

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
23/00029/FUL	Rosalind Gralton	28/06/2024 EOT 29/07/2024

Address: Higher Moorgate Cottage Gristlehurst Lane Heywood OL10 4BJ

Proposal: Conversion and extension of garage and stables to form 3no. holiday let accommodation and replacement of single pitched roof with dual-pitched roof together with external alterations

PUBLICITY	Weekly list expired?	Y	Site notice expired?	Y
	Neighbour letters expired?	Y	Press Notice expired?	Y

DELEGATION	Significant departure from local plan?	N	Contrary to national policy?	N
	Applicant a Council Member or officer?	N	Contrary to previous decision?	N
	Major with 10 or more objections and recommending approval?	N	Called in or Planning Panel objection?	N

COMMENTS	Planning Panel comments received?	N
	Neighbour comments received?	N

EIA	Screening opinion completed and saved to Onbase?	N/A
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CONDITIONS	Pre-commencement conditions proposed?	Y
	Pre-commencement conditions agreed (or notification period expired)?	Y

RECOMMENDATION	APPROVE SUBJECT TO CONDITIONS
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CHECKED AND SIGNED OFF BY: LA DATE: 29.07.24

SITE

The site relates to a single storey building, understood to be a former garage and stables, of breeze block construction with a pitched, single sheet corrugated roof. To the western and southern façade the building is clad in random coursed stone. The building largely resembles the appearance of a large garage due to its siting adjacent to the domestic dwelling to the north (Higher Moorgate Cottage). The building has a pitched roof with a parapet to the front (west), and this slopes downward slightly to the rear (east).

A small timber outbuilding/extension is attached to the garage on its southern end, and a concrete ramp provides access into the building via the timber door.

The site is accessed to the south via an unadopted narrow lane which leads to Bury and Rochdale Old Road.

The site is entirely located within the Green Belt (G/D/2). The site is not adjacent to a heritage asset or listed building. A Public Right of Way (HeyFp100) runs north/south along the access into the site, along the western boundary. No trees are protected within the curtilage of the site, however multiple trees are sited in close proximity to the west.

PROPOSAL

The application proposes the conversion and extension of building to form three holiday let accommodation units. Works include the replacement of single pitched roof with dual-pitched roof together with external alterations, including front ramp access and parking spaces.

Existing openings along the western elevation would be used for introduced for windows and doors, and new window openings would be created on the eastern rear and southern side elevation. The roof would be replaced, and a new pitched roof with a larger roofspace is proposed. The timber outbuilding would be demolished and a new side extension measuring 2.38m wide and 9.27m in length is proposed to extend the building. A ramp is proposed providing access into the most southerly unit, on the western elevation. Parking would face onto the units, and the units would benefit from no outdoor amenity area.

In order to convert the existing building, a new insulated cavity wall and external stone outer skin would be created.

Materials proposed include artificial blue slate roof, random stone facing to match the existing stone on the building, composite doors, UPVC doorframes, and white UPVC windows. Location of proposed bin storage is detailed on plans to the southern side elevation of the building.

Submitted calculations –

Existing volume (including timber extension and ramp) - 643.63m³

Proposed volume (including new extension and ramp) - 898.55m³

Volume increase - 39.60%

Existing footprint (including timber extension and ramp) - 196.17m²

Proposed footprint (including new extension and ramp) - 203.08m²

Footprint increase - 3.52%

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Sub-Regional

Places for Everyone Joint Development Plan (PfE) The Places for Everyone Joint Development Plan was adopted and became part of the statutory development plan for each of the 9 authorities covered by the plan on 21st March 2024.

The following policies are relevant:

JP-S1 Sustainable Development
JP-G1 Landscape Character
JP-G9 The Green Belt
JP-P1 Sustainable Places

Adopted Rochdale Core Strategy (CS):

SO1 – To deliver a more prosperous economy

E1 – Establishing thriving town, district and local centres
E2 – Increasing jobs and prosperity
E5 – Encouraging the visitor economy
E6 – Supporting and diversifying the rural economy

SO2 – Creating successful and healthy communities

C1 – Delivering the right amount of housing in the right places

SO3 – Improving Design, image and quality of place

P1 – Improving image
P3 – Improving design of new development

SO4 – Promoting a greener environment

G4 – Protecting Green Belt

SO5 – Improving accessibility and delivering sustainable transport

T2 – Improving accessibility

DM1 – General Development Requirements

Unitary Development Plan (UDP):

G/D/2 – Green Belt

Supplementary Planning Documents (SPD):

Supplementary Planning Guidance note 'Guidelines and Standards for Residential Development' (June 2016).

RELEVANT SITE HISTORY

16/00628/HOUS - Two storey side extension and single storey front extension including demolition of existing conservatory and porch (Resubmission of 15/01020/HOUS) – Refuse 02/08/2016

16/01197/HOUS - Single storey side extension and single storey front extension including demolition of existing conservatory and porch - Grant subject to conditions – 05/04/2017

15/01020/HOUS - Two storey side extension and single storey front extension including demolition of existing conservatory – Refuse – 04/02/2016

86/D19943 - Conversion Of One Dwellinghouse Into Two - Grant subject to conditions – 05/02/1987

CONSULTATION RESPONSES

Highways And Engineering

No objections following submission of the servicing method statement.

Lead Local Flood Authority/Drainage

No objections subject to pre-commencement condition.

Rights Of Way Officer

No comments received to date

United Utilities

No comments received to date

Gtr Manchester Ecology Unit

No objection subject to conditions. Noted the bat report is becoming outdated (time of response April 2023) and therefore an updated bat assessment shall be secured via condition. Condition restricting works during bird nesting season. Soft landscaping and bird boxes to be secured via condition

Tree Officer

No objection subject to conditions.

Environmental Control (Landfill Gas)

No comments received to date

Env Health - Noise/Odours

No comments received to date

REPRESENTATIONS

The application was publicised by way of site notice and neighbour notification. No representations were received.

ANALYSIS

Principle of Development

The application site is located within the Green Belt as allocated under the Rochdale Unitary Development Plan Proposals Map. The National Planning Policy Framework, states that *'The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and permanence'*.

Paragraph 154 states that Local Planning Authorities should regard the construction of new buildings as inappropriate in the Green Belt unless it meets one of the listed exceptions:

c) the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;

Also relevant to this application, Paragraph 155 states:

'Certain other forms of development are also not inappropriate in the Green Belt provided they preserve its openness and do not conflict with the purposes of including land within it. These are:

d) the re-use of buildings provided that the buildings are of permanent and substantial construction;

The submitted Green Belt Statement states the applicant seeks to use exception '(d)' of Paragraph 155, which states exceptions to inappropriate development apply where in the case of the re-use of buildings where the buildings are of permanent and substantial construction, **and** the proposal would not conflict with the purpose of the green belt or cause substantial harm to the openness of the green belt.

Directly relating to the proposed extensions, Paragraph 149 (c), sets out an exception to inappropriate development, for extensions and alterations of buildings in the green belt, where it does not result in disproportionate additions over and above the size of the original building.

The application is supported by a structural survey, prepared by Healey Consulting, dated April 2022, and reviews the structural integrity of the property for conversion purposes. The survey details the building is predominately built in partially random stone and partially blockwork. The building was currently occupied as a garage, with a roller shutter door, stable door and stable windows. The roof requires complete replacement. The existing small timber structure to the corner will be demolished as part of the works, however this is not part of the original structure and therefore does not impact the suitability of the building for conversion. The conclusion of the report states the stables could be converted into a domestic property, without the need for wholesale demolition. The LPA accept the findings of this report however it is noted that the submitted drawings do not make it clear as to the extent of the elevations that require repair / rebuilding. To ensure that this is limited to that necessary to convert the building (and does not amount to full demolition) more precise details must be submitted before works start, and will be secured by planning condition.

As part of the proposals, a single storey side extension is proposed. The agent has provided a calculation of the volume and footprint increase. The footprint increase includes the additional footprint that would be created as a result of the external cladding and insulation. The volume increase would be derived from the increased in

eaves height. The Council's Guidelines and standards for Residential Development SPD, at paragraph 5.20 states normally, 35% increase in floor space or volume over and above the original dwelling, would be considered the maximum of appropriate and not disproportionate, however caveats that the characteristics of properties and proposals vary, and therefore in some instances may be considered disproportionate. The submitted calculations show a 39.6% increase in combined volume and 3.52% increase in floorspace. In relation to the proposed extensions, these would not be considered disproportionate.

Notwithstanding the above, the converted building; irrespective of any proposed extensions, as stated in Paragraph 155 must not conflict with the purposes of the greenbelt, and must preserve its openness. As such, the impact on openness of the green belt as a result of the proposed conversion must be assessed.

As part of the re-use of the building, the proposal would result in some level of domestication of the building, albeit the building is for use as a short-stay holiday let rather than a permanent residential dwellinghouse.

The main physical change to the building is the increase in roof volume, as a result of the pitched roof replacement of the flat roof design. While this would impact the visual openness of the green belt, the spatial openness would not be affected by this element. The overall eaves height of the building is reduced from the existing parapet height, and the scale of the proposed roof would not be unacceptable. Additionally, it is noted the existing timber outbuilding is to be demolished and a new extension 2.38m wide and 9.27m in length is proposed to extend the building. This side extension therefore does impact the spatial openness of the green belt, however to a small degree, which would not result in a disproportionate addition over and above the size of the existing building.

It is considered the proposed conversion and extension of the building would comply with the exceptions contained within Paragraph 154 (c) and Paragraph 155 (d) of the NPPF. As such, the proposal would not result in inappropriate development in the Green Belt. The proposal would result in the re-use of an existing building within the Green Belt which has demonstrated it is capable of conversion without conflicting with the purpose of the green belt, and the proposed extensions and alterations to the building would not result in disproportionate additions over and above that of the original building. The proposals are therefore considered to preserve the openness of the site and not conflict with the purposes of the land within it, and would comply with Policy JP-G9, Policy G4 of the Core Strategy, Saved Policy G/D/2 of the UDP, and the NPPF.

Visual amenity / Character of the countryside

Paragraph 131 of the NPPF states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Paragraph 135 goes on to state that planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change. Paragraph 139 states development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design. Policy P2 states that

the Council will protect and enhance the Borough's character, including the quality of its countryside. New development is required to integrate successfully.

The site has a rural character and is adjacent to an existing Cottage and open land to the east. The site is in a prominent location with clear views from the PROW on the unadopted access lane.

The building would be clad in natural stone, which is acceptable. It is noted the proposed materials include a roof covering of artificial blue slate, windows and doors would be in white UPVC. Such materials are not sympathetic to the character of the countryside and therefore, notwithstanding these details already submitted, a materials condition is secured to the decision notice to require the use of natural slate to the roof, timber or aluminium to doors and window frames, and random natural stone to the elevations (the latter is already proposed).

Overall, the building generally retains and utilises the existing openings, and limits the creation of new openings out of view of the adjacent public right of way. The proposed building, subject to conditions, would be in keeping with the appearance of the original stables, and would not detract from the setting of the building within the green belt.

The proposal is considered to be acceptable, and in accordance with Policy JP-P1 of the PfE Joint Development Plan, policies DM1 and P1, P2 and P3 of the Rochdale Core Strategy and policies contained within the NPPF.

Occupier and Neighbour Amenity

The application is for 3 holiday let accommodation units. While it is acknowledged these would be occupied typically on a short stay basis, and not as a sole residence, the size of the internal floorspace should be considered. Each unit would have an approximate total floorspace of 55sqm. The bedrooms would measure 3.3m x 4.4m in size. In any case, the minimum floor areas would be compliant with that of a 1 bedroom, two bedspace 1 storey dwelling as outlined within the Nationally Described Space Standards.

Each unit would benefit from a primary window providing outlook and natural in the living areas and bedrooms. It is noted two of the unit's bedroom windows directly overlook a wooded area of land to the east, which is not owned by the applicant. While this area would be overlooked as a result of the proposal, it is not used as a private residential garden, and it is not considered the proposals would result in the detriment of amenity of the neighbour in this instance.

The Council's Environmental Health Officer was consulted on any noise concerns relating to the proposal and responded with no objections. The closest neighbouring property would be 18m and 26m away. It is not considered the change of use of the stables into 3 units would result in any unacceptable noise impact upon the adjacent neighbours.

As such, the proposal is considered to be acceptable in respect of occupier and neighbour amenity, and in accordance with Policy JP-P1 of the PfE Joint Development Plan, policies DM1, G9, and P1, P2 and P3 of the Rochdale Core Strategy and policies contained within the NPPF.

Access and highway safety

Policy T2 of the Core Strategy requires that development comply with the Council's car parking standards and policy DM1 requires that development provides satisfactory vehicular access with adequate parking, manoeuvring and serving arrangements, taking into account the proposed use and location. Paragraph 115 of the NPPF 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.

The Council's Highways Engineers' were consulted on the application. Initially concerns were raised by Highways Officer's regarding the access and junction issues. A statement was submitted by the agent on behalf of the applicant, which was since approved by Highways and resolved their concerns regarding the access and servicing to the site. In summary it is proposed that a bin storage area will be provided adjacent to the south facing gable wall of the building. Holiday makers will use the bins and the owners will take the bags to the main storage / collection area on the lane for weekly collection by a private waste management company. It is acknowledged concerns were raised regarding the access to the site by highways and no detailed response addressing this was provided, however given the use as a holiday let with parking for 1 vehicle outside each unit, it is not considered the vehicles accessing this site would be unacceptable, and the case officer concurs with the highways conclusion the proposal would not result in any unacceptable impact on highways safety or capacity.

It is acknowledged a Public Right of Way runs along the western boundary of the site along the lane, opposite the vehicle parking. This lies outside of the site. It is an offence under the Highways Act to obstruct a public path and as such it is not necessary to prevent this using a planning condition. The Public Right of Way Officer was consulted and did not provide a response.

Ecology and Arboriculture

Paragraph 180 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.

A bat survey and bird nesting survey were submitted with the application. The Council's Ecological Officers were consulted on the application. No significant issues regarding protected species were identified. An updated bat assessment to be submitted and agreed by the LPA prior to construction is secured via condition following the ecologist's comments. Additionally, a nesting bird condition, and a condition to secure biodiversity enhancements are attached.

It is noted some trees are located to the eastern perimeter of the site. The Council's Arboriculturalist was consulted on the application and their comments concur with the findings of the applicant's survey and compliance with the submitted details are secured via condition attached to the decision notice. In summary the proposal affects two trees in a reasonable conditions (T6 and T7), however the trees shall be retained and four trees are identified as requiring pruning. As such, the proposal would not result in the loss of any trees.

RECOMMENDATION: Approve subject to 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:-
 - 'Existing & Proposed Floor Plans and Elevations' Rev A
 - 'Existing site plan – Dwg No 2289.02'
 - 'Proposed site plan – Dwg No 2289.03'
 - 'Location Plan – Dwg No 2289.04'
 - Structural Survey prepared by Healey Consulting – April 2022
 - Arboricultural Impact Statement and Arboricultural Method statement prepared by Godwins Tree Surveys 12/03/2024
 - Bat survey – prepared by Echo Calls Bat Surveys 13/03/2022
 - Servicing Method Statement

and the development shall be carried out in complete accordance with these drawings and documents hereby approved unless required by the conditions below.

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, the saved Rochdale Unitary Development Plan and the National Planning Policy Framework.

3. No development shall commence until a foul & surface water drainage scheme has been submitted to and approved in writing by the Local Planning Authority. Unless otherwise agreed in writing with the Local Planning Authority, the surface water drainage scheme shall include:
 - (i) Details of gravity connection to public sewer, or details of the proposed private septic or sewage treatment plant on a dimensioned plan drawing, with adequate separation distances from dwellings, in accordance with Building Regulations Part H.
 - (ii) Details of the effluent drainage field, if required. This shall be designed in accordance with Building Regulations Part H. Details of infiltration testing in accordance with Building Regulations Part H or BRE 365 or similar approved method.
 - (iii) Details of the roof drainage. If using soakaways, the volume of soakaway(s) shall be designed on the basis of infiltration test results.
 - (iv) Construction details for permeable paving of the driveway, if this forms part of the sustainable drainage system. Otherwise soakaway details for the driveway shall be provided, in accordance with infiltration testing results.The duly approved scheme shall be implemented prior to the first occupation of the dwelling hereby permitted and shall be retained as such thereafter.

Reason: 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.

4. No works to the building, internal or external, shall take place until such time as an updated bat survey method statement (giving details of the measures to be taken to avoid any possible harm to bats during conversion works) and a plan detailing compensation for losses to bat roosting sites shall be submitted to and approved in writing by the Local Planning Authority. The construction of the development shall be undertaken in accordance with the approved details.

Reason: In the interests of ensuring the conservation of protected species in accordance with Policy G7 of the adopted Rochdale Core Strategy, the National Planning Policy Framework and the Wildlife and Countryside Act 1981 (as amended).

5. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples on site and full specifications of materials to be used externally on the building(s) 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. For the avoidance of doubt, the doors and windows shall be timber or aluminium, the roof shall comprise natural slate, and elevations shall be natural pitched faced random stone. The development shall be carried out in accordance with the approved details.

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

6. In accordance with the material details required by condition 5, detailed designs of the window and door reveals, at a scale of not less than 1:50, to be used on the development hereby approved, shall be submitted to and approved in writing by the Local Planning Authority. The windows and doors shall be installed in accordance with the approved details thereafter.

Reason: In the interests of visual amenity and in accordance with policies P1, P2, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

7. No building works, shall commence between the 1st March and 31st August in any year unless a detailed bird nest survey by a suitably experienced ecologist has been carried out immediately prior to clearance and written confirmation provided that no active bird nests are present which has been agreed in writing by the LPA

Reason: In order to prevent any habitat disturbance to nesting birds in accordance with the requirements of Policy G7 of the adopted Core Strategy and the National Planning Policy Framework.

8. No construction / alteration works to the buildings shall take place until a scheme of biodiversity enhancements for the site including, but not limited to, the provision of bird boxes, bird bricks, bat boxes and bat bricks to be integrated to the fabric of the buildings hereby approved, bug hotels, hibernaculum, wildflower seeding and hedgehog habitat (including provision of 'Hedgehog Highways') has been submitted

to and approved in writing by the Local Planning Authority. The duly approved scheme shall be implemented in full prior to first occupation of the dwellings and retained thereafter.

Reason: In the interests of enhancing biodiversity and habitat provision within the site in accordance with Policy G7 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

9. The proposal shall be carried out in compliance with the details provided Arboricultural Impact Statement and Arboricultural Method statement prepared by Godwins Tree Surveys 12/03/2024. The development thereafter shall be implemented in strict accordance with the approved details.

Reason: To safeguard the trees, and to conserve biodiversity value in accordance with Policies G6, G7, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

10. No works to the elevations of the building (except demolition) shall take place until plans to show the extent of necessary rebuilding and repair works having regard to the submitted Structural Survey prepared by Healey Consulting dated April 2022, have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.

Reason: Insufficient detail is provided on the submitted drawings, and in order to comply with Green Belt policy G4 of the Rochdale Core Strategy, JP-G9 of Greater Manchester Places for Everyone and the National Planning Policy Framework.

11. No works to the elevations of the building (excluding demolition) shall commence until full details of existing and proposed ground levels and proposed building finished floor levels (all relative to ground levels adjoining the site) shall have been submitted to and approved in writing by the Local Planning Authority, notwithstanding any such detail shown on previously submitted plan(s). The development shall be carried out strictly in conformity with the approved details.

Reason: To protect the appearance of the locality and in the interests of the amenities of local residents.

12. Notwithstanding any details submitted as part of the application, no part of the development shall be occupied until details of the type, siting, design and materials to be used in the construction of boundaries, screens or retaining walls have been submitted to and approved in writing by the Local Planning Authority and the approved structures have 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 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

13. The car parking, servicing and other vehicular access arrangements shown on the approved plans and detailed in the approved servicing method statement to serve the development hereby permitted shall be made fully available for use prior to the development being first brought into use and shall be retained thereafter for their intended purpose.

Reason: In the interest of highway safety and the free flow of traffic and in accordance with Policies T2 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

14. No part of the development shall be occupied until such time as details for the location and design of refuse/recycling bin store has been submitted to and approved in writing by the Local Planning Authority. The duly approved scheme shall be installed in complete accordance and made available for use prior to the approved development first being brought into use. The approved refuse and recycling scheme shall be retained as constructed for its intended use thereafter.

Reason: To ensure the provision of satisfactory and secure facilities for storage of refuse and in the interests of visual amenity in accordance with policy P3 of the Rochdale Unitary Development Plan and the National Planning Policy Framework.

15. Notwithstanding the details shown on the approved plans, the development hereby permitted shall not be occupied until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. The details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials, planting plans, specifications and schedules (including planting size, species and numbers/densities), existing plants / trees to be retained and a scheme for the timing / phasing of implementation works. The landscaping works shall be carried out in accordance with the approved scheme for timing / phasing of implementation or within the next planting season following first occupation of the development hereby permitted, whichever is the sooner. Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

Reason: Insufficient details have been submitted with the application, and to ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with Core Strategy Policy G6 and G7 and the National Planning Policy Framework.

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively to issue the decision without delay.

Notes for Applicant:

None