

Full Planning Application

Proposed change of use to one dwelling, construct new roof and erect first floor extension to front

FORMER HELM MILL IGHTEHILL STREET PADIHAM BURNLEY

Background:

The proposal relates to a disused part stone and part rendered shed that previously formed part of Helm Mill to the north side of Ightenhill Street within the Padiham Conservation Area. The principal building at Helm Mill is a Grade II listed building and has been converted to residential use. The application building is not listed.

The building sits within the north east corner of the developed courtyard of the former Helm Mill, accessed from a long shared drive from Ightenhill Street. Houses and converted mill premises occupy three sides of the courtyard and share a central car park. Part of the land adjoining the front of the application building is used as a secure compound for the business premises (an electrician's depot) on its south side fronting Ightenhill Street. Also adjoining the application site on its south eastern side is the former Victoria Mill which is occupied as apartments. The rear elevation of the application building bounds a private car park associated with the cottages on Habergham Street and Guy Street to the north of the site.

View from Ightenhill Street



The application building consists a large pitched roof shed with corrugated roof and a mono-pitch single storey addition to the front.

The building is tightly bound by houses within the courtyard, Victorian Mill apartments, cottages to its side/rear and a business compound.

Front/side of building



Front of buildings adjoins compound

Victoria apartments



Surrounding three sides of courtyard

Helm Mill



Rear of building bounding separate car park off Guy Street

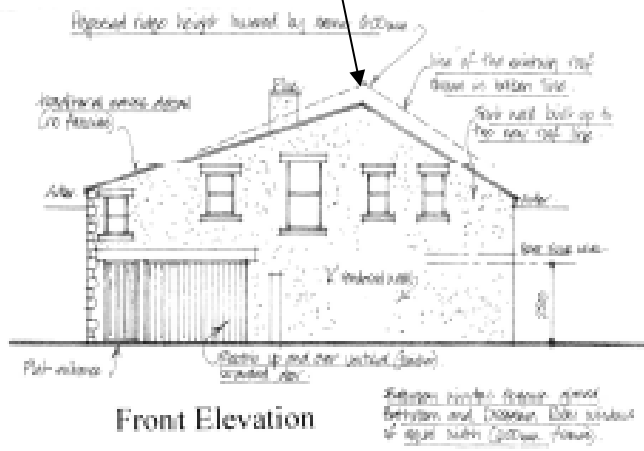


The proposal is to convert and extend the disused building to form a single dwelling on two floors, with garaging, refuse bins and multi-purpose ancillary space on the ground floor and living accommodation, including an enclosed garden terrace on the first floor.

The scheme has been amended since first submitted in order to improve its appearance within the courtyard. The amended scheme involves a minor lowering of the main roof and a first floor extension over the existing mono-pitched roof to continue the roofline and shape of the main roof. The new roof would be constructed in blue slate. New render to replace the existing render would be used on the walls to the front, east side elevation and rear whilst the stone to the west side elevation (facing into the car park) would be retained. The proposal relies wholly upon the ground floor for car parking and bin storage; the application site has no curtilage beyond the footprint of the building.

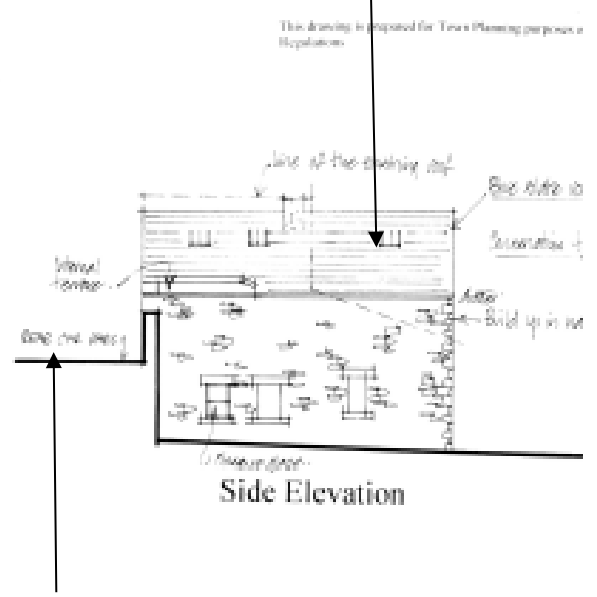
Proposed front elevation

Ridge height lowered by 600mm



Side elevation within courtyard

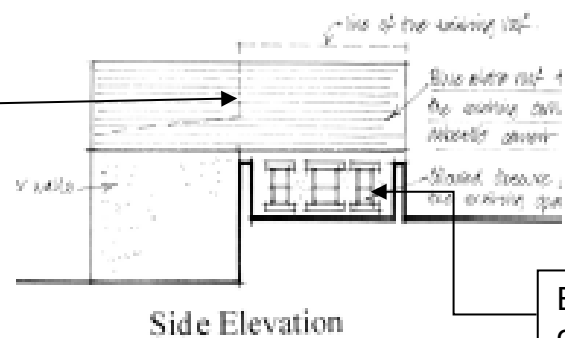
Proposed first floor extension



Level of private car park to rear of building off Guy Street

Side elevation seen from rear of Habergham Street and Victoria apartments

Dotted line shows outline of existing roof



Existing windows to be obscure glazed

Relevant Policies:

Burnley Local Plan Second Review

GP1 – Development within the urban boundary

GP3 – Design and quality

E10 – Alterations, extensions, change of use and development affecting listed buildings

E12 – Development in, or adjacent to, conservation areas

TM15 – Car parking standards

Material Considerations

Burnley's Local Plan – Proposed Submission Document (March 2017)

SP1 – Achieving sustainable development

HE2 – Designated heritage assets

IC1 – Sustainable travel

IC3 – Car parking standards

The National Planning Policy Framework

Site History:

APP/2004/0481 - Proposed erection of 3 townhouses including details of means of access (Outline application with all other matters reserved for future approval). Approved August 2004.

APP/2004/0482 - Proposed demolition of Phoenix Buildings and adjacent storage building (Conservation area consent). Approved August 2004.

APP/2004/1178 - Proposed conversion of building to 9 flats and one dwelling. Approved January 2005.

APP/2004/1179 - Proposed conversion of building into 9 flats and one dwelling including provision of new windows/doors, 4 conservation rooflights and formation of new window openings (Listed building consent). Approved December 2004.

Consultation Responses:

LCC Highways

No objection.

Environmental Health Officer

Recommend a condition to restrict construction working hours.

Publicity

One letter has been received from the 'Concerned Residents' of Helm Mill. Their concerns are summarised below:-

- Will restrict access and parking on residential car park during construction
- Car parking is already difficult due to the number of residential flats/houses and should not be parked on by builders
- Lack of space for refuse bins – these are normally placed in front of the premises

Planning and Environmental Considerations:

Principle of proposal

The property is a disused former storage building that is likely to have been associated with Helm Mill but is itself not of significant historic or architectural interest. It sits within a primarily residential area within walking distance of Padiham town centre and is therefore a sustainable location for a new dwelling. Policy GP1 of the Burnley Local Plan, Second Review (2006) permits in principle the re-use of buildings within the main urban boundary subject to meeting other requirements of the policy in relation to matters such as residential amenity and transport considerations and other policies in the Plan. The proposal would therefore be acceptable in principle subject to detailed considerations as listed below.

Impact on residential amenities

Policy GP1 states that new development should not have a detrimental effect on residential amenity by reason of noise or other nuisance. A core principle of the National Planning Policy Framework (NPPF) is to seek a good standard of amenity for

all existing and future occupants of land and buildings. The use of the building as a single dwelling is likely to cause a lower level of activity than as a commercial building in use. The building falls within the outlook of properties that closely surround it. The building would as a whole be slightly reduced in height (by 0.6m) but the first floor extension to the front would add some massing to part of the building. The building sits at a lower level to the nearest property at Habergham Street where rear first floor window is already directly opposite the side of the building which compromises its outlook. The re-opening of three small windows in this elevation would be obscure glazed to protect privacy. The proposed first floor extension would be viewed at an oblique angle from the window and as such would have some effect on outlook and sunlight, but this would not significantly alter the current conditions. The nearest part of the proposed first floor extension to the Victoria apartments would be approximately 6m. The proposed extension would increase the height of the roof by up to 2m to the ridge at a distance of up to 10.5m from the apartments. Daylight would not be significantly affected and there would only be a limited impact on sunlight provision at the north west corner of the building in the late evening. The limited impact would not be so severe as to justify refusing planning permission. The main windows to the living accommodation in the proposed dwelling would be to the front which would protect the privacy of the surrounding properties. The proposal would therefore have an acceptable impact on the living conditions of the occupants of existing properties.

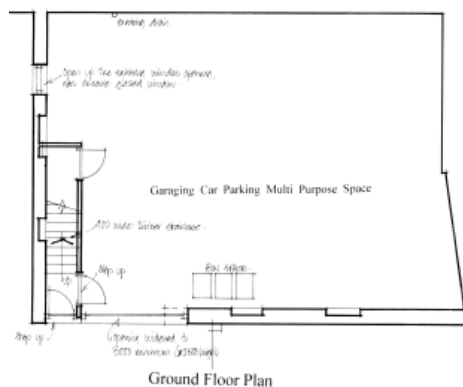
The site adjoins the compound used by electricians that operate on Ightenhill Street. The compound is only used for storage of vehicles and already operates alongside residential uses and hence is unlikely to cause a nuisance to the future occupiers of the application premises. The fenced off compound would restrict access to the front of the proposed dwelling and any access required for maintenance purposes would need to be agreed privately.

In conclusion, the proposal would sufficiently safeguard the residential occupants of existing and future occupants. Conditions are recommended to ensure the use and retention of obscure glazing to the windows to each side of the building and to restrict construction working hours.

Impact on access and parking

Policy GP1 also requires development to be accessible by walking, cycle and public transport and to safeguard transport and road infrastructure. Car parking standards are set out in Appendix C of the Local Plan and require one car parking space for a one bedroom unit. The site is accessible to the town centre, amenities and public transport and provides a large ground floor car park that would accommodate 3+ cars which would exceed policy requirements.

Proposed ground floor parking



The ground floor would also be used for refuse storage and other domestic uses; a condition is therefore recommended to require the provision and retention of a minimum of one car parking space at all times. With this provision, the proposal would provide sufficient car parking. Concerns have been raised by residents of Helm Mill, stating that the construction period may lead to parking of construction vehicles in the already congested car park. It is likely that the development would lead to some disruption to parking arrangements but this would be a temporary disruption for a limited period only and would not be a sufficient reason to refuse planning permission. A condition is recommended to require the submission and approval of a Construction Management Statement to set out and agree the arrangements for parking of vehicles and storage of equipment, plant and building materials in order to minimise disruption to residents.

Impact on heritage assets

Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 confer upon local planning authorities a duty to have special regard to the desirability of preserving the interest of a listed building or its setting and the desirability of preserving or enhancing the character or appearance of a conservation area, respectively. Policy E10 seeks to protect the setting of listed buildings whilst Policy E12 seeks to preserve and enhance the character of the Padiham Conservation Area.

The former storage building may have had some historic association with the Grade II listed Helm Mill but the association does not appear to be functionally or visually significant to its setting. The existing building has a poor appearance that looks at odds with the quality of the surrounding mill buildings. The proposed alterations would simplify the building's roofline and provide a tidier appearance when viewed from Ightenhill Street and within the courtyard and setting of the listed building. The elevations of the building that are currently rendered would be re-rendered in a through colour render. A condition is recommended to agree the details of the materials, finishes and to require the use of timber doors and windows. With these provisions, the proposal would not significantly affect the setting of Helm Mill and would preserve the special character of the conservation area.

Other issues

The concerns raised by residents of Helm Mill also refer to the displacement of refuse bins that are currently placed in front of the application building. The proposed dwelling makes provision internally within the ground floor for the storage of bins and a condition is recommended to ensure that this provision is made and retained at all times. Bins for other properties would be best managed by screened enclosures within the car park but this is a matter for the occupants and owners of the properties and car park rather than for the applicant of this application.

Summary

The proposal would re-use an existing building at a sustainable location close to Padiham town centre and would introduce a residential use that would be consistent with the primary use of its surroundings. Its close proximity to other dwellings and flats would lead to some minor impact on residential amenities but this would not be so severe as to refuse planning permission. Consideration has been given to the impact of the proposed development on the setting of the Grade II listed Helm Mill and on the character and appearance of Padiham Conservation Area. In each case, the proposal would not have a significant impact and is likely to improve the appearance

of the building and its immediate surroundings. No other issues have been identified that would indicate that planning permission should not be granted.

Recommendation: Approve with conditions

Conditions

1. The development must be begun within three years of the date of this decision.
2. The development hereby permitted shall be carried out in accordance with the following approved plans: Block Plan (1:500), received on 15 January 2017; and, 16/95/6A, received on 12 April 2017.
3. Prior to the commencement of development, the precise details of the external materials of construction to be used in the development, including colour finish, shall be submitted to and approved in writing by the Local Planning Authority. The development shall thereafter only be carried out in accordance with the approved materials.
4. The windows and doors used in the development shall be of timber construction only and any replacement windows/doors in the future shall also be timber only.
5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order), no development shall be carried out on any part of the development within the terms of Classes A, B and C of Part 1 of Schedule 2 of the Order without the prior written permission of the Local Planning Authority.
6. The approved dwelling shall not be first occupied until a minimum of one car parking space has been provided at the ground floor of the premises and is available for use. A minimum of one car parking space shall thereafter be retained and remain available at all times for the parking of a car in perpetuity.
7. The approved dwelling shall not be first occupied until facilities for the storage of refuse and recycling waste have been installed on the ground floor of the premises as indicated on the approved plans. The approved facilities shall thereafter be retained within the ground floor of premises at all times in perpetuity.
8. During the construction phase of the development, no construction work or use of machinery or deliveries to the site shall take place on Sundays and Bank/Public Holidays or outside the hours of 08:00 and 18:00 hours Monday to Friday and 08:00 and 13:00 hours on Saturdays.
9. The approved dwelling shall not be first occupied until the windows which are indicated on the approved plans to be fitted with obscure glazing have been fitted with obscure glazing of a type and level of obscurity which shall be previously submitted to and approved in writing by the Local Planning Authority. Any replacement glazing to these windows thereafter shall be with glazing of an equivalent level of obscurity to that first approved.

10. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:
 - i) the parking of vehicles of site operatives and visitors
 - ii) loading and unloading of plant and materials
 - iii) storage of plant and materials used in constructing the development
 - iv) the erection and maintenance of security hoarding including decorative displays
 - v) measures to control the emission of dust and dirt during construction
 - vi) wheel washing facilities
 - vii) a scheme for recycling/disposing of waste resulting from demolition and construction works.

Reasons

1. Required to be imposed by Section 91 of the Town and Country Planning Act 1990, as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.
2. To ensure the development is implemented in accordance with the approved plans and to avoid ambiguity.
3. To ensure a satisfactory appearance to the development, having regard to the Padiham Conservation Area, in accordance with Policy E12 of the Burnley Local Plan, Second Review (2006). The details of materials are required prior to the commencement of development to ensure that only approved materials are used throughout the development process.
4. To ensure a satisfactory appearance to the development, having regard to the Padiham Conservation Area, in accordance with Policy E12 of the Burnley Local Plan, Second Review (2006).
5. In order that the Local Planning Authority can assess any future changes to the approved dwelling, having regard to the potential impacts on the residential amenities of neighbouring properties and the character of Padiham Conservation Area, in accordance with Policies GP1 and E12 of the Burnley Local Plan, Second Review (2006).
6. To ensure adequate off-street parking to cater for the needs of the development, in the interests of highway safety and amenity, in accordance with Policies GP1 and TM15 of the Burnley Local Plan, Second Review (2006).
7. To ensure adequate provision for the appropriate storage of refuse and recycling storage facilities away from public views of the site, in accordance with Policies GP1 and E12 of the Burnley Local Plan, Second Review (2006) and the National Planning Policy for Waste.

8. To protect the amenities of nearby residents, in accordance with Policy GP1 of the Burnley Local Plan, Second Review (2006) and the National Planning Policy Framework.
9. To safeguard the privacy of neighbouring properties, in accordance with Policy GP1 of the Burnley Local Plan, Second Review (2006) and the National Planning Policy Framework.
10. To ensure that the safety and amenities of occupants of neighbouring properties in the vicinity of the construction works are satisfactorily protected, in accordance with Policy GP1 of the Burnley Local Plan, Second Review (2006). The Construction Method Statement is required prior to the commencement of development to ensure that provision can be made for its implementation at the appropriate stage of the development process.

JF
19/5/17