

APPLICATION NUMBER: 24/01087/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
24/01087/FUL	Nick Brookman	24 January 2025

DETERMINATION DATE (EXTENSION OF TIME)
07 February 2025

Address: 406 Manchester Road, Rochdale, OL11 4PE

Proposal: Construction of first and second floor extensions above existing shop to create two residential flats, including the insertion of roof lights and dormer windows.

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?	N

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

RECOMMENDATION	
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CHECKED AND SIGNED OFF BY: _____ **DATE:** _____

SITE

The application site is fairly large corner plot located on the northern side of Manchester Road, adjacent to Law Street, Rochdale. The application site itself is single storey but it abuts existing two storey commercial premises to the west which currently comprise a barber shop and Post Office at ground floor with what is assumed to be residential accommodation above.

Manchester Road is also subject to other sporadic commercial premises in the vicinity of the application site but the immediate area is predominantly residential with the site being surrounded by residential dwellings in the form of terraced houses.

The application site is currently only a ground floor retail until occupied by golocalextra which is a small convenience store with a flat roof and typical shopfront appearance with associated atm machine and advertising.

The host building is red brick built which is painted grey on both the Manchester Road and Law Street Elevations.



PROPOSAL

The planning application proposes the construction of a first and second floor extension above the existing shop to create two residential flats, including the insertion of roof lights and dormer windows.

RELEVANT PLANNING POLICY

National Guidance

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance (NPPG)

Local

Adopted Rochdale Core Strategy (CS):

DM1	General development requirements
C1	Delivering the right amount of housing in the right places
C3	Delivering the right type of housing
P1	Improving Image
P3	Improving design of new development
T2	Improving Accessibility

Unitary Development Plan (UDP):

G/D/1	Defined Urban Area
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Supplementary Planning Documents (SPD):

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

Places for Everyone Joint Development Plan (PfE)

The Places for Everyone Joint Development Plan was adopted and became part of the statutory development plan for each of the 9 authorities covered by the plan on 21st March 2024. The following policies are relevant:

JP-S1	Sustainable Development
JP-S4	Flood Risk and the Water Environment
JP-H1	Scale, Distribution and Phasing of New Housing Development
JP-H3	Type, Size and Design and New Housing
JP-H4	Density of New Housing
JP-P1	Sustainable Places
JP-C5	Streets for All
JP-C6	Walking and Cycling
JP-C8	Transport Requirements of New Development

RELEVANT SITE AND NEIGHBOURING HISTORY

Application Reference	Description	Decision / Date
PREAPP/00071/24	Pre-Application for first floor extension to create two self-contained flats above the existing shop.	12 August 2024

CONSULTATION RESPONSES

Highways and Engineering

Highways have commented that the site is in a sustainable location within a local centre which is a short walk away from local amenities, public transport links and a supermarket. Due to the location and character of the area Highways have accepted that no parking provision has been made and they have no objections on the proposed development.

Environmental Health (Noise)

Environmental Health have no objection to the proposed development subject to condition.

Urban Design

Urban Design raised comments concerning that the scheme could be much bolder in ambition with respect to building height and roof formation to denote the corner block. The use of white render in this location is accepted given the immediate context of the adjoining row but window and dormer detailing should be better addressed. Brick chimney detailing should also be considered.

Owing to design changes, a much more ambitious proposal has come forward which includes chimney detailing, a full second storey which removes the former excessively large dormers which have been reduced significantly in size.

REPRESENTATIONS

Letters of notification were sent to the occupiers of surrounding buildings on 21 November 2024. In addition, x1 site notice was displayed adjacent to the application site on 26 November 2024. No representations were received.

ANALYSIS

Principle of Development

The application seeks permission for the erection of a two storey extension to provide 2 residential apartments (both with 2 bedrooms). The site lies within the defined urban area where Policy G/D/1 of the UDP seeks to concentrate development.

Places for Everyone establishes the need for at least 616 net additional dwellings per year in Rochdale to meet the housing needs of the borough. Policy C1 of The Core Strategy seeks to focus housing development on previously developed sites within the urban area, setting a target of 80% of new housing on previously developed land.

CS Policy C3 goes on to state, amongst other things, that higher density development (residential) should be focused around Rochdale, Middleton and Heywood town centres.

Paragraph 124 of the National Planning Policy Framework (NPPF) sets out that *“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses”*. Paragraph 125 of the NPPF advises that *“Planning policies and decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land”*. Under sub paragraph (d) of Paragraph 125 of the NPPF, *“Planning policies and decisions should promote and support the development of under-utilised land and buildings especially if this would help to meet identified needs for housing..”*.

Further to those relevant policies as identified in the Rochdale Core Strategy, relevant policies in Places for Everyone (PfE) have been identified. PfE Policy JP-S 1 sets out that development should seek to maximise economic, social and environmental benefits. Preference should be given to previously-developed (brownfield) land. PfE Policy JP-H2 states that there should be a significant increase in the supply of new housing, including, specifically, the supply of low-cost market housing. Furthermore, as set out in PfE Policy JP-H4, new housing should be

delivered at a density appropriate for the location and taking into account the site's accessibility.

In this instance, it is considered that the proposal would lead to the provision of two residential dwellings (apartments) in a sustainable location. The proposed dwellings created would assist the Borough in meeting its housing requirements with the proposed development being built to an appropriate density on a brownfield site through an upwards extension on top of the existing shop.

As such, the proposal is acceptable in principle and in accordance with adopted Rochdale Core Strategy Policies, C1, C3 and Places for Everyone Policies JP-S 1, JPH 2 and JP-H 4, as well as the National Planning Policy Framework.

Design and Appearance

Paragraph 131 of the NPPF states that *"the creation of high quality, beautiful and sustainable buildings 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.

The National Design Guide (NDG) states that *"The long-standing, fundamental principles for good design are that is it: fit for purpose; durable; and brings delight"*. The NDG advises that scale, appearance materiality and detailing of buildings are key components for well-designed places. The Building for a Healthy Life guidance document states that building forms and materials should be used to reflect local character.

The above considerations are largely reflected within Policies DM1 and P3 of the Council's adopted Core Strategy which ultimately require development proposals to demonstrate high quality design.

CS Policy P1 sets out that high quality design will be required in all new developments, requiring that under-used land and buildings are re-used and creating people-friendly and safe environments. CS Policy C3 requires new development to adhere to high standards of design, respecting context (scale, density, massing, height, layout) and contributing positively to the townscape. CS Policy DM1 states that all development proposals should be of a high quality design and take the opportunity to enhance the quality of the area.

Overall the appearance and character of the surrounding area is mixed with buildings varying in height and architectural style/appearance as the existing terraced row benefits from a staggered roof ridge arrangement. Owing to the benefit of design amendments the proposed height and massing of the development is appropriate to its location, and it is not significantly taller or inappropriately bulkier than the adjacent or surrounding buildings. The proposed development would introduce a development that would be a visual improvement on the street scene through the removal of the existing flat roof arrangement which does appear somewhat odd in the street scene.

In terms of materiality, the proposed building would be faced with white render, grey roof tiles, UPVC windows and wooden effect pvc border surrounding windows on the principal elevation. Fenestration on the front elevation is designed appropriately in level proportions with only one small window to be provided on the side elevation

facing Law Street. Windows proposed on the rear elevation are obscure glazed with two roof lights inserted on the north (rear) facing roof slope.

The development is appropriate in terms of its scale and massing, with appropriate external materials and detailing which would assimilate well with the existing character of the area. Therefore, the proposal is acceptable in terms of design and appearance and consistent with adopted Rochdale Core Strategy policies P1, C3 and DM1 and the National Planning Policy Framework.

Residential, Occupier and Neighbour Amenity

Policy DM1 of the adopted Core Strategy requires that all development proposals are compatible with surrounding land uses, both in terms of its impact upon those uses and the impact of the surrounding land uses upon the amenities of future residents.

Development should not affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy and development should mitigate against any impacts due to noise, dust, light and odour pollution. Policy G9 also requires that sensitive new development such as housing, are not adversely affected by existing sources of pollution such as roads and certain types of industry.

Similarly, Paragraph 135 goes on to state that planning policies and decisions should ensure that developments create places with a high standard of amenity for existing and future users.

Privacy

The SPD – Guidelines and Standards for Residential Development sets out minimum space standards that should be applied to all new residential development and development which affect existing residential properties. These are:

- ❑ 21m between directly facing principal windows of habitable rooms, at an upper floor level and 10.5m between a principal window at an upper floor level and a directly facing boundary of the curtilage;
- ❑ 14m between a principal window and any directly facing two storey elevation which does not contain a principal window to a habitable room; and
- ❑ 10m between a principal window and any directly facing single storey elevation which does not contain a principal window to a habitable room.

The SPD advises that where these separation distances cannot be achieved, proposals should be “compatible with the density and character of surrounding development”.

In this instance however, when assessed against the guidelines above, there would typically be concerns for properties on Law Street and the potential impact on privacy enjoyed by the occupiers of these properties in their rear gardens. However, all windows on the rear elevation are proposed to be obscure glazed and this is matter is secured by a suitably worded condition.

Light

The application site backs onto the rear of No.3 Law Street which is an end terraced residential dwelling. It is noted by Officers that the introduction of a two storey upwards extension on the application site would introduce a larger permanent structure adjacent to No.3 Law Street which presently only benefits from a small rear garden. Given the extremely close proximity of the shared boundary between the application site, neighbouring premises on Manchester Road and No.3 Law Street, the level of light received by No.3 Law Street is already significantly restricted until the sun is in the west.

Despite the proposed development, it is not considered by Planning Officers that the introduction of the proposed upwards extension would exacerbate the amount of daylight currently enjoyed by this property owing to the orientation of the existing built development and the proximity of No.3 Law Street to the application site.

Occupier Amenity

In terms of occupier amenity, it is noted that whilst not a Core Strategy policy requirement, Policy JP-H3 of PfE sets out that all new dwellings must comply with the Nationally Described Space Standards (NDSS). In terms of occupier amenity, the apartments are compliant with NDSS when assessed against the submitted proposed floor plans.

Summary

Overall, the scheme is considered acceptable in terms of occupier and neighbouring amenity and it is in accordance with Core Strategy Policies G9 and DM1, PfE and the NPPF.

Landscaping and Biodiversity Net Gain

Core Strategy Policy G7 sets out that it is expected that development proposals will protect and include existing biodiversity and take opportunities to promote biodiversity and create new habitats using landscaping and building and construction features wherever possible. CS Policy G7 requires that no development should result in a net loss of biodiversity and geodiversity.

PfE Policy JP-G9 seeks to deliver a net enhancement of biodiversity resources through a collective of measures which are broadly aligned with the approach to BNG outlined within the Environment Act (2021), the NPPF and supporting guidance documents. The provisions of the Environment Act in respect of BNG are now a statutory requirement for planning applications but given the urban and built environment on and around the application site, it is acknowledged that this site does not impact any biodiversity and the site has a completely sealed surface and therefore has a biodiversity value of zero.

Accordingly, it is not considered that the statutory requirement to provide 10% BNG is applicable here.

Drainage

Policy G8 requires that new development does not lead to any increased form of flooding locally or further downstream, does not impede natural water and flood risk management, is not detrimental to existing or potential flood storage areas, contributes where possible to alleviating existing flood risk and is itself well protected from flood risk and ensures prudent use of water resources.

Policy JP-S4 (Flood Risk and the Water Environment) of PfE expects developments to manage surface water runoff through sustainable drainage systems and development should achieve greenfield run-off rates unless it is demonstrated to be impracticable.

The site is located within Flood Zone 1, having a less than 1 in 1,000 annual probability of flooding and the development would not increase or re-direct surface water elsewhere and Officers consider that the development accords with Policy G8 of the adopted Rochdale Core Strategy, Policy JP-S4 of PfE and the NPPF.

Highways

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

Policy JP-C8 of PfE requires new development to be located and designed to enable and encourage walking, cycling and public transport use to reduce the negative effects of car dependency and help deliver high quality, attractive, liveable and sustainable environments.

Highway Services have confirmed that the site is located in a sustainable area located along public transport links and within walking distance of public amenities comprising shopping facilities. Highways have not identified any new road safety issues as a result of the proposed development and for that reason there are no objections subject to conditions.

The scheme is not considered to have an adverse impact on highway safety and would not generate a level of additional traffic which would have a detrimental impact on the safe and efficient operation of the immediate local highway network, or strategic routes. Highways Services have raised no objections. The development therefore complies with the requirements of CS Policies T1 and T2, Policy JP-C8 of PfE and the NPPF.

Conclusion

In summation, the application site is located within the defined urban boundary and comprises an upwards extension to facilitate the creation of two residential apartments. This application is considered to make a positive albeit minor contribution to the housing supply and local economy within the borough. It is therefore considered that the development as a whole is acceptable in accordance with adopted Rochdale Core Strategy, saved UDP policy G/D/1, PfE and the NPPF.

RECOMMENDATION

Grant 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 relates to the following plans and documents:

☐ Location Plan

- ☐ Proposed Site Plan Rev B
- ☐ Proposed Floor Plans and Elevations Drawing Reference IPS/R/406/OL114PE Rev B.
- ☐ Noise Impact Assessment Reference AA0564

and the development shall be carried out in accordance with these details 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. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or re-enacting that Order, with or without modification), no windows or dormer windows other than those expressly authorised by this permission shall be inserted or constructed at any time at first floor level or above in the rear elevation of the development hereby approved.

Reason: To protect the amenities and privacy of the adjoining property.

4. All proposed windows on the rear elevation of the development hereby permitted shall be fitted with obscure glass and obscure glazing shall be retained at all times thereafter. The obscure glazing shall be to at least Level 3 on the Pilkington Levels of Privacy, or such equivalent as may be agreed in writing by the local planning authority.

Reason: In the interests of the privacy of occupiers of neighbouring property.

5. The proposed residential apartments must be constructed in line with the requirements of the submitted and approved Noise Impact Assessment Referenced AA0564 to achieve the following internal and external noise levels:

- ☐ 35 dB(A) Leq (16 hour) in the bedrooms with windows shut and other means of ventilation provided between 7 am and 11pm;
- ☐ 30dB(A) Leq 8 hour in the bedrooms with windows shut and other means of ventilation provided between 11pm and 7am;
- ☐ 35 dB(A) Leq (16 hour) in the living room/s with windows shut and other means of ventilation provided between 7 am and 11pm;
- ☐ 40dB(A) Leq (16 hour) in other habitable rooms with windows shut and other means of ventilation provided at all times.

Upon completion and prior to occupation of the development hereby permitted, validation testing must be carried out to ensure the required noise levels have been achieved, the details of which shall be submitted to and approved in writing by the LPA prior to first occupation of the apartment hereby approved.

Reason: To protect the amenity of future occupiers in accordance with Policy G9 of the Rochdale Core Strategy.

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable

development and the Local Planning Authority worked proactively to issue the decision without delay.

Report Author Nick Brookman