

Report to Planning and Licensing Committee



Date of Meeting
Portfolio

27 September 2023
Councillor Daniel Meredith
Cabinet Member for
Regeneration & Housing
James Hughes
Public

Report Author
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Application: 22/01410/FUL	Township: Heywood	Ward: Hopwood Hall
Applicant: Trammell Crow Co Logistics (Heywood) Ltd		Agent: Gerald Eve LLP
Site Address: Department of Work and Pensions DCS Distribution Centre, Manchester Road, Heywood, OL10 2PZ		
Proposal: Redevelopment of site comprising the demolition of all existing units and erection of new storage and distribution units (Use Class B8) with ancillary office space, vehicular, pedestrian and cycle access, external yards, parking, landscaping and associated works.		

SITE LOCATION



DELEGATION

- 1.1 The application is referred to the Planning and Licensing Committee in accordance with the scheme of delegation. The proposal comprises major development and more than 10 objections have been received, contrary to the recommendation.

PROPOSAL SUMMARY

- 2.1 Planning permission is sought for the redevelopment of the application site, consisting of the demolition of all existing buildings and replacement with three new storage and distribution units (Use Class B8) with ancillary office space. In addition, pedestrian and cycle access, external yards, parking, landscaping and other associated works are proposed.

RECOMMENDATION

- 3.1 That planning permission be **GRANTED** subject to conditions.

REASON FOR RECOMMENDATION

- 4.0 The site lies to the northeast of the intersection of Manchester Road and Queen Elizabeth II Way, towards the southern edge of the settlement of Heywood. The existing brownfield (previously developed) site consists of six main buildings, with associated ancillary buildings, infrastructure, landscaping and an existing access from Manchester Road. The principle of the site being used as employment space for storage and/or distribution is already established due to its current use.
- 4.1 The proposed development would result in an existing employment site being redeveloped, providing high quality and modern distribution units that would attract and/or retain businesses within the storage and distribution sector, providing or retaining jobs within the borough and contributing to the borough's economic resilience and growth, whilst promoting Rochdale as a destination to invest in within the Greater Manchester city region.
- 4.2 Despite the scale of the facilities proposed, the layout, appearance and both the existing and proposed landscaping treatment to the site are acceptable and provide sufficient screening in addition to mitigation for visual, noise, landscape and biodiversity impacts given the context of the site within the already defined extent of an employment site, including when considering previously granted planning permission(s) for nearby housing developments.
- 4.3 No unacceptable harm has been identified in respect of residential living conditions of surrounding occupiers (current or future) either by way of visual intrusion, overshadowing, overbearing impact or through noise, lighting and disturbance, which cannot be controlled by way of suitably worded planning condition(s).

- 4.4 Overall the application proposals comprise a high quality, sustainable employment development on an existing employment site, that is supported in local, national and the emerging Places for Everyone.

SITE

The application relates to an approximately 11.1 hectare site to the northwest of the intersection of Manchester Road and Queen Elizabeth II Way. The application site currently consists of six main buildings, currently used by the Department of Work & Pensions (DWP) for document storage. As well as the six main buildings, there are several smaller associated buildings dispersed across the site, with associated landscaping, largely consisting of mown grass and trees, as well as access road and car parking areas. The site is brownfield (previously developed).

The six main buildings have eaves heights that vary from 5.7m to 10m, whilst maximum (ridge) heights vary from 7.8m to 10.1m. The buildings are generally beginning to fall into a poor state of repair. However, they are still functional and capable of use. The existing buildings provide approximately 31,900 square metres (GEA) of space.

The application site is broadly 'L' shaped, which bounds an existing suburban housing development to the north/east of the application site, between the application site and Manchester Road. Queen Elizabeth II Way and associated embankment runs along the south boundary of the site. Newhouse Academy, a secondary school, and associated playing fields are located to the north of the application site. The enlargement and alterations to the existing secondary school was granted planning permission on 14 December 2022 under application 22/01191/PSID. The land to the west of the site is currently undeveloped but forms part of the South Heywood Masterplan for which outline planning permission was granted on 31 March 2020 comprising a major mixed use scheme of housing, employment, and primary school and a new link road from J19 of the M62. The permission has been implemented insofar that the associated link road (Queen Elizabeth II Way) has been constructed, but the majority of the land remains undeveloped.

The site is located within the Defined Urban Area in its entirety. It is within Flood Zone 1, it is not within a conservation area, and does not contain or affect the setting of any listed buildings. The site is not covered by any specific designations or associations within the Development Plan.

PROPOSAL

Following the demolition of all existing buildings and associated site clearance, including internal roads and car parking, planning permission is sought for the erection of two buildings (one detached unit – 'Unit 3', one semi-detached building consisting of two separate units – 'Units 1 & 2') for Class B8 (storage and distribution) use as defined in the Town and Country Planning (Use Classes) Order 1987 as amended, including ancillary associated office space, vehicular, cycle and pedestrian access/service roads, external yards, car and HGV parking and landscaping with other associated works. The existing access from Manchester Road is to be retained, although altered to accommodate HGVs.

Units 1 & 2 – These units would be semi-detached (Unit 1 to the east, Unit 2 to the west) and have a finished floor level of approximately 129.2 metres (subject

to variance of up to 0.1 metre depending on final earthworks assessment). The building would measure 117 metres in length and 71 metres in width, with additional single storey offices to the east and west elevations measuring approximately 36 metres in length and 12 metres in depth. The ground to eaves height would be 12 metres (circa 15.4 metres to ridge). The units would provide a total floor space of 8,224 square metres GIA and an additional 438 square metres of ancillary office space.

North: Between the long north elevation of the main building/single storey offices and north boundary would be car parking and associated road and a landscaping strip, consisting of a graded embankment and a 1.8 metre high timber fence between the development and existing properties. There would be approximately 20 metres between the north elevation and north boundary of the site, beyond which is the rear garden areas/rear elevations of dwellings on the south side of Bader Drive and White House Close. Currently, the existing relationship is similar in that the car parking area for the existing units is adjacent to the dwellings.

East: To the east (short) elevation of Unit 1 (and enclosed to the north by the single storey office building) would be the service yard with 3no dock doors. A footway and landscaping would separate the service yard from the access road to the site, with a landscaping buffer and SUDS pond. There would be approximately 93 metres between the east elevation and east boundary, beyond which is Manchester Road.

South: Between the south (long) elevation of the units would be a footway, service road and landscaping buffer. There would be approximately 14 metres between the south elevation and south boundary, beyond which is Queen Elizabeth II Way and associated land around the highway.

West: Between the west (short) elevation of Unit 2 (and enclosed to the north by the single storey office building) would be the service yard with 3no dock doors. A footway would separate the service yard from a service road, with landscaping and SUDS pond and the southeast corner of Unit 3 beyond. This elevation faces into the site and is not close to any shared boundaries.

The units would be predominantly grey, with light blue and dark blue horizontal strips along the upper section of the building to provide visual breaks. Fenestration would largely be restricted to ground floor east/west elevations and to the single storey office buildings. The roof would be a double hipped roof with roof lights.

Each unit would be served by a gated service yard with access to 3no level access doors and be served jointly by a car park (40no spaces, including 4 disabled spaces, 3 EVC spaces and 3 car sharing spaces), with separate cycle and motorcycle parking.

Unit 3 – Would have a finished floor level of 129.5 metres (metres (subject to variance of up to 0.1 metre depending on final earthworks assessment). The building would measure 280 metres in length and 116 metres in width. The ground to eaves height would be 15 metres (circa 17.6 metres to ridge). The unit would

provide a total floor space of 32,527 square metres GIA and an additional 2,009 square metres of ancillary office space.

North: Between the north (short) elevation of the unit and north boundary would be an emergency access track and landscaping, including a SUDS pond. There would also be HGV parking to the far northwest corner of the site, to the northeast of the unit. Existing vegetation is to be retained with additional planting. There would be approximately 20 metres to 50 metres between the north elevation and north boundary, beyond which is the grounds of Newhouse Academy, a secondary school.

East: Between the east (long) elevation of the unit and the east boundary would be an emergency access track and landscaping, including a wildflower meadow. There would be approximately 28 metres and up to 50 metres between the east elevation and east boundary, beyond which are the rear boundaries of dwellings to Oldbury Close, Bader Drive and White House Close.

South: Between the south (short) elevation of the unit and the south boundary would be an access road and landscaping, including a 1:3 batter, retaining wall, vegetation, tree planting and a SUDS pond. There would be a minimum of approximately 34 metres and up to 50 metres between the south elevation and south boundary, beyond which is undeveloped land to the north of Queen Elizabeth II Way.

West: Between the west (long) elevation of the unit and west boundary would be the unit's service yard area, with 35no HGV loading docks and associated HGV parking. The service yard will be enclosed to the west by a 5m acoustic barrier. Beyond the service yard would be a 319 space car park (including 18 disabled spaces, 15 EVC spaces). Pedestrians would access the main unit from the car park by way of staircase/lift that would then pass over the HGV entrance to the service yard (the south elevation of the bridge would be approximately 41 metres from the south boundary of the site). Beyond the car park/service yard would be landscaping, with there a minimum of 49 metres between the west elevation and up to approximately 165 metres. There is undeveloped land/fields beyond the boundary.

The unit would be predominantly dark grey, with light grey, light blue and dark blue horizontal panelling to visually break up the main colour. The east elevation would be blank, with the north and south (short elevations) also largely blank with some limited fenestration. The west elevation contains the HGV access points, with translucent panels above the bays. The office space would project 12 metres to the west of the main building and consist of aluminium framed clear glazed curtain walling.

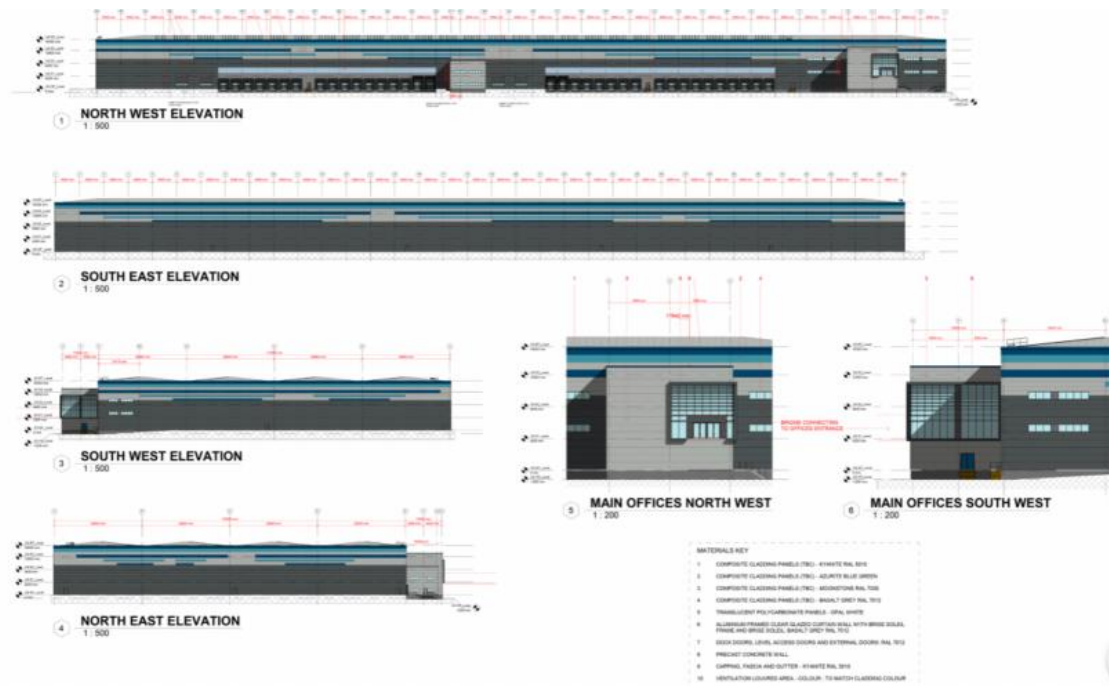


Figure 3 – Proposed Elevations (Unit 3)



Figure 4 – Example office elevations

RELEVANT PLANNING POLICY

The below policies are considered relevant to the proposed development sought under this application.

National Planning Policy and Guidance

National Planning Policy Framework (NPPF) – July 2021

Section 2 – Achieving Sustainable Development

Paragraph 7 - The purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs. At a similarly high level, members of the United Nations – including the United

Kingdom – have agreed to pursue the 17 Global Goals for Sustainable Development in the period to 2030. These address social progress, economic well-being and environmental protection.

The planning system's objectives are to ensure that three overarching, interdependent objectives are achieved. An economic objective (building a strong, responsive and competitive economy), a social objective (supporting a strong, vibrant and healthy community) and an environmental objective (protecting and enhancing the natural, built and historic environment). These objectives should be delivered through application of policies within the NPPF and the Local Plan. So that sustainable development is pursued in a positive way, at the heart of the Framework is a **presumption in favour of sustainable development**. For decision-making, this means approving development proposals that accord with an up-to-date development plan without delay.

Section 4 – Decision-making

Local Planning Authorities (LPA) should approach decisions on proposed development in a positive and creative way. The LPA shall work with applicants in a positive and proactive way to secure developments that will improve the economic, social and environmental conditions of the area they are in. Decision-makers shall seek to approve applications for sustainable development where possible.

Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions should be made as quickly as possible. LPAs shall also give weight to relevant policies in emerging plans if relevant and justified. However, in the context of the Framework and presumption of favourable development, arguments that an application is premature are unlikely to justify a refusal of planning permission, unless a development proposed is so substantial or significant that granting permission would undermine the plan-making process.

LPAs should consider whether otherwise unacceptable development could be made acceptable through the use of planning conditions and/or obligations. Planning conditions, however, should be kept to a minimum and only imposed where they meet the test of being enforceable, precise and reasonable. Pre-commencement conditions should be avoided unless there is a clear justification.

Section 6 – Building a strong, competitive economy.

Planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account local business needs and wider opportunities for development. Planning decisions should recognise and address the specific locational requirements of different sectors. This includes **local clusters for storage and distribution operations** at a variety of scales and in suitably accessible locations (Paragraph 83). In addition, decisions should recognise that development needs to be sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits opportunities to make a location more sustainable. The use of previously developed land and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist (Paragraph 85).

Section 8 – Promoting healthy and safe communities

Planning decisions should aim to achieve healthy, inclusive and safe places, such as through mixed-use developments, street layout that allow for easy pedestrian and cycle connections within and between neighbourhoods. In addition, places should be safe and accessible, so that crime and disorder and the fear of crime do not undermine the quality of life, through the use of attractive, well-designed and legible pedestrian and cycle routes which encourage the active use of public areas.

Paragraph 93 states that planning decisions should, amongst other things, ensure that established facilities and services are able to develop and modernise, retained for the benefit of the community and ensure an integrated approach to considering the location of housing, economic uses and services.

Section 9 – Promoting sustainable transport

Transport issues should be considered at the earliest stages of development proposals so that the potential impacts of development on transport networks can be addressed. Opportunities for existing/proposed transport infrastructure and changing transport usage should be realised. For example, in relation to the scale, location or density of development that can be accommodated. Opportunities to promote walking, cycling and public transport use should be identified or pursued. The environmental impacts of traffic and transport infrastructure should also be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects. Patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places.

The planning system should actively manage patterns of growth in support of these transport objectives. Significant development should be focused on locations which are or can be made sustainable.

Paragraph 111 states that ‘development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe’. Within this context, applications for development should give priority first to pedestrian/cycle movements, secondly to public transport. Places should be created to feel safe, secure and attractive whilst minimising conflict with pedestrians, cyclists and vehicles. In addition, places should allow for the efficient delivery of goods and access by services and emergency vehicles. Charging of plug-in and ultra-low emission vehicles in safe and accessible locations should also be designed into developments.

All developments that will generate a significant amount of movement should be required to provide a travel plan and be supported by a transport statement/assessment so that the likely impacts of the proposal can be assessed.

Section 11 – Making effective use of land.

Planning decisions should promote an effective use of land in meeting the needs of all uses, whilst safeguarding and improving the environment and ensuring safe and healthy living conditions. Brownfield land should be used as much as possible to achieve these objectives.

Planning decisions should encourage multiple benefits, including through mixed use schemes, to achieve environmental gains such as schemes that would create new habitat. Undeveloped land can perform functions such as habitat, flood risk mitigation, shading and carbon storage. Substantial weight should also be given to brownfield land within settlements for identified need, supporting appropriate opportunities to remediate degraded/derelict land. Decisions should promote and support development of under-utilised land and buildings, especially where land supply is constrained and available sites could be used more effectively.

Planning decisions should support development that makes efficient use of land and take into account other forms of development and the availability of land suitable for accommodating it. They should consider local market conditions and viability, the availability of infrastructure, desirability to maintain an area's character and the importance of securing well-designed and healthy places.

Section 12 – Achieving well-designed places.

The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve, with good design being a key aspect of sustainable development.

Planning decisions should ensure that developments will function well and add to the quality of the area over the lifetime of the development, are visually attractive as a result of good architecture, layout and appropriate and effective use of landscaping. In addition, development should be sympathetic to local character and the surrounding built environment/landscape setting, while not discouraging appropriate innovation or change. Developments should establish a strong sense of place and optimise the potential of the site to accommodate and sustain an appropriate amount and mix of developments whilst creating places that are safe and accessible.

Trees make an important contribution to the character and quality of urban environments and can help mitigate/adapt to climate change. Planning decisions should ensure new streets are tree lined and trees are incorporated elsewhere in developments. Existing trees should be retained wherever possible.

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design. Conversely, significant weight should be given to development which reflects local design policies and government guidance on design, taking into account any local design guidance or supplementary planning documents. Outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings should be supported.

Section 14 – Meeting the challenge of climate change, flooding, and coastal change.

The planning system should support the transition to a low carbon future in a changing climate and flood risk. It should help to shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability, improve resilience, encourage the reuse and conversion of existing

buildings and support renewable and low carbon energy and associated infrastructure.

New development should be planned in ways that avoid increased vulnerability and ensure that risks can be managed through suitable adaptation measures, including through green infrastructure. Reduction of greenhouse gas emissions should be provided for through a positive strategy through low carbon energy and heat, identifying suitable areas for renewable and low carbon energy sources and supporting infrastructure. Development should identify opportunities for development to draw energy from decentralised, low carbon energy sources.

LPAs should expect new development to comply with development plan policies on local requirements for decentralised energy sources and take account of landform, layout, orientation, massing and landscaping to minimise energy consumption. It should be recognised that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions.

Major developments should incorporate sustainable drainage systems (SDS) unless there is clear evidence that this would be inappropriate. The systems should take account of advice from the LLFA, have appropriate minimum operational standards, have maintenance arrangements in place and, where possible, provide multifunctional benefits.

Section 15 – Conserving and enhancing the natural environment.

Planning decisions should contribute to and enhance the natural local environment by protecting and enhancing valued landscape, sites of biodiversity, geological value. They should recognise the benefits gained from natural capital and ecosystem services, including economic and other benefits, trees and woodland. Minimising impacts and providing net gains for biodiversity, including by establishing coherent ecological networks that are resilient to current and past futures should be sought. New and existing development should be prevented from contributing or being put at unacceptable risk from unacceptable levels of air, water or noise pollution or land instability. The local environment should, wherever possible, be improved.

When determining planning applications, LPAs should apply the principle that, if significant harm to biodiversity resulting from a development cannot be avoided or adequately avoided, mitigated against or as a last resort compensated for, then planning permission should be refused. Development which results in the loss of or deterioration of irreplaceable habitats should be refused unless in wholly exceptional reasons and where a suitable compensation strategy exists.

Planning decisions should ensure that a site is suitable for the proposed use, taking into account ground conditions and any risks from instability or contamination. Adequate site investigations by a competent person should inform such assessments. When a site is affected by contamination or instability, the responsibility for securing a safe development rests with the developer/landowner.

Planning decisions should ensure that new development is appropriate for the location, when taking into account likely and/or cumulative effects on pollution, health, living conditions and the natural environment, as well as the potential

sensitivity of the site. Light pollution from artificial light on local amenity need also to be considered.

The focus of planning policies and decisions should be on whether proposed development is an acceptable use of land, rather than the control of processes or emissions (where these are subject to separate pollution control regimes). Planning decisions should assume that these regimes will operate effectively. Equally, where a planning decision has been made on a particular development, the planning issues should not be revisited through the permitting regimes operated by pollution control authorities.

National Planning Practice Guidance (NPPG)

DEVELOPMENT PLAN POLICIES

Adopted Rochdale Core Strategy (CS) 2016:

S01 – Strategic Objective: To deliver a more prosperous economy.

- Focus on identifying quality employment sites and areas to increase the number and range of jobs.
- Ensuring good transport accessibility to jobs and markets within and beyond Greater Manchester
- Building on the borough's assets and improving its image to attract investment.

S03 – Strategic Objective: To improve design, image and quality of place.

- Raising design quality and promoting sustainable development.
- Improving gateways into the borough and main transport corridors to improve the image of the borough.

SO4 – Strategic Objective: To promote a greener environment.

- Minimising Rochdale's contribution to climate change and mitigating and adapting to its adverse effects.
- Ensuring that development is energy efficient and contributes to carbon reduction.
- Reducing the risk of flooding through appropriate flood risk management.

SO5 – Strategic Objective: To improve accessibility and deliver sustainable transport.

- Directing development to the most accessible locations or those that can be made more accessible by public transport.
- Improving access to the public transport network.
- Ensuring new development contributes to transport improvements and the use of public and other sustainable transport.

SD1 – Delivering sustainable development.

The LPA will take a positive approach that reflects a presumption in favour of sustainable development, as contained within the NPPF. It will work pro-actively

with applicants to find solutions that means proposals can be approved wherever possible, securing development that improves the economic, social and environmental conditions of the area. Planning applications that accord with the policies of the Local Plan will be approved without delay, unless material planning considerations indicate otherwise.

SP1 – Rochdale borough's role in the city region

Rochdale will contribute to the success of the Manchester city region and the North West by playing its role in the delivery of sustainable development and investment that meets national and sub-regional objectives for employment growth by:

- Promoting the borough as an attractive location in terms of jobs, the environment and quality of life.
- Focus employment development so that it supports the overall economic growth of the sub-region.
- Strengthen transport infrastructure and strategic links to improve access to jobs within the regional centre and improve commercial links with the Northwest and West Yorkshire.

SP2 – The Spatial Strategy for the borough

In the Manchester fringe, to the south of the borough, where there is good access to existing facilities, infrastructure, the motorway corridor, public transport facilities and the wider Greater Manchester city region, the focus will be on new housing, employment and commercial development. Focus of investment, development and improvements will include economic growth corridors, areas and key corridors and gateways.

SP3/H – The Strategy for Heywood

The priorities for Heywood include promoting economic growth in South Heywood by, amongst other things, delivering new economic development on sites within the successful employment areas in the south of the town to maintain their national reputation as a high quality business location.

E2 – Increasing jobs and prosperity.

Ensure a sufficient supply of suitable land, buildings and infrastructure in the right places to support the creation and retention of successful businesses and increase the number and quality of jobs to create a more prosperous lower carbon economy, by:

- Ensuring supply of up to 210ha of highly accessible land, focused in the south of the borough, that is attractive to 21st century employment development for offices, manufacturing and distribution as well as other employment generating uses.
- Protect those existing employment zones and employment sites outside employment zones which are most suited to continued employment use.

In the south of the borough, the focus will be to deliver most new employment development and jobs. Focusing of employment development will be in specified

areas, which offer high quality sites with good access to the motorway network and public transport facilities, including South Heywood employment sites.

In addition, the regeneration of major employment locations will be promoted which are suitably located for continued employment use. Low employment generating uses will be discouraged in locations where higher employment generating uses would be more appropriate.

New employment development outside designated employment areas will be supported where it supports the above strategy and is not detrimental to amenity.

E3 – Focusing on economic growth corridors and areas.

The policy sets out the aims to focus employment development on high quality sites in economic growth corridors and areas in accessible locations in the south of the borough, in order to help deliver and maximise the benefits of new investment and the potential for growth and investment, as well as provide accessible jobs for local people.

With regards to the South Heywood employment area, this will include promoting the development of key sites, including North of Hareshill Road. In addition, the policy seeks to support improvements to all existing employment areas within South Heywood to maintain and enhance the quality of employment premises, whilst maintaining the area mostly for distribution uses. The promotion of infrastructure improvements/traffic management to service new and existing development and reduce heavy goods traffic in Heywood town centre and residential areas will also be sought.

The area has been identified as a location for potential employment growth in Greater Manchester, in particular for logistics.

C6 – Improving health and wellbeing.

The policy sets out that improving the health and wellbeing of the borough's residents is a high priority, through creating an economic, physical and social environment which promotes and supports healthy lifestyles.

This is to be achieved by, amongst other things, seeking to:

- Provide better access to jobs in areas with high levels of deprivation and/or poor health,
- Seeking high quality design of buildings, streets and spaces to create neighbourhoods that are safe to use, easy to move through, adaptable and sustainable.
- Maintaining and enhancing the borough's biodiversity, natural environment and create a coherent network of green infrastructure that can help promote better health.
- Identifying and implementing measures to reduce traffic movements and congestion to reduce air and noise pollution.
- Encouraging development that promotes active living by making places more accessible by walking, cycling and public transport.

More accessible and sustainably located development and a better integrated transport system will reduce the need to travel and promote healthier lifestyles.

P1 – Improving image.

Improving the image of the borough for both residents and visitors has significant economic benefits and can attract inward investment. It is required that high quality design is achieved in all new developments, particularly in areas including key gateways, prominent sites and regeneration areas. New developments will improve the image of the borough by:

- Requiring design which is of a high standard, demonstrates innovation and originality.
- Helping to green the urban environment, by securing tree planting on sites and along streets and roads.
- Promote development and re-use of under-used land and buildings.
- Creating people-friendly, safe and vibrant public areas.

P2 – Protecting and enhancing character, landscape, and heritage.

This policy requires new development to integrate successfully with key natural features of the borough. New development should take the opportunity to protect and open important view of hills and valleys etc. In addition, conserving, enhancing and utilising non-statutory heritage assets of local interest should be restored.

P3 – Improving design of new development.

It is required that all new developments, including associated landscaping, regardless of location, adhere to high standards of design. The following design principles should be adhered to if and where relevant:

- Respecting context where it is positive and have regard to scale, density, massing, height, layout, landscape, materials and access to surrounding buildings and areas in general.
- Ensure buildings contribute positively to the townscape, are well proportioned and incorporate design measures that design out crime and ensure developments and spaces are safe to use and access (including when considering lighting).
- Provide an appropriate mix of uses
- Ensure development is easy to move through and get around, especially for pedestrians, cyclists, public transport, disabled people and emergency services.
- Ensure that intended functions of buildings and spaces are easily understood and entrances are appropriately located and visible.
- Minimise impact on the environment and help adapt to the impacts of climate change.
- Design buildings and spaces so that quality and appearance can be maintained over time.
- Reduce the monotony and visual impact of car parking areas by using substantial and well integrated landscaping.

Design and Access statements and design briefs must include demonstration of how these design principles have been taken into account in the design of development proposals.

G1 – Tackling and adapting to climate change.

Climate change is to be addressed and it is to be ensured that growth does not increase CO2 emissions by, amongst other things:

- Locating growth in areas which are likely to minimise the need for travel and which are well served by public transport, services and infrastructure.
- Expecting all development to be well connected to surrounding areas and facilities by sustainable means of transport.

G2 – Energy and new development

All new development will be expected to adhere to hierarchy to the extent that policy G2 reflects national policy, targets and requirements for that type of development.

G6 – Enhancing green infrastructure.

Enhancing green infrastructure supports local communities, housing and economic development by protecting against flooding and climate change impacts, helping to deliver quality of place and positive image by providing better quality of life through access to nature and leading to healthier lifestyles.

With regards to new development, the focus will be on incorporating green infrastructure into new development, SUDs, increasing the number of street trees, greening main roads, developing new green spaces and incorporating green roofs and walls into development. In addition, development proposals will be expected to:

- Be consistent with the overall focus for green infrastructure and wider than local value green infrastructure can have.
- Have regard to local landscape character and contribute to its conservation and enhancement.
- Avoid loss of existing trees unless suitable alternative provisions are made.
- Take opportunities to secure innovative solutions to the design of urban open space to widen potential functions, e.g. flood risk management, promoting urban wildlife or climate change adaptation.
- Not sever or impede key functions of greenspace corridors.
- Supporting new woodland and tree planting in new development and replace removed trees at a ratio of 2:1.

G7 – Increasing the value of biodiversity and geodiversity.

Increasing the value of biodiversity will protect and enhance the borough's wildlife and habitats. This will be achieved by ensuring that sites and features of biodiversity and geodiversity are given full and appropriate recognition.

It is expected that new development proposals will protect and include existing biodiversity within new developments, public realm and open spaces. Existing landscape features including ponds, trees, hedges and wooded areas shall be

protected. Where there is opportunity, biodiversity should be promoted and new habitats should be created through new development using landscaping and building features wherever possible including green roofs, green walls, bat boxes, roof space nest boxes and landscaping.

G9 – Reducing the impact of pollution, contamination and land instability.

Reducing the impact of pollution will lead to a cleaner, greener and healthier borough. This can be achieved the reducing all forms of pollution, contamination and instability in the borough.

It will be ensured that new development does not have impact that leads to unacceptable increases in air, water, noise, light or any other type of pollution. In addition, any risk to surface water or ground water resources should be avoided through preventative measures. Planning conditions and/or obligations to control pollution from new development or impact of pollution on new development should be utilised.

Noise pollution, including transport noise, should be carefully considered, particularly to new developments. Measures to reduce noise from new development could include planting buffers, noise barriers, banking, placement of traffic calming measures and careful consideration of building materials and road surfaces. The relationship between residential and non-residential developments is a key consideration, and if necessary limited hours of operation will be imposed through planning conditions or obligations.

Water pollution can also result from surface water run-off and it is important for developments to incorporate run-off management measures such as SUDS.

Lighting schemes for new developments must have full regard to minimising negative impact on residential areas, the character of the area, biodiversity and the night sky.

T1 – Delivering sustainable transport.

Improvements to the Borough's transport infrastructure and the promotion of sustainable travel are necessary to meet the future access and travel choice expectations of communities and businesses, particularly for where areas where development is planned. This includes:

- Reducing the need to travel and make best use of existing transport infrastructure (roads, footways/cycleways etc.), strengthening requirements for travel plans.

T2 – Improving accessibility.

Development should offer greater access for all forms of travel. Development should be located where there is good access to public transport, backed by measures to reduce the need for travel and effective provision for cyclists, pedestrians and people with impaired mobility. Development should be appropriately located to minimise the need to travel by car. Developments will be required to satisfy the LPA's accessibility hierarchy.

DM1 – General development requirements.

All development proposals, including changes of use of land and buildings, will be expected to demonstrate, amongst other things, that they:

- Are of a high quality design and take the opportunity to enhance the quality of the area.
- Are compatible with surrounding land uses, both in terms of its impacts upon these uses and the impact of the surrounding land used upon the amenities of future residents/users
- Do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy;
- Mitigate against any impacts due to noise, air, dust, light and odour pollution, traffic generation or inadequate access, where such mitigation is identified as being necessary;
- Provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location;
- Do not have an adverse impact on health, through its impact or the effect of existing problems e.g. land contamination, or poor air quality;
- Minimise opportunities for crime against people or property
- Incorporate, where appropriate, high quality landscape schemes;
- Have considered the availability of water and wastewater infrastructure, and any need for additional capacity.

All developments will be expected to demonstrate that the relevant requirements within this policy have been taken into account

DM2 – Delivering planning contributions and infrastructure.

Development proposed within the Core Strategy must be supported by necessary infrastructure. Infrastructure includes services, utilities, roads, transport, community facilities and green infrastructure.

Developers will be required to provide/contribute towards the cost of providing any physical and social infrastructure that is needed because of proposed development, or to mitigate the impact of development, through planning obligations and agreements.

For all types of development, contributions for any infrastructure will be sought to mitigate any on site or off-site impacts, the contributions may cover:

- Off-site highways and access improvements covering all types of transport, including public transport facilities and services, cycling and walking;
- Replacing / protecting / moving biodiversity features where appropriate to address an adverse effect on a feature of biodiversity interest;
- Providing green infrastructure to mitigate the impact of development on the site and surrounding area or greenspace
- Flood protection and mitigation measures including those to address the adverse effects of surface water run-off, where a flood risk assessment shows it to be necessary; e. Mitigation or compensation against environmental impacts e.g. noise, air quality
- Delivery of energy infrastructure as part of major schemes;

- The delivery of any other infrastructure that is necessary because of, and related or connected to, the proposed development

For major developments we will seek an agreement to use local firms and labour for construction, and to make satisfactory arrangements to try to recruit employees from within the borough. Consideration will be given to the need to ensure that schemes remain viable whilst also taking into account the need for the contributions or infrastructure required to make the scheme acceptable in planning terms.

Rochdale Unitary Development Plan (UDP) 2006:

G/D/1 Defined Urban Area

Defines the boundary of the urban area. New development, wherever possible and appropriate, should be concentrated within the urban area to support urban regeneration and to protect the countryside.

EM/7 Development and Flood Risk

Development will not be permitted in areas identified as flood plans, or other areas where development could contribute to flood risk unless appropriate flood risk assessments have been carried out verifying that the development would not result in an undue increase in the risk of flooding.

Greater Manchester Joint Minerals and Waste DPD (2013)

Supplementary Planning Documents (SPDs):

Climate Change Adaptation SPD (June 2012)
Biodiversity and Development SPD (updated 2017)

EMERGING PLANNING POLICY

Places for Everyone (PfE)

The Places for Everyone Joint Development Plan is a strategic regional plan for all of the Greater Manchester Local Authorities with the exception of Stockport. It seeks to guide the largest and most strategic developments of housing and employment land across the region. This Plan will also set the housing requirements for each of the involved Local Authorities. At the time of this report, the updated schedules of main modifications and policies map changes and updated sustainability appraisal and habitat regulations assessment report referred to in IN39 have now been published on the GMCA website, prior to being considered by each of the local planning authorities.

As such, the Planning Inspectorate have stated: *"We are satisfied at this stage of the examination that all of the proposed main modifications are necessary to make the Plan sound and/or legally compliant, and would be effective in that regard (subject to any grammatical or other minor changes that we may decide*

are necessary). That is, however, without prejudice to our final conclusions that we will reach following consideration of responses to the public consultation to be carried out on the main modifications (see below). Reasons for the main modifications that we do ultimately decide are necessary will be set out in our final report.'

The Inspectors go on to confirm the document updates required for publication by the Combined Authority. They confirm that unless they consider it essential to deal with substantial issues raised in representations about the proposed main modifications, or to ensure fairness, no further hearing sessions will be held after the consultation period.

Given the advanced stage of examination and the nature of the Inspectors responses received to date, the emerging policy is afforded moderate-substantial weight in the assessment set out within this report. However this is limited with consideration to the fact that inspectors have not yet issued their full report in response to the Public Examination.

Note: The application site is not sited on land that is allocated within the 'Places for Everyone' plan.

Places for Everyone Policies

Note: The policies set out below represent emerging policy. However, as set out above, given the advanced stage of examination and the nature of the Inspector's responses received to date, moderate-substantial weight is given in the assessment set out in this report. However, this is limited in consideration.

Strategic Objective 3

States that all part of Greater Manchester should thrive and be economically productive. This will be achieved by ensuring there is adequate development land to meet employment needs, prioritising brownfield land. There should be a diverse range of employment premises, with facilitation for, amongst other things, the development of high value clusters in prime sectors, such as logistics.

Strategic Objective 5

States that a strategic objective is reducing inequalities and improving prosperity. This is to be achieved by ensuring access to employment opportunities, prioritising development in well-connected locations and strengthening the competitiveness of north Greater Manchester.

Policy JP-S 1 - Sustainable Development

Development should aim to maximise its economic, social and environmental benefits. Preference will be given to using previously-developed (brownfield) land and vacant buildings to meet development needs.

Policy JP-J 1 - Supporting Long-Term Economic Growth

There will be an emphasis on maintaining a very high level of economic diversity across the boroughs. The development of high value clusters in prime sectors such as, amongst other things, logistics, will be facilitated.

Policy JP-J 2 - Employment Sites and Premises

A diverse range of employment sites and accessible premises, including new premises, will be made available. This will offer opportunities to different kinds and types of businesses, including firms seeking to expand and large-scale inward investment, to help tackle inequalities. Existing employment areas that are important to maintaining a strong and diverse supply of sites and premises across the boroughs will be protected from redevelopment to other uses, nurtured to ensure they remain competitive and their accessibility improved where necessary. This will include both local and strategic employment areas.

Policy JP-J 4 - Industry and Warehousing Development

At least 3.3 million square metres of new, accessible, industrial and warehousing floorspace is to be provided as part of the 'Places for Everyone' plan. To achieve this, high levels of choice and flexibility in the supply of sites for 'new warehousing floorspace is to be provided. Significantly increasing the supply of high quality sites across the northern parts of Greater Manchester is to be focused on, to help increase the competitiveness of the area.

RELEVANT HISTORY

21/01298/CPE: Application for certificate of lawfulness for an existing use of storage and distribution with ancillary uses.

Granted unconditionally on 14 December 2021.

CONSULTATION RESPONSES

Summary Table – Consultee Responses

Consultee	Outcome
Coal Authority	Response received – No objection.
Lead Local Flood Authority	Response received – No objection subject to conditions.
Environmental Health	Response received – No objection, subject to conditions.
United Utilities	Response received – No objection, subject to conditions.
Environment Agency	Response Received – No objection, referred to Environmental Health

Greater Manchester Archaeology Advisory Service	Response received – No objection.
Greater Manchester Ecology Unit	Response received – No objection.
Greater Manchester Fire Service	Response received – No objection.
Greater Manchester Police	Response received – No objection.
Transport for Greater Manchester	Response received – No objection, subject to conditions.
Highways & Engineering	Response received – No objection, subject to conditions.
Environmental Protection (Contamination)	Response received – No objection, subject to conditions.
National Highways	Response received – No objection.
Street Lighting	Response received – No objection, subject to conditions.
Strategic Planning	No response received.

Note: Consultees were consulted more than once. For the purposes of clarity, the date shown is the date of the most recent and final response received.

The Coal Authority – 12 June 2023

Confirmed no comment, as the application site **does not** fall within the defined Development High Risk Area and is located instead within the defined Development Low Risk Area. As such, there is no requirement for the Coal Authority to be consulted. However, in accordance with the agreed approach to assessing coal mining risks as part of the development management process, it will be necessary to include the Coal Authority's Standing Advice within the Decision Notice as an informative note.

Note: No change in consultation responses received 22 March 2023 or 12 June 2032.

Drainage / Lead Local Flood Authority – 08 September 2023

The consultee response received from the Local Authority's LLFA on 08/09/2023 confirmed that the response supersedes any prior drainage consultation. As such, any previous consultation is disregarded.

The drainage consultant noted that the impermeable area of the site would increase from 5.84 hectares to 8.33 hectares.

The proposed site drainage will employ existing drainage infrastructure and attenuation ponds (SUDS). It is also noted that a small proportion of the site will discharge to a highway drainage sewer. It is confirmed in the response that this matter has been discussed between drainage, the LLFA and is deemed acceptable.

It is also highlighted and understood that a debate between the applicants regarding the discharge point of foul sewer is resolved.

It is suggested that the following condition be added in the event the application is approved:

Prior to the commencement of development, updated details of the sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage scheme shall be based upon:

- a) Drainage Strategy drawings 21194-BGL-XX-XX-DR-C-00210 & 211 & 212 /P07 dated 3rd Aug 2023.

The information submitted shall include:-

- i. the background calculations of the Causeway flow ® or MicroDrainage® model or any other software or calculations that have been used for the drainage design.
- ii. 'for construction' drawings of the attenuation ponds, flow control devices and attenuation tanks.
- iii. details of the outlet pipe from the SW corner of the site to the highway drain manhole, including any explanation of whether this pipe is being replaced.

The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. Prior to occupation/ use of the proposed development, the drainage scheme shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. To prevent an increased risk of flooding as a result of the development and to ensure satisfactory disposal of surface water from the site in accordance with Policy G8 of the adopted Rochdale Core Strategy, saved Policy EM/7 of the adopted Rochdale Unitary Development Plan and the National Planning Policy Framework.

Reason for pre-commencement condition: Drainage infrastructure will need to be implemented prior to commencement of above ground works and a scheme therefore needs to be agreed in advance of the same.

Environmental Health – 21 March 2023

Confirmed no objection subject to implementation of recommended mitigation measures as set out in the submitted Noise Impact Assessment.

In addition, a condition will be required ensuring that any proposed or future external plant does not exceed noise limits.

United Utilities (UU) – Received 11 September 2023

Throughout the planning application process, United Utilities were consulted a number of times. The final consultation response received from United Utilities was received 11 September 2023 and replaces all previous consultation responses received due to updated drainage information and correspondence between the applicant and United Utilities. The consultation response states:

United Utilities requests further information prior to determination of the application.

“Following our review of the proposed site layout, we have concerns regarding the proximity of proposed development to our water assets. To resolve this matter, and to avoid any unnecessary costs or delays to either the applicant or any future developer, we request the applicant submits a detailed site layout plan which overlays the proven location of the water main(s) in relation to any proposed development (including walls, fencing, parking etc.) Without this information we are unable to provide further comment and there is a risk that as the scheme progresses, the applicant, or any subsequent developer, may discover that their plans are not implementable in their existing form or that diversion of assets is required. Therefore, we strongly recommend this matter is resolved PRIOR TO DETERMINATION.”

However, United Utilities go on to state that ‘Should the Council deem this application suitable for approval we request the following condition is included in the subsequent Decision Notice to afford appropriate protective measures for this asset:

“No construction shall commence until details of the means of ensuring the water main that is laid within the site boundary is protected from damage as a result of the development have been submitted to and approved by the Local Planning Authority in writing. The details shall outline the potential impacts on the water main from construction activities and the impacts post completion of the development on the water main infrastructure that crosses the site and identify mitigation measures to protect and prevent any damage to the water main both during construction and post completion of the development. Any mitigation measures shall be implemented in full in accordance with the approved details.

Reason: In the interest of public health and to ensure protection of the public water supply.”

The Local Planning Authority have addressed this point with the applicant. It is agreed that, subject to the condition requested by United Utilities, the application is suitable for approval.

Drainage

United Utilities have also requested the following condition with regards to drainage:

“The drainage for the development hereby approved, shall be carried out in accordance with principles set out in the submitted Foul & Surface Water Drainage Design Drawing 21194-BGL-XX-XX-DR-C-00210/00211/00212, Rev P07- Dated 03/08/2023 which was prepared by Burrows Graham.

For the avoidance of doubt no surface water will be permitted to drain directly or indirectly into the public sewer. Prior to occupation of the proposed development, the drainage schemes shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding.”

Informative Information:

Additional informative information has been provided through the consultation response, which shall be added as informative information to any approval.

Environment Agency – Received 09 June 2023

Confirmed **no objection in principle** to the proposed development but provided the following comments:

- The development site appears to have been the subject of past industrial activity which poses a high risk of pollution to controlled waters. However, the Environment Agency is unable to provide site-specific advice relating to land contamination.

Note: Rochdale Council will also consult with Environmental Health/Environmental Protection Department for advice.

Note: No change in consultation responses received 22 March 2023 or 09 June 2023.

Greater Manchester Archaeological Advisory Service (GMAAS) – 14 June 2023

The proposed development does not threaten the known or suspected archaeological heritage, and on this basis there is no reason to seek to impose any archaeological requirements upon the applicant.

Greater Manchester Ecology Unit (GMEU) – 04 January 2023

Confirmed no objection to the development.

Although the site is large, it is currently dominated by large buildings, hardstanding and formal, low-diversity landscaping. It is not currently of substantive ecological value.

No further ecology surveys need to be carried out prior to deciding the application. GMEU advised that an updated badger survey should be included in the CEMP. However, if any evidence of badgers or their setts are identified, such response and actions that need to be made can be dealt with outside of the planning process in the Wildlife and Countryside Act 1981.

No biodiversity metric has been included as part of the application. However, it is considered that the proposed landscaping would achieve a net gain in biodiversity.

No tree felling or other vegetation clearance required to facilitate the development should take place during optimum bird nesting season (March – August) unless nesting birds have been shown to be absent by a suitably qualified person

Greater Manchester Fire Service – Received 30 March 2023

Confirmed no objection, made following comments that can be added as informative notes for the applicant, should the application be approved:

The above proposal should meet Requirement B5 of Approved Document B, Volume 2: Access and facilities for the fire service.

The access road should comply with Table 15.2 of Approved Document B, Volume 2 - be a minimum width of 3.7m and capable of carrying 12.5 tonnes.

Where a building, which has a compartment of 280m² or more in area, is being erected more than 100m from an existing fire-hydrant additional hydrants should be provided as follows;

- Buildings provided with fire mains – hydrants should be provided within 90m of dry fire main inlets
- Buildings not provided with fire mains – hydrants should be provided within 90m of an entry point to the building and not more than 90m apart

If the provisions in a building vary from those in Approved Document B, sprinkler protection can sometimes be used as a compensatory feature. The provision of a sprinkler system may also result in long term savings on insurance premiums. The Fire Service strongly supports the installation of sprinkler systems as a positive measure to protect persons. The provision of a sprinkler fire suppression system would have significant benefits for the development. It would ensure that any fire would be quickly controlled and would significantly reduce any fire

damage to the building. This is particularly important as business continuity following a fire as an important factor in the ongoing viability of an organisation.

It is strongly advised that you consult your insurance company to discuss the advantages of installing a sprinkler protection.

Buildings not fitted with fire mains

15.1 For small buildings (up to 2000m², with a top occupied storey that is a maximum of 11m above ground level), vehicle access for a pump appliance should be provided to whichever is the less onerous of the following.

- (a) 15% of the perimeter.
- (b) Within 45m of every point of the footprint of the building.

15.2 For all other buildings, provide vehicle access in accordance with Table 15.1.

15.3 Every elevation to which vehicle access is provided should have a door, a minimum of 750mm wide, to give access into the building. The maximum distance between doors, or between a door and the end of the elevation, is 60m (e.g. a 150m elevation would need a minimum of two doors).

Buildings fitted with fire mains

15.4 For buildings fitted with dry fire mains, both of the following apply.

- a. Access should be provided for a pumping appliance to within 18m of each fire main inlet connection point. Inlets should be on the face of the building.
- b. The fire main inlet connection point should be visible from the parking position of the appliance, and satisfy paragraph 16.10.

15.5 For buildings fitted with wet fire mains, access for a pumping appliance should comply with both of the following.

- (a) Within 18m, and within sight of, an entrance giving access to the fire main.
- (b) Within sight of the inlet to replenish the suction tank for the fire main in an emergency.

15.6 Where fire mains are provided in buildings for which Sections 16 and 17 make no provision, vehicle access may be as described in paragraphs 15.4 and 15.5, rather than Table 15.1.

Design of access routes and hardstanding

15.7 Access routes and hardstanding should comply with the guidance in Table 15.2. Requirements can only apply to the site of the works.

It may not be reasonable to upgrade the route across a site to a small building. The building control body, in consultation with the fire and rescue service,

should consider options from doing no work to upgrading certain features, such as sharp bends.

15.8 Where access to an elevation is provided in accordance with Table 15.1, the following requirements should be met, depending on the building height.

- a. Buildings up to 11m, excluding small buildings (paragraph 15.1): pump appliance access should be provided adjacent to the building for the specified percentage of the total perimeter.
- b. Buildings over 11m: access routes should comply with the guidance in Diagram 15.2.

15.9 Where access is provided for high reach appliances in accordance with Table 15.1, overhead obstructions (such as cables and branches) should be avoided in the zone shown in Diagram 15.2.

15.10 Dead-end access routes longer than 20m require turning facilities, as in Diagram 15.3. Turning facilities should comply with the guidance in Table 15.2.

Provision of private hydrants

16.8 A building requires additional fire hydrants if both of the following apply.

- a. It has a compartment with an area more than 280m².
- b. It is being erected more than 100m from an existing fire hydrant.

16.9 If additional hydrants are required, these should be provided in accordance with the following.

- a. For buildings provided with fire mains – within 90m of dry fire main inlets.
- b. For buildings not provided with fire mains – hydrants should be both of the following.
 - i. Within 90m of an entrance to the building.
 - ii. A maximum of 90m apart.

The Fire Service strongly supports the installation of sprinkler systems as a positive measure to protect persons. All developers should positively consider the viability of installing sprinkler systems.

Greater Manchester Police (Design for Security) – Received 23 November 2022

No objection received. Greater Manchester Police requested the addition of a condition relating to the Crime Impact Statement. However, the condition will require amending to ensure it is precise. The applicant can apply for Secured by Design status outside the planning process.

Transport for Greater Manchester (TfGM) – Received 30 November 2022

Offered the following comments as advice:

- (I) Trip Generation and Distribution: TfGM suggests that the fact the site is not fully occupied should not be a reason not to conduct a suitable survey at the access, particularly if the current uses and floor spaces are known for the existing site. A pro rata trip rate could be determined on the basis of existing floor size/use and also the trip distribution could still be calculated from the survey at the exiting access.
- (II) Modelling: TfGM will offer further comments on modelling once a survey of the existing use is carried out and trip generation determined as described in Section I. There is no right turn pocket on Manchester Road for right turning vehicles to wait out the way of straight traffic – it is not clear whether this is currently a problem. TfGM also note that the junction of Manchester Road/Queen Elizabeth II Way would run under MOVA control and such the predicted results of the model are likely to be pessimistic. The junction would be likely to run with lower degrees of saturation and queues than predicted.
- (III) Mitigation: There are no pedestrian crossing facilities across Manchester Road which results in pedestrians finding it difficult to cross the bus stops to and from the site. It is suggested that the development funds the provision of a pedestrian crossing facility to allow access to the site for pedestrians/cyclists to cross Manchester Road.
- (IV) Proposed Access Arrangements: The Transport Assessment confirms that existing vehicular access from Manchester Road will be retained. However, the access will be improved to allow two-way HGV movements and pedestrian footways on both sides of the access road. Drawings have been supplied to demonstrate that visibility splays in accordance with DMRB can be achieved at the access. The access should be designed to ensure provision of tactile paving and dropped crossing points. Any redundant access points which served the former site should be reinstated.

The proposed internal layout of the site will need to be designed to accommodate all parking and vehicle manoeuvres associated with the development, to ensure HGVs can enter/egress the site in forward gear. SPPs have been supplied to demonstrate that service vehicles can safely enter and exit the site. The TA also confirms that proposed parking provision is in accordance with Rochdale Council's adopted standards.

Note: TfGM refer to the Local Highway Authority to determine whether the proposed access, parking and servicing arrangements are acceptable

- (V) Traffic Regulation Orders: TfGM suggests that a review is undertaken of TROs in the vicinity of the development, with a view to introduce additional parking restrictions if deemed appropriate, as well as ensuring adequate parking restrictions remain in place. This will act to discourage pavement parking associated with the development and assist in improving the quality of surrounding public realm.

- (VI) Other: A Construction Traffic Management Plan should be required as part of the development.

Site Accessibility

- (I) Public Transportation: The nearest bus stops to the site are on Manchester Road, approximately a 5 minute walk from the centre of the application site. Bus services using these stops provide hourly services to Middleton and Heywood during the daytime. Additionally, it is observed that the southbound bus stop would benefit from an upgrade in accordance with TfGM's Design Guidelines for Bus Stops.
- (II) Active Travel: In order to encourage walking and cycling, it should be ensured that the pedestrian/cycle environment in and around the site is designed to be safe, attractive and convenient. This should include natural surveillance where possible and sufficient links to the surrounding pedestrian/cycle network.

To promote active travel and link in with the surrounding environment, the applicant should ensure the provision of continuous 2 metre wide footways throughout and surrounding the development, as well as reinstating redundant vehicular crossings that previously served the site, installing tactile paving at junctions/crossing points and renewing any substandard footways.

- (III) Cycle Parking: It is important to ensure that there are adequate infrastructure and facilities to encourage staff to travel by sustainable modes. The TA does not provide any details of cycle parking provision for the site. Cycle parking should be provided in accordance with Rochdale Council's adopted standards and where possible spaces in excess of the minimum provided.

The cycle facilities should be covered and secure, with measures such as the installation of CCTV and appropriate lighting to ensure security. Additionally, appropriate welfare facilities (shower/changing rooms/lockers) should be provided for staff to promote and encourage cycling as an alternative to car travel.

- (IV) Travel Plan: TfGM recommends that a Staff Travel Plan is produced for the development, with the objective of reducing reliance on the private car, particularly single occupancy use. The Travel Plan should be designed to raise awareness of opportunities for reducing travel by car and should feature a range of measures and initiatives promoting a choice of transport mode, and a clear monitoring regime with agreed targets.

The offer of personalised journey planning for staff is a further measure that could be included in the full Travel Plan for the site. The marketing and communication strategy should communicate the Travel Plan objectives and benefits to potential future business or commercial occupiers of the development, prior to them occupying the development. This should ensure potential business and

commercial organisations are able to make informed choices and are more likely to commit to and adopt the Travel Plan.

In order to encourage sustainable journeys to mitigate the traffic impact of the development, through the Travel Plan, incentives should be offered to encourage staff to use public transport and active travel modes through measures such as concessionary bus fares, discounted cycles, journey planning etc.

Should Rochdale Council be minded to approve this application it is suggested that a condition for the development, submission, implementation and monitoring of a Staff Travel Plan within 6 months of occupation be attached to any planning consent.

Highways & Engineering – 04 April 2023

Consulted the latest amended Transport Assessment submitted to reflect changes in site layout. Concerns remain about the impact the proposal would have on additional traffic generated. However, the severity of the impact would not be expected to be so significant that an objection based on such impacts would be appropriate. In addition, some concerns can be reduced through the effective use of planning conditions and Section 278 Agreements. Highways raised the following comments and confirmed no overall objection to the proposed scheme:

Background

- The application site has an existing LDC for industrial use.
- There is a long established vehicular access onto Manchester Road.

Surrounding Highway Network

- The accident data provided within the TA indicates that there are no inherent safety issues on the surrounding highway network.
- The site is not considered to be within a highly sustainable location, remote from local amenities etc. as such, a full Travel Plan will be required within 6 months of occupation of the development. In addition, the LPA consider it necessary to set out a car parking management plan.

Site Entrance/Access

- The entrance to the site is to be amended to improve two-way HGV access. The applicant will be required to enter into a Section 278 Agreement for the undertaking of these works.
- The submission of a detailed junction arrangement plan will be required to be submitted for approval by LPA/Highways, prior to occupation of any of the units.
- The introduction of a Traffic Regulation Order (TRO) will be required along Manchester Road along the site frontage, to ensure it is kept clear of parking/loading to maintain good visibility and access. The TRO would run from the intersections of Queen Elizabeth II Way and Bader Drive.

On Site

- To ensure that HGVs do not obstruct Manchester Road whilst waiting to enter the site, no barriers or gates should be erected within 16.5 metres to the rear of the adopted footway to Manchester Road.
- The internal roads within the application site would not be adopted.
- Car parking on site is below the maximum parking standards. However, is acceptable. It is noted that disabled parking and EVC parking is appropriately provided.
- The site should not be occupied until all car parking, servicing and other vehicular access arrangements are available for full use.
- All parking areas, including HGV parking areas, should be kept clear of goods, products, materials, refuse storage, or similar items and the parking areas should be kept clear for their intended purpose.
- The site's servicing arrangements are acceptable and should be conditioned as appropriate.
- The provided Construction Management Plan (CMP) is acceptable.
- A Logistics Travel Plan has been requested. However, it is considered that the CMP suitably scopes what would be required within a logistics travel plan.

Environmental Protection – 16 March 2023

No objection, confirmed that the information submitted with the application is acceptable. However, the following condition will be required:

Prior to commencement of the development an investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced and shall have been first submitted to and approved in writing by the Local Planning Authority before development commences. The report of the findings must include:

- i) a survey of the extent, scale and nature of contamination
- ii) an assessment of the potential risks to:
 - human health,
 - property (existing or proposed) including buildings, crops, livestock, pets, woodland, and service lines and pipes,
 - adjoining land,
 - groundwaters and surface waters,
 - ecological systems,
 - archaeological sites and ancient monuments;
- iii) where unacceptable risks are identified, an appraisal of remedial options and proposal of the preferred option(s)

The development shall thereafter be completed in full accordance with the approved recommendations.

National Highways – Received 29 November 2022

Confirmed no objection. No additional comments made.

Oldham and Rochdale Street Lighting – Received 16 March 2023

Confirmed that the proposals appear acceptable in principle with regard to lighting. However, additional information is required. The additional information can be secured by way of condition and should include:

- Amended/additional plans with contour lines
- Lighting calculation reports will require more detail, including the lantern installation criteria, mounting heights and tilts detailed.
- Light source intensity should be considered, with focus on areas that share a boundary with residential properties. Light source intensity values for some residential properties at the rear windows to demonstrate that this is kept to an acceptable level.

MEMBER REPRESENTATIONS

None received.

PUBLIC REPRESENTATIONS

Objection Reps	29	Support Reps	1	Neutral Reps	3
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Letters of notification were sent to approximately 280 surrounding properties and a notice was posted on Manchester Road proximate to the site entrance. In addition, a press notice (major development) was published in local press.

Letters of notification were sent to surrounding properties on three occasions (11/11/2022, 16/03/2023 and 07/06/2023).

- The first round of consultation (11/11/2022) received 1 support, 2 neutral & 13 objection representations.
- The second round of consultation (16/03/2022) received 8 objection representations.
- The third round of consultation (07/06/2023) received 1 neutral representation & 8 objection representations.

Representations Received Following 11/11/2022 Consultation

Support	Officer's Response
No objections, the buildings are very old and for safety need a refresh. More	No response required.

money being spent in the area is a good thing.	
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Neutral	Officer's Response
Have nearby schemes approved/proposed by other housing developers been taken into account? Looking at the site plan there is no reference to proposed new housing or road layout & other approved developments?	Assessed in the 'Future Surrounding Development' Section of this report

Objection	Officer's Response
Concerns that the new development will result in noise pollution, particularly at unsocial hours/night-time (HGV movements, noise from workers on site etc.)	Assessed in the 'Amenity' section of the report
The location of offices, bike park, smoking shelters etc. would impact privacy of nearby residential properties.	Assessed in the 'Amenity' section of the report.
Concerns that height of buildings will result in loss of sunlight/daylight	Assessed in the 'Amenity' section of the report
Concerns that new lighting proposed on new buildings/redeveloped site will lead to light pollution impacts	Assessed in the 'Amenity' section of the report
Concern that the appearance, height and scale of the buildings will have a negative impact on the townscape/built environment	Assessed in 'Design and Visual Impact' of the report
Concerns relating to air pollution	Assessed in the 'Air Quality' section of the report.
Concerns relating to increase in congestion on new Queen Elizabeth II Way and junction with Manchester Road and could result in dangers to pedestrians and car drivers.	Assessed in the 'Highways' section of the report
Loss of trees/planting etc. on site would result in impact on nature conservation	Assessed in the 'Ecology' section of the report
Loss of the existing gatehouse would result in a loss of local history/heritage	The building(s) on the existing site are not listed and do not constitute non-designated heritage assets.
Unclear what the use of the site would be.	The description of the development specifies the use as 'Storage and Distribution (Use Class B8)
Impact caused by rats	There is no evidence that the proposed development would result in

	an increase in rats in the surrounding area.
Impact during construction phase (noise, pollution etc.)	This impact can be mitigated by a condition requiring a Construction & Environmental Management Plan (CEMP)
Reduction in house prices	This does not form a material planning consideration to which the local planning authority can attached more than very minor weight in the overall planning balance.
Proposals would have undue impact on the Townscape and/or be visually intrusive, particularly from residential dwellings,	Assessed in the 'Character and Appearance' section of the report
The site should be redeveloped for housing/residential development	Assessed in the 'Principle of Development' section of the report.
The 'fallback position' that has been suggested is challengeable	Assessed in the 'Fall Back' section of this report.
Potential amenity impact on users/occupiers of future development surrounding the site	Assessed in the 'Future Development' and 'Amenity' sections of this report.

ANALYSIS

Principle of Development

1. Paragraph 11 of the NPPF identifies a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with the development plan without delay. Paragraph 81 of the NPPF also requires that 'significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development'.
2. The site consists of land and buildings that have historically being used as storage by the Department of Work and Pensions, with the site becoming vacant during 2023. A Lawful Development Certificate was granted on 14 December 2021, confirming that the site's existing lawful use was Use Class B8 (Storage and Distribution) as set out in the Town and Country Planning (Use Classes) (Amendment) (England) Regulations 2020.
3. In planning policy terms, the site is brownfield, and located on land that is not covered by any specific designations or allocations as part of the Council's Development Plan. However, the land has been used as employment land for a long period of time and its character and appearance is established as such.
4. The surrounding site context includes a mixture of existing suburban residential development, community uses (secondary school), and

industrial estates with associated newly built link road (Queen Elizabeth II Way).

5. In addition to the above, there are a number of undeveloped parcels of land, which are associated with the South Heywood Masterplan. The South Heywood Masterplan was granted outline planning permission in March 2020 under application '16/01399/HYBR'. The proposal grants outline consent for up to 1,000 new homes, 135,460 square metres of employment floorspace, 2,500 square metres of commercial uses, a primary school and a new link from Junction 19 of the M62 motorway (completed – now known as Queen Elizabeth II Way, which is to the south of the application site).
6. The principle of the use of the site for business purposes, including storage and distribution (B8), has been established through the unconditional granting of a recent Certificate of Lawfulness application (21/01298/CPE), for the existing land and buildings to be used for up to 31,900 square metres of storage and/or distribution.
7. The application proposes the intensification of the use of the land for the purposes of storage and distribution (B8), through the demolition of the existing buildings and associated infrastructure on site, and the erection of 3no Storage and Distribution (B8) units. The three units would be contained within two separate buildings, with associated alterations and improvements to infrastructure including service yards and car parking areas, the provision of landscaping including tree planting, wildflower meadows, Sustainable Urban Drainage (SUDs) ponds and associated works. The proposed buildings would result in the provision of approximately 40,750 square metres of distribution space (B8), as well as approximately 2,450 square metres of ancillary office space.
8. The proposal is acceptable in principle when considering Section 6 of the NPPF, which states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be given to the need to support economic growth and take into account wider opportunities for development. Paragraph 83 specifically states that local clusters for storage and distribution operations at a variety of scales and in suitably accessible locations should be welcomed. In this instance, the proposal would result in modern and upgraded storage and distribution (B8) buildings that national and international businesses can invest in, with the proposal in a highly accessible location with good access to the road and motorway network.
9. The proposal is also considered to be acceptable in principle when considering Section 11 of the NPPF, which sets out that planning decisions should promote effective use of land, subject to improving the environment and ensuring safe and healthy living conditions, which will be considered throughout this report. The NPPF states that brownfield land should be used as much as possible to achieve this overarching objective, with planning decisions ensuring the effective use of land and consideration of the availability of land and infrastructure. The proposed development

would utilise existing brownfield land and contribute to the intensification of an existing employment use, in buildings more suitable than the existing buildings on site.

10. With regard to Rochdale's strategic objectives, as set out in the adopted Rochdale Core Strategy, it is considered that the proposed development would be consistent with Strategic Objective SO1 (To deliver a more prosperous economy), as the proposal would lead to a high quality employment site, retain and potentially provide additional jobs thus contributing to or maintaining employment levels and build on the Borough's assets to improve its image to attract investment. In addition, Strategic Objective SO3 (To improve design, image and quality of place) would be met through raising design quality at a key gateway into the borough. Strategic Objective SO4 (To promote a greener environment) would also be met through the development being more energy efficient due to new, high quality distribution buildings replacing outdated, less energy efficient buildings and concentrating development on existing brownfield land. The proposal would implement appropriate flood risk management measures through the provision of SUDS.
11. Policy SP1 of the adopted Rochdale Core Strategy sets out that the Rochdale Borough will contribute to the success of Manchester city region and the North West, through delivery of sustainable development that meets the objectives of employment growth. The proposal would achieve this through the provision of high quality distribution space, promoting the borough as an attractive location in terms of jobs and inward investment. In addition, Policy SP3/H (Strategy for Heywood) sets out that the delivery of new economic development on sites within the successful employment areas in the south of the borough to maintain the national reputation as a high quality business location is a priority, which the proposed development would achieve and thus is acceptable in principle.
12. Policy E2 of the adopted Rochdale Core Strategy states that the provision of a good supply of premises for employment uses is essential to ensure the creation of more and better jobs. Particularly, in the south of the borough, there will be a focus on employment development, including South Heywood employment sites. The proposed development would achieve and contribute to this aim through the provision of new high quality distribution (B8) units on existing employment land. Similarly to Policy E2, E3 states that the focus for employment development will be on high quality sites in economic growth corridors and in areas that are accessible. South Heywood is once again highlighted as a key location, with the promotion of development that support improvements to all existing employment sites within South Heywood. This proposal will enhance and intensify an existing employment site, whilst promoting the area mainly for distribution uses whilst routing heavy goods traffic to existing and recently implemented high quality road infrastructure. As such, the principle of the development is acceptable upon consideration of these relevant policies.

13. It is also noted that the supply of this type of high quality industrial space is generally short across the North West region, with Savills recently forecasting just 6 months of the highest grade, and most in demand spaces available. The proposals would therefore provide a much needed source of employment in an appropriate location having regard to its access to labour and major transport infrastructure in an already well-established employment location.
14. In summary, it is considered that the principle of such a development is acceptable, with the proposal in accordance with Rochdale's Strategic Objectives SO1, SO3 and SO4, as set out in the adopted Rochdale Core Strategy, as well as Policies SP1, SP3/H, E2 and E3 contained therein. In addition, the proposal would be in accordance with the National Planning Policy Framework, with particular reference to Sections 2, 6 and 11.
15. The proposed development would be consistent with the strategic aims of emerging Places of Everyone in providing jobs in a sustainable location and on previously developed brownfield land. The development would provide high quality logistics buildings in northern Greater Manchester, a key strategic aim in the emerging Places for Everyone plan. Thus, the proposed development broadly aligns with the aim of the strategic plan to support long-term economic growth.

Fall Back Position

16. A fallback position, in planning terms, refers to a situation in which an existing planning permission, permitted development rights, or an existing use of a site or a combination of such, confirms the principle of what extent or nature of development is capable of being delivered on site. The fallback position of a site is capable of being considered as a material planning consideration in the overall planning balance when considering a planning application.
17. In this instance, it is a material planning consideration that the existing site and 31,900 square metres of buildings upon the site have an extant Certificate of Lawfulness confirming that the existing land and buildings can be lawfully used for Storage and Distribution (B8).
18. However, the weight such a fallback has is a material planning consideration that needs to be considered by the Local Planning Authority. The case 'Mansell v Tonbridge and Malling Borough Council [2017]' confirmed the legal considerations in determining the materiality of the 'fall back' position, which concluded amongst other things that 'the basic principle is that for a prospect to be a real prospect, it does not have to be probable or likely, a possibility will suffice'.
19. The weight of such a fall back in planning terms depends on certain factors. A 'fallback position' is a development or use which is likely to occur (a development that is already permitted or can be achieved under permitted development rights) if planning permission is refused.

20. Mansell v Tonbridge and Malling Borough Council [2017] confirmed the legal considerations in determining the materiality of the 'fall back' position, which stated that 'the basic principle is that for a prospect to be a real prospect it does not have to be probable or likely, a possibility will suffice.'
21. There must thus be a realistic possibility, and not just a theoretical possibility, prospect of the fallback position being an alternative. It is also essential that there is due comparison of the effects of a proposal against the effect of what other development could lawfully take place.
22. The proposal seeks permission to demolish a number of existing buildings, which have extant permission for continued use as Storage & Distribution (B8). It is acknowledged that the existing buildings are somewhat outdated when considering modern requirements for largescale distribution, given their height, shape and floorplate sizes. As such, this application has been submitted to provide larger and more modern buildings to allow national and international distribution firms to. However, the buildings are useable and functional albeit to a substandard level and there is a real possibility that, should planning permission be refused in this instance that the buildings could and would be used for Storage & Distribution (B8).
23. In conclusion, it is considered that substantial weight should be given the fall back position that exists on this application site, subject to due consideration to other material planning considerations as set out below.

Impact on Future Development

24. Newhouse Academy, a secondary school, is adjacent to the application site to the north east. The re-building of the secondary school was approved under planning application 22/01191/PSID. Once rebuilt, the nearest part of the school building(s) would be approximately 100 metres, with the blank side (north) elevation of Unit 1 on the application site being approximately 125 metres away and screened by proposed landscaping. Given the extant use of the application site and upon due consideration of the position of the proposed school buildings and grounds, it is not expected that there would be undue impact upon current and/or future users of either the application site or educational facility (Newhouse Academy). It is of particular note that there is substantial screening through landscaping to the north boundary of the application site, minimising the overall impact through noise and visual impact in particular.
25. The application site is adjacent to land that forms part of the South Heywood Masterplan. Of particular relevance in this instance is application 16/01399/HYBR 'Part full/part outline planning application for the development of land at South Heywood, including the demolition of a number of existing on-site buildings and structures. Full consent sought for the construction of a new link road between Junction 19 of the M62 and Pilsworth Road, the widening of part of Pilsworth Road, together with associated junction improvements, landscaping, lighting and other works

including the importation of material and engineering works in order to construct the link road. Outline consent (with all matters reserved for future approval except access) sought for a major mixed-use development comprising supporting residential uses comprising up to 1000 dwellings (Class C3); employment uses (Classes B2/B8) comprising up to 135,460m² Gross Internal Area(GIA); a new primary school (Class D1); Class A1/A2/A3/A5 uses comprising up to 2500m² GIA which includes no more than 499m² of A1 uses; together with associated landscaping, open space and sports pitches, drainage, ecological enhancements, cycleway and footpath linkages, infrastructure and other works ancillary thereto. (Application accompanied by an Environmental Statement)'.

26. Application 16/01399/HYBR has granted outline planning permission for various buildings and infrastructure. However, the ultimate layout and position of buildings and infrastructure is not yet established, given that this application is at outline stage only. However, outline plans show that residential development is proposed immediately adjacent to the south and east of the application site. As such, this carries some limited weight in the decision-making process of this planning application, which will be addressed and referred to where relevant in subsequent sections of this report.

Design and Visual Impact

General Design

27. Policy DM1 of the adopted Rochdale Core Strategy, amongst other things, requires that all development proposals effectively demonstrate that they would not adversely affect the amenity of residents or users through visual intrusion or overbearing impact. Policy P3 requires that all new developments, including associated landscaping, have regard to scale, density, massing and height of surrounding buildings and areas in general. Buildings should be well proportioned and contribute positively to the townscape. Meanwhile, Paragraph 130 of the National Planning Policy Framework sets out that developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
28. The proposed Storage and Distribution (Class B8), by nature of their intended use and function, are relatively utilitarian and functional in design. By virtue of the demands and requirements of large, modern firms that operate within the competitive storage and distribution sector, the floor areas of the units and size of the structures are larger than existing units on site, which are to be demolished. Despite their large size and functional appearance, the proposed buildings have been designed to somewhat mitigate their visual impact. External walls will consist of composite cladding panels, which will vary in colour and include decorative horizontal strips of varying colours (shades of blue). The colours have been selected to blend somewhat with the sky to minimise the visual impact and reduce the degree the units will stand out when viewed in context with clouds/the sky. It is of note that the lower sections of the building will largely only be

visible from within the site, or be obscured from landscaping and regraded embankments from outside the application site. The proposed office areas will feature aluminium framed clear glazed curtain walls and fenestration, aluminium being a relatively high quality material compared to lower quality UPVC. To ensure that the highest quality of materials and good architecture are achieved, a condition will be added requiring samples/full materials specification prior to any above ground works (excluding demolition and associated site clearance).

29. It is considered that the proposed Storage and Distribution (Class B8) units are acceptable with regards to their external appearance and design (subject to condition requiring samples and full material specification), representing good architecture and appropriate in their scale and density, with appropriate landscaping and materials proposed to soften the appearance of the large buildings and allow for appropriate integration into the local setting and townscape.

Cladding panel – horizontally laid RAL 5010-KYANITE	
Cladding panel – horizontally laid AZURITE BLUE GREEN	
Cladding panel – horizontal Laid RAL 7035- MOONSTONE	
Cladding panel – horizontally and vertically laid RAL 7012 - BASALT GREY	
Translucent polycarbonate panels OPAL WHITE	
Aluminium framed clear glazed curtain wall with brise Soleil RAL 7012 - BASALT GREY	
Dock doors, Level access doors and External doors RAL 7012 - BASALT GREY	

Figure 5 – Example Materials

Unit 1 & 2

30. Units 1 and 2 are to be located to the southeast of the application site and would be visible from vantage points along Queen Elizabeth II Way and from the rear elevations of dwellings along the south side of Bader Drive and White House Close, as well as some visibility from Manchester Road. Units 1 & 2 will be constructed in the position of existing units, with the existing units having a maximum height of 8.65 metres and which are sited approximately 23 metres from the shared boundary with the rear boundary

of dwellings to Bader Drive/Whitehouse Close. The proposed Units 1 & 2 will have a eaves height of 12 metres and a maximum height of 15.5 metres to ridge height. The units will be positioned approximately 23 metres from the shared boundary, similar to the existing distance between the existing units and rear boundary of the dwellings. To mitigate the inevitable increased visual impact the larger units will have on the occupiers of these dwellings, substantial interventions are proposed along the north boundary, which will include a wider landscaped strip and regraded embankment, that will increase the density and width of landscaping and planting between the dwellings and the distribution units. A 1.8 metre high timber fence is also proposed between the development and existing properties. However, in comparison to the proposed landscaping, it is accepted that this fencing would have limited impact on reducing the visual impact.

31. Given the proposed siting, scale and height of Units 1 & 2, it is not considered that occupiers of any other nearby users or occupiers of buildings would be unduly impacted through visual impact or overbearing impact.
32. In this instance, it is acknowledged that the proposed buildings to replace existing buildings on site are larger in terms of their floor areas and taller than existing buildings. However, this is balanced against the fact that the proposed buildings are modern and consist of higher quality external materials that go some way in improving the appearance of the buildings and reducing the visual impact of the building somewhat. It is also a material planning consideration that the existing, somewhat dilapidated units, are currently readily visible from the rear elevation of dwellings along the south side of Bader Drive and White House Close of Nonetheless, for residents living proximate to the development site, the proposed buildings, by virtue of their scale and height, would have greater impact than the existing, smaller buildings that will be demolished.
33. To counteract the impact this proposal would have upon in terms of visual impact and/or overbearing impact to the occupiers of dwellings on the south side of Bader Drive and White House Close, the applicant proposes significant screening by way of increased and reinforced areas of landscaping and a regraded embankment between the application site and the affected dwellings. In addition, the proposed Units would include design features, including light blue and dark blue horizontal panelling at higher levels to break up the physical and visual massing of the building. To ensure that such landscaping remains in place and successfully grows, a condition can be imposed to any approval ensuring the ongoing maintenance of such landscaping for a specified period to ensure the landscaping is well implemented and acts to significantly screen the building to a degree from view, mitigating the impact on occupiers of the affected dwellings.

34. Upon consideration of the area surrounding Units 1 & 2, it is not considered that any other users or occupiers of buildings proximate to the site would be unduly impacted by the proposed units.

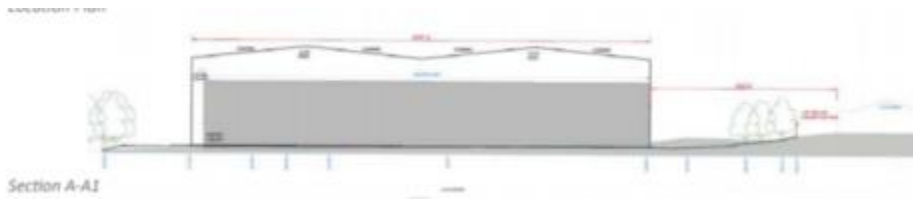


Figure 6 – Extract from submitted TVIA, showing existing and proposed arrangement of Unit 1 & 2 compared to dwelling(s) to the north, with proposed landscaping.

Unit 3

35. Unit 3 is to be located in the eastern section of the site, with the unit generally being visible from vantage points surrounding the application site including Newhouse Academy secondary school to the north, the rear of dwellings on the west side of Oldbury Close, Bader Drive and White House Close, as well as Queen Elizabeth II Way to the south. In addition, the unit would be visible from dwellings with outline planning consent to the south and west of the application site.
36. The proposed unit would have a maximum height of 17.6 metres. The unit would be proximate to, with due consideration to the visual impact and whether any overbearing impact would result, to the occupiers of existing and future development. Existing units to be demolished, which are sited in a similar position as the proposed unit, have a maximum height varying between 6 metres and 10.1 metres.
37. To the south, the proposed unit (short elevation) would be approximately 39 metres from the site boundary, beyond which is undeveloped land. Extant outline planning permission is in place for residential dwellings on the land beyond the boundary. As such, it is appropriate to consider how the proposed unit will affect the outlook of those future occupiers. However, as the final layout and siting of dwellings has not been formalised, and only an indicative housing layout exists this dilutes the certainty of the final form of the residential development. Nonetheless, the applicant has submitted a TVIA which takes account of the indicative residential layout which relies upon as approximate 10 metre rear gardens up to the shared boundary with the application site. This would appear to be a reasonable and proportionate approach in the absence of a finally approved plan of the existence of the dwellings. The broad position of the rear elevation of the proposed dwellings, assuming a 10m rearward projection, would be approximately 50 metres from the side (south) elevation of Unit 3. Between the rear elevation and the unit, there will be significant areas of landscaping, including significant planting and a 1:3 gradient 'batter' (definition: a receding slope of a wall, structure or earthwork), with the wall adjacent to the internal access road within the site (for clarity, currently, the existing relationship between the undeveloped land and application site is relatively sparser tree planting with little difference in land levels)

Notwithstanding that the final siting and layout of dwellings has not yet been established, the significant landscaping and batter proposed would significantly reduce any visual impact from the rear elevation of boundaries to the south of the site, whilst acknowledging there would be some impact. The mitigation measures proposed, along with separation distance and design/appearance of the units would nonetheless be acceptable on balance.

38. Similarly, to the west of the application site, dwellings are proposed. However, the dwellings proposed have only been consented outline. As such, the final layout/siting of dwellings has not been formalised and the situation reflects the above. This somewhat reduces the weight afforded to this outline development. Nonetheless, the applicant has addressed, again, similarly to the above, these dwellings assuming they will have rear gardens of broadly 10 metres, with the rear boundaries of dwellings directly adjacent to the application site. The rear elevation of dwellings would be approximately 60 metres from the long west elevation of Unit 3. Between the dwellings and Unit would be an area of landscaping, a 5 metre high green screen acoustic barrier and HGV parking/loading area. Given the separation distance and, again, acknowledging some impact, it is considered that the separation distance combined with mitigation measures would result in an acceptable impact upon the occupiers of future dwellings in terms of visual impact, with no undue overbearing impact expected.
39. The east elevation of Unit 3 will run adjacent to the east boundary of the application site, which is shared with the rear boundary of dwellings on the west side of Oldbury Close, Bader Drive and White House Close. The rear elevation of the dwellings most proximate to the side (long) elevation of the Unit are those on the west side of Oldbury Close, at approximately 45 metres. At this distance, it is acknowledged that there will be impact upon the occupiers of these dwellings by way of visual impact and outlook. However, it is of note that these dwellings currently look out onto a 10m-high existing unit. Although the proposed unit's eaves height would be higher at approximately 16.4 metres, extensive additional landscaping, including tree planting and a wildflower meadow and emergency access road (not to be used aside from in the event of an emergency) will significantly obscure the proposed unit from view, suitably reducing the impacts with regards to visual impact and/or overbearing impact to an acceptable level, particularly when accounting for the existing relationship between dwellings and the existing unit. Again, whilst acknowledging some impact to the occupiers of dwellings to the west side of Oldbury Close, Bader Drive and White House Close, such impacts have been reasonably and suitably mitigated and are acceptable on balance.
40. The existing secondary school to the north of the site is in the process of being rebuilt, with the proposed school building(s) being approximately 100 metres from the side (north) short elevation of Unit 3. Given the function of the building (education), separation distance and proposed landscaping along the north boundary of the application site, it is not expected that the

users of the educational facility would be unduly impacted by way of visual impact or overbearing impact.

41. In summary, it is acknowledged that the larger Storage and Distribution (B8) units proposed will result in somewhat greater impact than the existing, smaller units that exist on site and are to be demolished. To mitigate such impacts, the applicant proposed substantial landscaping, including tree planting along all boundaries, fencing on some boundaries, and hard engineering in the form of regrading of embankments and provision of batters. The proposed steps to mitigate the visual impact are considered to be acceptable on balance, contributing to appropriate mitigation to reduce the overall visual impact and reducing any overbearingness such development may have on the current and/or future occupiers of nearby dwellings and users of other buildings. On balance, the proposal is found to be consistent with adopted Rochdale Core Strategy policies DM1 and P3, as well as the National Planning Policy Framework, with regards to visual impact.



Figure 7 – Extract from submitted TVIA, showing existing and proposed arrangement of Unit 3 compared to dwelling(s) as proposed to the south of the site, with proposed re-profiled embankments and landscaping. Note: The siting of dwelling(s) is indicative, dwelling(s) are approved in outline, with final layout TBC.



Figure 8 – Extract from submitted TVIA, showing existing and proposed arrangement of Unit 3 compared to dwelling(s) as proposed to the west of the site, with proposed landscaping/tree planting, 5m high acoustic barrier beyond landscaping. Note: The siting of dwelling(s) is indicative, dwelling(s) are approved in outline, with final layout TBC.

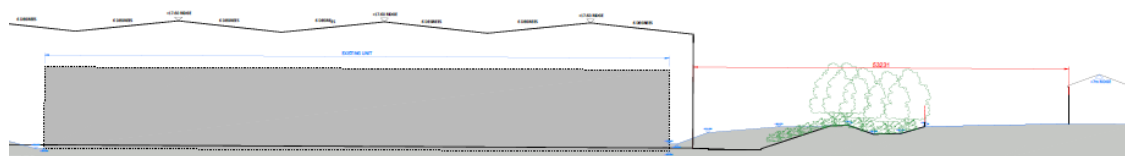


Figure 9 – Extract from submitted 'Proposed Site Sections', showing existing and proposed arrangement of Unit 3 compared dwelling(s) on the west side of Oldbury Close to the east of the site, with proposed landscaping/tree planting.

Residential Amenity

Noise Generation

42. The proposed application, by virtue of the scale of development and proposed use, is likely to be a generator of noise that has the potential to impact the amenity of occupiers of nearby dwellings and buildings.
43. Paragraph 185 of the National Planning Policy Framework sets out that impacts from new development should be mitigated against, including any impacts due to noise.
44. Policy G9 of the adopted Rochdale Core Strategy sets out that noise pollution, including transport noise, should be carefully considered, particularly to new developments. Measures to reduce noise from new development could include planting buffers, noise barriers, banking, placement of traffic calming measures and careful consideration of building materials and road surfaces. Policy DM1 goes on to say that potential negative amenity impacts to surrounding occupiers, including noise, should be mitigated against. Policy C6 additionally sets out that measures to reduce noise pollution should be identified and implemented.
45. In support of the proposals, the applicant has submitted a Noise Impact Assessment. The submitted Noise Impact Assessment concluded that the main source of noise for a development of this type would be noise generated by HGVs manoeuvring and loading/unloading, as well as associated plant equipment.
46. Noise emissions from HGV activity in particular has the potential for adverse impact when considering the nearest existing receptors, including when considering some adjacent land parcels which have outline approval for residential development. Upon carrying out noise assessments, it was concluded that there would be a requirement for acoustic barriers to ensure that noise emissions remain acceptable to nearby noise receptors. The acoustic barrier locations are demonstrated on the submitted 'Proposed Site Plan'. Whilst the principle of the acoustic barriers is accepted, further information will be required as to their appearance and materiality. This can be achieved by way of imposing a materials condition to include the acoustic barriers.

Noise – Car Park

47. The proposal includes the creation of 2 no car parking areas to serve the proposed units. Unit 1 & 2 will have a car park to the south of dwellings along the south side of Bader Drive and White House Close. The proposed car parking area will include 40 no parking spaces. It is noteworthy that there is an existing car park in the same location serving existing units on the application site. However, it is reasonable to assume that there would be at least some intensity in the use of the proposed car parking area over and above the current situation.

48. To mitigate against potential noise generation from users of the car park and their vehicles, additional landscaping is proposed along the north boundary of the application site, between the car parking area and dwellings to the north of the site. In addition, a 1.8 metre high fence and additional grading of the embankment along the boundary is proposed. The proposed mitigation measures are acceptable and would be expected to result in an acceptable level of ambient noise.
49. To further ensure that the users of the proposed car parking areas are sensitive to nearby residential dwellings, particularly during the night time, a condition will be added to any approval requiring a full travel plan, which will include information on the best practice use of the car parking facilities, with users/employees of the application site made aware of the sensitivity of nearby residential dwellings to noise, with a 'best practice' use of the car parking facilities set out. An additional section in the travel plan will be required specifically for HGV drivers that access/egress from the site and move around on the site's access roads, with due consideration to nearby residential dwellings. Information as to best practice behaviour will be expected, including but not limited to operation of the vehicles (no idling, use of horns/alarms, high beam etc.).

Noise – Service Yards & HGV (Heavy Goods Vehicle) Movements

50. The submitted Noise Impact Assessment sets out in Section 2.3 the methodology to be applied to assessing and rating noise associated with industrial and commercial sound. This assessment criteria includes assessing the sound from loading and unloading materials, as well as mobile vehicles that is intrinsic to the overall sound emanating from premises and/or processes involved in using such premises.
51. Due assessment using appropriate equipment has been undertaken at locations proximate to both existing residential dwellings to the north of the site, and the indicative outline location of future dwellings to the south and east of the site.
52. Part 4.12 of the submitted Noise Assessment Report concludes that the proposed development, with regards to HGV movements, would result in adverse impact to the occupiers of nearby dwellings for both daytime and night-time periods. As such, there would be a requirement for additional mitigation to reduce such noise impact with regard to HGV movements, including loading/unloading, to a suitable level and to avoid undue amenity impacts.
53. Part 5 of the submitted Noise Assessment Report sets out the required mitigation measures in order to reduce such noise impact from HGV movements, loading and unloading. The recommendation within the report sets out the requirement for an extent of 3 metre high acoustic barriers to the far southeast of the application site, between the service yard to Unit 1 and dwellings to the north, to the south side of Bader Drive. In addition, 5m

high acoustic fencing/walls is recommended along the south and west sides of the service yard serving Unit 3. With these mitigation measures implemented, predicted noise levels from HGV movements would achieve reduced noise levels that would be acceptable, resulting in no undue impact to the existing and/or future occupiers of surrounding residential dwellings. Plans have been submitted that demonstrate that such acoustic barriers shall be installed as recommended to appropriately mitigate against any undue noise impacts associated with HGV movements and/or loading/unloading. In the case of the south elevation of Unit 3, no barrier has been installed. However, the proposed wall and associated batter would be expected to achieve appropriate noise mitigation.

Table 5.1: Predicted Noise Levels from HGV movements with Mitigation

Assessment Location	Predicted Specific Noise Level (dB LAeq,T)	Predicted Rating Level (dB LAeq,T)	Background (day/night) (dB LAeq,T)	Difference (day/night)
AL1	39	42	50 / 46	-8 / -4
AL2	39	42	42 / 40	0 / +2
AL3	31	34	42 / 40	-8 / -6
AL4	34	37	42 / 40	-5 / -3
AL5	43	47	50 / 46	-3 / +1

Figure 10 – Predicted noise levels from HGV movements with mitigation as recommended in the Noise Impact Assessment.



Figure 11 – Map showing position of 'Assessment Locations'.

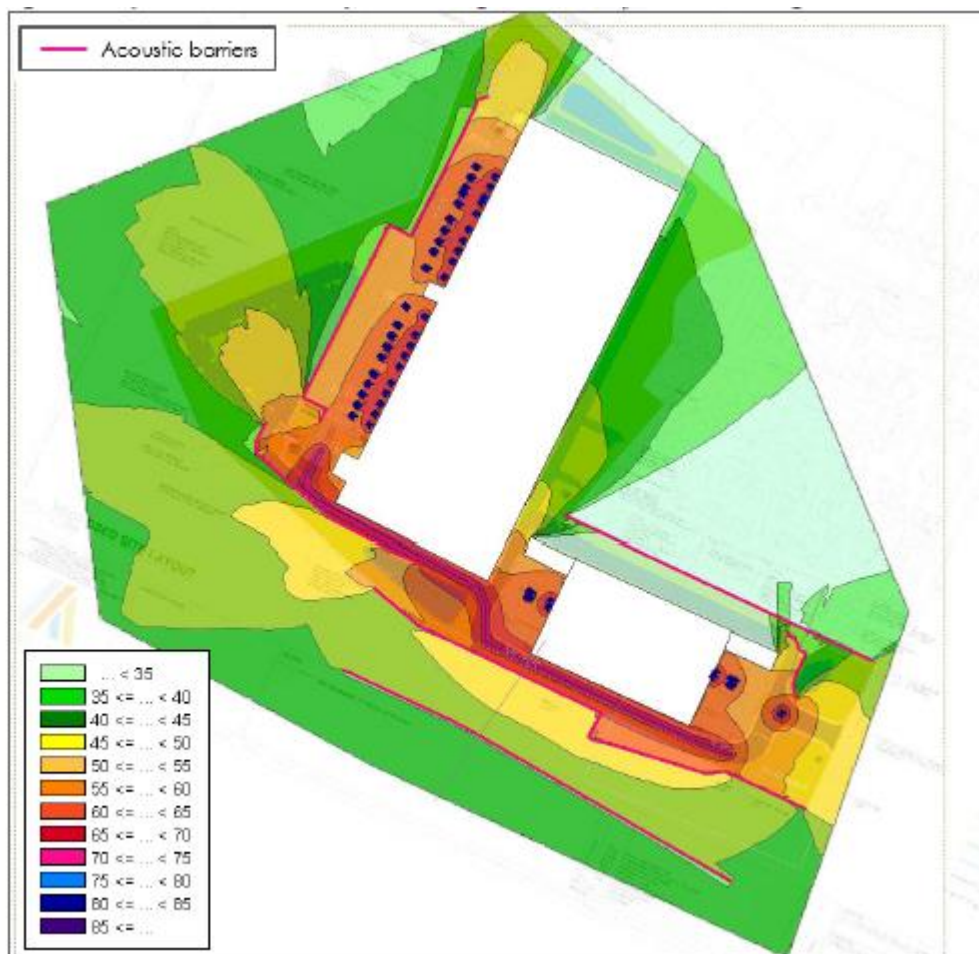


Figure 12 – Map showing expected noise impacts demonstrated by a thematic map. The map shows that, subject to appropriate acoustic barriers, no undue impact through noise would be expected upon the existing or future occupiers of surrounding dwellings.

Noise – External Plant

54. The final position of fixed plant has not been concluded at this stage of the application. As such, it is not possible to know exactly what plant equipment will be used and where it will be sited. In the absence of this detail, it is prudent that a condition be imposed that limits the noise of plant equipment as appropriate to ensure no undue impact upon existing/future occupiers of residential dwellings. This information is set out in Section 4.13 to 4.17 of the submitted Noise Assessment Report.

Light

55. Adopted Rochdale Core Strategy Policy DM1 requires that new development mitigates against any impacts due to light [pollution]. Policy G9 goes on to say that development should not result in an undue increase in impact due to unacceptable lighting. The provision of suitable lighting is required, as per Policy P3, to ensure safe use and access of development. Paragraph 185 states that planning decisions should, amongst other things, limit the impact of light pollution from artificial light on local amenity.

56. The application has been submitted supported by an External Lighting Report prepared by Synergy Building Services. The report comprehensively details the proposed lighting across the application site. Section 3 of the report sets out the proposed lighting units/scheme, with Part 4 providing detailed lighting calculation results.
57. The LPA's street lighting consultant was duly consulted on the proposed lighting scheme. The lighting consultant confirmed no objection to the proposed scheme. However, requested the provision of additional information to ensure that light pollution and any potential impact upon the occupiers of nearby dwellings is acceptable. The required information can be secured by way of a pre-occupation condition.
58. The proposal is acceptable, subject to additional information by way of a suitable planning condition, in terms of proposed lighting and light pollution, in accordance with Policies DM1 and G9 of the adopted Rochdale Core Strategy and Paragraph 185 of the NPPF.

Odour

59. Adopted Core Strategy Policy DM1 requires that all development mitigates against the undue impact that may be caused by odours. Given the type of development and proposed end use (Storage and Distribution – B8), it is not expected that odours would be caused and the proposal is thus acceptable in this regard, in accordance with Core Strategy Policy DM1.

Air Quality

60. Core Strategy Policies DM1 and G9 states that all forms of pollution will be reduced by focusing on measures that reduce air pollution in Air Quality Management Areas, and other areas where pollution levels are unacceptable, particularly around motorways and main roads.
61. The site is not located within an Air Quality Management Area. However, section of the M62 and surrounding road network lie within the Greater Manchester Air Quality Management Area. The principle of industrial uses with respect to air quality impacts of transport associated with the use has previously been assessed as acceptable. Additional specialised plant which may be required for more specific uses and give rise to additional air quality impacts would require a separate planning consent. Matters relating to dust through the construction phase of development can be dealt with through a Construction Environmental Management Plan (CEMP).
62. Subject to a condition requiring that the development is carried out in accordance with the recommendations of the Air Quality Assessment and the submitted Construction Environmental Management Plan, the development will not result in an unacceptable impact on air quality and therefore complies with Core Strategy policies G9 and DM1, as well as the NPPF.

Summary

63. The proposed development, by virtue of its scale and proposed end use, is likely to result in impact to the amenity of existing and future occupiers. However, through due consultation with relevant consultees and through the provision of suitably scoped supporting reports and documents, it is considered that such potential amenity impacts have been robustly and appropriately mitigated against. As such, subject to a verification condition that confirms that noise in particular meets the predicted standards as set out in the submitted Noise Impact Assessment, the proposal is acceptable with regards to residential amenity. As such, the proposal accords with adopted Core Strategy Policies DM1 and G9, as well as the National Planning Policy Framework in this regard.

Highways

64. Policy T2 of the adopted Core Strategy seeks to improve accessibility by locating development where good access to public transport is available or can be provided and in all circumstances, prioritises the safety, accessibility and amenity of those who live or have a business in the area. Policy DM1 also states that all development proposals should provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location. Paragraph 111 of the National Planning Policy Framework states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

65. The application is supported by a Transport Statement, which found that the development would generate 94 and 116 two-way vehicle trips during the weekday morning and evening peak hours respectively. Of these, 38 and 44 would be HGV trips respectively. It is of note that these figures are based on the redevelopment of the application site, and not simply residual increase over the existing use.

66. The Local Highway Authority were duly consulted on the proposals, with the basis of their analysis and consultation response based on the contents of the submitted Transport Statement (as revised March 2023), which was found to be acceptable in terms of its scope and findings.

67. The application site is an existing employment site in South Heywood. The site is considered to be in a highly accessible location in terms of access to the local strategic road network, with benefits from the newly constructed link road (Queen Elizabeth II Way) and good access to the national motorway network, providing access to the Manchester City Region, Northern England conurbations and beyond.

68. It is noted that the entrance to the application site from Manchester Road is to be improved, so as to better accommodate two-way HGV access. The applicant is aware of the necessity to enter into a Section 278 Agreement

with the Local Highway Authority for the implementation of such highway improvements. Notwithstanding the details demonstrated on submitted plans, it is deemed necessary both by the Local Highway Authority and the Local Planning Authority that the submission of a detailed junction arrangement plan is submitted for approval, prior to first occupation of the proposed development. The scope of the improvements that may be sought or required as part of the junction improvements will be clarified and implemented prior to first occupation of the application site.

69. In addition to the above, a Traffic Regulation Order (TRO) will be required, to ensure that parking restrictions are implemented along the west side of Manchester Road, between the intersections of Manchester Road/Queen Elizabeth II Way and Manchester Road/Bader Drive (along the east boundary of the application site). This is necessary to ensure that parking along this stretch of road is avoided to maintain a good standard of visibility and access to/from the application site.
70. More generally, measures are recommended including a condition limiting any gates within 16.5 metres of the access of the application site. However, the Local Planning Authority considers it prudent to restrict any gating or portioning of the approved internal highway layout to avoid any instances of HGVs backing up onto the highway outside of the site, particularly during busy periods.
71. The Local Planning Authority note that the proposed parking provision would fall below the maximum standard as set out in the Council Standards, set out within Appendix 5 of the Core Strategy. Whilst accepted, it is noted that the application site is not in a particularly accessible part of the borough. To mitigate against this and to encourage active travel, the application site will include cycle parking and onsite showers to encourage cycling. In addition, it will be a requirement by way of a planning condition to require a full travel plan is submitted within 6 months of occupation, with details on how users/employees of the site can access the site more sustainably.
72. No objection has been received from the Highways Authority subject to recommended conditions, which have been reviewed by the Local Planning Authority and the applicant and have been accepted. As such, in light of the above, the proposed development is considered to be acceptable in terms of highways, parking and access and compliant with adopted Rochdale Core Strategy policies DM1 and T2 of the National Planning Policy Framework in this regard.

Ecology & Trees

73. Paragraph 131 of the NPPF states that trees make an important contribution to the character and quality of urban environments, and can also help mitigate and adapt to climate change. Paragraph 174 of the NPPF states that the planning system should contribute to and enhance

the natural and local environment by minimising impacts on biodiversity, providing net gains where possible, and contributing to the Government's commitment to halt decline. Policy G6 of the adopted Core Strategy expects development proposals affecting green infrastructure to avoid the loss of existing features such as trees unless suitable alternative provision is made or they have limited value. Core Strategy policy G7 requires that no development should result in a net loss of biodiversity and geodiversity interest in the borough and overall development in the borough should result in a net gain.

74. The NPPF requires that applications should conserve and enhance biodiversity, minimise impacts and recognise the benefits of ecosystems. The impacts on nature conservation interests are also protected by separate legislation including the Natural Environment and Rural Communities Act, which requires Local Authorities to have regard to nature conservation and article 10 of the Habitats Directive, which stresses the importance of natural networks of linked corridors to allow movement of species between suitable habitats, and promote the expansion of biodiversity.
75. The application has been submitted with the support of both an Arboricultural Impact Assessment (AIA), an Ecological Impact Assessment (EIA) and a Landscape Masterplan. These documents have been reviewed by the Local Planning Authority and Greater Manchester Ecology Unit (GMEU). GMEU offered no objection to the proposal with regards to the submitted plans and information. GMEU also confirmed that, based on the ecology surveys carried out, no further surveys would be required to be undertaken before deciding the application.
76. In terms of ecology and site habitats, the site largely consists of habitats of low or very low distinctiveness, including areas of built development and modified grassland. These two habitat types occupy the vast majority of the site and remain under intensive management, offering minimal ecological value. A single pocket of bramble bush has developed on the site and is a common local habitat type, not considered to be locally rare. Areas of woodland and urban trees are interspersed throughout the site, particularly along site boundaries. In addition, a single small pond has been identified.
77. It is determined that there would be a requirement to ensure that no loss of biodiversity results as part of the proposed development, in line with relevant Core Strategy Policies and the NPPF. Part 7 of the submitted Ecological Impact Assessment have identified that the proposals would lead to an overall net gain of +21.74% in habitat provision.
78. It is acknowledged that there would be some shortfall identified in terms of specific habitat types, with a small amount of pond habitat lost. (SUDS basins would be created. However, as these systems would only be expected to be temporarily filled with water, they are not considered ponds). In addition, there would be some loss of tree cover within the site

due to the removal of trees to make way for the larger proposed units. However, this would be effectively mitigated through the planting of a large number of trees, shrubs and wildflower meadows surrounding the site along boundaries.

79. Subject to conditions ensuring the proposed landscape planning is carried out in accordance with approved plans, suitably maintained over a defined period and ensuring appropriate steps are taken to avoid any disturbance of nesting birds, it is considered that the development is acceptable in respect to biodiversity and would therefore accord with Core Strategy policies G6 and G7 and the NPPF.

Drainage

80. Section 14 of the NPPF requires that due consideration is made to flood risk throughout the planning process. Policy SO4 of the adopted Rochdale Core Strategy, as a strategic objective, requires that the risk of flooding is reduced through appropriate flood risk management. Policy G6 goes on to state that opportunities must be made to promote appropriate flood risk management when deciding planning applications. Saved Unitary Development plan Policy EM/7 states that development will not be permitted where development could contribute to increased flood risk.
81. The site is within Flood Zone 1, having a less than 1 in 1,000 annual probability of flooding. A Flood Risk Assessment and a Sustainable Drainage Statement have been submitted. The submitted documentation has been reviewed by both United Utilities and the Lead Local Flood Authority (LLFA). The proposed drainage systems, including the provision of Sustainable Urban Drainage Systems (SUDS) to appropriately reduce water runoff, as proposed, have been accepted in principle.
82. United Utilities (UU) have requested and stated their preference that additional information be provided prior to determination with regards to the proximity of the development to UU's water assets. The primary reason for providing the information upfront is set out as to avoid costs or delays to the applicant and/or future developers. It is understood that the intended developer of the site is the applicant. As such, the Local Planning Authority has addressed United Utilities concerns with the applicant. The applicant understands that proceeding without providing this information is done so at the applicant's own risk. United Utilities, whilst preferring the information to be provided prior to determination, do not object to the application progressing to determination stage subject to a pre-commencement condition. The Local Planning Authority is aware of extensive communication that the applicant has had with United Utilities.
83. The Lead Local Flood Authority (LLFA) have requested additional information is provided with regards to the proposed attenuation ponds and outflow pipes. Whilst accepted, the trigger for the information to be provided is to be amended to allow for demolition and associated site clearance.

84. Additional conditions are to be imposed with regards to completing the development in accordance with the approved 'Foul & Surface Water Drainage Design'. Additional information has been provided by United Utilities to be added in the form of an informative note.
85. Subject to additional information provided that can be secured by way of imposing suitable planning conditions, the proposal is acceptable with regards to drainage and flood risk, in accordance with Section 14 of the NPPF and Policies SO4 and G6 of the adopted Rochdale Core Strategy, as well as saved Unitary Development Plan policy EM/7.

Land Contamination

86. Paragraph 174 of the NPPF states that planning policies and decisions should prevent new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil, air, water or noise pollution or land instability. Core Strategy Policy G9 states that the Council will ensure that any risks arising from contaminated land or land instability are identified, and that any appropriate actions to address these risks are taken, prior to development taking place.
87. A Geo-environmental Site Investigation document has been prepared and provided in support of the submitted planning application. The prepared report was duly shared with the Local Authority's Environmental Protection lead, with it confirmed that the report provided is acceptable. However, as set out in the submitted report, further work is recommended and a suitably scoped planning condition is required. The planning condition requested is a pre-commencement condition. However, the condition is to be re-worded to allow for demolition and associated site clearance work to take place.

Conclusion

88. The principle of the proposed development is considered appropriate on an existing employment site. The development will support employment opportunities through the delivery of three warehousing units across two buildings. The existence of a realistic and possible fallback position of a B8 use is a matter which attracts significant weight in the overall planning balance, weighing heavily in favour of the proposal.
89. Moving on to more detailed matters, it is clear that there is some local concern about the scale of the facility and the impact it may have on existing and future living residential living conditions and the potential disruption of the highway network. However, officers are satisfied that the layout, design measures, acoustic and landscaping treatment and highway requirements are sufficient to weigh in favour of the proposal in the overall planning balance.
90. Overall the proposal delivers a B8 employment use on an existing established B8 employment site. A similar relationship as proposed

between residents and the DWP's use has long existed. The applicant has had regard to the impact of the proposal on existing residents and the indicative position of future residents. A series of mitigation measures will minimise the impact of the proposal to such a level it is not considered it will unduly or adversely affect the reasonable enjoyment of the homes of residents. The proposal is therefore broadly compliant with the aims of the NPPF, the adopted Core Strategy and the emerging Place for Everyone.

RECOMMENDATION

It is recommended that the Planning and Licensing Committee resolves to **GRANT planning permission** subject to the following conditions.

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

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. This permission relates to the following plans and documents:-
 - Site Location Plan (Drawing 0001 Revision P1 dated 25 July 2022)
 - Proposed Site Plan (Drawing 0003 Revision P13 dated 04 November 2022)
 - Proposed Demolition Plan (Drawing 0006 Revision P1 dated 11 October 2022)
 - Proposed Elevations Units 1 & 2 (Drawing 0013 Revision P8 dated 02 August 2022)
 - Proposed Ground Floor Plan Units 1 & 2 (Drawing 0010 Revision P5 dated 02 August 2022)
 - Proposed First Floor Plan Units 1 & 2 (Drawing 0011 Revision P6 dated 02 August 2022)
 - Proposed Roof Plan Units 1 & 2 (Drawing 0012 Revision P6 dated 02 August 2022)
 - Proposed Elevations Unit 3 (Drawing 0025 Revision P7 dated 02 August 2022)
 - Proposed Ground Floor Plan Unit 3 (Drawing 0020 Revision P4 dated 02 August 2022)
 - Proposed First Floor Plan Unit 3 (Drawing 0021 Revision P4 dated 02 August 2022)
 - Proposed Second Floor Plan Unit 3 (Drawing 0022 Revision P4 dated 02 August 2022)
 - Proposed Third Floor Plan Unit 3 (Drawing 0023 Revision P4 dated 02 August 2022)

- Proposed Roof Plan Unit 3 (Drawing 0024 Revision P5 dated 02 August 2022)
- Proposed Bridge Link and Stair Tower Unit 3 (Drawing 0027 Revision P1 dated 06 October 2022)
- Proposed Levels (Drawing 00200 Revision P21 dated 16 February 2022)
- Proposed Building Sections Units 1 & 2 (Drawing 0014 Revision P7 dated 02 August 2022)
- Proposed Building Sections Unit 3 (Drawing 0026 Revision P5 dated 02 August 2022)
- Proposed Site Sections 1 of 2 (Drawing 0004 Revision P10 dated 25 July 2022)
- Proposed Site Sections 2 of 2 (Drawing 0005 Revision P11 dated 25 July 2022)
- Proposed Earthworks Volumes (Drawing 00201 Revision P16 dated 16 February 2022)
- Proposed Demolition Plan (Drawing 0006 Revision P1 dated 11 October 2022)
- Proposed Fencing Plan (Drawing 0030 Revision P9 dated 06 October 2022)
- Landscape Masterplan (Drawing 101 Revision Q dated 29 June 2022)
- Planting Plans 1 to 8 inclusive (Drawing Numbers 201 – 208, Revision H, dated 14 October 2022)
- Proposed Gatehouse Unit 3 (Drawing 0028 Revision P2 dated 06 October 2022)
- Proposed Bin Store Details (Drawing 0033 Revision P3 dated 06 October 2022)
- Proposed Cycle Shelters (Drawing 9005 Revision P3 dated 22 December 2022) Proposed Battery Energy Storage Containers (Drawing 0034 Revision P3 dated 10 January 2023)
- Proposed Sprinkler Tanks and Pump House Unit 3 (Drawing 0029 Revision P2 dated 06 October 2022)
- Proposed Incoming Services Plan (Drawing 3023 Revision P1 dated 07 February 2023)
- Proposed Site Access – Junction Visibility Splays (Drawing MRR-BWB-GEN-XX-RP-TR-101 Revision P1 dated 14 July 2022)
- Proposed Fencing Details (Drawing 0032 Revision P1 dated 06 October 2022)
- Tree Protection Plan and Protective Fencing Details prepared by Brooks Ecological (Drawing DR-6197-02.03)
- Ecological Impact Assessment (Reference ER-6197-02D, Version D dated 20 October 2022)
- Arboricultural Impact Assessment inc. Tree Survey (Reference AR-6197-02.03, as revised June 2023)

- Noise Impact Assessment prepared by BWB Consulting Limited (Reference 220785 dated June 2023)
- External Lighting Report prepared by Synergy Building Services ('Proposed Redevelopment of the former DWP site, Heywood, Issue 6 dated April 2023)
- Transport Assessment (Revised) (Reference MRR-BWB-GEN-XX-RP-TR-003 Revision P05 dated March 2023)
- Construction Management Plan & Site Waste Management Plan prepared by KAM Project Consultants ('Heywood Stores, Manchester Road, dated October 2022)
- Air Quality Assessment (Reference MRR-XX-ZZ-LA-RP-0004-AQA dated March 2023)
- Flood Risk Assessment and Drainage Strategy (Reference 21194-BGL-XX-XX-RP-D-00001 Version 7 dated 06 June 2023)
- Framework Travel Plan (Reference MRR-BWB-GEN-XX-RP-TR-004_P04

And the development shall be carried out in accordance with these drawings and/or documents as relevant or required and hereby approved.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the adopted Rochdale Core Strategy and the National Planning Policy Framework

3. No clearance of trees and shrubs in preparation for (or during the course of) development shall take place during the bird nesting season (March - August inclusive) unless an ecological survey has been submitted to and approved in writing by the Local Planning Authority to establish whether the site is utilised for bird nesting. Should the survey reveal the presence of any nesting species, then no development shall take place during the period specified above unless a mitigation strategy has first been submitted to and approved in writing by the Local Planning Authority which provides for the protection of nesting birds during the period of works on site.

Reason: In order to prevent any habitat disturbance to nesting birds in accordance with policy G7 of the adopted Rochdale Core Strategy, the National Planning Policy Framework and the provisions of the Wildlife and Countryside Act 1981 (as amended).

4. No development shall take place until all trees that are to be retained within or adjacent to the site shall be enclosed with temporary protective fencing in accordance with BS:5837:2012 'Trees in relation to design, demolition and construction. Recommendations'. The fencing shall be retained throughout the period of construction and no activity prohibited by

BS:5837:2012 shall take place within such protective fencing during the construction period.

Reason: In order to protect the existing trees on the site in the interests of the amenities of the area and in accordance with Policies G6 and G7 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Reason for pre-commencement condition: Trees are required to be protected prior to any works taking place as ground works can unduly threaten the well-being of the tree.

5. Prior to commencement of the development hereby approved, details of the means of ensuring the water main that is laid within the site boundary is protected from damage as a result of the development have been submitted to and approved by the Local Planning Authority in writing. The details shall outline the potential impacts on the water main from construction activities and the impacts post completion of the development on the water main infrastructure that crosses the site and identify mitigation measures to protect and prevent any damage to the water main both during construction and post completion of the development. Any mitigation measures shall be implemented in full in accordance with the approved details.

Reason: In the interest of public health and to ensure protection of the public water supply.

Reason for pre-commencement condition: Protection of United Utilities water assets will need to be ensured prior to commencement of works and a scheme therefore needs to be agreed in advance of the same.

6. Prior to commencement of the development hereby approved (excluding demolition and associated site clearance as demonstrated on approved plan 'Proposed Demolition Plan (Drawing 0006 Revision P1)', updated details of the sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The drainage scheme shall be based upon approved drainage strategy:
 - a) Drainage Strategy drawings 21194-BGL-XX-XX-DR-C-00210 & 211 & 212 /P07 dated 3rd Aug 2023.

The updated details information submitted shall include:-

- i. the background calculations of the Causeway flow ® or MicroDrainage® model or any other software or calculations that have been used for the drainage design.
- ii. 'for construction' drawings of the attenuation ponds, flow control devices and attenuation tanks.

- iii. details of the outlet pipe from the SW corner of the site to the highway drain manhole, including any explanation of whether this pipe is being replaced.

The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. Prior to occupation/ use of the proposed development, the drainage scheme shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. To prevent an increased risk of flooding as a result of the development and to ensure satisfactory disposal of surface water from the site in accordance with Policy G8 of the adopted Rochdale Core Strategy, saved Policy EM/7 of the adopted Rochdale Unitary Development Plan and the National Planning Policy Framework.

Reason for pre-commencement condition: Drainage infrastructure will need to be implemented prior to commencement of above ground works and a scheme therefore needs to be agreed in advance of the same.

- 7. (i) Prior to commencement of the development hereby approved (excluding demolition and associated site clearance as demonstrated on approved plan 'Proposed Demolition Plan (Drawing 0006 Revision P1)', a detailed junction arrangement plan regarding to the proposed site access and Manchester Road shall be submitted to and approved in writing by the Local Planning Authority.

(ii) Prior to occupation of any part of the development hereby approved, the detailed junction arrangement plan as approved shall be fully implemented with evidence to verify the functioning of the junction arrangement provided to the Local Planning Authority.

Reason: To ensure highway safety and to encourage the safe access/egress of vehicles to and from the application site and in order to comply with policy T2 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

Reason for pre-commencement condition: The improvements required to the junction with Manchester Road need to be agreed prior to commencement of above ground works and a scheme therefore needs to be agreed in advance of the same.

- 8. Prior to commencement of the development hereby approved (excluding demolition and associated site clearance as shown in approved plan

'Proposed Demolition Plan (Drawing 0006 Revision P1)' an investigation and risk assessment, in addition to any assessment provided with the planning application, must be completed to assess the nature and extent of any contamination on the site, whether or not it originates on the site. The investigation and risk assessment must be undertaken by competent persons and a written report of the findings must be produced and shall have been first submitted to and approved in writing by the Local Planning Authority. The reports of the findings shall include:

- (i) A survey of the extent, scale and nature of contamination
- (ii) An assessment of the potential risks to:
 - Human health
 - Property (existing and proposed) including buildings, crops, livestock, pets, woodland, and service lines and pipes.
 - Adjoining land
 - Groundwater and surface water
 - Ecological systems
 - Archaeological sites and ancient monuments
- (iii) Where unacceptable risks are identified, an appraisal of remedial options and proposal of the preferred option(s) shall be submitted to and approved by the Local Planning Authority.

The development shall thereafter be completed in full accordance with the approved recommendations.

Reason: To prevent pollution of the natural environment and to ensure the safe development of the site in the interests of the amenity of future users in accordance with Policies G8 and G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Reason for pre-commencement condition: Any contamination on or within the land needs to be identified and a suitable remediation plan agreed prior to commencement of above ground works and a scheme therefore needs to be agreed in advance of the same.

9. Prior to commencement of any part of the development hereby approved that requires the importation of material onto the site, including for the creation of bunds/batters and/or re-profiling of embankments, a Materials Management Plan (MMP) shall be submitted to and approved in writing by the Local Planning Authority. The MMP shall include:
 - Details of the volumes and types of material proposed to be imported or reused on site

- Details of the proposed source(s) of the imported or reused material
- Details of the chemical testing for ALL material to be undertaken before placement onto the site
- Include the result of the chemical testing which must show the material is suitable for use of the development
- Include confirmation of the chain of evidence to be kept during the material movement, including material importation and removal from and to the development

All works shall be undertaken in accordance with the approved document
Reason: To ensure that no unsuitable material is brought onto the site and in accordance with Policy G9 of the adopted Rochdale Core Strategy.

Reason for pre-commencement condition: Any material to be imported onto the site must first be checked for suitability prior to it being mixed or added to the ground of the application site.

10. Notwithstanding any description of materials in the application no above ground construction works (excluding demolition and associated site clearance as shown on approved plan 'Proposed Demolition Plan (Drawing 0006 Revision P1)' shall take place until samples and / or full specification of materials to be used externally on:

- External elevations of Units 1 & 2
- External elevations of Unit 3
- Elevations of Gatehouse(s)
- Elevations of the proposed Acoustic Barriers
- Elevations of the proposed battery storage containers

Have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with policy DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

11. No part of the development hereby permitted shall be occupied until an updated plot specific Travel Plan, adhering to the aims, processes, measures and targets of the Kingsway Business Park Sustainable Travel Plan, has been submitted to and approved in writing by the Local Planning Authority. The Travel Plan shall contain:

- firm measures for promoting a choice of transport mode;
- a monitoring regime with agreed mode share targets;
- specific measures to manage staff car parking during the peak employment period of November and December;
- a commitment to increase the provision of cycle parking should the uptake in cycle travel increase;
- Monitoring procedures and mechanisms to ensure that the Plan remains effective and is reviewed within a framework approved by the Local Planning Authority.
- Car park management strategy
- Additional information and instructions for HGV drivers, including but not limited to access/egress arrangements from the site, behaviour on site including avoiding use of horns, high beam lights, reversing warning alarms etc.

The approved Travel Plan shall be implemented on first occupation of the development hereby permitted.

Reason: In order to ensure that the development encourages people to travel to the site by sustainable modes of transport, minimise the risk of traffic conflicts, to ensure that the site will be provided with sufficient off-street car parking and to reduce amenity impacts caused by HGV noise/lights in accordance with policies T1, T2, G6 and DM1 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

12. No part of the development hereby permitted shall be occupied until such time as the bicycle parking facilities as shown on approved drawing 'Cycle Shelters' 'Drawing 9005 Revision P3' have been installed as per the approved details and made available for use. The bicycle parking facilities shall be retained as such thereafter.

Reason: In order to ensure that the development encourages people to travel to the site by sustainable modes of transport, in accordance with policies T1 and T2 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

13. No part of the development hereby permitted shall be occupied until such time that the car parking areas, service yard, refuse stores and manoeuvring areas for each building shall be constructed and marked out in accordance with the approved details shown on the approved Site Plan and Fencing Detail plan and shall be made available for and retained thereafter for their intended purpose at all times.

Reason: In order to ensure there is adequate provision for vehicles to be parked clear of the highway, to ensure appropriate surface treatment of hardstanding areas and to ensure the suitable disposal of surface water in order to comply with policy T2 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

14. No part of the development hereby permitted shall be occupied until such time that a scheme for the installation of electric vehicle charging points with a minimum power rating of 7Kw, universal sockets and at least mode 3 or equivalent, shall be submitted to and approved in writing by the Local Planning Authority. The approved car charge point scheme shall be implemented prior to occupation of each unit.

Reason: In the interests of air quality management in accordance with Core Strategy Policy T2 and the National Planning Policy Framework

15. No part of the development hereby permitted shall be occupied until such time that the measures set out in Section 5 of the Noise Impact Assessment (ref 220785 dated June 2023) and as demonstrated on the Approved Site Plan (Ref: 21157-ASA-00-ZZ.ZZ-D-A-0003_(SP-P13) shall be installed. The approved measures shall be retained in good working order for the lifetime of the development hereby approved.

Reason: To ensure that the development does not result in undue amenity impacts to the existing or future occupiers/users of surrounding dwellings/buildings, in accordance with Policies DM1, G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

16. No part of the development hereby permitted shall be occupied (notwithstanding those details contained within Section 3 of the approved 'External Lighting Report' ('Proposed Redevelopment of the former DWP site, Heywood, Issue 6) until such time that details of any external lighting to be installed on the building is submitted to and approved in writing by the Local Planning Authority. Such details shall include its position and height on the building or site and its luminance, angle of installation and any hoods to be fixed to the lights. Only lighting as approved shall be installed on the site in accordance with the terms of any such approval. The information submitted shall include:

- Plan including contour lines
- Detail of the lantern installation criteria, mounting heights and tilts
- Light source intensity details
- Source intensity values of lighting from residential properties' rear windows facing the application site.

Reason: To ensure that any lighting to be installed on the site does not cause a nuisance to surrounding occupiers in accordance with policies P3, G9 and DM1 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

17. No part of the development hereby permitted shall be occupied until the general fencing, security fencing and acoustic fencing as indicated on the approved 'Proposed Fencing Plan' reference '0030 Revision P9' has been erected in accordance with the approved details. The structures shall thereafter be retained.

Reason: In the interests of amenity and in compliance with policies P3, G9 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

18. The construction of the development hereby approved, including associated demolition, shall be carried out in complete accordance with the approved Construction Management Plan & Waste Management Plan (ref: 'Heywood Stores, Manchester Road' and dated October 2022)

Reason: In order to ensure that appropriate measures are put in place to limit noise, nuisance and disturbance to the occupiers of neighbouring dwellings and to protect the adjacent habitats during the construction of the development in accordance with policies G7, G9 and P3 of the adopted Rochdale Core Strategy, and the requirements of the National Planning Policy Framework.

19. No gates or fencing shall be erected on the proposed on site access road within 16.5 metres of the west edge of Manchester Road at any time, including during the demolition or construction phase.

Reason: In order to ensure highway safety and avoid the stacking of HGVs or other vehicles on Manchester Road, in accordance with policy T1 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

20. No goods, materials, waste products or containers shall be stored on land outside the buildings at any time

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity, in accordance with policies P3 and DM1 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

21. No fixed plant shall be installed on the external fabric of the building or elsewhere within the site unless a scheme has first been submitted to and approved in writing by the Local Planning Authority. The approved plant shall be installed in accordance with the approved details and maintained thereafter.

Reason: To safeguard the amenities of residents in order to comply with the requirements of Policies G9 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

22. Noise levels from fixed plant, in conjunction with all other noise from the unit, shall not exceed 52 dB(A) Leq,15mins between 0700 and 2300 hours and 47 dB(A) Leq,5mins at any other time as measured at the façade of any noise sensitive property, (or 48 dB(A) Leq,15mins and 43dB(A) Leq(5mins) as free measurements within the curtilage of any noise sensitive building.

Reason: In the interest of residential amenity and in accordance with Policies G9 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

23. The development hereby approved shall be carried out in complete accordance with the Management Plans as set out in the approved report 'Invasive Species Survey and Management Plan (reference 'R-EE-6197-01)

Reason: In the interest of residential amenity and to avoid contamination of any land with invasive species as identified on site.

24. The landscaping works shall be carried out in accordance with the approved scheme as set out in the approved 'Landscape Masterplan (Drawing 101 Revision Q dated 29 June 2022) and the details shown on approved Planting Plans (Drawing nos. 201 to 208 inclusive)

All planting, seeding or turfing comprised within the approved scheme of landscaping shall be carried out no later than the first planting and seeding seasons following the development hereby approved being first brought into use and any trees or plants which, within a period of 5 years from the completion of the landscaping die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: In order to achieve a satisfactory level of landscaping in accordance with policies DM1, G6, G7 and P3 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Public Document Pack



Meeting of: Planning and Licensing Committee
Date: Wednesday, 27th September, 2023
Time: 6.00 pm.
Venue: Hollingworth ABC, First Floor, Number One
Riverside, Smith Street, Rochdale, OL16 1XU

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For more information about this meeting, please contact:
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Agenda Item 9

Planning and Licensing Committee

Update Report – 27 September 2023

AGENDA ITEM 6 – 22/01410/FUL – Department of Work and Pensions DCS
Distribution Centre, Manchester Road, Heywood, OL10 2PZ

Public Notification Responses

Following publication of the Committee agenda pack, an additional letter of objection has been received.

Although officer's felt confident that an appropriate amount of consideration and weight has been given to the content and context of objections and consultee responses received, it is considered appropriate and necessary to review the issues raised in this additional objection. This is in accordance with advice provided by the Council's legal officer.

In summary, given the challenging timescale to review the matters raised in the objection prior to the Planning Committee it is recommended that this item be **deferred**.