

APPLICATION NUMBER: 22/01352/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
22/01352/FUL	Rosalind Gralton	

Address: Denehurst House Edenfield Road Rochdale OL11 5AU

Proposal: Change of use from offices (Use Class E) to five self-contained flats (Use Class C3) and ground floor café (Use Class E), alterations to fenestration on all elevations, construction of ramped access on side elevation and provision of car parking area and the use of part of the basement for mess facilities for the park rangers

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

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

RECOMMENDATION	APPROVE SUBJECT TO CONDITIONS
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CHECKED AND SIGNED OFF BY: LA

DATE: 05.09.24

SITE

The application site relates to Denehurst House, an attractive early 20th century detached villa residence set within Denehurst Park.

PROPOSAL

The application seeks permission for the change of use from offices to a café and ground floor flat at ground floor level, in addition to three self-contained flats at first floor level and an additional residential flat on the second floor. Furthermore, the application proposes the change of use of part of the basement to a rest area for Denehurst Park rangers, with the remaining space being utilised as storage. Permission was granted in 2019 for a similar proposal, excluding the conversion of the basement.

External alterations to the building include the replacement of existing windows, the construction of an access ramp, and the installation of a high level automatic opening vent. Gates are proposed to the front entrance and an outdoor seating area of the café is proposed just east of the building.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Sub-Regional

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-H1 Scale, Distribution and Phasing of New Housing Development

JP-H3 Type, Size and Design of New Housing

JP-H4 Density of New Housing

JP-P1 Sustainable Places

Adopted Rochdale Core Strategy (CS):

C1 Delivering the right amount of housing in the right places

C3 Delivering the right type of housing

P1 Improving image

P2 Protecting and enhancing character, landscape and heritage

P3 Improving design of new development

DM1 General development requirements

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

G/8 Greenspace Corridors

G/3 Protection of Existing Recreational Open Space

EM/7 Development and Flood Risk

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

16/00720/FUL - Change of use from offices (Use Class B1) to five self-contained flats (Use Class C3) and ground floor café (Use Class A3) together with associated external alterations - Grant subject to conditions – 03/05/2019

20/00134/AM - Section 73 application for a minor material amendment to planning permission 16/00720/FUL to allow for the construction of an external ramp to facilitate wheelchair access to ground floor flat - Grant subject to conditions 04/09/2020

CONSULTATION RESPONSESConservation And Design

No objections subject to conditions

Highways And Engineering

No objections subject to bin storage details conditioned

Env Health - Noise/Odours

No objection

Tree Officer

No comments received to date

REPRESENTATIONS

One letter of neutral response was received, one letter of support was received, the comments within them are stated below:

- I do not object, the proposal could well be beneficial – is there consideration to have the car park secure access via barrier or locked at night at the main entrance to prevent unwanted guests
- Will the flats be for working or business professionals
- I can't see anything relating to parking?

Highways comments are responded to within the analysis section of the application. Details of who the occupants are is unrelated to the land use change.

ANALYSISPrinciple of Development

The site lies within the Defined Urban Area, as detailed on the saved UDP Proposals Map. Core Strategy policy C1 sets out that the Council will seek to maximise the potential of previously developed sites within the urban area to achieve 80% of new housing on PDL and promoted the reuse of empty buildings. Denehurst House has served as offices for the Council since it was donated to the town in the 1930s. The building is now vacant as the office space is surplus to requirements. The principle of the proposed flats and café use was accepted under 16/00720/FUL which was

granted in 2019 and is a material consideration in the determination of this application.

The conversion and associated works would bring the building back into a viable and sustainable use and would help to revitalise a presently neglected portion of the wider park. It would bring forward delivery of five dwellings on previously developed land and make a small but valuable contribution to housing supply in the Borough. Accordingly, the scheme is considered to accord with Policies C1 and C3 of the Core Strategy.

The site is an area of protected recreational open space, as designated under saved UDP policy G/3. The application proposes no change to the extent of developed spaces within Denehurst Park, with no extensions proposed to the building and parking provision to be accommodated within an existing area of hardstanding.

Accordingly, there is no conflict with the provisions of UDP Policy G/3 or Policy G6 of the Core Strategy.

Accordingly, owing to the previous consent and the land use acceptability of the uses proposed, the development is acceptable in principle.

Heritage and Design

Paragraph 209 of the NPPF directly relates to non-designated heritage assets *‘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.’*

Policy P2 of the adopted Core Strategy states that the Council will protect the Borough’s heritage by conserving, enhancing and promoting key heritage assets, both statutory and non-statutory, including consideration of their wider settings.

As part of the conversion various works are proposed across the building, including alterations to fenestration on all elevations, construction of ramped access, provision of car parking area, erection of gate to the front entrance, erection of landscaped outdoor seating area, and part conversion of the basement for facilities for the park rangers.

The Council’s Conservation Officer was consulted on the application. The Case Officer concurs with their findings, that while some harm would be caused as a result of some of the works, this is outweighed and justified by the reuse of the redundant non-designated heritage asset. Subject to conditions in relation to details of windows, doors and handrail of the ramp to be finished in black, the proposed works are acceptable.

Details of the gate design have been secured prior to determination. In relation to the landscaped outdoor seating area, a condition is secured to provide details of hard landscaping, and a condition is secured regarding details of the low knee rail fencing to the area to be submitted prior to its erection.

The proposal will cause less than substantial harm to the non-designated heritage asset; in accordance with paragraph 209 of the NPPF, this harm is considered to be justified and mitigated through regeneration of the redundant non-designated heritage asset and the public benefits which will arise through the restoration and

refurbishment of a redundant non-designated heritage asset located within the public park.

Proposals for a new access ramp on the eastern elevation have been subsequently removed from the proposals. Instead, it is proposed to retain the existing ramp to the front of the building, and a doorway will be re-instated on the western elevation, with the addition of access steps. This element of the proposal would cause less than substantial harm to the non-designated heritage asset through alteration of original design but the harm is considered to be outweighed through the public benefit of reinvigorating a redundant building and providing the necessary separate access to facilitate this change of use.

Residential Amenity

In respect of neighbouring land uses; Denehurst House itself is sufficiently distanced from the surrounding dwellings, the nearest of which is 131 Willbutts Lane approximately 35m to the north east, such that the proposed apartments would not adversely impact on the amenity of existing occupiers. Car parking provision associated with the development stands in relative close proximity to the dwellings to the north east, however, it is noted that this is a longstanding arrangement and was used as a car park associated with the municipal offices.

It is noted there is an outdoor café area proposed on the eastern area of the house, this area measures 42sqm. This area will be surfaced with permeable paving and enclosed in a low-level knee rail, with the area used for outdoor café seating in good weather. Seating will be taken inside at the close of business each day. No extraction system is proposed to the building or kitchen, and the outdoor café area would open and close with the café each day.

The Council's Environmental Health Officer was consulted on the application and no objections were raised. The proposed development is not considered to give rise to unacceptable harm to the amenity of neighbouring properties and as such is acceptable in this regard.

Highways/Access

The proposed development would be accessed via the existing driveway which connects to Edenfield Road to the north. An existing area of hardstanding is located to the north east of the building, and historically served as the parking provision for the offices. It is proposed to use this area as parking provision for the proposed development, with a total of 22 parking spaces to be re-laid out in accordance with the submitted site plan. Consultation has been undertaken with the Highways Authority; no concerns were raised with parking or access and only further details on the bin storage areas were sought, which has been secured via condition. Accordingly, it is considered that the proposal would meet the requirements of Policies T2 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

One representation was submitted querying if barriers would be installed on the parking area. The proposals do not include this.

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:-

Proposed Basement and Ground Floor Plans - R339-104/F
Proposed Site Layout - R339-116 rev B
Proposed First and Second Floor Plans - R339-105/A
Proposed Elevation - R339-106/C
Ramp Details – R339-112 rev A
Bin Store – R339-113
Cross Section - R339-107
Changing Places WC – schematic - R339-117
Window Section - R339-115
Area for outdoor seating - R339-sit out
GATE DESIGN OPTION 3
Location Plan – R339-005 rev B

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. Notwithstanding any description in the application, no works to the proposed outdoor café seating area shall take place until full elevational details are provided of any fencing or railings, including details of design, materials, specification, at a scale of not less than 1:50, to be used on the development hereby approved, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and retained and / or replaced as approved thereafter.

Reason: In the interests of visual amenity and in accordance with policies P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

4. Notwithstanding any description in the application, no works shall take place to the replacement windows and doors until specifications and designs of the window and door reveals, at a scale of not less than 1:50, to be used on the development hereby approved, have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details and retained and / or replaced as approved thereafter.

Reason: In the interests of visual amenity and in accordance with policies P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

5. The outdoor seating area hereby permitted shall be paved using a permeable material, details of which shall first be submitted to and approved in writing by the Local Planning Authority. The works shall then be carried out in accordance with the approved details.

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 Core Strategy Policy G6 and 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.

Report Author Rosalind Galton