

APPLICATION NUMBER: 24/00764/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/00764/FUL

CASE OFFICER

Sam Yuen

DETERMINATION DATE 28.11.2024 EXT OF TIME 14.02.2025

Address: 324 Oldham Road, Rochdale, OL11 2AL

Proposal: Change of use from shop (Class E) into two self-contained flats (Class C3) with alteration to fenestration on all elevations

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

RECOMMENDATION

GRANT SUBJECT TO CONDITIONS

CHECKED AND SIGNED OFF BY: RK

DATE: 14/02/2025

SITE

The application relates to no. 324 Oldham Road, a two-storey end terrace building in Balderstone within the Defined Urban Area. Oldham Road/A671 is a classified road and serves as the major thoroughfare between Rochdale Town Centre and Oldham. The building currently comprises a retail unit (Class E) on the ground floor and a one-bedroom flat on the first floor and is set against a predominantly residential street scene. It is adjoined by no. 322 Oldham Road to the north, adjacent to no. 326 Oldham Road to the south, and faces the highway to the east. The rear curtilage boundary is bounded by a high boundary wall which backs onto Balderstone Park to the west. The property comprises hardstanding area to the rear of the building, accessible via a narrow access road.

The adjoining nos. 320-322 Oldham Road (former Bridge Inn) has been identified as a non-designated heritage asset (NDHA) due to its architectural and historic interest.

PROPOSAL

Planning permission is sought for the change of use of the ground-floor unit from shop (Class E) to two self-contained flats. No changes would be made to the existing shopfront with the exception of obscure glass to the lower half of the shopfront windows.

External works to the property relates to the alteration of fenestration to the side and rear elevation, and the addition of four roof lights to the front and rear roof slope.

RELEVANT PLANNING POLICY

National Guidance

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

Places for Everyone Joint Development Plan (PfE)

Policy JP-P1 Sustainable Places

Policy JP-P2 Heritage

Policy JP-H1 Scale, Distribution and Phasing of New Housing Development

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

Policy JP-H4 Density of New Housing

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
P3	Improving Design of New Development
T2	Improving accessibility

DM1 General Development Requirements

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

89/D23735 - Change Of Use Of First Floor Of Premises From Residential To Office - Grant subject to conditions

82/D14666 - Ground Floor Of Premises From Light Industrial To Hot Food Takeaway – Refuse

82/D14277 - Change Of Use From Light Industrial To Shop With Living Accommodation - Grant subject to conditions

CONSULTATION RESPONSES

Conservation and Design

No comments received at the time of writing.

Highways and Engineering

A development of this scale and usage will not generate a large volume of traffic.

The developer proposes no parking for this development. The development is however located on a busy bus corridor a short walk from a local centre. Highways would not therefore raise an objection to this proposal due to insufficient parking provision.

No new highways are proposed as a result of this proposal. No changes to the existing highway are proposed. No new road safety issues are expected as a result of this proposal. No PROW will be obstructed as a result of this proposal.

There are no concerns regarding the ability to service this location and access for emergency or refuse vehicles.

Highways have no objections to this proposal.

Environmental Health - Noise/Odours

This section cannot support the application in its current form. Given the proximity to the road network, a noise impact assessment is required to be undertaken to inform the design to ensure the following internal noise levels can be achieved:

- ☐ 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.

REPRESENTATIONS

Neighbour notifications via letters were sent to surrounding properties and a notice was posted within the vicinity of the property. One objection was received with the following representations:

- ☐ The proposed rear dormer would overlook onto the adjacent property.
- ☐ There are existing parking problems on Oldham Road.

Officer's Comments:

- ☐ Amendments have been made to omit the previously proposed rear dormer.
- ☐ Concerns relating to parking provisions are addressed under the 'Highways and Parking' heading of the report.

AMENDMENTS

Concerns were raised by the Planning Officer relating to visual amenity harm resulting from the initially proposed removal of the shopfront and the construction of the rear dormer. As a result, amendments were made to retain the shopfront and to omit the dormer in lieu of two roof lights.

ANALYSIS

Principle of Development

The application site is located within the Defined Urban Area as allocated under saved UDP Policy G/D/1. New development, wherever possible and appropriate, should be concentrated within the urban area in order to support urban regeneration and to protect the countryside. The adopted Places for Everyone established the need for at least 616 net additional dwellings per year in Rochdale to meet the housing needs of the Borough and states that new housing should be delivered at a density appropriate to the location, reflecting the relative accessibility of the site by walking, cycling and public transport and the need to achieve efficient use of land and high-quality design.

Planning permission is sought for the change of use of the ground-floor of the building from a shop (Class E) to two self-contained flat (Class C3). The application

is sustainably located in an established residential context and is served by a classified road with good public transport provision, and access to jobs and services.

On this basis, the proposal would contribute towards the housing supply within the Borough, whilst being in a sustainable location in close proximity to local amenities and public transport facilities. The principle of the change of use is therefore acceptable, subject to all other material planning considerations, including visual and residential amenity, heritage impacts, highway impacts and parking provisions, as assessed in the below sections.

Design and Appearance

Achieving good design to achieve sustainable development is a key component of the NPPF, whereby decisions should ensure developments are visually attractive and sympathetic to local character. This is also reflected in Policy JP-P1 of the PfE and Policy DM1 and P3 of the adopted Rochdale Core Strategy, which require development to respect local context with regard to siting, size, scale, massing, height and materials. In addition, Section 5.1 of the SPD states development proposals should be in keeping with the host property and generally should be subservient to it.

The existing façade of the host property comprises a shopfront of a traditional appearance with stallriser and fascia detailing which make a positive contribution to the character and appearance of the street scene. Following concerns from the Planning Officer relating to the initial proposed plans, the applicant has accepted amendments to keep external works to a minimum through the retention of the existing shopfront and the insertion of roof lights. The front elevation of the proposed property would remain largely unchanged, with the exception of two roof lights which would not be immediately visible from the highway.

The submitted plans indicate the provision of refuse bins to the rear of the property and would constitute a satisfactory arrangement.

Taken as a whole, the proposal would have a neutral impact on the character and appearance of the surrounding street scene. The design of the proposed development is therefore acceptable and accords with Policies DM1 and P3 of the adopted Rochdale Core Strategy, the SPD, Policy JP-P1 of the PfE and the NPPF.

Heritage

The host property is adjoined to nos. 320-322 Oldham Road (former Bridge Inn) which has been identified as a non-designated heritage asset due to its architectural and historic interest. Paragraph 216 of the NPPF therefore applies, which requires a balanced judgement regarding the scale of any harm and the significance of the heritage asset.

It is unclear when the existing shopfront was constructed in relation to the NDHA. However, based on its planning history and existing historic images, the shopfront appears extant and forms part of an established building line with the adjoining

cottages. The proposal as amended would retain the façade of the building and would preserve its appearance and visual relationship with the adjoining NDHA. The proposed roof lights would not be immediately visible from public vantage points on the highway. Notwithstanding, a condition requiring the roof lights to be constructed in a 'conservation style' has been recommended to safeguard the significance of the NDHA.

Subject to conditions requiring materials to match and the use 'conservation style' roof lights, it is considered the proposed development would have a neutral impact on the significance of the setting of the non-designated heritage asset and would be acceptable in accordance with Policy P2 of the adopted Core Strategy, Policy JP-P2 of the PfE and the NPPF.

Residential Amenity

Protection of residential amenity is considered under Policy DM1 of the adopted Rochdale Core Strategy, which states development proposals should ensure they *"do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy."*

The proposal retains the same separation distance from directly-facing no. 615 Oldham Road and thus no concerns are had regarding amenity impacts in this respect.

With reference to the *Technical housing standards – nationally described space standards*, the proposed dwelling comprises two self-contained flats including a one-bedroom flat with a shower room and a two-bedroom flat. The one-bedroom flat comprises an internal floor area of 45m² and would meet the space standards for a one bed, one person dwelling. The two-bedroom flat comprises an internal floor area of 75m² and would meet the space standards for a two-storey two bed, three persons dwelling. The proposed bedrooms would also meet the minimum internal floor area and widths of the NDSS and would ensure a satisfactory standard of residential amenity for its occupants.

The submitted plans indicate sufficient provision of natural light to all habitable rooms which would be acceptable. Obscure glazing have been applied to the lower half of the ground-floor front-facing windows which would ensure a degree of privacy to the occupants.

Notwithstanding the absence of a functional amenity space, the property is within walking distance from the adjacent Balderstone Park. Given its sustainable location, it is considered the occupier amenity would not be unduly affected.

Taken as a whole, the proposal would not unduly impact on the amenity of the occupants of the neighbouring properties and would accord with Policy DM1 of the adopted Core Strategy, the SPD and the NPPF.

Noise

Policy G9 of the Core Strategy requires that applications do not lead to an unacceptable increase in noise or other pollution. Policy DM1 requires that development is compatible with surrounding land uses in terms of its impact upon amenities of neighbouring residents and also requires that developments mitigate against any impacts due to noise.

The proposed dwelling would be sited adjacent to a high-trafficked classified road. The Council's Environmental Health Officer was consulted on the proposal and raised concerns due to its proximity to the highway. However, it is noted the dwelling would be flush with four existing residential properties with the same separation distance to the highway. It is considered the potential noise impacts to the proposed dwelling would not be materially different to the existing impacts experienced by the adjoining properties.

Given this site context, the proposed development would not result in noise impacts and disturbance detrimental to the host occupiers and would accord with Policies G9 and DM1 of the adopted Core Strategy.

Highways and Parking

Policy DM1 of the adopted Rochdale Core Strategy requires development proposals to *"provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location."*

To assess the acceptability in terms of highway safety, the Council's Highways Officer was consulted on the proposed plans. No objections have been raised regarding the proposal which would not have significant impact on the local highway network.

The property comprises rear hardstanding space through a narrow access road. However, no provision for parking has been shown on the submitted plans. Notwithstanding, the property is located in a highly sustainable location with regular bus services on Oldham Road within walking distance. As such, no concerns are had regarding the proposed parking arrangements.

The proposed development would not result in undue harm upon highway safety and would therefore be in accordance with Policies DM1 and T2 of the adopted Core Strategy and the NPPF.

RECOMMENDATION: GRANT SUBJECT TO 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. The permission relates to the following plans:

- ② Location Plan – received 01/08/2024
- ② Existing Site Plan, Floor Plans and Elevations – Drawing no. 2176/1 received 03/10/2024
- ② Proposed Site Plan and Floor Plans – Drawing no. 2176/2 received 16/12/2024
- ② Proposed Elevations – Drawing no. 2176/3 received 16/12/2024

and the development shall be carried out in accordance with these drawings hereby approved.

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 adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

3. The materials used in the construction of the exterior of the development hereby permitted shall match those used in the construction of the exterior of the existing building in colour, form, type, size and texture.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with Policies P3 and DM1 of the adopted Rochdale Core Strategy, Policy JP-P1 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

4. The rooflights hereby approved shall be of a conservation style set flush to the roof slope.

Reason: In the interests of visual amenity and to protect the significance of the non-designated heritage asset, in accordance with Policies P2, P3 and DM1 of the adopted Rochdale Core Strategy, Policies JP-P1 and JP-P2 of the adopted Places for Everyone Joint Development Plan, and the National Planning Policy Framework.

5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any equivalent Order following the amendment, re-enactment or revocation thereof) prior to first occupation of the extension / building hereby permitted the windows in the attic on the south-east facing side elevation shall be fitted with, to a height of no less than 1.7m above finished floor level, non-opening lights and textured glass which obscuration level is no less than Level 3 of the Pilkington Glass scale (or equivalent) and retained as such thereafter.

Reason: In the interest of amenity and in compliance with Policy DM1 of the adopted Rochdale Core Strategy 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 Sam Yuen