Application Number 106989/FO/2014/N2  Date of Appln 18th Jun 2015  Committee Date 15th Oct 2015  Ward Levenshulme Ward

Proposal Conversion of existing building including erection of 2 storey side and rear extension to form 12 no apartments (9 x two bedroom and 3 x one bedroom) along with excavation of basement area of existing building, associated external elevation alterations, partial demolition of existing side extension, creation of car parking area and new, reinstated boundary treatment to Central Avenue (including walls, railings and gates) and landscaping,

Location Levenshulme Catholic Club , 58 Central Avenue, Levenshulme, Manchester, M19 2FF

Applicant S and A (GB) Ltd, 985 Stockport Road, Levenshulme, Manchester, M19 2SY

Agent Mr Philip Holmes, PHA Architects Ltd, 1 Cranleigh Avenue, Heaton Mersey, Stockport, SK4 3PZ,

Description

This application relates to the site of a currently vacant former social club and its grounds. The application site is located within the Rushford Park Conservation Area and situated on the eastern side of Central Avenue close to its junctions with Park Avenue and Rushford Avenue. A footpath runs immediately adjacent to the southern boundary of the application site and leads (via tunnel beneath an operational railway line situated to the east of the application site) to The Crescent (residential street) and Levenshulme District Centre beyond.

The Rushford Park Conservation Area was designated in 1986 and is bounded by Park Grove to the north, and operational railway line to the east the rear boundaries to properties to Windsor Road to the south and Slade Lane to the west. It is characterised by a mix of semi-detached houses to the south, terraced and detached houses. A particular feature of the conservation area is the occurrence of larger houses, including detached, semi-detached and terraced housing with substantial garden areas. In addition to family housing, the conservation area also includes a number of apartments in the form of conversions of larger properties and purpose built apartment blocks. Warwick House, is such a purpose built block of apartments and is situated immediately to the north of the application site and incorporates an open landscaped setting.

The application building is distinctive but unlisted. The original building comprises of a distinct dual pitched roof with gable walls and a chimney stack to its southern elevation. The building has 2-storeys supplemented with accommodation in an existing single storey extension. The principal elevation to Central Avenue is characterised by a pair of flat roof semi-hexagonal bay windows separated by the main entrance. The flat roofs of the respective bays are supported with 'barley twist'
stone mullions set upon rising plinths and terminates in arched lintels to allow the formation of tri-sectional sash windows. The central door is accessed via stone steps and enclosed by a railing balustrade. The doorway is set within stone pillars and lintel topped with a flat roof canopy. The elevations predominant incorporate sash windows but windows of different styles have been introduced over time.

The existing single storey extension has a flat roof extension that projects from the original side (northern) wall and returns across the rear elevation to form a secondary access to the building. The single storey extension incorporates high level windows to it elevation to Central Avenue and a large shutter door to the rear.

The front elevation of the original building has been painted with cream painted with similarly coloured render attached to the side (southern) elevation. The remaining elevations, including those to the single storey extension are of red brickwork. An external steel staircase is attached to the side (southern) elevation and provides separate access to the first floor.

The site setting to Central Avenue is distinguished by a mature willow tree positioned behind an original low stone wall. The boundary wall terminates at the frontage of the single storey extension, which is separated from the street by a grassed area. Pedestrian and vehicular access is gained via Central Avenue with a driveway running adjacent to the southern boundary providing access to the hard surfaced car park and former bowling green. The remaining perimeter of the site is enclosed by concrete panel fencing and mature shrubbery.

Internally the existing building comprises of:

i  Basement - Storage areas;
ii  Ground floor - Bar areas, snooker room, function room and WCs;
iii  First floor - Residential accommodation, including 4 bedrooms, lounge, kitchen, dining room and bathroom.

The proposed development would comprise of the conversion and extension of the existing building and the enlargement of an existing side extension involving its widening and formation of an additional floor. The substantive building would thereby comprise of 9 x two-bedroom apartments and 3 x one bedroom apartments.

The proposed side extension would be formed through the removal of the existing ground floor front and side elevations to allow the widening of the original footplate and to provide a set back to its frontage (to improve the relationship to the original building). The proposed side extension would have a footplate of 11.7 metres (wide) x 17.5 metres (deep) thereby retaining a distance of 1 metres to the northern boundary and an existing rearward projection of 5.7 metres. The additional floor would incorporate a flat roof with a maximum height of 7 metres.

The frontage elevation of the proposed extension would incorporate a 2.2 metre wide recess incorporating a ground to eaves glazing feature and ground floor main entrance. This feature would demarcate the transition between the extension and the original building. The proposed front and rear elevations would incorporate an arrangement of rectangular windows with stone sills and lintels. A pair of obscurely
glazed to respective ground and first floor flats would be vertically and centrally configured within the side (northern) elevation.

The applicant does not propose to internally link the extension and the original building. Instead the extension would be accessed via its own front entrance with corridors providing access ground floor apartments and a communal staircase to the upper floor. The proposed residential accommodation would comprise of:

i. Ground floor - 2 x two bedroom apartments and 1 x one bedroom apartments with bathroom, kitchen and lounge;
ii. First floor - 2 x two bedroom apartments and 1 x one bedroom apartments with bathroom, kitchen and lounge.

The existing building would essentially retain its original composition but would be affected by the demolition of part of the extension returning across its rear elevation. New window openings would be formed on the side and rear elevations. Light wells would be formed to the front of the building to allow the formation of basement windows. A light well would also be formed to the rear to allow the formation of further basement windows and an emergency exit. The steps to the front entrance would be reconfigured to allow direct access from the proposed pedestrian route. The applicant proposes to render the proposed extension to match the existing painted and render elevations, which would in turn be suitably refinished.

The applicant has revised the internal layout to provide access to the proposed basement apartments via a stairwell, which would also incorporate a staircase to the upper floor flats. The proposed accommodation would comprise of:

i. Basement - 2 x one bedroom apartments with bathroom, kitchen and lounge;
ii. Ground floor - 2 x two bedroom apartments with bathroom, kitchen and lounge;
iii. First floor - 2 x two bedroom apartments with bathroom, kitchen and lounge.

Within the grounds of the application site, the applicant proposes to extend the front wall along the entire boundary with Central Avenue with railings above and gated pedestrian and vehicular access points. The existing vehicular access point would incorporate a recess to allow vehicles to 'pull in' from the highway and operate the proposed access gates. The existing drive way would be utilised to access 14 car parking spaces adjacent to the southern boundary and 3 spaces between the rear of the building and 1800 mm high timber structures to be used to separately accommodate lockable cycle storage units and waste / recyclable material containers. The former bowling green would be retained as part of the landscaped garden and amenity space. A mature willow adjacent to the Central Avenue boundary would also be retained.

Consultations

Local Residents - The following comments have been received. It should be noted that local residents have been consulted upon various amendments to the proposed development and that these amendments have sought to address the points realised
by the various representations received by the City Council as local planning authority (LPA):

i. General comments

a. One resident supports the proposed development but requests that the impact of the development on the character of the conservation area and its setting, including landscaping, be taken into consideration. It is requested that consideration be given to local traffic conditions and requests the development is supported with adequate access and egress arrangements. Family housing is considered to be important in the local area and the inclusion of 2-bedroom flats is welcomed.

b. One resident whilst welcoming the refurbishment and renovation of the application building, there is concern regarding the potential loss of shrubbery around the site and the resulting impact on the privacy of local residents. It is also requested that a willow tree at the front of the site be protected through a tree preservation order. It is also considered that the former bowling green should be designated as a local open green space for the benefit of the community.

ii. Objections - A total of 8 letters and emails have been received including one email submitted on behalf of 3 individual residents. These representations are summarised below:

a. The area has a significant number of flats and apartment blocks and it is considered that the further provision of flats would undermine the character of the conservation area and exacerbate local on-street car parking and traffic congestion;

b. The application building is a landmark feature of the conservation areas and it is not considered that the proposed extension has been appropriately related to it, in terms of materials or design. The proposal lacks supporting information in relation to design details and finishes. The proposals have not been appropriately related to the original Victorian buildings;

c. The proposed mix of units is not considered to be appropriate and family type units should be included;

d. There is concern that there may be future development proposals brought forward relating to the redevelopment of the existing bowling green, which is considered to be inappropriate. Such a circumstance would lead to the loss of an important area of open space and garden area for future residents of the proposed development. Any planning permission should be conditioned to ensure that the former bowling green is retained as part of the garden area and should be discounted from future redevelopment;

e. The proposed development will generate a demand for car park that will exceed the indicated provision thereby leading to increases in on street car parking. Increase in traffic generation would make neighbouring narrow streets more hazardous and generate undue noise from vehicular movement;

f. The proposed development lacks cycle parking provision;

g. Further details are required with regard to comprehensive landscaping;

h. The existing concrete panel fencing to the southern boundary of the site should be replace with a more appropriately designed boundary treatment;

i. The willow tree to the front of the site should be protected by a tree preservation order;
j. The proposed development has not been supported with a detailed and effective transport statement;
k. The development is not supported with satisfactory arrangement for waste management and recycling.
l. The development would prevent the future use of the building for community purposes.

Head of Highway Services - No objection in principle. However, details of the proposed access gates have been requested together with arrangements to ensure that vehicles can pull into the driveway whilst operating the proposed gates. The provision of a separate pedestrian access should be considered. A drawing should be provided to indicate a visibility splay with a depth of 2.4 metres and length commensurate with vehicle speeds.

Strategic Area and City-wide Support Manager (Environmental Heath) - Recommends that should planning permission be granted conditions should be related to the development in respect of the following:

i. Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from the railway line shall be submitted to and approved in writing by the City Council as local planning authority. This scheme should also take into consideration any other potential sources of noise which require consideration on or near the site and should be implemented before any of the dwelling units are occupied.

ii. Before the development commences a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

City Arboricultural Officer - It is noted that no tree works are proposed. However, there is a large and well-formed weeping willow in a prominent position at the front of the site and it is recommended that a tree protection area and plan are in place before construction work commences to prevent accidental but inevitable root damage. Tree protection measures should be related to BS5837: 2012 Trees in relation to design, demolition and construction - Recommendations.

Greater Manchester Police Design for Security - Has been consulted in respect of various amendments to the proposed development. Initially, the proposals were not supported as the proposed access arrangements to the basement apartments were unclear. It was considered that the location and lack of natural surveillance over the basement entrance would leave residents/visitors vulnerable to attack due to the reduced chance of an offender being seen by a capable guardian whilst committing an offence. It was recommended that the application proposals be amended to secure access to all apartments should be taken from the front elevation where it can be overlooked from Central Avenue. In addition to the above it was recommended that the existing concrete boundary fencing be assessed and where necessary repaired so that any damaged panels or weaknesses cannot be exploited by potential intruders.
It was also recommended that the proposals incorporate the following measures:

i. Apartment entrances and external doors must be compliant with and certified to PAS24, door viewers within the apartment entrances should be provided. Front doors to properties should have fixed external handles or split spindles, meaning access is only possible with a key. Full instructions should be provided to residents to ensure that they understand that the key must be used to fully lock/secure the door;

ii. All new windows should be certified to PAS24. Ground floor and easily accessible windows should be key lockable and have fixed/lockable opening restrictors, limited to 100mm;

iii. Glazing in all new external doors and ground floor windows should include at least one pane of laminated glass rated as P1A under EN 356;

iv. The main entrances to the building should be controlled by means of a video entry phone system (with the picture viewable on the phone unit, rather than on a television set), so that residents can vet callers from their apartment before granting them access into the building;

v. The proposed basement windows (which are particularly vulnerable to criminal damage, kicking etc.) must be non-opening. The proposed guarding protecting the basement windows should not aid climbing up to ground floor windows;

vi. Dusk till dawn lighting should be provided within the site, particularly to the parking area, light wells and entrances, to an adequate and uniform level so as not to allow any areas of pooling/shadowing;

vii. Post boxes should be included within the fabric of the building and should allow for external deposits and internal withdrawals by residents;

viii. Any vegetation that is to be included behind the front boundary wall should be kept to a maximum height of 1000mm and any foliage to trees should be kept at a height exceeding 2000mm, so as not to create potential hiding places for offenders to exploit or impede natural surveillance of the building from the street.

Further comments were received, which confirmed that the revised access arrangements to the basement via the main front entrance were considered to be acceptable. The proposed development is supported subject to further consideration of the previously recommended security specification and the following recommendations:

i. The basement fire escape door should open outward in order to allow for immediate egress, be self-closing/locking and only used in emergency only.

ii. There should be no handles on the external side of the fire escape door.

iii. Dusk till dawn lighting should be installed above all external doors.

With regard to the proposed cycle storage, it was advised that should be out of sight and separate from the bin storage, in its own secure, lockable enclosure. This will ensure that only legitimate users will enter the cycle store, instead of users of the bin storage having a legitimate reason for being in the vicinity of the cycle store.

Greater Manchester Ecology Unit - Has considered the submitted bat survey, which was undertaken when seasonal bat activity was low. In the light of the above it has been recommended that a bat survey be carried out of the building to be converted. It is noted that the building has some features that could be used by bats and the surrounding habitat is useful for bats. If bats are found by survey then a Method
Statement should be prepared giving details of measures to be taken to avoid any possible harm to bats.

Network Rail - Initially, objected to the proposed development due to the apparent encroachment of the application site on to adjacent land owned by Network Rail. This objection has been removed by Network Rail following the submission of a revised plan identifying the application site with a red edge as received by the LPA. Notwithstanding the above, Network Rail has requested that the developer submit a risk assessment and method statement (RAMS) for the proposal to Network Rail Asset Protection, once the proposal has entered the development and construction phase. The RAMS should consider all works to be undertaken within 10m of the operational railway. Network Rail will wish to review the RAMS to ensure that works on site follow safe methods of working and have taken into consideration any potential impact on Network Rail land and the operational railway. It has been requested that developer contacts Network Rail Asset Protection to discuss the proposal and RAMS requirements in more detail.

The applicant will be advised of the above by means of an informative attached to the decision notice.

Sport England - Do not feel that an objection on the basis of the loss of a recreational amenity unless it can be demonstrated that the former bowling club had been required to vacate the premises in order to facilitate the development. Clarification was requested to clarify the circumstance under which the bowling club had ceased operating at the application site. Further comments from the applicant have been referred to Sport England and any further comments will be reported.

Manchester Conservation Areas and Historic Buildings Panel - Made the following comments in respect of the original proposals:

i. The Panel would like to see an authentic restoration of the main villa and its key features including reinstatement of the original sash style windows and glazing bar pattern;
ii. The Panel felt that the proposed extension created an awkward junction between the two buildings and the new build element should be more subservient and set back from the original building;
iii. The Panel stated that the proportions of the new building in terms of large windows framed with timber surrounds were very dominant and should be looked at closely to develop a design that is more in context with the original building;
iv. The Panel accepted that two storeys would be acceptable provided that the detailed design was of a high quality. They also suggested that the current layout of the extended element seemed to be compromised by the fact it was trying to tie into floor levels of the new existing, and they suggested that a separate new building might be a more appropriate option to consider, which would allow greater flexibility in the design.

The following further comments were received in relation to subsequent amendments to the proposed development:
The Panel felt that the proposed design had taken a backwards step in terms of design development. Whilst they acknowledged that the extension had been pulled back from the original submission the Panel felt that the proportions were not right and the attempt at a simplified form had not been successful. For instance the window heads were far to close to the parapet;

ii. The Panel thought that the new entrance location made more sense but this gave an opportunity to provide greater articulation between the existing and the new;

iii. The Panel felt that it might be more successful to provide a separate building or at least provide more articulation and a more defined break between the two. They felt that it was currently falling between two concepts and was neither one nor the other and should be looked at again in terms of both composition and relationship.

Issues

Section 72 of the Listed Building Act - Provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

National Planning Policy Framework: This Framework came into effect on 27th March 2012 and sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'. The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 14 states that 'at the heart of the Framework is a presumption in favour of sustainable development'. There are three dimensions to sustainable development, economic, social and environmental. In this case the economic role of the building in terms of its function and use has been exhausted, and no future viable use can be found for it.

National Policy Framework has been related to the proposed development, with particular emphasis given to the following:

Core planning principles - Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan making and decision-taking.

The following specific policies are considered to be particularly relevant to the proposed development:

Chapter 4: Promoting sustainable transport - States that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives. In this case the applicant has provided a sufficient level of on-site car parking. Notwithstanding the above the site is located in
a sustainable location in terms of its proximity to local facilities and public transportation.

Chapter 6: Delivering a wide choice of high quality homes - Refers to the delivery of policies that will result in significant increases to the supply of housing. Policy 6 specifically states that housing applications should be considered in the context of the presumption in favour of sustainable development. Local planning authorities should, subject to a range of specified criteria, seek to deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities. It is considered that the development will positively contribute to local housing choice and supply.

Chapter 7: Requiring good design - Reflects upon the importance of design to the built environment and its contribution to sustainable development and making places better for people. With this in mind, the design of the substantive development has been assessed in relation to the quality and cohesion of its composite building, as well as the function and appearance of public and private spaces. The development has been assessed with regard to its potential positive contribution to the character of the host building and the Rushford Park Conservation Area and is considered to be acceptable for the reasons outline below.

Chapter 8 Promoting healthy communities - The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities. This includes the formation of safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion and safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas. In the light of the above, regard has been given to: the quality of the proposed accommodation; the inclusion of potential security measures; the provision of safe and appropriate car parking and the desirability of securing a continued and sustainable use of a building of some architectural significance.

Chapter 11: Conserving and enhancing the natural environment - To prevent unacceptable risks from pollution and land instability, planning policies and decisions should ensure that new development is appropriate for its location. The effects (including cumulative effects) of pollution on health, the natural environment or general amenity, and the potential sensitivity of the area or proposed development to adverse effects from pollution, should be taken into account. This policy is relevant given the identified land conditions.

Paragraph 128: Is relevant as the site is given heritage asset status as it is located in a conservation area. Consequently, there is a requirement for local planning authorities to require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. A comprehensive heritage assessment forms part of the documentation supporting this
proposal, which provides historic information and an assessment of the building, and its architectural and cultural merit.

Paragraph 76 - Is relevant to the consideration of local residents' representation relating to Local Green Space. It states that local communities through local and neighbourhood plans should be able to identify for special protection green areas of particular importance to them. By designating land as Local Green Space local communities will be able to rule out new development other than in very special circumstances. Identifying land as Local Green Space should therefore be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or reviewed, and be capable of enduring beyond the end of the plan period.

Paragraph 77 - States that Local Green Space designation will not be appropriate for most green areas or open space. The designation should only be used:
- Where the green space is in reasonably close proximity to the community it serves;
- Where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and
- Where the green area concerned is local in character and is not an extensive tract of land.

Paragraph 129 - States that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage assets conservation and any aspect of the proposal.

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

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

Paragraph 132 - States 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.

Paragraph 133 - States that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
a. The nature of the heritage asset prevents all reasonable uses of the site; and
b. No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
c. Conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
d. The harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 134 - 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 securing its optimum viable use.

The core principles and policy guidance contained within the NPPF have been directly related to the assessment of the potential impact of the development on residential amenity. Particular consideration has also been given to the quality of the proposed design. In assessing the proposed development it has been recognised that the application relates to an unlisted and yet architecturally and historically important building within the Rushford Park Conservation Area. As such the building clearly represents a heritage asset. Given the historical and architectural importance of the building and its contribution to the Rushford Park Conservation Area, the proposed development has been considered as affecting a heritage asset as defined in the glossary of the NPPF, namely: a heritage asset is a 'building, monument, site, place, area or landscape identified as having a degree of significance meritng consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).’ It is also the case, that the former bowling green does not meet the criteria for designation of a Local Green Space. Taking these factors into consideration and for the reasons set out below it is considered that the development accords with the NPPF.

National Planning Policy Guidance - On 6 March 2014 the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource. The NPPG seeks to both simplify and clarify planning guidance easier and simpler. It is intended to be read in conjunction with the National Planning Policy Framework (NPPF) and is relevant to key planning issues of significance to applicants and local authorities. In considering this application consideration has been given to the following aspects of the NPPG:

Consultation and pre-decision matters (ID:15) - The NPPG reasserts that local planning authorities are required to undertake a formal period of public consultation, prior to deciding a planning application. Furthermore any comments should be taken into account it is important to make comments before the statutory deadline. The NPPG also affirms that the NPPF states that statutory consultees should provide advice in a timely manner throughout the development process. The NPPG also states that where an application has been amended it is up to the local planning authority to decide whether further publicity and consultation is necessary, particularly when:
a. Objections or reservations raised in response to the original consultation stage substantial and, in the view of the local planning authority, enough to justify further publicity;
b. Proposed changes significant;
c. Earlier expressed views are related to the proposed changes. Issues raised by the proposed changes likely to be of concern to parties not previously notified.

ii. Conserving and enhancing the historic environment (ID:18) - Advises on enhancing and conserving the historic environment.

a. The NPPG states that heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals
b. It requires that design and access statements should provide a flexible framework for an applicant to explain and justify their proposal with reference to its context. In cases where both a design and access statement and an assessment of the impact of a proposal on a heritage asset are required, applicants can avoid unnecessary duplication and demonstrate how the proposed design has responded to the historic environment through including the necessary heritage assessment as part of the design and access statement.
c. The NPPG states that it is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting and even minor works have the potential to cause substantial harm.
d. It is therefore advised that a thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.
e. The significance of the setting of the building is discussed. The NPPG defines 'setting' as the surroundings in which an asset is experienced and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. Therefore the extent and importance of setting is often expressed by reference to visual considerations. The NPPG advises that although views of or from an asset will play an important part in which it is experienced, other factors including we experience an asset in its setting is also influenced by other environmental factors will affect the understanding of the historic relationship between places, e.g., buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.
f. The NPPG acknowledges that putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation. However, it is advised that any use is viable, not just for the owner, but also the future conservation of the asset. It is obviously desirable to avoid successive harmful changes carried out in the interests of repeated speculative and failed uses.
g. The NPPG advises assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset is a pivotal consideration. It reaffirms the guidance within the National Planning Policy Framework, which states that
significance derives not only from a heritage asset's physical presence, but also from its setting.

h. The NPPG advises that in order to avoid or minimise harm to the significance of a heritage asset, a clear understanding of the significance of a heritage asset and its setting is necessary.

Design (ID:26) - Good quality design is considered to be an integral part of sustainable development. The National Planning Policy Framework recognises that design quality matters and that planning should drive up standards across all forms of development. As a core planning principle, plan-makers and decision takers should always seek to secure high quality design. Achieving good design is about creating places, buildings, or spaces that work well for everyone, look good, last well, and will adapt to the needs of future generations. Good design responds in a practical and creative way to both the function and identity of a place. It puts land, water, drainage, energy, community, economic, infrastructure and other such resources to the best possible use over the long as well as the short term;

Health and well-being (ID:53) - States those local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in planning decision making;

Noise (ID:30) - Needs to be considered when new developments may create additional noise and when new developments would be sensitive to the prevailing acoustic environment. When preparing local or neighbourhood plans, or taking decisions about new development, there may also be opportunities to consider improvements to the acoustic environment;

Travel plans and traffic / transport assessments(ID:42) - The NPPG states that the primary purpose of a Travel Plan is to identify opportunities for the effective promotion and delivery of sustainable transport initiatives in connection with both proposed and existing developments.

It is considered the submitted development proposals have been supported with sufficient information to allow its assessment with regard to the material considerations identified within the NPPG. The above points have also been taken into account as part of the assessment of the proposed development.

Manchester's Local Development Framework: Core Strategy - 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.'

The following policies are relevant to the proposed development:
Policy SP 1 - Sets out the key spatial principles which will guide the strategic development of Manchester to 2027. Policy SP 1 states, amongst other things, that:

i. There will be an emphasis is on the creation of neighbourhoods of choice;
ii. All development should have regard to the character, issues and strategy for each regeneration area, in this case the Strategic Regeneration Framework for Central Manchester;
iii. New development will maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport.

Policy SP 1 specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development:

a. Makes a positive contribution to neighbourhoods of choice including the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and wellbeing of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and to protect and enhance the built and natural environment;
b. Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
c. 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 - States that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. Relevant considerations in this case are:

a. Appropriate siting, layout, scale, form, massing, materials and detail;
b. Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development to ensure that development has regard to the character of the surrounding area;
c. Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
d. Accessibility: buildings and neighbourhoods should be fully accessible to disabled people with new development providing access to all via sustainable transport modes;
e. Community safety and crime prevention;
f. Design for health;
g. Adequacy of internal accommodation and external amenity space;
h. Refuse storage and collection.

Policy EN 3 Heritage - Is relevant given the listed status of the building and states that advantage should be taken of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. The policy states 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. The proposed
development has been assessed to determine the extent to which the proposed development meets these objectives.

Policy EN8 - Relates to adaptation to climate change. It states that all new development will be expected to be adaptable to climate change in terms of the design, layout, siting and function of both buildings and associated external spaces. This policy has been related to the sustainability of the proposed design.

Policy EN 9 Green Infrastructure - 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.

Policy EN10 Safeguarding Open Space, Sport and Recreation Facilities - Has been related to the composition of the former bowling green within the site on local recreational and sports provision. Policy EN 10 states that the Council will seek to retain and improve existing open spaces, sport and recreation facilities to the standards set out above and provide a network of diverse, multi-functional open spaces. Proposals will be supported that: improve the quality and quantity of accessible open space, sport and recreation in the local area provide innovative solutions to improving the network of existing open spaces, increase accessibility to green corridors, and enhance biodiversity improve access to open space for disabled people.

Proposals on existing open spaces and sport and recreation facilities will only be permitted where:
- Equivalent or better replacement open space, sport or recreation facilities will be provided in the local area; or
- The site has been demonstrated to be surplus for its current open space, sport or recreation function and the City wide standards set out above are maintained, and it could not fulfil other unsatisfied open space, sport or recreation needs, and a proposed replacement will remedy a deficiency in another type of open space, sport or recreation facility in the local area; or
- The development will be ancillary to the open space, sport or recreation facility and complement the use or character.

Policy EN 15 Biodiversity and Geological Conservation - The Council will seek to maintain or enhance sites of biodiversity and geological value throughout the City. This policy has been related to the potential of the development to affect wildlife habitats as a consequence of tree removal.

Policy EN19 - Relates to waste management and requires that consideration is given to consideration of the submitted details relating to the applicant’s proposals for the provision of a waste management plan to demonstrate how:

i. Both construction and demolition waste will be minimised and recycled on site wherever possible;
ii. How the sustainable waste management needs of the end user will be met.
Policy H11 - Relates specifically to Houses in Multiple Occupation (HMO) and has been related to the potential use of the residential houses. This policy would withhold planning permission in areas with high concentration of HMOs or extensions to HMOs (as defined in the Housing Act 2004) where it may be reasonably that an increase in the level of occupation would be likely to occur. In order to ensure that the proposed houses are not used as shared accommodation, a condition has been recommended to restrict their use to Class C3 only. This approach is considered to be consistent with policy H11.

Policy T1 - Relates to the delivery of sustainable, high quality, integrated transport system. It states which encourages a modal shift away from car travel to public transport, cycling and walking and prepare for carbon free modes of transport.

Policies SP1 and DM1 have been considered in relation to: the potential positive contribution of the development to residential amenity; the quality of the proposed design and its relationship to the Rushford Park Conservation Area and the provision of additional housing to meet local needs. Policy DM1 has also been related to the development in relation to the proposed functional requirements of the substantive development, the appearance of the extended building and the potential impact of changes to the intensity of occupation on highways safety (which has also been assessed with regard to policy T1). The appearance of the proposed extension and its contextual relationship to the conservation area and the host building has been considered in the light of policy EN3. As the proposals relate to the extension and reconfiguration of an existing building the contribution towards the objectives of policy EN8 is limited but its is the case that the development will be constructed to the latest environmental standards and will ensure a commensurate quality of accommodation. The provision of replacement tree planting and improved landscaping has been related to the requirements of policies EN9 and EN15. The submitted bat habitat survey has also been assessed with regard to policy EN15 and it is considered that the requirements of the Greater Manchester Ecology Unit are capable of being addressed by condition. In the following assessment of local sports and recreation facilities it is demonstrated that the local area has a significant number of bowling greens. The incorporation of the former bowling green into the garden area of the proposed development will therefore not affect local provision and the assessment requirements of policy EN10 have been met. It is considered that the proposed waste management arrangements are capable of being amended to meet the requirements of EN19. Policy H11 has been referred to in relation to the potential for the substantive accommodation to be used as shared accommodation and the need to ensure its future use for Class C3 purposes. On balance, it is considered that the development satisfactorily responds to the relevant polices within the Core Strategy.

Unitary Development Plan Saved Policies - The following policies are considered to be relevant:

Policy DC1 (Residential Extensions) - The following aspects of this policy are considered to be relevant:

Policy DC1.1 - In determining planning applications for extensions to residential properties, the Council will have regard to:

a. The general character of the property;
b. The effect upon the amenity of neighbouring occupiers;
c. The desirability of enabling people to adapt their houses in appropriate ways to meet changing household needs;
d. The overall appearance of the proposal in the street-scene;
e. The effect of the loss of any on-site car parking.

Policy DC1.2 - Extensions to residential properties will be allowed subject to compliance with other relevant policies of the Plan (Core Strategy and extant UDP policies) and the following relevant criteria:

a. They are not excessively large or bulky (for example, resulting in structures which are not subservient to original houses or project out too far in front of the original buildings);
b. They do not create an undue loss of sunlight, daylight or privacy;
c. They are not out of character with the style of development in the area or the surrounding streetscene by virtue of design, use of materials or constructional details;
d. They would not result in the loss of off-street car-parking, in a situation where there is so severe an existing on-street parking problem that unacceptable additional pressures would be created.

Policy DC1.3 - Notwithstanding the generality of the above policies, the Council will not normally approve rearward extensions greater than 3.65m (12 ft) in length;

Policy DC1.4 - In considering proposals for 2-storey side extensions, the Council will have regard to the general guidance above and also to supplementary guidance to be issued. In particular, the Council will seek to ensure that the actual or potential result of building the extension will not be the creation of a very narrow gap between the properties, or any other unsatisfactory visual relationships between elements of the buildings involved.

Policy DC1.6 - For the avoidance of doubt, policies DC1.1 to DC1.4 apply to domestic houses, flats, houses in multiple occupation, nursing homes, rest homes and hotels.

Policy DC18 (Conservation Areas) - States that the City Council will give particularly careful consideration to development proposals within conservation areas. It states that:

a. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

i. The relationship of new structures to neighbouring buildings and spaces;
ii. The effect of major changes to the appearance of existing buildings;
iii. The desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);

Policy DC26 (Development and noise) - The following aspects of this policy are considered to be relevant
Policy DC26.1 - States that the Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In this case consideration is given to:

a. The effect of new development proposals which are likely to be generators of noise; and
b. The implications of new development being exposed to existing noise sources, which are effectively outside planning control.

Policy DC26.5 - Has been related to the development to ensure that, where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate.

Policies DC1 and DC18 have been related to the assessment of the height, scale and massing of the proposed extension and its impact on the character of the existing building and the surrounding conservation area. Policy DC1 has been specifically referred to with regard the amenity of both existing and potential residents, the quality of the proposed residential accommodation and issues relating the impact of the proposed use, including traffic generation. Policy DC18 has also been referred to with regard to the proposed loss of trees and the provision of mitigation measures to safeguard the setting of the building. The potential increase in intensity of occupation has been related to policy DC26 with particular regard to additional noise, disturbance, including traffic noise. On balance, it is considered that the development has been satisfactorily related to the above saved UDP policies.

Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance - The Guide aims to support and enhance the ongoing shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development we all want to see in Manchester.

The following paragraphs are of particular relevance:

i. Paragraph 2.45 - Refers to the need for neighbourhoods to contain a mix of housing and is therefore relevant to the analysis of the character of the area surrounding the application site;

ii. Paragraph 2.57 - This policy has been related to the arrangements for waste storage and states that: `the size, appearance, location and means of access to waste storage areas should be integrated into the design of developments from the outset;

iii. Paragraph 4.11- Is considered to be relevant to the proposals as it seeks to ensure that all developments are supported with appropriate waste management strategies.

The above considerations have been taken into account when assessing the proposed development with regard to the policies contained within the NPPF, Core Strategy and saved UDP policies. For the reasons previously outlined, it is considered that these matters have been appropriately and satisfactorily addressed.

Positive and proactive engagement with the applicant - An amendment to the DMO, which came into effect on 1st December 2012, requires every decision notice relating
to planning permission and reserved matters application to include an explanation as to how the local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems which arise during the determination of the planning application.

In this case, the applicant has been engaged with to secure the submission of development proposals that ensure that the character of the development would be appropriately related to the existing building, including its context within the Rushford Park Conservation Area. Amendments have also be secure to ensure that potential crime issues are addressed and satisfactory arrangements are put in place to reduce to reduce the risk of crime and secure appropriate waste management. Negotiations have also secured appropriate vehicular access and car parking provision. An assessment of the potential presence of bats within the site has been made through the submission of an appropriate survey. Dialogue has also secured the submission of further information to demonstrate that the cessation of the use of the former bowling green was not directly related to the development proposals. This approach has ensured that the development would be satisfactorily related to Core Strategy polices SP1, EN3, EN10, EN15, EN19, T1 and DM1, saved policies DC1 and DC18 and NPPF.

**Principle of the development** - The exiting building, although previously used as a social club, has historically incorporated a 4-bedroom residential unit to its first floor. In the light of the above and given the nature of the surrounding area it is considered that the residential redevelopment of the site would be appropriate. It is also considered that, given the overall size of the site, the proposed addition to the building is relatively modest and appropriately related to its context. The proposed development would facilitate the active and sustained use of the application building, which makes an historic and architectural contribution to the Rushford Park Conservation Area. It is considered that the issues raised by the development are capable of being addressed to secure compliance with the relevant policies of the Core Strategy, saved UDP and the NPPF.

**Use** - A condition is recommended to ensure that the proposed apartments are only occupied for Class C3 purposes thereby ensuring that the development contributes positively to the provision of accommodation that may be potential occupied by families but also to prevent the local proliferation of shared housing, which may adversely affect the sustainability of the local area. This approach is considered to be consistent with policies SP1, H11 and DM1.

**Residential Amenity** - The proposed conversion has been assessed against the standards within the London Design Guide for new residential units. It is the case that the proposed units would not meet the specified standards. However, it is noted that 6 of the apartments would be located within the existing building and the design solution is a response to its internal layout and constraints. Similarly, the proposed extension responds to the footplate of the existing extension. On balance, it is considered that the development responds positively to these constraints and any short fall in internal space needs to be balanced against the positive benefits of securing a viable use for and important building together with securing appropriate relationships to the surrounding context. It is also considered that the development maintains satisfactory distances to neighbouring properties and habitable room.
windows. The proposed use would have a potentially lesser impact on residential amenity than if the former social club use were to recommence, in terms of comings and goings, noise disturbance and vehicular activity. In order to safeguard residential amenity, it is recommended that the windows the north elevation of the enlarged extension be subject the provision and maintenance of appropriate obscured glazing and the provision of inward opening mechanisms. On balance it is considered that the development has been satisfactorily related to policies SP1 and DM1.

Impact on Rushford Park Conservation Area - The proposals present an opportunity to provide a sustainable use for a building that would otherwise fall into disrepair and thereby undermine the character and quality of the surrounding conservation area. The proposals would also facilitate the refurbishment of the exterior of the building and its continued positive contribution to the streetscene. The proposed development would secure the removal of an incongruous addition to the building and its replacement with a more suitably designed extension. It would also allow the removal an overly prominent steel external staircase. It is considered that the scale of the development has been informed by the proportions of the existing building and its footprint of its extension, thereby ensuring that the established relationship of built form to the streetscene and conservation area is maintained.

It is considered the open spaces around the site, including the former bowling green would be maintained thereby securing the characteristic relationship of the site to its immediate and wider setting. It is not considered the relationship of the substantive building would be affected in relation to the eastern, southern or western boundaries. Whilst built form would be brought closer to the northern boundary, the increase width of the enlarged extension would be marginal and the characteristic space beyond the northern boundary would be maintained by the garden areas to Warwick House, which is unaffected by the proposed development.

The front elevation of the existing building has incorporated cream paint work and render for many years has become a feature of the conservation area. It is also considered that the reinstatement of the original brickwork would require extensive and intrusive reparation works resulting in the potential loss of elevational features. On this basis it is considered appropriated for the existing cream finishes to be reinstated and applied to the proposed extension to secure appropriate visual cohesion.

The applicant has confirmed the reinstatement and extension of boundary treatments to Central Avenue, which is welcomed as it represents an important feature within the streetscene and contributes positively to the conservation area. Similarly, the importance of the retention of a mature willow tree adjacent to the Central Avenue boundary is also considered to be a positive feature of a potential landscaping scheme and a retained characteristic of the conservation area. This landscaping scheme would also ensure the retention of existing shrub planting, which has been identified as being significant in local residents' representations. It is considered that the development has been satisfactorily related to the context and character of the Rushford Park Conservation Area and the requirement of Core Strategy policies SP1, EN3 and DM1, saved policy DC18 have therefore be met.
Design - As stated, the proposed extension would improve the appearance of the substantive building. The composition of the proposed extension would be relatively simple, but this would serve to emphasise the architectural detailing of the original building particularly at ground floor level. The proposed design has been informed by the composition of the existing extension and its footplate to secure a quantum of development that is appropriately related the scale and proportions of the existing building. In this case, the inclusion of a flat roof to the proposed extension would appropriately reduce its bulk and massing and ensure subservience to the original building. Amendments have been made to the elevational composition of the extension to ensure the appropriate balance of solidity and glazing as well the legible configuration and positioning window openings. The character of the existing building has been reflected in the inclusion of sash windows and stone sills and lintels. It is considered that the proposed design in terms of its proportions and scale would be appropriate. It is also considered that the relatively limited interventions to the existing building ensure that its character and significance within the streetscene are safeguarded. However, to secure compliance with Core Strategy policies SP1, EN3 and DM1, saved UDP policy DC18 and the NPPF, a condition requiring the approval of external materials has been recommended. In this case the condition will also relate not only to the elevations of the substantive building but also the material specification relating to window frames and boundary walls.

Siting - The proposed extension has been related to the existing a clear and distinctive space between its frontage and the Central Avenue boundary. The proposed development would bring the side elevation to within 1 metre of the northern boundary. However, the impact of this relationship is reduced by the open setting of Warwick House and the maintenance of a minimum distance of 16 metres from the proposed extension and the nearest part of this neighbouring apartment block. Further mitigation is secured through the inclusion of obscure glazing to habitable room windows supplemented with inward opening window mechanisms. The rearward projection is consistent with the existing siting of the building and its relationship to Warwick House. It is considered that the siting of the development has been informed by the parameters of the existing extended building and this has ensured a comparable contextual relationship. On this basis, it is considered that the development accords with Core Strategy policies SP1, EN3 and DM1, saved policy DC18.

Height, scale and massing - Whilst the proposal would increase the overall height of the side extension, this addition has been informed by the proportions of the original building. The proposed extension would be set beneath the eaves level of the original building to secure its subservience. The bulk and massing of the front elevation of the extension would be reduced by the articulation afforded by the configuration of windows and their reveals, as well as, the recess to the 2-storey glazed feature. As stated the prominence of the original building is retained through the maintenance of its distinctive height (in relation to the extension) and resulting relationship to the streetscene. On this basis, it is considered that the development accords with Core Strategy policies SP1, EN3 and DM1, saved policy DC18.

Boundary treatment - It is considered that the proposed extension of the boundary wall to Central Avenue, subject to the use of suitable materials, would positively contribute to the streetscene. The proposed railing and gate detailing is consistent
with the type of features found within conservation areas in the city and is considered to be acceptable. The boundary treatment around the remaining perimeter of the site is considered to be in reasonable condition. Given the extent of the perimeter of the site the extensive replacement of existing boundary fencing would be an onerous requirement. It is considered that appearance of the proposed boundary treatment accords with Core Strategy policies SP1, EN3 and DM1, saved policy DC18.

Crime reduction and security - The principle concerns of GM Police Design for Security have been met with regard to the formation of an access to the ground floor apartments via the main entrance and details of the proposed cycle store have been forwarded for further comments. The applicant has been asked to replace the proposed patio doors to the rear elevations of the proposed basement apartments with windows. The applicant has been advised of the details comments of GM Police Design for Security, which area related to the development as an informative. On the basis of the above it is considered that the development accords with Core Strategy policies SP1 and DM1.

Extent of demolition - The proposed demolition relates to the existing extension to the building with the composition of the original building being largely unaffected apart from the insertion of new window openings the side and rear elevations and the excavation of front and rear light wells. The proposals would involve the removal of part of the rear of the existing extension, which currently forms an entrance lobby and WC. It is not considered that the additional element of the building has any architectural quality. The removal of the front elevation is required to secure an appropriate relationship between the enlarged extension and the original host building. The removal of the side elevation will also be required to ensure that the required width of the building is provided. The impact of the demolition is limited and capable of being addressed through the recommended construction management plan condition thereby securing compliance with Core Strategy policies SP1, EN19 and DM1, saved UDP policy DC26 and the guidance contained within the NPPF.

Ecology - The submitted bat survey was undertaken when seasonal bat activity was low. A condition has therefore been recommended for a further bat survey to be undertaken prior to the commencement of the development in response to the advice of the GM Ecology Unit and to secure compliance with Core Strategy policies SP1, EN15 and DM1 and the NPPF.

Highways issues and car parking - The proposed development is supported with a higher level of car parking than would usually be required for an apartment lead development, i.e. 100 % provision would usually be required in a suburban context. However, in this case, it is considered that the site is capable of accommodating the proposed level of car parking without unduly affecting amenity space or the setting of the building. As the proposed car parking layout would be located in an existing area of hard standing, it is not considered that its formation would adversely affect the character of the conservation area. It is also the case that the setting of the car parking area would be improved by the introduction of a band of landscaping adjacent to the vehicular access point. The applicant has been requested to demarcate one of the spaces closest to the main entrance with a one metre wide transition zone to assist drivers with disabilities. The Head of Highway Services has been asked to review the propose access and egress arrangements following the
further submission of boundary treatments and the provision of a recessed waiting areas to allow the manual operation of access gates. Any further comments will be reported. However, on the basis of the submitted details it appears that highways and car parking issues are capable of being addressed to secure compliance with Core Strategy policies SP1, T1 and DM1 and the NPPF.

**Cycle Parking** - The applicant has indicated the provision of lockable cycle stores to be positioned within a timber clad enclosure to be positioned unobtrusively behind the rear of the existing building adjacent to the bin store. The storage units would have a capacity for 6 cycle stores, which is considered to be appropriate given the quantum of development. The proposed cycle storage facility will provide an alternative to private car usage and thereby ensure that the development would be appropriately related to Core Strategy policies SP, T1 and DM1.

**Open space** - With regard to the local resident's representation concerning the designation of the former bowling green as a community open space, it is the case that the designation of land for such purposes would need to be addressed during the preparation or review of local plans and neighbourhood plans. This approach is set out within the NPPF (paras. 76-78), which states that 'Local Green Spaces should only be designated when a plan is prepared or reviewed, and be capable of enduring beyond the end of the plan period'. The City Council is not currently reviewing its local plan nor is a neighbourhood plan being prepared. Therefore any proposals to designate the former bowling green (as a local green space) would be premature and inappropriate at this time. In the light of the above, there are no grounds to prevent the determination of this application.

With regard to local recreational provision it is noted that, in the most recent review of open and recreational spaces in the city (undertaken in 2009), it was found that south Manchester, had 'a large number of outdoor sports facility sites containing a range of sporting facilities', including 17 bowling green sites. On this basis it is not considered that the former bowling green represents a recreational facility for which there is a short fall within the local area and, on this basis, it is not considered that the proposed development conflicts with Core Strategy policy EN10.

With regard to the comments of Sport England and local resident regarding the basis upon which the use of the basis as social/bowling club occurred, the applicant has provided a sworn affidavit witnessed by a solicitor that indicates that the use of the premises and its green as part of a bowling club had ceased prior to his acquisition of the building in January 2015. There is no evidence to suggest that the cessation of the operation of the bowling club is related to the current development proposals. Sport England has been advised of the detail of the submitted affidavit and any further comments will be reported.

**Landscaping** - A condition has been recommended to ensure the submission of a landscaping scheme that comprehensively details that submitted landscaping details, ensures the appropriate retention of the former bowling green and secures arrangements for future maintenance of the implemented scheme. This approach is considered to be necessary to secure compliance with Core Strategy policies SP1 and DM1 and the NPPF.
Protection and retention of the former bowling green - A condition has been recommended to ensure that the former bowling green is fenced off during the construction period to prevent its use for the storage of materials or the parking of vehicles. This condition will ensure the retention of the green and allow its appropriate future inclusion as part of the previously discussed landscaping scheme. A condition has also been recommended to ensure that the former green is retained and set out as indicated on the approved drawings and to ensure its future use by residents. This approach is considered to be necessary to secure compliance with Core Strategy policies SP1 and DM1 and the NPPF.

Trees - A condition is recommended to ensure the retention of existing trees within the site including the willow tree within the frontage of the site to Central Road. A condition has also been recommended to ensure its protection during construction works pursuant to Core Strategy policies SP1 and DM1. In response to the request from residents relating to its future protection, the City Arboricultural Officer has been asked to assess the tree to determine if the placement of a tree preservation order would be appropriate. Any further comments will be reported.

Accessibility - Given the layout and changing floor levels within the original building there is no real scope for access for wheelchair users. However, there is greater scope of accessibility in relation to the three apartments on the ground floor of the extension due to the layout of corridors and circulation spaces. Notwithstanding the physical constraints affect the development proposals, it is considered that accessibility has been responded to and Core Strategy policies SP1 and DM1 have been positively responded to.

Noise - A condition has been recommended in response to environmental health comments relating to the proposed insulation of the proposed apartment against external noise sources. This condition is considered to be necessary to secure compliance with Core Strategy policies SP1 and DM1 and saved UDP policy DC26.

Waste Management - The applicant has related the above arrangements to appropriate City Council guidance and confirmed that the following provision would be made and stored in a timber clad structure 35 metres and 40 metres from the entrances to the respective original building and the proposed extension.

i. General refuse - 2 containers each with a capacity of 1320 litres;
ii. Pulpable recycling - 1 container with a capacity of 660 litres;
iii. Mixed recycling - 1 container with a capacity of 660 litres;
iv. Food waste - 1 container with a capacity of 240 litres.

The submitted additional waste management details have been referred to environmental health officer for assessment and further comments. Notwithstanding the above, it is considered that given the magnitude of the proposed development and the available space with the site waste and recyclable material can be stored and collected in an appropriate manner. It is also considered that the distances for the transition of waste and refuse is not unduly onerous. The siting of the bin enclosure would be screened by the existing building and the siting of the proposed bin store would not be overly visible from the street. On the basis of the above it is considered that the development is capable of being supported with waste
management arrangements that would with Core Strategy policies SP1, EN3, EN19 and DM1 and saved UDP policies DC1 and DC18.

Relationship of the site to the operational railway line - The comments of Network Rail are related to the development as an informative.

Flood Risk - The applicant is located in Flood Zone 1 and is therefore not unduly affected by future risk of flooding.

Conclusion - It is considered that the proposed development, in terms of its design, use and quantum, has been appropriately related to the site and the Rushford Park Conservation Area. For the reasons set out above and within the assessment of policy requirements it is considered that the development has been positively related to Core Strategy policies SP1, EN3 and DM1, saved policy DC18 and NPPF.

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 polices of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

In this case, the applicant has been engaged with to secure the submission of development proposals that ensure that the character of the development would be appropriately related to the existing building, including its context within the Rushford Park Conservation Area. Amendments have also be secure to ensure that potential crime issues are addressed and satisfactory arrangements are put in place to reduce to reduce the risk of crime and secure appropriate waste management. Negotiations have also secured appropriate vehicular access and car parking provision. An assessment of the potential presence of bats within the site has been made through the submission of an appropriate survey. Dialogue has also secured the submission of further information to demonstrate that the cessation of the use of the former bowling green was not directly related to the development proposals. This approach has ensured that the development would be satisfactorily related to Core Strategy
policies SP1, EN3, EN10, EN15, EN19, T1 and DM1, saved policies DC1 and DC18 and NPPF

**Reason for recommendation**

**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:

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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 for the City of Manchester.

3) No development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development, including boundary walls and the construction of new and replacement windows, have been submitted to and approved in writing by the City Council as local planning authority. The development thereafter shall be undertaken in accordance with the approved 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 for the City of Manchester.

4) The development hereby approved relates to the formation of 12 residential apartments only (9 x two bedroom and 3 x one bedroom) (Class C3).

Reason - For the avoidance of doubt and in the interests of residential amenity, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

5) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any order revoking and re-enacting that Order with or without modification) no part of the residential units shall be used for any other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 as amended by The Town and Country Planning (Use Classes) (Amendment) (England) Order 2010, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification) other than the purpose(s) of C3(a) not precluding occupation by two unrelated people sharing a property.
Reason - In the exceptional circumstances of a proliferation of HMOs restricting housing choice and adversely affecting sustainability and in the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to section 7.4 of the Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance, the National Planning Policy Framework and policies SP1 and DM1 of the Core Strategy for the City of Manchester.

6) Before the development commences a scheme for acoustically insulating the residential accommodation against noise from shall be submitted to and approved in writing by the City Council as local planning authority. The approved noise insulation scheme shall be completed before any of the dwelling units are occupied.

Reason - To secure a reduction in noise from Central Avenue and the adjacent railway line, in order to protect future residents from noise nuisance, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

7) Before the commencement of above ground works a scheme for the storage and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of residential amenity pursuant to policies SP1, DM1 and EN19 of the Core Strategy for the City of Manchester and the guidance within the National Planning Policy Framework.

8) Before first occupation the bedroom windows in the northern elevation at ground and first floor shall be obscure glazed to a specification of no less than level 5 of the Pilkington Glass Scale or such other alternative equivalent and fitted with and inward opening mechanism. The development shall be fully implemented in accordance with the approved details, which shall remain in place in perpetuity.

Reason - To protect the amenity and living conditions of adjacent residential property from overlooking or perceived overlooking and in accordance with policies SP1 and DM1 of the Core Strategy for the City of Manchester.

9) The basement door situated of the rear (eastern) elevation as shown on drawings referenced F05/EA/07 Rev A and F05/EA/13 Rev C shall be only used for emergency access and egress and the undertaking of maintenance works and shall remain closed at all other times.

Reason - In the interests of residential amenity and the security of the application building, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

10) Before the commencement of above ground works, a hard and soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority, including details and future maintenance of the former
bowling green located in the rear grounds of the application site. The approved scheme 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 for the City of Manchester and the guidance within the National Planning Policy Framework.

11) In this condition "retained tree" means an existing tree, shrub or hedge which is to be as shown as retained on the approved plans and particulars; and paragraphs (a) and (b) below shall have effect until the expiration of 5 years from the date of the occupation of the building for its permitted use.

(a) No tree within the application site shall be cut down, uprooted or destroyed, nor shall any retained tree be topped or lopped other than in accordance with the approved plans and particulars, without the written approval of the local planning authority. Any topping or lopping approved shall be carried out in accordance with British Standard 5387 (Trees in relation to construction)
(b) If any retained tree is removed, uprooted or destroyed or dies, another tree shall be planted at the same place and that tree shall be of such size and species, and shall be planted at such time, as may be specified in writing by the local planning authority.
(c) The erection of fencing for the protection of any retained tree shall be undertaken in accordance with a plan to be submitted to and approved in writing by the City Council as local planning authority prior to the commencement of the development with its details and particulars fully implemented before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site. Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, without the written consent of the local planning authority.

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

12) Before the commencement of the development a scheme shall be submitted to and approved in writing by the City Council as local planning authority relating to measures to ensure to protection and fencing of the former bowling green to prevent its use for the storage of materials or parking of vehicles throughout the entire period of the construction phase. The approved scheme shall be fully implemented before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus
materials have been removed from the site and the construction phase has been completed.

Reason - To ensure that the former bowling green is retained and satisfactorily incorporated into the landscaping of the development and in order to safeguard the character and visual amenities of the area, in accordance with policies SP1, EN9 and DM1 of the Core Strategy for the City of Manchester and the guidance within the National Planning Policy Framework

13) 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 for the City of Manchester.

14) Before the commencement of the development hereby approved, a Construction Traffic 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 Traffic Management Plan, which shall:

a. Define routing of construction traffic;
b. Identify vehicular access points into the site for all construction traffic, staff vehicles and Heavy Goods Vehicles;
c. Identify measures to control dust and mud on the surrounding public highway including: details of how the wheels of contractor’s vehicles are to be cleaned; and the sheeting of vehicles entering and leaving the site during the construction period;
d. Specify the working hours for the site;
e. Identify measures for the management of on-site construction vehicles and plant machinery in order to reduce emissions;
f. Identify advisory routes to and from the site for staff and HGVs.

Reason - In the interest of pedestrian and highway safety and in the interests of local amenity, as specified in policies SP1, EN19 and DM1 of the Core Strategy for the City of Manchester, Saved UDP policy DC26 and the guidance contained within the National Planning Policy Framework.

15) Before the commencement of above ground works, a hard and soft landscaping treatment scheme, which includes details of replacement tree planting, has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented not later than 12 months from the date the 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 Rushford Park Conservation Area, in accordance with policies SP1, EN9 and DM1 of the Core Strategy for the City of Manchester.

16) Before the commencement of above ground works, a survey shall be undertaken to determine the presence of bats or bat habitats and measures to be undertaken should the presence of bat and their habitats be established. The development shall be fully implemented with the findings of the agreed bat survey.

Reason - To provide opportunities for new wildlife habitats and ensure the protection of the existing habitats of species that are protected and in order to comply with policies SP1, EN15 and DM1 of the Core Strategy for the City of Manchester and the National Planning Policy Framework.

17) Before the commencement of above ground works, details of railings around the perimeter of new light wells to be formed as part of the development shall be submitted to and approved in writing by the City Council as local planning authority. The approved railings shall be installed prior to the first occupation of the apartments and remain in place in perpetuity.

Reason - In the interests of residential amenity and the security of the application building, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

18) Before the commencement of above ground works, as scheme shall be submitted to and approved in writing by the City Council as local planning authority relating to appearance and specification of lockable bicycle stores. The approved development shall be installed prior to the first occupation of the apartments and remain in place in perpetuity.

Reason - In the interests of residential amenity and the security of the application building, pursuant to policies SP1 and DM1 of the Core Strategy for the City of Manchester.

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 106989/FO/2014/N2 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)
Highway Services
Environmental Health
Neighbourhood Team Leader (Arboriculture)
South Manchester Regeneration - South SRF
Greater Manchester Police
Greater Manchester Ecology Unit
Network Rail
United Utilities Water PLC
Network Rail
Environmental Health
Bishop Of Manchester
Sport England

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

**Representations were received from the following third parties:**

Head of Highway Services
Environmental Health
City Arboricultural Section
Greater Manchester Ecology Unit
Greater Manchester Police Design for Security
Sport England
Manchester Conservation Areas and Historic Buildings Panel

4 Park Avenue, Levenshulme, Manchester, M19 2EE
2 emails x 12 Park Avenue, Levenshulme, Manchester, M19 2EE
12 Sylvandale Avenue, Manchester, M19 2FB
8 Park Avenue, Levenshulme, Manchester, M19 2EE
19 Rushford Avenue, Levenshulme, Manchester, M19 2HG
2 emails x 17 Rushford Avenue, Levenshulme, Manchester, M19 2HG
19 Berkeley Avenue, Levenshulme, Manchester, M19 2ED

**Relevant Contact Officer:** Carl Glennon
**Telephone number:** 0161 234 4530
**Email:** c.glennon@manchester.gov.uk
Figure 1: Streetscene and rear elevation

Figure 2: Front elevation to Central Avenue
Figure 3: Proposed site layout