

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

23/00876/FUL

CASE OFFICER

JVE

DETERMINATION DATE EXT OF TIME

Address: Former Clarkes Printers, Wham St, Heywood, OL10 4QU

Proposal: Construction of 10 new two storey residential dwellings following demolition of existing dilapidated buildings

PUBLICITY	Weekly list expired?	Y	Site notice expired?	Y
	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?	Y

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

RECOMMENDATION

GRANT subject to conditions

CHECKED AND SIGNED OFF BY: RG

DATE: 19 August 2024

SITE

The site comprises around 995sq metres and is located close to the centre of Heywood. The site is L shaped and is bounded by Wham Street to the west and Duke Street to the east. The site is adjoined by mostly residential neighbouring properties with five recently constructed terraced-styled properties to the north of the site and a further three older terraced style properties sited to the south of the site fronting Wham Street. To the opposite side of the site, to the south, the site shares a boundary with a building occupied by a construction and landscaping company featuring a small yard fronting Duke Street.

The site currently offers a number of commercial units formed from what appears to be a partially demolished mill building with associated outbuildings.

A traditional residential terrace faces the site across Duke Street. Across to the opposite side of the site, the gable end of no. 4 Turton Close faces the side of the site fronting Wham Street.

The site has previously had outline permission for a residential development of 9 semi-detached homes as permitted under 15/00008/OUT.

PROPOSAL

The application would see the existing buildings on the site replaced with 10 dwellings complete with private garden spaces sited to the rear and a communal space for independent access to the rear of each dwelling. Access to the rear of the dwellings would be via a 1.4m wide rear access path from the side alley, and rear garden pathways. This would provide level access to back doors.

A row of 5 dwellings would face Wham Street and a row of 5 dwellings would also face Duke Street. Owing to the layout of the site the row of dwellings fronting Duke Street would be sited slightly further south when compared to the row fronting Wham Street.

The houses would front the back edge of the footway with front door access direct from the footway. There would be one step into each house.

The proposed rear gardens would be enclosed from the side alley and adjoining development to the south by walls constructed of brick selected to match the proposed dwellings. Garden divisions would be with timber close boarded fencing.

Two off-street car parking spaces would be provided to the south of the proposed Wham Street terrace and a further three spaces are proposed to the south of the Duke Street terrace.

The dwellings would consist of living space arranged over three levels, have a living room and a kitchen/dining room on the ground floor; 2 bedrooms and bathroom on first floor; and a smaller third bedroom to the loft space which would be lit by roof-lights sited to the front and rear roof elevations.

RELEVANT PLANNING POLICY

National Guidance

Sub-Regional

Places for Everyone Joint Development Plan (PfE)

Adopted Rochdale Core Strategy (CS):

- C1 Delivering the right amount of housing in the right places
- P2 Protecting and enhancing character, landscape and heritage
- P3 Improving design of new development
- G7 Increasing the value of biodiversity and geodiversity
- G8 Managing water resources and flood risk
- G9 Reducing the impact of pollution, contamination and land instability
- T2 Improving accessibility
- DM1 General development requirements

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

Supplementary Planning Documents (SPD):

- Supplementary Planning Document 'Guidelines and Standards for Residential Development' (June 2016).
- Provision of Recreational Open Space in New Housing Supplementary Planning Document (SPD).

RELEVANT SITE HISTORY

15/00008/OUT - Outline application (with all matters reserved) for the erection of 9 dwellings including demolition of existing buildings.
Permission has since lapsed.

Adjoining Site:

20/00060/FUL - Proposed demolition of existing dilapidated buildings and the construction of 5 dwellings with associated external works and boundary treatments (part retrospective) - Resubmission of 19/00353/FUL
Approved with conditions

CONSULTATION RESPONSES

Highways And Engineering

No objections. Parking provision is acceptable given the sustainable location and traffic movements should not cause any significant impact on the local network. Unused vehicle accesses should be removed as part of any works and any damage to footways as a result of construction works will need to be rectified. A construction Management Plan should be provided to ensure pedestrian and vehicle movements are maintained during works.

Environmental Health

No objections

Lead Local Flood Authority

The drainage strategy is only in outline and so will require full details at condition stage. Driveways should be permeable paving where feasible.

United Utilities

No objections in principle. A full drainage scheme should be submitted or conditioned.

Environment Agency

No comments on this application

Gtr Manchester Ecology Unit

The application is accompanied by a Preliminary Roost Assessment (PRA) for bats, which identified that further survey work is required for bats a building 1 had low potential to support roosting bats. Further survey work is required.

REPRESENTATIONS

Letters of notification were sent to all surrounding properties and a notice was posted in the vicinity of the site. No responses were received.

ANALYSIS

Principle of Development

The application site lies within the Defined Urban Area, as designated under the Rochdale Unitary Development Plan Proposals Map. Saved policy G/D/1 is therefore relevant to any applications on the site and the supporting text to this policy states that new development should be located in the urban area, so as to support urban regeneration and to protect the countryside.

Policy C1 sets out some key principles for the supply of housing, notwithstanding the quantitative requirements are now set out in the adopted PfE joint plan. These principles, consistent with national policy include maximising the potential of previously developed sites, including empty buildings, within the urban area to achieve a target of 80% of new housing on previously developed land and ensuring that sites are sustainable with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.

The application site is previously developed land within the urban area of Heywood. It is well located in terms of access to employment, shops and services by modes of transport other than the car. It is accessible in relation to local amenities and has good access to public transport, with a high frequency bus service along the nearby A58 Bury Street. The number of dwellings proposed would make a valuable

contribution to the supply of housing within the Borough in a sustainable location. The development would therefore be in accordance with policy C1.

Whilst the proposals would result in the loss of an employment site, the site is not a large or strategic site, nor is it fit for modern industrial uses. The location within a residential area also severely restricts its potential to deliver meaningful employment uses through redevelopment. Heywood is well served by existing and allocated employment sites which are best suited to modern industrial uses. As such the loss of the site as an employment location is not considered to be detrimental to the supply in the local area, and the use for residential is considered to be much more suitable given the current site constraints and housing supply requirements for the area. This principle has also been accepted in the past through the previous residential permission.

Design, Visual Amenity, Character and Appearance

Policies DM1, P1, P2 and P3 of the Council's adopted Core Strategy require development proposals to demonstrate high quality design. In addition, paragraphs 131 and 135 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.

PfE Policy JP-P1 sets out the ambition for Greater Manchester to become one of the most liveable cities in the world, consisting of a series of beautiful, healthy and varied places and sets out a number of requirements for new development to adhere to which generally conform to the guidance set out in the documents linked above. This includes creating places which respect and acknowledge the character and identity of the locality and are visually stimulating, creating interesting and imaginative environments.

Policy P3 seeks to improve the design of new development, in particular (as relevant to the present application) by respecting context where it is positive and having regard to the scale, density, massing, height, layout, townscape, materials and access of surrounding buildings and areas in general. All developments should have regard to the principles outlined in the following documents which set out in detail the Council's design expectations for new residential development:

- Residential Design Guide SPD, September 2007 (which gives guidance on how to understand the context of a development and how to reflect that in proposals).
- Guidelines and Standards for Residential Development SPD, 2016 (which recommends minimum separation distances).

The overall design of the dwellings proposed would enhance the existing built environment and compliment existing neighbouring land uses which consist of similarly designed terraces style properties. Traditional headers and cills have been incorporated as well as arched soldier course brickwork above entrances to reflect the character of the homes immediately adjacent. The fenestration size and positioning is also well proportioned and in keeping with the area. As such, it is considered that the proposals would accord with the requirements of Policies DM1

and P3 of the adopted Core Strategy and the National Planning Policy Framework and relevant policies in PpE.

The NPPF (para 135) says that planning decisions should ensure that developments 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 (such as increased densities);

Policy DM1 of the adopted 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.

The Residential Design Guide SPD gives guidance on how to understand the context of a development and how to reflect that in proposals.

The site is part of (but at the edge of) an area of 'traditional' late C19th/early C20th residential terraces of modest proportions interspersed with small commercial buildings of the same era. So that (to the east) the Duke Street terrace would face a residential terrace of that style. To the west of the site, across Wham Street is an area more mixed in character, including more recent dwellings fronting Turton Close.

The general form, materials and fenestration of the buildings would match the existing terraces and would be a good fit in the area. A condition is recommended to require the submission for approval of material samples to ensure a suitable match to the surrounding buildings.

On that basis the proposal would be in accordance with policies DM1, P3, the Residential Design Guide SPD and the NPPF. And, the conclusion is now made that the development would be in accordance with policy P2.

Amenity of future occupiers, spacing standards, privacy and outlook

The Guidelines and Standards for Residential Development SPD, 2016 recommends minimum separation distances of 21 metres between principal elevations of opposing dwellings and a distance of 14 metres between principal and secondary elevations. However, it also states that exceptions to the minimum space standards may be acceptable in some circumstances and applications will be considered on their individual merits. For example, where the character and density of the surrounding area would be best preserved by reduced distances and this would not detract from the general levels of privacy and amenity typical in the area, then exceptions may be made.

The proposed dwellings would align with the neighbouring terraces on Duke Street and Wham Street respectively. There would be a minimum of 12m separating distance between the rears of the two new blocks, the block fronting Duke Street features rear garden lengths of approximately 5m and the properties fronting Wham Street featuring a rear garden length of 5.6m. The separating distance between the front of the new dwellings and the fronts of the existing terraces would follow the existing street width pattern generally around 9m along Duke Street.

The general spacing of the proposed dwellings would be commensurate with the pattern of development in this close knit residential area which although being built to standards of an earlier era nevertheless forms an attractive and sustainable residential area. Making an exception to the standard is, therefore, appropriate to this development in this context.

Internally the proposed homes fall slightly below the Nationally Described Space Standards as required by PfE policy JP-H3. The internal layouts would appear modern and well-proportioned and the proposed bedrooms would all meet the required standards. The homes would appear more similar to a traditional 2 storey terraced homes with converted loft space from the street elevations. Whilst the shortfall would not typically be acceptable, it is accepted in this instance that the previous permission and the recently complete homes directly adjacent were of a nearly identical scale, and that these are all proportioned to reflect the existing traditional urban grain and homes surrounding the sites. The application was submitted prior to adoption of PfE and given the specific site context, it is considered in this instance that the minor shortfall is outweighed by other considerations.

Neighbouring buildings and land uses

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 135 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.

Arranged to continue the terraced row down from the more recently developed site to the north, the gable side elevations of the proposed dwellings are not considered to have an adverse effect on these properties. The existing landscaping and construction business to the south is also not anticipated to present an issue to the amenity of future occupiers of the application site in light of the existing residential properties already in close proximity to this business.

There would be no loss of privacy or over-shadowing (due to the northern orientation of the windows), and no visual intrusion, over the existing arrangement and the impact of the scheme on neighbouring occupiers is considered to be acceptable and would be in accordance with DM1 in this respect.

Highways

Policy T2 seeks a satisfactory level of accessibility and parking, requiring that in all circumstances, the safety, accessibility and amenity of those who live in an area will have priority,

The applicant has provided 5 parking bays however it is noted that a number of older terraced properties at this location also feature no off-street parking provision and a provision of 5 spaces at this location is considered acceptable here. There are no on street parking restrictions and the site remains in a sustainable location within walking distance of the centre of Heywood.

Refuse collections will remain much the same as currently exists with adjacent properties.

A condition is recommended to require suitable renewal of the footway surface and kerb line fronting Wham Street and Duke Street, including the reinstatement of the former site access on Wham Street.

Subject to that condition the development would be in accordance with Policy T2 and the NPPF.

Ecology

Given the developed nature of the site there is limited ecological value, however the site has been assessed for potential bat roosts. Only one building has been identified as having low potential for roosting bats. The remainder of the site and buildings do not have any notable potential for bats. It is therefore required that prior to any works commencing on Building 1 as identified in the submitted report, that further surveys are undertaken. Should any further survey works identify roosts a license would be required from Natural England. The development will need to demonstrate compliance with the hierarchy within the licensing scheme to avoid any harm in the first instance. Notwithstanding the further survey work to be required, it is considered that the proposals would be capable of complying with the three licensing tests and therefore subject to conditioning of further survey works alongside a scheme of mitigation, the proposals would comply with local and national policy.

Land Contamination

As no supporting information relating to any investigation of prior land contamination for this site with proposed end use of residential purposes, further investigation as to contamination of the land should be carried out. A condition is recommended to make this requirement.

It is reasonable to conclude that this matter could be resolved by the imposition of an appropriate condition requiring (following demolition) the investigation of the site.

On that basis the proposal would be in accordance with Policy G9 of the Core Strategy and the National Planning Policy Framework.

Developer Contributions and Obligations

The proposed development would fall below the local thresholds in terms of dwelling numbers or floor space created to require any contributions towards affordable housing, open space, or education provision. Additionally it is noted that the proposals involve the regeneration of an urban site that requires substantial demolition and site preparation but which would improve the general environmental conditions in the area. The development would be in accordance with the development plan and NPPF.

RECOMMENDATION

GRANT subject to the following conditions:

That planning permission be granted subject to the following conditions:

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

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

2. This permission shall relate to the following plans:-

Site Location Plan
Proposed Site Plan (22.2965.2C)
Proposed Duke St. & Wham St. Elevations (22.2965.6B)
Proposed Wham Street Block Details (22.2965.5C)
Proposed Duke Street Block Details (22.2965.4E)

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

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

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

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

Where the risk assessment includes a remediation strategy for the site, no dwelling shall be occupied until a verification report for that plot has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be completed in full accordance with the approved recommendations.

Reason for Pre-commencement: For the protection of human health and the environment during the operational and construction phases of the development.

4. No development shall take place until a Demolition and Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The method statement shall include details of the following:

- (i) hours for site preparation, delivery of materials, demolition and construction;
- (ii) the parking of vehicles of site operatives and visitors;

- (iii) loading and unloading of plant and materials;
- (iv) storage of plant and materials used in constructing the development;
- (v) the erection and maintenance of security hoarding;
- (vi) wheel washing facilities;
- (vii) measures to control the emission of dust and dirt during construction and demolition.

The duly approved method statement shall be adhered to throughout the construction period.

Reason: In order to ensure that appropriate measures are put in place to limit noise, nuisance and disturbance to the occupiers of neighbouring dwellings during the demolition and construction of the development in accordance with the requirements of Unitary Development Plan policies BE/2 and EM/3, and the National Planning Policy Framework.

Reason for pre-commencement condition: As the proposals require demolition an understanding will therefore be necessary of what measures will be put in place to protect the amenity of nearby residents prior to commencement of any works on site.

5. The development hereby permitted shall not be first brought into use until the footway along the Duke Street and Wham Street frontages of the site have been reconstructed (including at the disused access points), in accordance with a specification that has first been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of pedestrian and highway safety and the visual amenities of the vicinity, in accordance with policies T2 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

6. Prior to the commencement of any construction works in relation to the erection of any building comprised in the development (or ground works relating thereto, but not including works of demolition of the existing building) a surface water drainage scheme, based on the hierarchy of drainage options in the National Planning Practice Guidance with evidence of an assessment of the site conditions shall be submitted to and approved in writing by the Local Planning Authority. The surface water drainage scheme must be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. In the event of surface water draining to the public surface water sewer, the pass forward flow rate to the public sewer must be restricted to 5 l/s. The development hereby permitted shall be carried out only in accordance with the approved drainage scheme.

Reason: To ensure the sustainable disposal of surface waters and to manage the risk of flooding and pollution; and because drainage is an early activity in the construction process and it is in the interest of all stakeholders to ensure that an acceptable scheme is agreed before development commences on site, in accordance with Policy G8 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

7. Prior to the commencement of any works to Building 1 as identified in the Preliminary Roost Assessment (SD 84540 10917) a further bat survey shall be undertaken and submitted to and approved in writing by the Local Planning Authority. Prior to occupation of the development hereby proposed, a scheme

for ecological enhancements demonstrating opportunities for roosting shall be submitted to and approved in writing by the Local Planning Authority.

Reason: For the protection of bats as a European protected species and to provide enhanced roosting potential, delivering ecological improvement on the site.

8. Foul and surface water shall be drained on separate systems.

Reason: To ensure the appropriate disposal of foul and surface waters and to manage the risk of flooding and pollution in accordance with Policy G8 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

9. Notwithstanding any description of materials in the application no above ground works shall take place until samples or full details of all materials to be used on the external surfaces of the dwellings have first been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

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

10. No part of the development shall be occupied until a specification for the design and construction (including surface treatment and drainage) of the car parking area has been submitted to and approved in writing by the Local Planning Authority. The driveways shall be constructed in accordance with the duly approved details before any dwelling is first occupied, and retained thereafter at all times for the parking of vehicles.

Reason: In order to ensure there is adequate provision for vehicles to be parked clear of the highway and to achieve an appropriate surface treatment for parking areas in order to comply with the requirements of Policy DM1 of the adopted Rochdale Core Strategy and the requirements of 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.