

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/00166/FUL

CASE OFFICER

Michael Atkinson-Smith

DETERMINATION DATE 03.05.2024

Address: Avanti Colour Print 3 Clover Street Rochdale OL12 6TP

Proposal: Demolition of existing building and erection of a residential apartment building of three/four storeys comprising 4no. 1 and 2 bedroom flats

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

RECOMMENDATION	REFUSE
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CHECKED AND SIGNED OFF BY: RG

DATE: 03 May 2024

SITE

The application relates to the former Avanti printing services building on Clover Street, which is located to the northwest of Rochdale Town Centre. The immediate area is characterised by a range of typologies and uses and can therefore be considered to be mixed. A mix of two-storey & single storey residential development lies to the north of the site, the Rochdale Unitarian Church is adjoined to the east and bungalow bedsit accommodation sits to the west. Immediately to the rear of the application building is the private communal garden area of Nos-20-22 Holland Street. The topography drops sharply to the rear of the existing building on site. The site is within easy walking distance of Rochdale Town Centre and a range of more local amenities. The locally distinctive 'Seven Sisters' frame the background to the site when viewed from Clover Street.

PROPOSAL

Planning permission is sought for the demolition of the existing building on site and its replacement with an apartment block comprising 4no. residential flats. The proposed 2.5 storey building would be constructed from a brick façade and be designed of a 'modern' form. An orange rendered band would surround selected window openings. A feature window detail would be provided to the front of the building to benefit Flats 1, 2 and 4. 'Flat' 1 would be split-level with the lower ground kitchen and dining room windows opening on the private amenity space of the communal garden space at nos. 20-22 Holland Street. An integral bin store would be provided to the front of the building to address the lack of available outdoor space. No dedicated parking provision would be provided.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

- National Design Guide
- National Model Design Code

National Planning Practice Guidance (NPPG)

Sub-Regional Policy

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 particularly relevant:

JP-S1: Sustainable Development

JP-P1: Sustainable Places

JP-H3: Type, Size and Design of New Housing

JP-P2: Heritage

JP-C8 Transport Requirements for New Development

Adopted Rochdale Core Strategy (CS):

SO2	Creating Successful and healthy communities
C1	Delivering the right type of housing in the right places
SO3	Improving design, image and quality of place
P3	Improving design of new development
SO4	Promoting a greener environment
G2	Energy and 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
SO5	Improving accessibility and delivering sustainable transport
T2	Improving accessibility
DM1	General development requirements

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

Supplementary Planning Documents (SPD):

Guidelines and Standards for Residential Development SPD
Oldham and Rochdale Residential Design Guide

RELEVANT SITE HISTORY

N/A

CONSULTATION RESPONSES

Conservation Officer - No observations.

Greater Manchester Archaeological Advisory Service – No objection.

Greater Manchester Ecology Unit – The Preliminary Roost Assessment states various differing ratings for potential roosts and has highlighted a number of potential roost features which suggest further survey work would be required.

Highways and Engineering - No comments received to date

Lead Local Flood Authority/Drainage - No drainage comment. Drainage matters for this site can be dealt with by Building Control.

Public Protection (Contaminated Land) - Standard Phase II site investigation condition recommended.

REPRESENTATIONS

Letters of notification were sent to surrounding neighbours. Three letters of objection have been received, citing the following concerns:

- The development would block the natural light of the properties to the rear, including garden space
- Impact on privacy
- The development is too large and too close to the boundary
- The development does not provide provision for maintenance access to the rear, with no access agreement being in place
 - **Officer Response:** *This is a private matter for the developer to address.*
- The size, design and architectural quality of the building, which is out of keeping with the area
- The impact on the architectural qualities of the neighbouring church
- Lack of consultation with surrounding occupiers and party wall agreements being sought in advance
 - **Officer response:** *Whilst it's desirable for such matters to be addressed in advance of an application for planning permission being made, these are not matters to which the LPA can have regard to in the decision making process.*
- Additional impact on parking pressure within the area
- Overbearing impact of the development
- Potential for increased issues regarding waste management

These matters are addressed in the analysis section below, unless otherwise responded to above.

ANALYSIS

Principle of Development

The site represents a brownfield site in the Defined Urban Area within easy walking distance of Rochdale Town Centre.

On this basis, the principle of the redevelopment of the site to provide residential accommodation is acceptable and in accordance with adopted Places for Everyone Joint Development Plan policies JP-S1, JP-P1, adopted Rochdale Core Strategy policies C1 & C3 and the NPPF.

Character, Appearance and Heritage Impacts

The building as proposed is considered to represent a significantly incongruous feature of the street scene in respect of scale, massing and design detailing. It's noted that some care has been taken to consider the materials palette of the adjacent buildings, but the front façade treatment, roof pitch and fenestration detailing cannot be considered to be appropriate within the immediate context. The design approach and roof form to the 2.5 storey height of the building and its window treatment at second storey level is not considered to be a suitable approach to increasing the residential density of the area. A section drawing has been provided demonstrating that the maximum height of the building would not significantly exceed that of Nos. 20-22 Hanson Street, but impacts of height are contextual and the lower-rise nature of the buildings either side provide a barrier to providing a development of increased height on Clover Street at the current time. Significant concern is raised over the proposed utilisation of an orange rendered finish for the window surrounds, although it is noted that this proposed use of material could be addressed throughout the discharge of conditions process.

The proposed second floor windows on the front façade are not considered to be an appropriate design solution to enable greater height of the building.

The positioning of the cladded entrance to the proposed bin store immediately adjacent to the 'anonymous' proposed main entrance is considered to represent poor design and legibility.

Less concern is raised in relation to the visual appearance of the rear of the proposed building as it is significantly set back; however, it would still be jarring in respect of the suitable fenestration rhythm, albeit noting the considerations in respect of residential amenity referred to below.

On the above basis, it is considered that the proposed development is not well designed and fails to comply with adopted Places for Everyone Joint Development Plan policies JP-S1, JP-P1 & JP-H3, adopted Rochdale Core Strategy policies DM1 & P3, the Oldham & Rochdale Residential Design Guide SPD and the NPPF.

Heritage Impacts

The application building dates from the latter half of the 19th century but has been much altered, with most of its historic features having been obscured or replaced. There are no identified heritage assets within the immediate vicinity of the site. The application is supported by a letter of Archaeological Advice as provided to the applicant by GMAAS in January 2023. GMAAS' position remains unchanged and the proposed development would not threaten the known or suspected archaeological heritage.

The above being said, the Rochdale Unitarian Church adjacent to the site was opened on 29th July 1974, following on from the closure of the former Blackwater Street Unitarian Church and demolition of the original Clover Street Chapel to make way for the present building.

The church building occupies a prominent position on the street scene and assists in characterising the local area. Given that the Unitarian movement in Rochdale has existed potentially in Rochdale from as early as 1512, the historical associations of the building adjacent to the proposed development cannot be ignored. A building which pays homage to this historical movement through its form and design, potentially based on the former Clover Street Chapel, is likely to better reflect this contextual history.

Despite the above, on the site-specific consultation basis there would be no reason to seek to impose any heritage related or archaeological requirements upon the applicant and the application would therefore accord with adopted Places for Everyone policy JP-P2, adopted Rochdale Core Strategy policy P2 and the NPPF.

Residential Amenity & Living Conditions

The proposed development would have a significantly detrimental impact on the living conditions of the residents of Nos. 20-22 Hanson Street through overbearing impact and loss of privacy to private outdoor amenity space by reason of significant overlooking from an excessive number of habitable room windows immediately on the common site boundary. Direct overlooking of the rear garden area of 3 Spotland Road would occur at a distance of approximately 10.5m. Whilst this would be acceptable for a two storey building in this location, the inclusion of the additional storey would generally require an additional 3m separation distance to reduce overbearing impact and the feeling of being overlooked.

Concern has been raised by neighbouring residents over the potential for loss of sunlight to private garden areas. However, given the orientation of the proposed building and the overall height on the Clover Street elevation, any impacts in this regard are not considered to be so significant as to warrant a refusal of planning permission.

On this basis, the application fails to comply with the requirements of adopted Places for Everyone Joint Development Plan policies JP-P1, JP-S1& JP-H3, adopted Rochdale Core Strategy policy DM1, the Guidelines and Standards for Residential Development SPD and the NPPF.

Highways & Parking

The proposed development may result in some increased overnight vehicle parking on the public highway over the former use, but with only 4 dwellings proposed the impacts of additional overnight parking pressure would not be so severe as to warrant a refusal of planning permission. No comments have been provided by the Highways Authority. Additional pressure would result on the waste collection, as in all new development, but the impact of four residential units is negligible in the wider and localised context.

On this basis, the proposed development can be considered to be satisfactory in respect of highways impacts. The application would therefore accord with adopted Places for Everyone Joint Development Plan policies JP-P1, JP-C8, adopted Rochdale Core Strategy policies DM1 & T2 and the NPPF.

Ecological Impacts

Greater Manchester Ecology Unit have identified a need for potential further survey work for bat roosts based on the submitted information. Additional information would be required to determine that the development would not have a harmful impact on bats. This additional information would be requested through the application or potentially through planning conditions had the proposals not failed to comply with other key policy matters.

Drainage

The Council's Drainage Officer has confirmed that drainage matters for this development can be dealt with via Building Control. No areas of exposed land would remain post-development. The standard drainage condition requiring roof water and foul water separation to the site boundary would've been recommended in the event of a recommendation to grant planning permission.

Subject to the potential condition, the proposed development would've complied with adopted Places for Everyone Joint Development Plan policies JP-S1, JP-S4, adopted Rochdale Core Strategy policy G8 and the NPPF.

Ground Contamination

Despite the fact that a building currently stands on the application site, the potential for ground contamination cannot be ruled out. Demolition and construction activity can open pollution pathways that may be damaging to human and wildlife health, along with impacts on drinking and riparian water quality. Rochdale has a rich industrial past in and around the location so the potential for ground contamination may exist below the surface of the site. On this basis, the Council's Contaminated Land Officer has suggested a condition requiring intrusive site investigations in the event of any approval. Subject to the to the suggested condition that would've been applied, the

proposed development would comply with adopted Places for Everyone Joint Development Plan policy JP-S1, adopted Rochdale Core Strategy policies DM1 & G9 and the NPPF.

RECOMMENDATION

REFUSE planning permission for the following reasons:

1. The proposed development would result in a significantly incongruous feature of the street scene in respect of scale, massing and design detailing. The front façade treatment, roof pitch and fenestration detailing are unacceptable within the immediate context. The 2.5 storey height of the building and its window treatment at second storey level would be harmful to the street scene in this particular location. The proposed materials detailing of orange render to act as a window surround is un-durable and not appropriate for this particular location. In addition, the position of the proposed refuse storage area would add an unwelcoming feel to the primary residential entrance. Furthermore, the fenestration rhythm in contrast to surrounding buildings of the proposed rear elevation would unacceptably jar against the positive building design features of the area.

The application therefore fails to accord with adopted Places for Everyone Joint Development Plan policies JP-S1 & PA, adopted Rochdale Core Strategy policies P3 & DM1 and the NPPF.

2. The proposed development would have a significantly detrimental impact on the living conditions of the residents of Nos. 20-22 Hanson Street through overbearing impact and loss of privacy to private residential amenity space by reason of significant overlooking from an excessive number of habitable room windows immediately on the common site boundary. Direct overlooking of the rear garden area of 3 Spotland Road would occur at a distance of approximately 10.5m which would result in significant feelings of being overlooked by residents of this property and would fail to meet the guideline standard within the Residential Development SPD of an additional 3m separation distance per additional storey level.

The proposed development therefore fails to comply with the requirements of adopted Places for Everyone Joint Development Plan policies JP-P1, JP-S1 & JP-H3, adopted Rochdale Core Strategy policy DM1, the Guidelines and Standards for Residential Development (2016) SPD and the NPPF.

Procedure Statement

The proposal would not improve the economic, social and environmental conditions of the area nor does it comply with the development plan and therefore does not comprise sustainable development. There were no amendments to the scheme, or conditions which could reasonably have been imposed, which could have made the development acceptable and it was therefore not possible to approve the application.