

APPLICATION NUMBER: 23/00725/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

23/00725/FUL

CASE OFFICER

Rosalind Gralton

DETERMINATION DATE 28.02.2024 EXT OF TIME 08.11.2024

Address: Shepherd Hey Ashworth Road Heywood Rochdale OL11 5UN

Proposal: Change of use and conversion of an agricultural building to 1 no. dwelling. Erection of two storey side extension and single storey porch extensions, with associated landscaping and boundary treatments following demolition of existing outbuildings

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

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?	NA
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CONDITIONS	Pre-commencement conditions proposed?	Y
	Pre-commencement conditions agreed (or notification period expired)?	Y

RECOMMENDATION

APPROVE SUBJECT TO CONDITIONS

SITE

The application relates to Shepherd Hey Barn, a modest sized barn structure which adjoins an existing traditional farmhouse style dwelling located on Ashworth Moor, approximately 1.5km from the reservoir of the same name. The site is accessed via an unmade track which branches off from Ashworth Road and in turn connects to Edenfield Road to the north and Bury and Rochdale Old Road to the south.

The site benefits from an extremely isolated setting, with the only immediately neighbouring property being Shepherd Hey (the adjoining farmhouse). Surrounding land uses are entirely agricultural, with a number of nearby farmsteads in the area – Leaches Farm (120m south west), Sandy Ford (320m north east).

The building proposed to be converted is formed of a dual-pitch main barn which extends southwards from the adjoining farmhouse dwelling, an adjoining lean-to to the east (which still retains a number of animal pens internally) and a third lean-to on the south elevation. The building is accessed via a small courtyard to the east, beyond which stands a further detached building formed of concrete breeze-blocks, which is proposed to be demolished during conversion works.

The building has been identified as a non-designated heritage asset.

A Public Right of Way (HeyFp172) runs along the north west edge of the site, along the access track from Ashworth Road and onwards to connect with the Rights of Way network in Ashworth Valley.

PROPOSAL

This application proposes a development similar to that proposed under application 17/00361/FUL and 20/00716/FUL, however includes a larger floorplate area and extended area of the building.

The application seeks planning permission for the conversion of the barn to a dwelling, and the demolition of two existing outbuildings (one adjoined to the barn and the other detached but within the curtilage of the building). Internally the converted building would comprise a combined kitchen/dining room, lounge, bedroom, bathroom, snug/office/utility room, along with four bedrooms and three bathrooms to be provided at first floor level. External alterations to the building would comprise:

- Construction of first floor and two storey side extension
- Insertion of door windows into the west elevation
- Infill of existing large barn opening adjacent to farmhouse with French Doors and surrounding window lights
- Widening and lowering of existing window opening on east elevation to form doorway
- Insertion of nine roof lights roof slope
- Externally the scheme also includes for the creation of a new parking area to the west of the building (formed of permeable hard standing e.g. gravel) and a flagged terrace to the east, with an L-shaped garden surrounding, bounded by a 1m high dry stone boundary wall."

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Places for Everyone Joint Development Plan (PfE)

JP-S1 Sustainable Development

JP-P1 Sustainable Places

JP-P2 Heritage

JP-H3 Type, Size and Design of New Housing

JP-G8 A Net Enhancement of Biodiversity and Geodiversity

Adopted Rochdale Core Strategy (CS):

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

P2 Protecting and enhancing character, landscape and heritage

P3 Improving design of new development

SO4 Promoting a greener environment

G4 Protecting Green Belt

G6 Enhancing green infrastructure

G7 Increasing the value of biodiversity and geodiversity

G8 Managing water resources and flood risk

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

20/00716/FUL - Change of use and conversion of barn to dwelling including demolition of outbuildings

17/00361/FUL Change of use and conversion of barn to dwelling including demolition of outbuildings – Granted STC

16/00797/PRA56 Prior approval for the change of use of agricultural building to a dwelling - Refused

CONSULTATION RESPONSES

Highways And Engineering

No objections

Lead Local Flood Authority/Drainage

Guidance provided.

Rights Of Way Officer

No objections, routes should not be obstructed.

GM Fire Service

The proposal would not meet the requirements regarding distances to fire hydrants.

United Utilities

No comments received to date

Gtr Manchester Ecology Unit

No objections.

Environmental Control (Landfill Gas)

Preliminary Risk Assessment required via condition.

Conservation And Design

Objections unless amended scheme sought.

REPRESENTATIONS

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

ANALYSIS

Principle of Development

The principle of development was accepted in previous planning permissions 20/00716/FUL and 17/00361/FUL. A larger extension is proposed on this application, which is assessed within the Green Belt assessment below.

The site falls within an area of Green Belt as defined under saved UDP policy G/D/2. Policy G4 of the adopted Core Strategy states that, within Green Belt locations, development will be restricted to those limited types of development which are deemed not to be inappropriate by national planning policies unless very special circumstances can be demonstrated.

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;

Paragraph 155 of the NPPF also notes that certain forms of development (other than those identified in paragraph 154) are not inappropriate in Green Belt provided they preserve the openness of the Green Belt and do not conflict with the purposes of including land in Green Belt. These include: 'the re-use of buildings provided that the buildings are of permanent and substantial construction'.

The applicant has updated, in support of the proposal, a structural appraisal by a consulting civil and structural engineer which surmises that the existing masonry structure, with minor, localised external repairs will prove suitable for the intended use. They do note that the roof over the existing lean-to would need to be replaced. However, given that the majority of the structure (with the exception of the failure of the roof) remains in a good state of repair, and is comprised of solid stone walls, with some brick infill, the building is considered to be of permanent and substantial construction for the purposes intended. On this basis, the conversion for residential purposes is considered acceptable in principle.

Further to the above, paragraph 154 of the NPPF allows for 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. In order to facilitate the conversion, a first floor side extension above the existing southern lean-to was approved under application reference 20/00716/FUL, in order to 'square-off' the building. Under this planning application, a further two storey side extension would elongate this extension. The proposed extension (as measured from the original building) would measure 10.27m in length, 6.4m in width, and would match the barn roof in roof ridge and eaves height.

The proposed extension would cover the existing footprint, and would involve a change in roof form from a mono-pitch to a dual-pitch gable roof.

The additional volume from the proposed first floor extension would equate to 71.22m³ or a 14.5% increase to the original building. The Council's Residential Development SPD contains guidance on these matters and outlines (section 5.20) that an increase in floorspace or volume of up to 35% may be considered appropriate and not disproportionate. The proposed extension falls within this limit and, taking into account the individual characteristics of the host building, would not appear as a disproportionate addition and on this basis does not comprise inappropriate development in Green Belt.

It is considered that the demolition of the existing, poor quality outbuildings, would serve to improve the visual impact of the site on the openness of the Green Belt. The area to the east of the property would likely take on the appearance of a more formal, tended domestic garden; however, the extent of this would be limited to the existing curtilage. The stone wall to be constructed around the garden would introduce a very small amount of built development but would be relatively modest in size and would in any case constitute Permitted Development by virtue of the limited height.

Visual impact, heritage and character

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. 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.

Paragraph 209 of the NPPF, in relation to non-designated heritage assets, states 'The effect of an application on the significance of a non-designated heritage asset

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

The barn is an identified NDHA as a result of its age and interest as an example of an isolated vernacular farmstead. The proposals would bring the barn to a viable and suitable use. Subject to amendments to the design and materials secured via condition, the conservation officer raised no objections. These amendments have since been sought and the relevant conditions are secured. As such, the proposal is in accordance with the policies contained within P2 of the Rochdale Core Strategy and Policy JP-P2 of the Places for Everyone Joint Development Plan.

Section 4 of the adopted Supplementary Planning Document '*Guidelines and Standards for Residential Development*' contains guidance on barn conversions and notes that it is essential to establish the architectural, historic, townscape, or scenic qualities that the building possesses. The acceptability of proposed conversion schemes will be influenced by their sensitivity and respect for the qualities of the specific building concerned; generally the less alteration that is required, particularly externally, the more appropriate the new use.

The proposed extension to the building would, in effect, appear as a direct continuation of the existing main gabled barn, and would allow for the removal of the existing lean-to on the southern end of the property which at present results in an incongruous roofing arrangement. The roof of the extension would also accord with the angle of the mono-pitch roof above the existing eastern lean-to section and would adjoin appropriately.

With regard to the other external alterations, it is noted that the majority of windows and doors would be inserted within existing openings. Where additional openings are to be made, they are of a scale and style appropriate to the character of the host structure and would not have any significant impact on the appearance of the building.

It is recommended that a condition be repeated requiring submission of samples or full details of all materials to be used both for the repair of the main barn and for the construction of the proposed extension, in order to ensure an appropriate and sympathetic match to the original. A condition is also recommended for detail of windows and doors to be submitted, and for the rooflights to be of a conservation style. Detail of the materials for the proposed hard landscaping, including for the vehicle parking area, should also be submitted to the LPA for approval

Residential Amenity

The Council's adopted Supplementary Planning Document '*Guidelines and Standards for Residential Development*' contains a number of guidelines and requirements for the design and layout of new housing in order to preserve the amenity standards for surrounding residents.

The site benefits from a relatively isolated position – with the exception of the adjacent farmhouse, Shepherd Hey itself, the nearest neighbouring property is at Leaches Farm, some 120m to the south west. With regard to Shepherd Hey, it is noted that only one window (serving the kitchen on the ground floor) would serve to look towards the front curtilage of Shepherd Hey. It is recommended that a condition be repeated requiring this window to be obscure glazed in order to reduce the impact on the front garden/amenity areas of the farmhouse.

With regard to the proposed extension, it is noted that this would be constructed on the southern end of the barn, furthest from the neighbouring property, and would not project beyond the existing front and rear walls of the barn. On this basis, it is not considered that the extension would have any undue impact on the amenity of the occupiers of the neighbouring property and therefore meets with the requirements of Policy DM1.

Highways, Access & Public Right of Way

Consultation has been carried out with the Highways Authority which has noted that there is ample space within the curtilage of the property for off street parking in accordance with the Authority's standards. They note that the level of traffic from the development would not result in capacity issues on the local highway network. No concerns have been raised regarding refuse collection from the site.

A Public Right of Way (HeyFp172) runs along the north west edge of the site, along the access track from Ashworth Road and onwards to connect with the Rights of Way network further south in Ashworth Valley. No built form aspect of the development would directly affect the Public Right of Way, however, the access track upon which the PROW lies would provide vehicular access to the development site. It is noted that this is an existing arrangement (with the track providing access to the neighbouring dwelling and onwards, for agricultural traffic, into the surrounding fields) and no alterations are proposed to the PROW itself. The vehicle parking area would lie adjacent to the track (to be formed of gravel or similar), however, sufficient space would be available for vehicles to park without overhanging onto the PROW.

Ecology

A bat survey report was submitted with the application, which recorded negligible potential for bats to roost in the buildings. Consultation has been carried out with the Greater Manchester Ecology Unit which has raised no objection to the findings of the survey. However, they do note that whilst the development can proceed without the need for further survey effort, bats are mobile in their habits and they can turn up in the most unlikely places. As such they recommend an informative be repeated reminding the developer of the need to cease work if bats are encountered and inform Natural England or a suitably qualified bat worker.

A barn owl method statement was submitted with the application. The ecologist noted that the assessment does not mention that a license is required if barn owls are disturbed during nesting season. While planning cannot control this, an informative is secured to the decision notice, reminding the applicant of their duties towards protected species.

Other Matters

Contamination

While previous applications have included a phase I risk assessment in submission, this was not provided in this application. The Council's Environmental Health Officer was consulted on the application and a condition securing a preliminary risk assessment to be carried out is secured.

Drainage

The Council's Drainage Officer was consulted on the application. A response with guidance was received, however a pre-commencement condition requiring the submission and written approval of a detailed drainage scheme prior to the

commencement of would be appropriate to ensure that no undue impacts arise from the development in this regard, and this can be considered in full.

RECOMMENDATION

- 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:-

- Location Plan
- Proposed Front and Rear Elevation - 22.2961.SC3.3B – received 28/10/2024
- Proposed Ground Floor Plan - 22.2961.SC3. – received 12/09
- Proposed First Floor Plan - 22.2961.SC3.2A received 12/09
- Proposed Side Elevations - 22.2961.SC3.4A – received 12/09
- Proposed Site plan - 22.2961.SC3.5A received 12/09
- Proposed sections - 22.2961.SC3.6 – received 12/09
- Existing and proposed block plan - 22.2961.SC3.7A received 12/09

and the development shall be carried out in complete accordance with these drawings hereby approved unless otherwise 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 take place until such time as a scheme for the disposal of foul and surface waters from the site has been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, surface water must drain separately from foul water. The surface water drainage scheme should be based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions, and include details of how the scheme shall be managed after completion. The development shall be completed, maintained and managed in accordance with the approved details.

Reason: To prevent an increased risk of flooding as a result of the development and to ensure satisfactory disposal of surface and foul water from the site in accordance with the requirements of Policy G8 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Reason for pre-commencement condition: As the proposals require ground works, these details are required prior to commencement of any building or engineering works on site.

4. Notwithstanding any information submitted with the application, no development shall take place until an investigation and risk assessment has been submitted to and approved in writing by the Local Planning Authority. The assessment shall investigate the nature and extent of any contamination on the

site (whether or not it originates on the site). The assessment shall be undertaken by competent persons and shall comprise:

- ii) where potential risks are identified by the Preliminary Risk Assessment, a site investigation survey of the extent, scale and nature of contamination and;
- 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,
 - archeological sites and ancient monuments;
- iii) where unacceptable risks are identified, an appraisal of remedial options and proposal of the preferred option(s) to form a remediation strategy for the site which shall be submitted and approved in writing by the LPA prior to commencement of development.

The development shall thereafter be carried out in full accordance with the duly approved remediation strategy.

Reason: To ensure the safe development of the site in the interests of the amenity of future occupiers in accordance with Policy G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Reason for pre-commencement condition: Further investigation will be necessary prior to commencement of any building or engineering works on site.

- 5 No development shall take place until samples and specifications of all new facing materials (including stone slate, slate, infill stonework, window and door frames in aluminium or timber, metal rainwater goods) to be used on the development have been provided on site for the written approval of the Local Planning Authority.

The development shall thereafter be implemented in accordance with the approved details.

Reason: To ensure that the final details of proposed facing materials are appropriate prior to work commencing, and in the interests of securing a high quality appearance for the development in accordance with policies P2, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

- 6 No above ground works shall commence until such time as a sample wall panel, not less than 1 metre square, to demonstrate the proposed composition of stonework for the extension hereby approved has been constructed on site, inspected and approved in writing by the Local Planning Authority. The panel shall then be left in position for comparison for the duration of the works on site. The development shall be carried out in accordance with the approved sample.

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.

- 7 Details of the window and door frames to be utilised in the development hereby permitted, shall be submitted to and approved in writing by the Local Planning Authority before any such window and door frames are installed in the development. Such details shall indicate, at a scale of not less than 1:20, the reveals, longitudinal and cross-sectional detailing, cill and lintel detailing, and means of opening together with any finished treatment. For the avoidance of doubt, the material of the windows and door frames shall be aluminium or timber. The window and door frames shall be installed in accordance with the approved details and thereafter so maintained.

Reason: In order to ensure a satisfactory appearance in accordance with Policies P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

- 8 All roof lights to be installed on the building shall be of a 'conservation style' to sit flush with the roof plane.

Reason: In order to ensure a sympathetic relationship with the character of the host buildings and to preserve the visual amenity of the Green Belt in accordance with the requirements of Policies P3 and DM1 of the Core Strategy.

- 9 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, in accordance with the approved proposed site plan which includes the demolition of the existing buildings, and creation of a garden area. 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 within the next planting season following occupation of the development hereby permitted.

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: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with policies P3, DM1 and G7 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

- 10 Before the dwelling hereby approved is first occupied, a specification for the design and construction of its associated parking area in accordance with the approved proposed site plan, including provision for the drainage of surface water, shall be submitted to the Local Planning Authority for approval in writing. The parking area shall be constructed in accordance with the duly approved

details before the dwelling is first occupied, and retained as such thereafter for the parking of vehicles.

Reason: To ensure the materials are appropriate to the Green Belt location, that they are permeable and in order that there is adequate provision for vehicles to be parked clear of the highway and to ensure the suitable disposal of surface water in order to comply with the requirements of adopted Rochdale Core Strategy policies G8, T2 and DM1 and the National Planning Policy Framework.

11. No part of the development shall be occupied until details of the type, siting, design and materials to be used in the construction of any 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.

12. Pursuant to condition 4 and prior to first occupation of the dwelling a verification report, which validates that all remedial works undertaken on site were completed in accordance with those agreed with the Local Planning Authority, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of protecting future occupants of the development from hazards associated with land contamination, and in the interests of preventing pollution.

13. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), or any equivalent Order following the amendment, re-enactment or revocation thereof, prior to first occupation of the building the window in the ground floor on the north elevation facing Shepherd Hey serving the playroom as indicated on plan ref. 22.2961.SC3.4A shall be fitted with non-opening lights and textured glass which obscuration level is no less than Level 3 of the Pilkington Glass scale (or equivalent) and retained as such thereafter.

Reason: To protect the privacy of the occupiers of the neighbouring dwelling and in compliance with Policy DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

14. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), or any equivalent Order following the revocation and re-enactment thereof, the dwelling hereby approved shall not be altered or extended, and no buildings or structure shall be erected within their curtilage under Schedule 2, Part 1, Classes A, B, C, D, E and F of the above Order.

Reason: To prevent overdevelopment in the Green Belt in accordance with the objectives of Policy G4 of the adopted Rochdale Core Strategy, Policy G/D/2 of the Rochdale Unitary Development Plan and the National Planning Policy Framework.

15. The development shall be carried out in accordance with the recommendations of the submitted Bat Scoping Survey Report by Dave Anderson dated 13/02/2023, as already submitted with the planning application and agreed in principle with the local planning authority prior to determination.

Reason: In the interest of statutorily protected species and in accordance with Rochdale Core Strategy policy G7 and the National Planning Policy Framework.

Procedure Statement

The Local Planning Authority worked proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition.

Notes for Applicant:

INFORMATIVES:

Bats

Whilst the building to be developed has been assessed as low risk for bats, the applicant is reminded that under the Habitat Regulation it is an offence to disturb, harm or kill bats. If a bat is found during demolition all work should cease immediately and a suitably licensed bat worker employed to assess how best to safeguard the bat(s). Natural England should also be informed.

Birds

Whilst the building to be developed has been assessed as low risk for protected species of birds, the applicant is reminded of their duty towards protected species of birds. Should a nesting bird be discovered during the development process, all work should cease immediately and a suitably qualified ecologist contacted.

Report Author Rosalind Gralton