enhancement of the non-designated heritage asset that is the former Tatton Arms, which is of historic importance to Northenden. It is considered that the scheme would enhance the designated heritage asset that is the Northenden Conservation Area, whilst retaining the spacious landscaped character of the Conservation Area, the extensions proposed maintain distances to the boundaries to the north, east and west and density is accommodated where it is appropriate, on previously developed land to the south associated with the adjoining built up residential area, meeting legislative requirement and policy requirement set out by saved Unitary Development Plan policy DC18 and Core Strategy Policy EN3.

Comment was made by Manchester Conservation Areas and Historic Buildings Panel that the scheme should be conditioned in a way that controlled development phasing to do refurbishment works to the existing building prior to the extension works. Conditions are attached that the extensions should not be occupied until such a time that refurbishments works are completed and to provide the local planning authority with a contract for works.

### **Apartment conversion and Residential Standards**

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 20<sup>th</sup> 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 7 units of residential accommodation. This would comprise:

4 No. 2 bed 4 person measuring 75m<sup>2</sup>, 87m<sup>2</sup>, 95m<sup>2</sup> and 129m<sup>2</sup>

2 No. 3 bed 5 person measuring 88m<sup>2</sup> and 98m<sup>2</sup>

1 No. 1 bed 2 person measuring 63m<sup>2</sup>

The units would comfortably meet the requirements of the Councils' Residential Quality Guidance (2016).

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.

The new build element of the scheme would see the creation of 21 units, this would comprise:

7 No. 1 bed 1 person measuring 39m<sup>2</sup> and 40m<sup>2</sup>

11 No. 2 bed 3 person measuring 61m<sup>2</sup>, 62m<sup>2</sup> and 65m<sup>2</sup>

3 No. 2 bed 4 person measuring 70m<sup>2</sup>

The units would comfortably meet the requirements of the Councils' Residential Quality Guidance (2016).

## **Materials**

The extensions would be constructed utilising red brick to match the existing Tatton Arms, with zinc standing seam roofing and powder coated aluminium windows with double glazed aluminium door system to the communal entrance and GRP composite doors to the externally accessed apartments.

The windows within the existing building would be painted softwood as existing.

It is considered that the materials selected are high quality and are appropriate in the context of the existing building and the wider Conservation Area, a condition would be recommended that samples are provided to be agreed prior to construction.

## **Design**

A textured brickwork would be used to tie in with the brickwork of the existing building, vertical brick corbelling would be used to the upper storey for a contemporary interpretation of high level details to the existing building and to other buildings in the nearby area.

## **Boundary Treatment**

The boundary treatment would constitute 1.1m high brick planters to the car park, 2.1m weld mesh perimeter fencing, 2.1m close-boarded timber fence to boundary with existing properties, low level brick walls with metal railings to Boathouse parking, 1.5m high metal railing to pedestrian gate and vehicular entrance and 2.1m high

metal railings to secure external entrances. It is considered that the treatments selected are a contextual response to the surroundings and are appropriate in Conservation Area terms.

### Scale, Massing and 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 part of the extension building fronting Boat Lane, which would be two storey in height, 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, the positioning of the windows proposed and the orientation of properties.



The large part of the extensions proposed are to the side and rear of the existing building, measuring two and three storey in height. The windows within the elevations of the extensions facing to the north would be looking towards the River Mersey where there are no properties, the windows within the elevations of the extensions facing to the east would be looking towards the wooded area to the east where there is no built form.





The proposed south elevation faces towards property to the south, namely the rear elevation of the property at the Boathouses fronting Boat Lane, the rear of property fronting Boat Lane and the front elevations of properties on Ollerton Close.

Views towards the existing rear elevation from property fronting Boat Lane (other than the Boathouses) and from property on Ollerton Close are largely obscured by a garage block constructed on the north side of Ollerton Close and by heavy tree cover.



View of the rear of the Tatton Arms from Ollerton Close

The distance provided between the proposed extension and the rear elevation of properties on Boat Lane (other than the Boathouses) is c. 30m, the relationship to the front elevation of properties on Ollerton Close would be between c. 21m and 31m. Given that the extensions proposed would be separated by this distance and be located to the north and would largely be obscured by mature screening to be retained, it is not considered that the proposal would result in loss of light or an overbearing impact.

The rear elevation of the properties known as the Boathouses are at an oblique angle to the windows proposed to the south elevation. Three first floor windows have been identified as having the opportunity to provide overlooking to the rear gardens of the property. These windows have been designed to project and to be angled with obscure glazing to the south face to prevent overlooking. The extensions proposed are located due north of the property at the boathouses.



The southern elevation would be located c. 4m from the shared boundary with the gable and the gardens of the nearest property in the Boathouses conversion. The extensions proposed are located due north so would not result in a loss of light. The proposal in this one particular location could be perceived as impinging upon the sense of openness when viewing the proposal at an oblique angle from the rear windows of the nearest property, or from the garden of that nearest property. However, on balance, taking into consideration all of the benefits of the scheme as a whole, this loss would not be so substantial as to warrant the refusal of planning consent.

### **Trees and Landscaping**

A tarmac car park sits in front of the Tatton Arms, hard standing is also present to the area around the Tatton Arms to Boat Lane and to the rear.

The previously proposed scheme for development of the site was reliant upon the loss of large amounts of trees and a wooded area. This scheme would involve the loss of 8 trees, most of which are unclassified, T3 (U), T12 (U), T58 (U), T60 (U) and T78 (B) are within the site boundary, T32 (C), T37 (U) and T41 (U) are third party trees. Two of which are better classes of tree and will require mitigation planting.

The proposals set out the planting of 7 extra heavy standard trees and 9 smaller trees. This would be an appropriate level of replacement planting and the 7 heavy standard trees are in visually prominent locations.

### **Affordable Housing and Viability**

As the scheme comprises more than 15 units on a site bigger than 0.3 hectares, policy H8 is applicable. The developer has submitted a Viability Assessment with the application which sets out that a fully market scheme would have a profit of 10.41% and a scheme with the 20% affordable housing provision would have a profit of 4.98%. The developer has set out in their Design and Access Statement that a delicate balance has had to be reached between viability and the sensitivities of the site and its location. They set out that the extent of the development is the minimum necessary to achieve the objective of retaining and restoring the Tatton Arms. The Viability information has been fully tested and the report shows that affordable housing is not viable. This is understood due to the costs of working to retain the existing building on site, which is in a poor state of repair. The recommendation is one of Mindful to Approve subject to the signing of a legal agreement which will

include a provision for a reconciliation, which would require a contribution to be paid if values change at an agreed point.

### **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 a surface level car park to the Tatton Arms frontage. In providing 30 spaces for the 28 residential units (including two designated disabled car parking bays), the proposal adequately caters for its parking needs which should not result in any pressure on on-street parking demands. 4 no. visitor parking spaces and 3 no. parking spaces are provided for the neighbouring Boathouse Cottages, accessed directly from Boat Lane.

Secure cycle storage is shown as being provided for sixteen bikes along the boundary of the Ollerton Close garages. It is recommended that this is uplifted to 28 spaces (there space is available in the location shown). A condition is recommended to address this requirement.

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, 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 raise no objections subject to the recommendations within the Crime Impact Statement being secured by condition.

### **Amenity Space**

Sufficient amount of amenity space are proposed in the form of a residents' courtyard formed between the existing Tatton Arms building and the extension proposed. Eleven apartments would have access to a private projecting balcony or terrace. There would also be access for residents to the large communal garden area to the east. Residents would also have ease of access to the Mersey Valley.

Plans include for an area of landscaped public realm for the benefit of the wider community, to be managed by the applicant.

## **Waste Management**

Adequate refuse storage facilities are proposed in a centrally located bin store (1 x 1100 litres General Waste, 1 x 1100 Pulpable Recycling, 1 x 1100 Mixed Recycling and 1 x 1100 Food Waste). Bins will be taken by the management company to the refuse collection point located in curtilage on Boat Lane. The bins will be collected at kerbside. Once containers are empty the bins will be returned to the bin store by the management company. Designated bin storage is also to be provided for the neighbouring Boathouse cottages and to be collected from the same location.

## **Accessibility**

As inclusive a design strategy has been adopted to the development proposals as possible, there are constraints for the existing building with regards to the levels on site and existing stepped accesses to the building.

The units within the extension (75% of units within the scheme) will be accessed by an accessible route from the car park, which will give access to the circulation core of the building which has a lift to access upper floors.

2 No. accessible parking spaces are provided on the site.

## **Flood Risk**

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

The Environment Agency are now satisfied subject to the imposition of an appropriately worded condition.

## **Sustainability**

The existing building makes a positive contribution and contains a large amount of embodied energy. It can be more sustainable to retain and adapt and reuse rather than demolish and Historic England provide guidance on this issue. They advise that research shows that sympathetically upgrading and reusing existing buildings, rather than demolishing and building new, could dramatically improve a building's energy efficiency and would make substantial energy savings because the CO<sub>2</sub> emissions already embodied within existing buildings would not be lost through demolition. There is therefore a strong sustainability argument for retaining and adapting and extending existing buildings where it is possible to do so and material considerations do not suggest otherwise.

The developer has provided a detailed Environmental Standards Statement that sets out the development will incorporate an enhanced 'fabric led' material specification, along with high quality design and construction standards to improve the energy efficiency of the existing buildings and new build elements of the scheme. The new

build element will exceed Part L (2013) criteria for CO2 emissions. A photovoltaic array will be integrated into the 3 storey new block on the flat roof and inward facing sloped roof. It is recommended that a condition is put in place to require the provision of Electronic Vehicle Charging for car parking spaces.

### **Air Quality**

The Council will seek to improve air quality within Manchester and developers will be expected to take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.

An Air Quality Assessment must be submitted to consider the impacts of the proposed development, both during construction and operation on local air quality and its subsequent effect on sensitive locations such as residential properties. The proposal would be highly accessible by public transport and reduce reliance on cars and therefore minimise emissions from traffic generated by the development, however, a condition has been recommended to secure an air quality assessment to mitigate any localised impacts.

### **Construction Disturbance**

Disturbance associated with redevelopment of the site and in relation to the location of the storage of materials during construction which would be addressed as part of the Construction Management Plan condition.

### **Ecology**

Greater Manchester Ecological Unit is satisfied subject to the imposition of appropriately worded conditions and informatives.

### **Conclusion**

This scheme now under consideration retains an existing non-designated heritage asset in a way that enhances the special character of the Northenden Conservation Area, within which it is located. The heritage benefits from securing the long term future of the Tatton Arms would be significant and it is acknowledged the applicant has sought to address the previous reasons for refusal in order to bring forward a viable high quality scheme.

The new build elements have been carefully considered in terms of impact on the Green Belt; as noted new development would normally be considered inappropriate where land has been designated as Green Belt. The sensitive siting of the extensions is such that there would be only a minor impact on the openness of the wider area and the applicant has demonstrated very special circumstances to justify the proposal. The public benefits arising from the social, economic and environmental aspects of the proposals are sufficient to clearly outweigh the limited impact.

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

### **Recommendation**

**MINDED TO APPROVE** subject to the signing of a legal agreement which will include a provision for a reconciliation, which would require a contribution to be paid if values change at an agreed point.

### **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 application, and the application has been determined in accordance with the policies within the Development Plan.

### **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:

L0100 SITE PLAN  
L0110 BASEMENT PLAN  
L0111 LEVEL 00 PLAN  
L0112 LEVEL 01 PLAN  
L0113 LEVEL 02 PLAN  
L0124 APARTMENT LAYOUTS 5  
L0125 APARTMENT LAYOUTS 6

L0130 BOUNDARY TREATMENT PLAN  
L0131 REFUSE MANAGEMENT STRATEGY PLAN  
L0150 SITE SECTION THROUGH COURTYARD  
L0151 SITE SECTION THROUGH CIRCULATION CORE  
L0152 SITE SECTION THROUGH PROPOSED EXTENSION  
L0160 ELEVATION NE  
L0161 ELEVATION NW  
L0162 ELEVATION SW  
L0163 ELEVATION SE  
L0164 COURTYARD ELEVATION - EXISTING  
L0165 ELEVATION COURTYARD  
L0166 ELEVATION NE RIVER  
L0005 SITE PLAN  
L0006 SITE PLAN WITH DEMOLITION  
L0050 BASEMENT FLOOR PLAN WITH DEMOLITION  
L0051 LEVEL 00 PLAN WITH DEMOLITION  
L0052 LEVEL 01 PLAN WITH DEMOLITION  
L0053 LEVEL 02 PLAN WITH DEMOLITION  
L0054 ROOF PLAN WITH DEMOLITION  
L0120 APARTMENT LAYOUTS 1 - EXISTING  
L0121 APARTMENT LAYOUTS 2 - EXISTING  
L0122 APARTMENT LAYOUTS 3 - EXISTING  
L0123 APARTMENT LAYOUTS 4 - EXISTING  
L0001 LOCATION PLAN

Design and Access Statement prepared by OMI Architects November 2019

Planning Statement prepared by P4 Planning November 2019

Residential Viability Appraisal prepared by Grasscroft November 2019

Statement of Community Involvement prepared by OMI Architects November 2019

Visual Inspection note 14.08.2019 prepared by Scott Hughes

Visual Structural Inspection Report 11.07.2016 prepared by Scott Hughes

Environmental Standards Statement prepared by Element Sustainability  
December 2019

UG\_265\_LAN\_GA\_DRAW\_01 Rev P03 General Arrangement

UG\_265\_LAN\_HRD\_DRW\_02 Rev P02 Hard Landscape

UG\_265\_LAN\_LSN\_DRW\_04 Rev P02 Landscape Supporting Notes

UG\_265\_LAN\_SFT\_DRW\_03 Rev P02 Soft Landscape

Noise Assessment prepared by AEC 6 September 2019

Bat Surveys prepared by ADK

Preliminary Ecological Appraisal prepared by Urban Green October 2019

Flood Risk Assessment and Drainage Strategy prepared by Scott Hughes  
November 2019

Drainage Strategy GA 3552-SHD-00-ZZ-DR-C-0102 Rev P1

Report on Desk Study prepared by Applied Geology October 2019

Heritage Statement prepared by Planning Heritage October 2019

Transport Statement prepared by SK Transport Planning 02.12.2019

Received 04 December 2019

Crime Impact Statement prepared by Greater Manchester Police reference 2013/0375/03 Version A 10.12.19

Received 10 December 2019

Arboricultural Impact Assessment prepared by Urban Green October 2019

Received 20 December 2019

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

3. Above-ground construction works shall not commence until samples and specifications of all materials to be used in the external elevations and hard landscaping around the buildings as detailed on the approved drawings 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 Core Strategy.

4. The development hereby approved shall only be carried out in accordance with the recommendations of the Crime Impact Statement prepared by Greater Manchester Police and shall not be occupied or used until the City Council as local planning authority has acknowledged in writing that it has received written confirmation of a secure by design accreditation.

Reason - To reduce the risk of crime pursuant to Policy DM1 of the Adopted Core Strategy for the City of Manchester.

5. The development hereby approved shall be carried out in accordance with the Environmental Standards Statement prepared by Element Sustainability stamped as received by the City Council, as Local Planning Authority, on the 4 Dec 2019. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

Reason - In order to minimise the environmental impact of the development pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of the Core Strategy and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

6. The development hereby approved shall not be occupied unless and until finished floor levels and flood resilient measures have been implemented with the Flood Risk Assessment and Drainage Strategy, ref 3552-SHD-00-ZZ-RP-C-001, Scott Hughes, 5 November 2019.

Reason: To reduce the risk of flooding pursuant to national policies within the NPF and local policy EN14.

7. No drainage shall be installed until the full details of a surface water drainage scheme has been submitted to and approved in writing by the City Council as local planning authority.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG.

8. No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:
  - a. Verification report providing photographic evidence of construction as per design drawings;
  - b. As built construction drawings if different from design construction drawings;
  - c. Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG

9. The proposed development shall be carried out in accordance with the following mitigation measures:-
  1. Flood resilient construction methods shall be incorporated into the proposed ground floor conversion, in accordance with updated flood levels obtained from the Environment Agency.
  2. Identification and provision of safe routes into and out of the site to an appropriate safe haven.
  3. The preparation of an emergency evacuation plan, including the registration with Floodline to receive Flood Warnings.These mitigation measures shall be fully implemented prior to occupation. The mitigation measures detailed above shall be retained and maintained thereafter throughout the lifetime of the development.

Reasons: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution, pursuant to Policy DM1 in the Core Strategy Development Plan Document and the policies and guidance within the NPPF and NPPG.

10. All tree work should be carried out by a competent contractor in accordance with British Standard BS 3998 "Recommendations for Tree Work".

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.

11. No removal of or works to any hedgerows, trees or shrubs shall take place during the main bird breeding season 1st March and 31st July inclusive, unless a competent ecologist has undertaken a careful, detailed check of vegetation for active birds' nests immediately before the vegetation is cleared and provided written confirmation that no birds will be harmed and/or that there are appropriate measures in place to protect nesting bird interest on site. Any such written confirmation should be submitted to the local planning authority.

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

12. No building works or demolition or extension of the Tatton Arms shall occur until a reasonable avoidance method statement for bats is provided to and agreed in writing by the Local Planning Authority.

Reason: In order to prevent any habitat disturbance to bats in accordance with policy EN15 of the Core Strategy and the National Planning Policy Framework.

13. No building works shall occur unless a check for feral pigeon nests has occurred by a suitably experienced ecologist prior to works and written confirmation provided that no active bird nests are present which has been agreed in writing by the LPA. If feral pigeon nests are present then a general license issued by Natural England authorising destruction of feral nests should be provided to the Local Planning Authority.

Reason: In order to prevent any habitat disturbance to feral pigeons in accordance with policy EN15 of the Core Strategy and the National Planning Policy Framework.

14. Notwithstanding the details of the hard and soft landscaping treatment scheme as set out within the approved drawings, a further plan indicating biodiversity enhancement to be made shall be submitted within one month of the grant of consent. Landscaping and biodiversity enhancements shall be implemented not later than 12 months from the date the buildings are first occupied. 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.

15. Notwithstanding the details shown on the plans submitted prior to first occupation of the development, details of a scheme for 28 cycle parking spaces shall be provided in writing to the local planning authority for approval. The approved scheme shall be implemented in full and made available for use and remain available for use whilst the development is occupied.

Reason - To ensure there is adequate bicycle parking provision, pursuant to policies DM1, T1 and SP1 of the Manchester Core Strategy.

16. The car parking layout indicated on the approved plans shall be surfaced, demarcated and made available for use prior to the buildings hereby approved being occupied. The car parks shall remain in use at all times thereafter.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to policies DM1, T2 and SP1 of the Manchester Core Strategy.

17. Prior to the commencement of any development a Construction Management Plan shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be implemented in accordance with the agreed Construction Management Plan and shall include:
  - The routing of construction traffic;
  - Detail the quantification/classification of vehicular activity associated with the construction including commentary on types and frequency of vehicular demands together with evidence (appropriate swept-path assessment);
  - Details of the location and arrangements for contractor parking;
  - The identification of the vehicular access points into the site for all construction traffic, staff vehicles and Heavy Goods Vehicles;
  - Identify measures to control dust and mud including on the surrounding public highway including: details of how the wheels of contractor's vehicles are to be cleaned during the construction period;
  - Specify the working hours for the site;
  - The details of an emergency telephone contact number for the site contractor to be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete
  - Identify advisory routes to and from the site for staff and HGVs;
  - A highway dilapidation survey including photographs and commentary on the condition of carriageway / footways on construction vehicle routes surrounding the site.

Reason - In the interest of pedestrian and highway safety, and to ensure that the proposed development is not prejudicial or a nuisance to adjacent dwellings pursuant to policy DM1 of the Core Strategy. Details are required prior to works commencing on site as the impacts of construction works to deliver the development require mitigation.

18. 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 the 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 Core Strategy.

19. When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority. In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

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 Core Strategy.

20. If any lighting at the development hereby approved, when illuminated, causes glare or light spillage which in the opinion of the Council as local planning authority causes detriment to adjoining and nearby residential properties, within 14 days of a written request, a scheme for the elimination of such glare or light spillage shall be submitted to the Council as local planning authority and once approved shall thereafter be retained in accordance with details which have received prior written approval of the City Council as local planning authority.

Reason - In order to minimise the impact of the illumination of the lights on the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy.

21. The approved scheme for the storage and disposal of refuse shall be implemented as part of the development and shall remain in situ whilst the use is in operation.

Reason - In the interests of amenity and public health, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

22. Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from the M60 motorway shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00)      30 dB L Aeq (individual noise events shall not exceed 45 dB L Amax,F by more than 15 times)

Living Rooms (daytime - 07.00 - 23.00)      35 dB L Aeq

Gardens and terraces (daytime)              55 dB L Aeq

Upon completion of the development and before first occupation of the residential units, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultants' report. The report shall also undertake post completion testing to confirm that the internal noise criteria has been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason - To secure a reduction in noise from traffic and other sources in order to protect future residents from noise disturbance pursuant to policy DM1 of the Core Strategy and saved UDP policy DC26.

23. An air quality impact assessment for the development shall be submitted to and approved in writing by the City Council as local planning authority.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect future residents from air pollution pursuant to policies SP1 and DM1 of the Core Strategy.

24. Above-ground construction works shall not commence until details of the measures to be incorporated into the development to allow for the provision of electric vehicle charging points have been submitted to and approved by the City Council as Local Planning Authority.

Reason - To promote sustainable development and in the interests of residential amenity, pursuant to Policies DM1 and EN16 in the Manchester Core Strategy (2012).

25. The windows to the south west elevation marked as being obscurely glazed on the approved plans shall be obscure glazed to a specification of no less than 5 of the Pilkington scale and shall be retained at all times thereafter.

Reason - In the interests of residential amenity and to ensure a satisfactory development, pursuant to policy DM1 of the Core Strategy for the City of Manchester.

26. The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the building works for the redevelopment of the site has been made, and evidence of that contract has been supplied to the City Council.

Reason – In the interests of residential amenity, the preservation of the non-designated heritage asset and to ensure a satisfactory development, pursuant to policy DM1 and policy EN3 of the Core Strategy for the City of Manchester and saved policy DC18 of the Unitary Development Plan.

27. No part of the extensions to the Tatton Arms hereby approved shall be occupied until such a time that works for the refurbishment of the existing Tatton Arms building have been substantially completed.

Reason – In the interests of residential amenity, the preservation of the non-designated heritage asset and to ensure a satisfactory development, pursuant to policy DM1 and policy EN3 of the Core Strategy for the City of Manchester and saved policy DC18 of the Unitary Development Plan.

#### Informatives:

1. Whilst there is only a low risk of otter being present, the applicant is reminded that under the Habitat Regulation it is an offence to disturb, harm or kill otters. If an otter is found during the development all work should cease immediately and a suitably licensed ecologist employed to assess how best to safeguard the otter(s). Natural England should also be informed.

2. It is an offence under the Wildlife & Countryside Act 1981, as amended to introduce, plant or cause to grow wild any plant listed in Schedule 9 part 2 of the Act. Species such as Japanese knotweed and Himalayan balsam are included within this schedule. If any such species will be disturbed as a result of this development a suitably experienced consultant should be employed to advise on how to avoid an offence.

### **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: 125635/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  
Environmental Health  
Neighbourhood Team Leader (Arboriculture)  
Corporate Property  
MCC Flood Risk Management  
South Neighbourhood Team  
Greater Manchester Police  
Environment Agency  
Greater Manchester Ecology Unit  
Northenden Neighbourhood Forum  
Trans Pennine Trail Office  
Northenden Civic Society  
High Speed Two (HS2) Limited**

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

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

