

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
22/01145/FUL	Claire Ringwood	20 th September 2023

Address: 266 Bamford Road, Heywood, Rochdale, OL10 4AA

Proposal: Change of use of part of the first floor and all of the second floor (within the roofspace) to a 1 bedroom apartment (retrospective)

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

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
-----	--	---

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

RECOMMENDATION	GRANT subject to conditions
----------------	-----------------------------

CHECKED AND SIGNED OFF BY: RG

DATE: 20 September 2023

SITE

The application relates to 266 Bamford Road, which is a detached building located on the corner of Mine Street and Bamford Road and is a Non-Designated Heritage Asset by way of being part of the Heywood Industrial Cooperative Society known as the Hooley Bridge Branch. The building appears to be 2 storey from the street but it consists of a basement, ground floor, first floor and a second floor which is within the roof space. The basement and ground floor are used by the applicant for recreational use as a car garage/workshop. The front half of the first floor and the second floor has been used by the applicant as living accommodation. The rear half of the first floor, the applicant advised, has been previously used as offices but this is now vacant. There is a wooden balcony to the rear first floor elevation and a roller shutter to the ground floor front and side elevation. Access to the second floor is via a staircase from the front half of the first floor. Access to the first floor is via a side door off Mine Street but this is undecorated and commercial in its visual appearance.

The application site is opposite the Grade II listed Hooley Bridge Mills which is a large imposing building fronting Bamford Road. There are three residential properties on the opposite side of Mine Street. A large detached garage for a property on Mine Street is to the rear of the application site.

The site is located within the Green Belt.

PROPOSAL

The application is for the retrospective change of use of the front half of the first floor and the second floor as a 1 bedroom apartment. The first floor is open plan and has a living room / kitchen with a shower room located underneath a mezzanine level. There are stairs up to the second floor where there are two rooms which the submitted plans show as a bedroom and a study.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF) September 2023

National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

DM1	General development requirements
SO2	Creating successful and healthy communities
C1	Delivering the right amount of housing in the right places
C3	Delivering the right type of housing
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
G9	Reducing the impact of pollution, contamination and land instability
SO5	Improving accessibility and delivering sustainable transport
T2	Improving accessibility

Unitary Development Plan (UDP):

G/D/2 Green Belt *To be read in conjunction with Core Strategy Policy G4*

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

90/D24950 - Change of use of warehouse to light industry. Refused 24/05/1990.

22/00965/PRA56 - Prior approval for the change of use from commercial (Class E) to one residential dwelling (Class C3). Withdrawn 15/08/2022.

CONSULTATION RESPONSES

Conservation Officer

Relatively recent historical images of 266 Bamford Road are publicly accessible on google maps and it appears that the historic shopfront depicted in photos found in the Heritage Statement was previously bricked over and rendered white. This was insensitive to the building's previous form, and did not fit with its existing historical fabric. The installation of the roll shutter to the front elevation is a positive development comparatively and is therefore seen as positive development.

The rest of the development of the site is seen as having a neutral impact on the heritage asset and is therefore unobjectionable to both 266 Bamford Road and the setting of Hooley Bridge Mills.

It should be noted that the results of the Noise Impact Assessment were unfavourable. Additionally the Design and Access statement does not indicate provisions for parking or bin storage. Excessive street car parking, bin storage and noise will have a negative impact on the setting of listed building and the heritage asset. No justification has been provided with respect to this negative impact.

Bin storage and provisions for parking need clarification in order to recommend approval. Additionally, another noise impact assessment should be conducted following works to ensure a neutral noise impact.

Environmental Health

Original comments

Given the exceedance of the criteria, in some cases by quite a margin we would not be able to support the proposal in its current form. The developer will need to work with the acoustician to find a design solution to meet the required noise levels.

Updated comments

I've had a look over the report and the findings are acceptable, drilling a bit deeper I was curious as to how they have achieved this, the design hasn't changed and the noise climate will be the same. Looks like they have managed to get to the required levels by keeping windows closed, rather than partially open and relying on the trickle vents for full ventilation, it's acceptable by the standard, but if they want to maintain the noise levels the windows have to remain shut.

In summary, the report is adequate and demonstrates compliance with the requirements under certain conditions (closed windows).

Highways

The main issues for Highways in regards to this application are parking provision and bin storage.

The application form indicates that no parking will be provided as part of the application proposals and therefore it must be presumed that the applicant would rely on on-street parking either on Bamford Road or Mine Street. As the application site is directly on the junction of these two roads any on street parking is likely to have a detrimental effect on road safety.

The submitted plans do not indicate any bin storage area and without this facility bins will be stored on the highway which would cause an obstruction to users therefore we raise some concerns on this issue.

At this stage Highways cannot support this application without further clarification on the above issues.

REPRESENTATIONS

The application has been publicised with neighbour notification letters. No letters of representation have been received in respect of this application.

ANALYSIS

Principle of Development

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 150 of the NPPF notes that certain other forms of development (other than those identified in paragraph 149) 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 application site is no longer in commercial use but the ground floor is used by the applicant as a car garage/workshop and part of the first floor and the second floor is in residential use. On this basis, the retrospective change of use of part of the first floor and the second floor to residential is considered acceptable in principle.

Policy C1 of the Core Strategy outlines that the Council will maximise the potential of previously developed sites, the Local Planning Authority is also mindful that paragraph 60 of the NPPF whereby to support the Government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. There should however, still be assurances that the application comprises sustainable development and achieves an acceptable level of residential amenity whilst still protecting matters such as visual amenity and highway safety.

Visual Amenity

Policy P3 of the adopted Core Strategy requires all new developments, regardless of location in the borough, to adhere to high standards of design. Policy DM1 of the Core Strategy states that all development proposals will be expected to demonstrate that they are of high quality design and take the opportunity to enhance the quality of the area, in addition to requiring a number of other basic planning considerations.

Paragraphs 126 and 130 of the National Planning Policy Framework (NPPF) state that good design is a key aspect of sustainable development and that planning policies and decisions should ensure that developments function well and add to the overall quality of the area and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, which is largely reflected within Policies DM1 and P3 of the Council's adopted Core Strategy, which requires development proposals to demonstrate high quality design.

The application does not propose any external alterations other than bin storage will be located to the rear of the building. Due to the constrained nature of the site there is no other location for bin storage but this location will therefore remove any need for bin storage on the footpaths. The proposal is therefore not considered to have a detrimental impact on the visual amenities of the Green Belt or the Grade II listed Mill opposite.

As such, the proposed change of use is in accordance with Policies DM1 and P3 of the adopted Core Strategy, as well as the National Planning Policy Framework.

Residential Amenity

Core Strategy Policy DM1 requires all development proposals to demonstrate that they will not have a negative impact upon the amenity of future residents and occupiers. Policy G9 requires that sensitive new developments such as housing are not adversely affected by existing sources of pollution, including noise, from certain types of industry. Paragraph 130 f) of the National Planning Policy Framework advises that planning decisions should result in places with a high standard of amenity for existing and future users.

Noise and Disturbance

The site is located along Bamford Road with three residential properties to the rear on Main Street. The Hooley Bridge Mill is opposite with an area of land to the south east used for what seems to be for the storage of containers. The retrospective change of use of the front part of the first and the second floor to residential would share an acceptable relationship with neighbouring properties, and would not result in any significant increase in noise and disturbance when the surrounding uses of the Mill and other residential properties are considered.

A Noise Impact Report was originally submitted by the applicant which concluded that the target internal ambient levels outlined by Rochdale Borough Council as well as BS8233:2014 could not be achieved in all areas of the development and that further investigation should be undertaken.

An amended Noise Impact Report was submitted on 13th September 2023 which concluded that passive ventilation means had been installed to windows which demonstrated that internal noise levels, with windows closed, were below the criteria set out by Rochdale Borough Council. The Council's Environmental Health (Noise) Officer has reviewed the amended report and concluded that the report was adequate and demonstrated compliance with the requirements under certain conditions which, required windows to be closed. Although closed windows to reduce the impacts of noise are not ideal, they are not uncommon where external noise levels are above the recommended standards. As such, the passive

ventilation system in place is acceptable and a condition will be imposed to ensure that this is retained and maintained in the future.

Minimum Distance Requirements

The Council's adopted Supplementary Planning Document '*Guidelines and Standards for Residential Development 2016 (SPD)*' 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. Given that the retrospective flat faces towards Bamford Road with only rooflights to the second floor, the proposed development would meet the minimum distance requirements set out in paragraph 4.1 of the SPD in this regard.

Occupier Amenity

The Nationally Described Space Standards is a technical standards document produced by the Government to ensure internal space within new dwellings is suitable for applications across all tenures. Table 1 sets out the minimum gross internal floor area requirements for new dwellings, across varying number of bedrooms, occupants and floors. The agent was asked to provide the internal measurement of the flat as a whole which was 61.7sqm although it is not clear whether this takes into account headroom of only 1.5m or more in the roofspace at second floor level.

Below is an extract from the Nationally Described Space Standards, which specifically details the Gross Internal Area requirements for new 1 bedroom apartments.

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	Built-in storage
1b	2p	50	58	1.5
2b	3p	61	70	2.0

In assessing this application, the proposed flat, as highlighted by the agent, has a gross internal area of 61.7sqm. It is noted that no details on the intended number of occupants has been submitted. However, following an officer site visit, the internal layout is acceptable with good circulation space and adequate sized rooms. The living room / kitchen has an open ceiling which creates a larger feel to the accommodation and there are four good sized windows which provide a good level of light to this room. There are two rooflights to each room on the second floor and although there are no direct views from these windows, during the officer site visit, both rooms were provided with adequate levels of light. The proposal is therefore considered of a size suitable to accommodate two individuals. Although the proposed 'study room' cannot be controlled, if this room is used as shown, and with more people working from home, this additional space will be a benefit to the overall living accommodation.

No outdoor amenity space currently exists and none is proposed. In the case with flats this may be acceptable on some occasions. As the proposal is for a one bedroom flat, it is unlikely that it would be utilised by families, and the application site is close to green space, Queens Park and the River Roch which are easily accessible.

In light of the above, the proposal provides an acceptable level of amenity for future occupiers of the proposed flat and subject to relevant conditions is in accordance with policy DM1 of the adopted Rochdale Core Strategy, the SPD and the NPPF.

Highways

Policy T2 of the Core Strategy sets out that development and infrastructure proposals are required to satisfy the Council's accessibility hierarchy and in all circumstances, the safety, accessibility and amenity of those who live or have business in the area will have priority, while providing reliable journey times for those travelling through. Developments are required to provide parking in compliance with the Council's Maximum Car Parking Standards as set out in Appendix 5 of the CS.

The proposed development provides no parking provision although it is within easy walking distance of the town centre and public transport links. It is not considered that a one bedroom flat would increase on-street parking to an unacceptable level and there are no parking restrictions on Mine Street which would likely be the preferred road to park. Bin storage is proposed to the rear of the site, and as the existing building is already being serviced, the residential use would not increase the servicing requirements by an unacceptable amount.

For these reasons, it is considered that the proposal would have an acceptable impact on highway safety and in heritage terms, and the application would comply with adopted Rochdale Core Strategy policies T2, P2 and DM1, the Residential Development SPD and the National Planning Policy Framework.

RECOMMENDATION

GRANT subject to the following condition(s):

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:

Location Plan

Drawing No: BM/0722/BAM/PL4 – Proposed Elevations and Section

Received 24th August 2023

Drawing No: BM/0722/BAM/PL3 Rev A – Proposed Plans

Received on 17th May 2023

Noise Impact Report by Spratt + Hamer, Reference 20519, Survey Date 22-23/08/2023, V2

Received 13th September 2023

and the development shall be carried out in accordance with the approved drawings.

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. The dwelling hereby approved shall not be occupied until such time as the proposed bin storage area as indicated on Drawing No: BM/0722/BAM/PL3 Rev A – Proposed Plans has been provided and made available for use. The facility shall thereafter be retained for its intended purpose.

Reason: To ensure the provision of satisfactory facilities for the storage of refuse and in the interests of visual amenity in accordance policies DM1 and P3 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

4. The glazing, ventilation and any other mitigation specified in the Noise Impact Report by Spratt + Hamer, Reference 20519, Survey Date 22-23/08/2023, V2 shall be permanently retained and maintained in accordance with the approved specifications.

Reason: In order to protect the amenity of future occupants of the proposed development in accordance with Policies G9 and DM1 of Rochdale Core Strategy.

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.