



CAROLINE TAMWORTH PLANNING

Planning and Development

FULL PLANNING APPLICATION

**ERECTION OF 11 NO. THREE STOREY DWELLINGS WITH ASSOCIATED ACCESS
ARRANGEMENTS AND LANDSCAPING**

**SITE OF THE FORMER 'THE HEYWOOD' PUBLIC HOUSE, TOWER STREET,
HEYWOOD, OL10 3AA**

HERITAGE, PLANNING, DESIGN & ACCESS STATEMENT

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On Behalf Of

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CT1167

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1.0 The Site

1.1 The application site comprises an area of land previously occupied by a public house and its associated car park and an adjacent hardstanding. The building suffered a fire in March 2022 and the site has been vacant since then and became the target for vandalism and anti-social behaviour and a further fire in September 2023. At the request of the Council the building was demolished earlier this year by the new owners of the site. The site lies to the south west of Heywood town centre.

1.2 The main vehicular access to the site is from Tower Street. However, there is a further access from Brunswick Street over which the applicants have a right of way.

1.3 The surrounding area is predominantly residential in character, however there is a large commercial/warehouse type building opposite the site on St James Street from which operates a DIY store. The Grade II listed St James Church lies to the south west. The site is bounded by Tower Street to the north and Brunswick Street to the east. There is an area of grassed land to the south.



The Heywood public house before demolition (June 2023)

2.0 The Proposal

2.1 Planning permission is sought for the construction of 11 No. three/four bedroomed three storey dwellings following the clearance of the site. The dwellings will be arranged in two blocks – one block comprising 5 No. dwellings fronting onto Tower Street and the other block of 6 No. dwellings fronting onto Brunswick Street.

2.2 Each dwelling will be provided with a driveway with one off-street parking space to the front and a private landscaped garden area to the rear. A pathway to the rear of each block that can be accessed via a gate from the rear gardens of the dwellings will provide access for wheeled bins.

2.3 The palette of materials will include red brick and render to the elevations and tiled roofs.



Front elevation of block 1 (Brunswick Street frontage)

2.4 Detailed plans are provided by Creative Architecture Ltd.

3.0 Planning Policy Context & Compliance

3.1 The site is located within the Defined Urban Area on the Proposals Map read in conjunction with the adopted Rochdale Core Strategy.

3.2 The following Core Strategy policies are relevant to the proposed development:-

- Policy C1 - Delivering the right amount of housing in the right places
- Policy C3 - Delivering the right type of housing
- Policy C4 - Providing affordable homes
- Policy C6 - Improving health and wellbeing
- Policy C8 - Improving community, sport, leisure and cultural facilities
- Policy E2 - Increasing jobs and prosperity
- Policy P1 - Improving image
- Policy P2 - Protecting and enhancing character, landscape and heritage

- Policy P3 - Improving design of new development
- Policy G1 - Tackling and adapting to climate change
- Policy G2 - Energy and new development
- Policy G3 - Renewable and low carbon energy developments
- Policy G7 - Increasing the value of biodiversity and geodiversity
- Policy G8 - Managing water resources and flood risk
- Policy G9 - Reducing the impact of pollution, contamination and land instability
- Policy T2 - Improving accessibility
- Policy DM1 - General developments requirements
- Policy DM2 - Delivering planning contributions and infrastructure

3.3 The following saved policies of the Rochdale Unitary Development Plan (UDP) are also relevant:-

- Policy G/D/1 - Defined Urban Area
- Policy EM/7 - Development and Flood Risk
- Policy EM/8 - Protection of Surface and Ground Water

3.4 Advice within the National Planning Policy Framework (NPPF) is also relevant along with the emerging Places for Everyone, Rochdale Council's Supplementary Planning Documents 'Guidelines and Standards for Residential Development' (2016), 'Affordable Housing' (2008), 'Provision of Recreational Open Space in New Housing' (2008). 'Biodiversity and Development' (2017) and Climate Change Adaptation' (2012).

Policy C1

3.5 The Council's aim is to provide sufficient land to deliver at least 460 net additional dwellings per year up to 2028. There is a strong focus on delivering houses on previously developed sites.

3.6 The application site is located within the south of the Borough where it is envisaged that the majority of new homes will be provided due to accessibility in relation to the core of the Greater Manchester city region and the availability of opportunities for new housing.

3.7 The application site is within the heart of the urban area and residential development of the site is ideal due to the established surrounding land uses and sustainable location.

Policy C3

3.8 The NPPF, along with Plan policy C1, emphasises the drive to boost the supply of the right size, type and tenure of homes to cater for the needs of different communities. Advice within the NPPF seeks the promotion of healthy and safe communities which are easily accessible

by sustainable transport. The requirement for high quality design and the efficient use of land are key.

3.9 This policy seeks to ensure that new development provides a range of housing types across the Borough in order to meet local needs and aspirations. The policy states that the Council will:-

- *“Ensure new development provides housing types that take account of local needs and aspirations;*
- *Ensure that the supply of larger and higher value housing in the borough is improved;*
- *Require a high standard of design and layout that produces attractive places and takes account of energy efficiency and climate change;*
- *Promote densities that make efficient use of land whilst delivering a range of housing to widen choice in the borough and reflect local character; and*
- *Support the provision of housing on appropriate sites to meet the needs of specific groups including older people and other vulnerable groups.”*

3.10 The south of the Borough will see a focus on widening the choice of housing available to better meet the needs of existing and future residents. In order to deliver this, policy criteria b) states that a mix of housing with an emphasis on good quality family housing will be provided and criteria c) state that the delivery of lower density higher value dwellings, of which there is a shortage of, will be prioritised within those areas of Heywood, Middleton and Rochdale that fall outside the defined regeneration areas.

3.11 The proposed scheme fully meets the provisions of this policy by providing a three/four bedroomed dwellings on a previously developed site within a sustainable location. The density of development maximises the use of the land available whilst addressing the need to include good levels of soft landscaping. Whilst not yet secured, it is likely that the site will be managed by a housing provider, such as FCHO, and will be available for both for rental and rent to buy.

Policies C4 & C8

3.12 Policy C4 sets out affordable housing provision criteria in relation to all developments of 15 dwellings or more and Policy C8, to be read in conjunction with saved UDP policy G/3 (Recreational Open Space), seeks to support and promote the provision of better community, sport, leisure and cultural facilities within the Borough.

3.13 As the number of dwellings proposed falls below this threshold there is no requirement to provide affordable homes on the site. However, as indicated above, it is likely that the dwellings will be available for Affordable Rent tenure and Rent-to-Buy tenure.

3.14 Policy C8 seeks to support and promote the provision of better community, sport, leisure and cultural facilities. One of the methods of doing this is to secure financial contributions

through development scheme where it is thought that development will increase demand and there is a recognised deficiency.

Policy C6

3.15 This policy sets out how the Council intends to improve people's health and wellbeing and reduce health inequalities within the borough. One of the ways that the Council intends to achieve this is by ensuring the provision of an appropriate number of good quality and affordable homes with a mix of tenures where it is most needed. High quality design is key and the creation of neighbourhoods that are safe to use and sustainable. The management and mitigation of the effects of climate change, including reducing flood risk and tackling greenhouse emissions, is important along with the promoting of more active living by making places accessible by walking, cycling and public transport.

Policy C7

3.16 Through this policy the Council seeks to improve education facilities within the borough. One of the ways to do this is through developer contributions for the provision of educational facilities. Whilst the need for educational facilities is noted, additional financial contributions are likely to make the scheme unviable.

Policy E2

3.17 As the established use of the site is that of a public house, the policy criteria relating to loss of employment land contained within Policy E2 must be addressed. The Council will seek to secure the availability of sufficient sites and buildings within the right locations in order to support the creation and retention of successful businesses and increase the number and quality of jobs.

3.18 The policy goes on to state that in the south of the borough employment development will be focused in the designated economic growth corridors with good access to the motorway network and public transport facilities. The application site does not fall within an economic growth corridor and is within a predominantly residential area.

3.19 At paragraph 7.42 it states:-

"The policy is more flexible in allowing change of use in the south because of the larger land supply, the need to support regeneration objectives and to provide more housing on brownfield sites. However, a strong case will be required if employment land is to be lost in economic growth corridors and areas."

3.20 Proposals involving the change of use of employment sites under 0.5ha in area are not required to meet the criteria of Policy E2. Notwithstanding this, due to the location of the site in relation to public transport links and local shops and services, and the established

residential development around the site, the site is more suited to residential development than an employment generating use. The potential noise and disturbance and traffic generation, including large commercial vehicles, of a new commercial or industrial use within this predominantly residential area could be harmful to the amenity of existing residents and lead to congestion on the highway.

3.21 At the heart of the NPPF is a presumption in favour of sustainable development. The NPPF sets out three overarching objectives:-

- a) ***an economic objective*** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth, innovation and improve productivity; and by identifying and co-ordinating the provision of infrastructure.
- b) ***a social objective*** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being
- c) ***an environmental objective*** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

3.22 The economic, social and environmental benefits that the provision of 11 new dwellings will bring far outweighs any perceived harm resulting from the loss of the employment site. The site has been vacant for some time and its dilapidated appearance detracts from the visual amenity of the area and attracts vandalism and anti-social behaviour.

Policies P1, P2 & P3

3.23 These policies, along with advice within the NPPF, demand high quality and innovative design to promote the Borough's image. There is an emphasis on 'greening' the urban environment and promoting the development of under-used land and buildings.

3.24 The proposed development is of a high-quality design and makes use of a redundant previously developed site. When complete the dwellings will significantly enhance the character and appearance of this part of Heywood to the benefit of surrounding land users.

3.25 St James' Church to the south east is a Grade II listed building. As such, close attention has been paid to its relationship with the application site.

3.26 Policy P2 states that the Council will protect and enhance the Borough's character and countryside and the qualities of its landscapes, by requiring new development to integrate successfully with the key natural features of the borough and take opportunities to protect and open up important views of hills and valleys. The policy goes on to say that the Borough's key heritage assets, including listed buildings and their setting, should be conserved, enhanced and promoted.

3.27 Section 16 of the National Planning Policy Framework – Conserving and Enhancing the Historic Environment (Paragraph 194) - requires the applicant to describe the significance of any heritage assets affected by a proposed development, including any contribution made by their setting. It states that the level of detail should be proportionate to the assets' importance, and no more than is sufficient to understand the potential impact of the proposal on their significance.

3.28 In this case, the heritage asset is the Grade II listed St James' Church. The Church is closed with the congregation now meeting in the nearby former Parish Hall.

3.29 The listing description reads as follows:-

*"SD 81 SE HEYWOOD TOWER STREET (south-east side) 6/23 Church of Saint James G.V.
II*

Church. 1838. Chancel 1861. Ashlar with slate roof. Nave with galleries on three sides, central west tower and short chancel with vestries to north and south. 7-bay nave with stone plinth, eaves parapet, door in western bay, weathered buttresses and Y-traceried pointed openings to all the other bays. The tower has diagonal buttresses, 3-clock faces, stone band, 2 lancet openings to the bell stage, castellations and plain pinnacles. The 1-bay chancel and vestry have traceried windows with dripmoulds, the east window having 5 lights and stained glass by Hardman. Interior: the gallery has a panelled parapet, stands on cast iron columns and accommodates the organ on the right hand side. Massive cranked and cusped roof trusses with heraldic and stiffleaf bosses.

Listing NGR: SD8515210642".

3.30 According to www.genuki.org.uk

"St. James's Church was consecrated in 1838 and is situated at the east end of Tower Street at its highest point and at the eastern extremity of the parish. The original parish was large and sprawling and stretched to the western boundary of the old borough. It was subsequently diminished by the erection of new churches dedicated to St. George (Heap Bridge) and St. Margaret (Darnhill). The parish was also previously served by a

Mission Church dedicated to St. Anne (at Wham Bar) and ran three Sunday Schools located in Tower Street (opposite the church), Bury Street and Heady Hill. The Heady Hill building also operated as a day school. At the time of the centenary in 1938, the church had three clergy. The vicar, Rev.A.Trevor Wright D.D. was assisted by Rev.J.Smith and Rev.G.C.V.Knowlson."

3.31 The Grade II listed building is considered to be of high significance.

3.32 NPPF Paragraph 197 states that: -

"In determining applications, local authorities should take account of:

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

3.33 NPPF Paragraph 199 states that: -

"When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance".

3.34 NPPF Paragraph 202 states that: -

"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefit of the proposal including, where appropriate, securing it's optimum viable use".

3.35 NPPF Paragraph 206 states that: -

"Local planning authorities should look for opportunities for new development within conservation areas and world heritage sites and within the setting of heritage assets, to protect or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

3.36 NPPF Annex 2: Glossary states: -

“Setting of a heritage asset: *The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral”.*

3.37 The Church building is set within the centre of substantial grassed grounds and is separated from surrounded land uses by a clearly defined boundary in the form of a stone wall. The building holds a slightly elevated position in relation to Tower Street and other surrounding highways which adds to its prominence within the street scene.

3.38 Due to the nature and scale of the proposed development the construction of the dwellings by definition will lead to less than substantial harm to the significance of the heritage asset. As such, it is necessary to demonstrate that the development will be of public benefit.

3.39 The Planning Guidance Notes discusses the term ‘public benefit’:-

“Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework”.

“Public benefit should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However benefits do not always have to be visible or accessible to the public in order to be genuine public benefits”.

“Public benefits may include heritage benefits, such as:-

- *Sustaining or enhancing the significance of a heritage asset and the contribution to its setting*
- *Reducing or removing risk to a heritage asset*
- *Securing the optimal viable use of a heritage asset in support of its long term conservation”.*

3.40 The application site detracts from the setting of the listed building. The building that comprised the former public house also did not serve to enhance its setting, being somewhat of a haphazard design with extensions and contrasting roof designs and finished in a poor-quality render and painted brickwork. The large expanses of hardstanding with ruderal vegetation adds to the poor appearance of the site beyond which St James sits. Combined with the mix of low to medium quality dwellings within the locality the resultant effect is one of poor visual quality.

3.41 The proposed development will bring investment to the site which will have a significant positive impact upon the street scene and setting of the listed building to the benefit of the community.

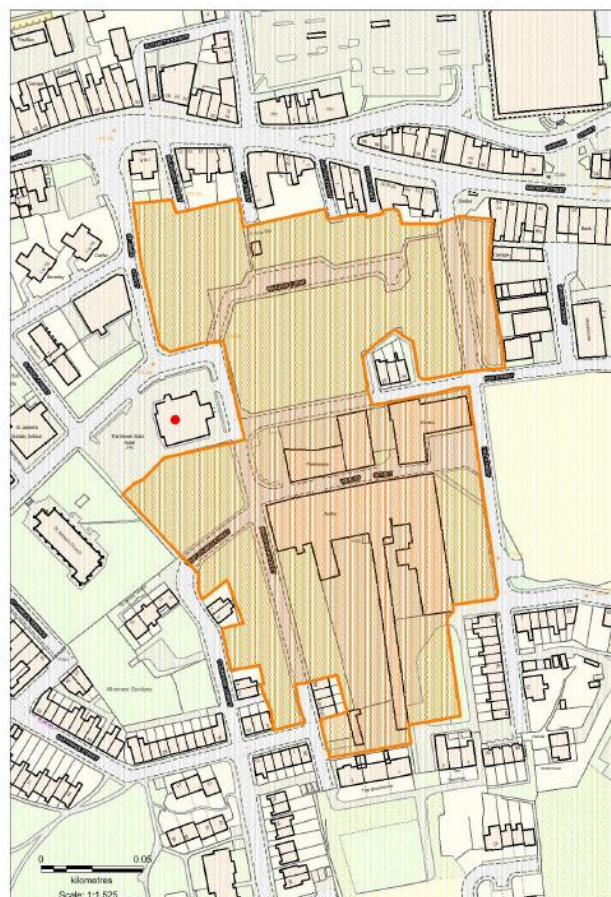
3.42 The new dwellings will make a valuable addition to the borough's housing stock and are of a size and type that are needed. There are 9000 households on the waiting list for affordable housing within the borough and the family sized houses that will be provided, within an accessible location close to Heywood town centre, will be in high demand.

3.43 It is noted that the surrounding land has been allocated for housing on the Local Plan draft Allocations Plan - AL/HOU/02 – Site to south of Heywood town centre, Heywood. At the time that the allocations plan was being prepared the public house on the site was still in operation and therefore would not have been put forward for housing. However, the site is ideally located to kickstart the regeneration of the area and would form a logical extension of the land already identified for similar housing types.



Rochdale Borough Council Draft Allocations Plan

AL/HOU/02 – Site to south of Heywood town centre, Heywood



Application site shown with red dot

3.44 There are clear public and environmental benefits to the proposal which would outweigh any perceived less than substantial harm to the nearby heritage asset associated with the proposed development.

Policies G1, G2, G3 & G8

3.45 Section 14 of the NPPF provides policy guidance on 'Meeting the challenge of climate change, flooding and coastal change'.

3.46 Paragraph 152 states:-

"The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure."

3.47 All new developments must achieve the maximum possible reduction in demand for energy through building design.

5.48 Where possible development should be provided using a 'fabric first' approach to embed energy saving measures within the fabric of the building. The secondary method is the incorporation of other clean energy solutions followed by the use of renewable energy technologies, where practical.

5.49 The approach for the development is to embed sustainability into the heart of the development through a range of design measures based on the 'Be Lean (minimise energy demand through passive and active measures), Be Clean (select the most energy-efficient heating and cooling infrastructure), Be Green' (show intelligent use of renewable energy and technologies) design hierarchy.

3.50 The construction of new-build dwellings provides an excellent opportunity to maximise energy efficiency by taking the fabric first approach.

3.51 Policy G8, to be read in conjunction with saved UDP policies EM/7 (Development and Flood Risk) and EM/8 (Protection of Surface and Ground Water) seeks to ensure that new developments will not be at unacceptable risk of flooding themselves or that development will lead to an increased risk of flooding elsewhere.

3.52 Checks with the Environment Agency have confirmed that the site is not located in an area highlighted as being at risk from flooding. A drainage strategy will be provided in response to a condition and the completed development will ensure that the new dwellings

will not be at risk of flooding and the development will not lead to an increase in the risk of flooding elsewhere.

Policy G7

3.53 Within urban areas the Council's priority is to:-

"...protect and enhance existing urban biodiversity and to support opportunities for new urban biodiversity corridors, sites and features including sustainable urban drainage schemes, new public realm provision, street trees and urban woodlands, ponds and lodges, green roofs and natural play areas."

3.54 The site is devoid of trees and vegetation and the current potential for wildlife is negligible. The introduction of soft landscaping onto the site will inevitably lead to a biodiversity net gain and as such, the proposed development is compliant with the provisions of Policy G7.

Policy G9

3.55 A Phase I investigation report into contaminated land and landfill gas risk will be provided in response to a condition. All recommendations contained within the subsequent reports will be carried out as appropriate.

Policy T2

3.56 This policy seeks to reduce the need to travel and to encourage and support modes of transport other than the car by ensuring that new development is located where there is good access to public transport and where walking and cycling are feasible options.

3.57 The site is within an established residential area walking distance of shops and services, schools, places of employment and recreational facilities within Heywood town centre and the surrounding area and therefore future occupants of the dwellings are unlikely to rely upon the use of the car for travel.

3.58 The implementation of the proposed development will not lead to an unacceptable detrimental impact on the local highway by way of numbers of vehicles movements or congestion on surrounding roads as a result of an increased demand for parking.

Policy DM1

3.59 Along with advice contained within the NPPF and Council's SPDs this policy seeks high quality design in all developments. The criteria within the policy seek, amongst other things, to safeguard amenity and minimise the impact of potential sources of disturbance and ensure that adequate vehicular access and appropriate levels of vehicle parking is provided.

3.60 The site layout and the scale and massing of the proposed dwellings has been carefully considered to achieve adequate separation distances between existing and proposed dwellings so as to safeguard privacy and not appear overly dominant. The proposed development responds well to the site context and will provide a high-quality living environment for future residents.

3.61 The provision of 1 car parking space is appropriate due to the location of the site in relation to the town centre and access to public transport.

Policy DM2

3.62 The developers of major developments in particular are expected to provide, or contribute towards the cost of providing, any physical and social infrastructure that is needed because of proposed development.

3.63 Where new housing is to be provided it is expected that provision is made for affordable housing, open space, health and well-being, education and/or community facilities.

3.64 Discussions with regard to financial contributions will be discussed with the Council as the consultation period gets underway. However, it is anticipated that s106 Obligation requirements involving a financial contribution, including those relating to the provision and enhancement of public open space and education provision, would lead to the development of the site becoming unviable.

4.0 Design

Use/Size/Amount

4.1 The development will provide 11 No. three/four bedroomed dwellings with accommodation over three floors. The proposal is in line with the Nationally Described Space Standards.

4.2 The site can comfortably accommodate the number of dwellings proposed. As referred to above, the residential use of the site is the most appropriate due to its location in relation to existing dwellings and the dwellings proposed on the draft Allocations Plan.

Scale

4.3 Eleven dwellings create the correct density for the site. The proposed dwellings are of a scale and massing that is compatible with the properties in the immediate and surrounding area. There are other examples of three storey developments within the area and the new dwellings will not appear at odds with the street scene.

Layout

4.4 The proposed dwellings will sit comfortably within the site and provide spacious private amenity space. The proximity of the existing dwellings and nearby listed St James Church has been taken into account and the scheme will not have an adverse impact on the amenity of the occupants of existing dwellings or the setting of the heritage asset.

Appearance

4.5 The proposed houses are of a high-quality design and appropriate materials that befit the location. Features of the existing surrounding built development have been incorporated into design whilst allowing a degree of uniqueness.

4.6 Full details of materials will be provided in response to a planning condition.

Landscaping

4.7 The garden areas will be soft landscaped with suitable hard surfacing being used for the driveways. The proposed site layout plan shows the intended method of separating the plots to maintain privacy between neighbouring dwellings.

5.8 Full details will be provided in response to a planning condition.

5.0 Access

5.1 The access road and driveways will have permeable hard surfaces with a SUDS drainage system.

5.2 The site is within a short distance of Heywood town centre and there is good access to public transport which minimises reliance upon the car. Cycling and walking are feasible modes of transport.

5.3 There is good visibility along Tower Street and Brunswick Street for vehicles accessing and exiting the driveways and the new dwellings should not lead to congestion on the surrounding highways or prejudice the safety of other road users.

5.4 The dwellings themselves will be constructed fully in accordance with current building regulations to meet all access needs of future residents.

6.0 Conclusion

6.1 The proposed development will make excellent use of a previously developed site within the urban area and provide 11 much-needed family houses within an accessible part of the borough.

6.2 The scheme is of a high-quality sustainable design and seeks to safeguard the residential amenity of existing and future occupants and will make a positive contribution to the visual amenity of the area which is currently being undermined by this vacant and untidy site. The benefits that the redevelopment of the site will bring far outweigh any perceived less than substantial harm to the nearby heritage asset.

6.3 In view of the above, the proposed development is fully compliant with local and national planning policy and guidance.

December 2023