DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
20/01587/ADV	Majid Mir	24 March 2021

Address: Land At 431 Halifax Road, Rochdale, OL12 9AA

Proposal: New 48-sheet digital advertising display and removal of existing 48-sheet illuminated advertising display

PUBLICITY	**Weekly list expired?**	Y	**Site notice expired?**	N/A
	Neighbour letters expired?	N/A	**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

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

RECOMMENDATION	REFUSE

CHECKED AND SIGNED OFF BY: DR **DATE: 22/04/2021**

SITE

This application relates to a small plot of land containing an existing advertisement hoarding and is directly adjacent to Halifax Road in Rochdale. Halifax Road forms part of the strategic highway network. It is considered to be a gateway highway to Rochdale Town Centre.

The site is located close to the roundabout to the east. The roundabout has access to and from Wardle Road and to the east of the roundabout Halifax Road becomes a dual carriageway. To the south of the site is the junction with Dye House Lane. To the west of the site is the junction with Bridge Street. The site lies within a mixed use area, with residential properties located to the west within 431 – 433 Halifax Road (the former Spring Mill Tavern pub), to the north and east along Bridge Street.

PROPOSAL

The application proposes to construct a new 48-sheet digital advertising hoarding and remove existing hoarding located on the site.

The siting and orientation of the new advertising hoarding would differ from the existing. The proposed new advertising hoarding would be placed close to the southwestern boundary of the plot of land and would be close to 431 – 433 Halifax Road. The proposed advertising hoarding would face north east towards a plot of land on the opposite site of Bridge Street. The existing advertisement hoarding faces southeast towards Halifax Road

The advertisement would be the same size as the existing and measure 6m in length and 3m in height. The advertisement hoarding as a whole would also be the same as the existing and would be 6.3m in length and 5.15m in height. The proposed advertisement would be slightly thinner.

It is proposed that the advertisement would remain static and two-dimensional, whilst incorporating an automated 10 second sequential rotation. The illumination will accord with the Institute of Lighting Professionals best practice guidance (The Brightness of Illuminated Advertisements PLG05 2015) and the illumination will adapt to ambient conditions in real time, with an output ranging between 5000cd/sqm (bright daylight / operation in full sun) to 300sqm (operation at night).

Additionally, the application has included a landscaping plan which will include shrubbery along the boundary with the residential property of 1 Bridge Street.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF) – February 2019
National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

SO3	Improving design, image and quality of place
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

RELEVANT SITE HISTORY

17/00749/ADV	Replacement of existing 1illuminated 48 sheet advertising display with 1 internally illuminated 48 sheet digital LED advertising display. Refused and appeal dismissed.

Refusal reasons:

The proposed advertisement would be sited in a prominent position, directly adjacent to the busy highway Halifax Road which is a key gateway to Rochdale Town Centre. The proposed advertisement, by virtue of its siting, height, size and scale would detract from the character and appearance of the area and the street scene. The LED display would constitute a bright and stark appearance. The proposed advertisement is contrary to Policy P3 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

The main highway Halifax Road is critical to the local transport network and lies close to several junctions with a record of vehicle accidents. The proposed advertisement would be sited in a prominent position adjacent to the highway, which would be distracting to highway users. The proposed advertisement would present a significant distraction to motorists to the detriment of public safety, and as such is contrary to Policy DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

The appeal (APP/P4225/Z/17/3187720 was dismissed on amenity grounds only.

CONSULTATION RESPONSES

Conservation And Design
Given the setback location of the church from the roadside, the retaining boundary wall, mature trees and orientation of the proposed advertisement board it is considered that no harm would arise to the setting of the listed building from this proposed development.

Env Health - Noise/Odours
This section has no objections to the proposals in principle, we would recommend the following conditions be attached:

• Static images to be displayed only (no moving or flashing images);
• Changes between adverts to take place instantly with no sequencing, fading, swiping or merging of images;
• Maximum level of night time illuminance to be set to 300cd/m2 in accordance with ILP Guidelines;
• Advertisements to change no more frequently than once every ten seconds.

Highways And Engineering

The proposal is to replace an existing advertisement. The idea of advertising at this location has therefore been approved.

The only concern with digital advertisement's is that repeatedly cycling advertisements repeatedly distracts drivers. It is therefore necessary to attach a condition that advertisements only cycle once on the expected approach time of a vehicle.

REPRESENTATIONS

None received.

ANALYSIS

In assessing applications for advertisement consent, paragraph 132 of the NPPF establishes that advertisements should be subject to control only in the interests of amenity and public safety, taking account of cumulative impacts.

Amenity

It is well established that poorly placed advertisements can have a negative impact on the appearance of the built and natural environment. As such, with all applications for advertisements an assessment should be made as to the impacts on amenity and to accord with policy P3 of the Core Strategy; signs should be compatible with the surrounding area and protect the character and appearance of the host building and street scene.

When assessing the design of the proposed advertisement hoarding, it is noted that the application site occupies a prominent position, directly adjacent to the well-trafficked Halifax Road, and two busy junctions to the west and to the south.

A previous application submitted on the site to replace the existing hoarding with one internally illuminated 48 sheet digital LED advertising display hoarding. The application was refused planning permission and subsequently an appeal was dismissed by the inspector. The inspector dismissed the application on amenity grounds. The inspector stated that the *'proposed LED advert would be taller, chunkier and brighter than the existing hoarding. Therefore, it would be more obvious and visually intrusive than the existing hoarding and would be incongruous, unattractive and inappropriate within its surroundings'.* The inspector also added that *'any illumination would be brighter than no illumination. Moreover, in my experience, LCD adverts are by their very nature and purpose, more visually strident than a traditional externally illuminated hoarding'.* It is noted that this decision is a material consideration in the assessment of this proposal.

When viewed from Halifax Road, the proposed advertisement hoarding would be placed in a different position within the plot of land than the existing hoarding and the one proposed in the previous application. Additionally, the proposed hoarding would be the same size (48 sheet) as the existing but slightly thinner. Overall, the proposed hoarding would not be as tall and would be thinner than the proposed hoarding proposed in the previous application.

The proposed advertisement hoarding would directly face towards a plot of land on the opposite of Bridge Street. There are a number of advertisement hoardings on the opposite side. To the north and northeast of the application site there are number of residential properties. The proposed advertisement hoarding would be in close vicinity to no. 1 Bridge Street, the rear of which angles slightly away from the proposed advertisement hoarding with a number of trees on the site. Nevertheless, the relationship of the proposed advertisement with this property would be more prominent than with the existing advertisement, which is orientated such that it does not face towards the nearby residential properties.

The Environmental Health department raised no objections to the proposals in principle, and request a number of standard conditions to be added. However, the proposed advertisement hoarding would still share a more prominent relationship with the residential property of no. 1 Bridge Street and considering the nature of digital advertisement hoardings, it would have an amenity impact in views from the rear of the pair of semi-detached properties. Though it is proposed there will be landscaping along the boundary with no. 1 Bridge, it is still questionable how much screening the proposed landscaping would achieve given the size of the advertisement and considering a maximum illuminance of 5000cd/sqm.

Due to the orientation of the proposed advertisement hoarding, it would also be clearly visible from the front windows of no. 2 Bridge Street.

It is noted that the properties on Bridge Street are close to Halifax Road, which is a busy road and a part of the strategic road network. Additionally, it is noted that there is more public lighting along Halifax Road. However, the inspector noted that the plot of land is in a mainly residential area with a suburban character.

The proposed advertisement hoarding would be sited close to 431 – 433 Halifax Road. It was noted that there were a number of windows on the ground floor side elevation of the property. However, these are for non-habitable rooms and the hoarding would not be sited in front of the windows. Furthermore, it is noted that these windows already have limited light and outlook. The addition of the proposed advertisement hoarding would not unduly impact on the amenity of the occupants of 431-433 Halifax Road over the existing.

The proposed hoarding would also be located in close proximity to St John the Baptist Church. The Church is grade II listed and is located on the opposite side of Halifax Road to the proposed hoarding. As such, the impact of the proposed hoarding on its wider settings should be considered. The Conservation Officer was consulted on the application and considered that no harm would arise to the setting of the listed building from this proposed hoarding. Given the siting of the advert relative to the listed building, it would not result in any harm to its significance and as such, the proposal accords with Policy P2 of the Core Strategy.

Public Safety

Policy DM1 sets out the general development requirements and establishes that proposals should not adversely impact on highway safety. The proposed advertisements would be erected adjacent to a heavily trafficked major road. Whilst it is accepted that the purpose of an advertisement is to attract attention, it is important to consider whether such adverts would have the potential to have an adverse impact on road safety.

It was noted in the previous application that Halifax Road, a main highway, is critical to the local transport network and lies close to several junctions with a record of vehicle accidents. The previous application was refused due to the siting of the proposed advertisement hoarding in a prominent position adjacent to the highway. The LPA considered this would have been distracting to highway users, and therefore would have presented a significant distraction to motorists to the detriment of public safety.

The proposed advertisement is sited closer to the highway than the existing and is in a more prominent position. However, the Inspector did not agree that public safety was a concern previously and the highways department were consulted on this application. The highways department raised one concern with the cycling of advertisement and the potential to distract drivers and therefore have suggested that the advertisements cycles once on the expected approach time of a vehicle. No other concerns were raised. It is therefore considered that the proposed advertisement is acceptable in terms of public safety and in accordance with policy DM1 and the NPPF.

Conclusion

Though the proposal has attempted to resolve some of the concerns raised in the previous application and the Inspector's report, as noted by the inspector, this site is located in a mainly residential area with a suburban character. Given the orientation of the proposed advertisement hoarding, it is considered that the proposed LED advertisement hoarding, by virtue of its size, scale and siting would be more visually intrusive than the existing hoarding and would be inappropriate within its surroundings. As such the proposal would be harmful to amenity of the area and

amenity of the occupants of 1, 2 and 3 Bridge Street. Therefore the proposal fails to accord with Policies DM1 and P3 of the adopted Core Strategy and the NPPF.

RECOMMENDATION: Refuse

The proposed advertisement would be sited in a prominent position, directly adjacent to Halifax Road, which is a key network route and would be close to residential properties on Bridge Street. The proposed advertisement, by virtue of the digital display along with its size, scale and siting would detract from the character and appearance of the area and the street scene. The siting of the digital display would unduly impact on the amenity of the occupants of 1, 2 and 3 Bridge Street as it would face towards habitable room windows. The proposed advertisement is therefore contrary to Policy P3 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

INFORMATIVE:
For the avoidance of doubt, this Decision Notice relates to the following plans:

- PA 01 Site Location Plan
- PA 02 Existing Site Plan
- PA 03 Proposed Site Plan
- PA 04 Proposed Landscaping Plan
- PA 05 Elevations
- PA 06 Specification
- Supporting letter dated 22 December 2020
- Illumination comparison

Report Author Majid Mir