

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/00956/FUL

CASE OFFICER

Anna Hayes

DETERMINATION DATE 22.01.2025 **EXT OF TIME** 04.04.2025

Address: 15 Worcester Street Rochdale OL11 3QE

Proposal: Change of use from private dwelling to 5 self-contained flats and ancillary works including new vehicular access point and landscaping

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?	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: RG

DATE: 04 April 2025

SITE

The application relates to a 2.5 storey, 7 bedroom detached dwelling located just off Worcester Street in Rochdale. The property forms part of a recent development comprising of 3 detached dwellings of matching exterior, which are finished in brick with stone detailing, slate roof tiles and a central projecting gable feature to the front.

The application property fronts onto Worcester Street to the west and immediately abuts against the railway line to the east. The surrounding area is predominately residential in character. The site is located within the defined urban area.

PROPOSAL

As originally submitted, planning permission was sought for the change of use from the 7-bedroom dwelling to 5 no self-contained flats split over ground and upper floors. Following design negotiations to address concerns relating to amenity, the scheme has been reduced to 4 units, comprising of the following:

Ground floor

Flat 1 – 1 bed, 45m²

Flat 2 – 2 bed, 61m²

First and second floors

Flat 3 – 2 bed, 90m²

Flat 4 – 2 bed, 90m²

Three off-street parking spaces are proposed to the front of the plot with two spaces in a detached garage to the rear of the plot. A communal garden is also located to the rear – the layout of which is the same as approved under 23/00085/VRCON.

The flats would take communal access from the front of the property through a central lobby.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

Chapter 2 Achieving sustainable development

Chapter 5 Delivering a sufficient supply of homes

Chapter 9 Promoting sustainable transport

Chapter 11 Making effective use of land

Chapter 12 Achieving well-designed places

National Planning Practice Guidance (NPPG)

Development Plan

Planning decisions should be made in accordance with the development plan unless material considerations indicate otherwise and the NPPF does not change the statutory status of the development plan as the starting point for decision making.

The development plan for the proposal consists of the Places for Everyone (PfE) Joint Development Plan, Rochdale Core Strategy (CS), adopted 2016, and saved Unitary Development Plan (UDP) policies. The Council also has an adopted series of Supplementary Planning Documents and Supplementary Guidance Notes, which are other material considerations.

Places for Everyone Joint Development Plan (PfE) (2024)

Sustainable and Resilient Places

JP-S1 Sustainable Development

JP-S2 Carbon and Energy
JP-S3 Heat and Energy Networks
JP-S4 Flood Risk and the Water Environment
JP-S5 Clean Air
JP-S6 Resource Efficiency

Places for Homes

JP-H1 Scale, Distribution and Phasing of New Housing Development
JP-H2 Affordability of New Housing
JP-H3 Type, Size and Design of New Housing
JP-H4 Density of New Housing

Greener Places

JP-G1 Landscape Character
JP-G8 A Net Enhancement of Biodiversity and Geodiversity

Places for People

JP-P1 Sustainable Places

Connected Places

JP-C6 Walking and Cycling
JP-C8 Transport Requirements of New Development

Adopted Rochdale Core Strategy (CS):

SO2 Creating successful and healthy communities

C1 Delivering the right amount of housing in the right places
C2 Focusing on regeneration areas and economic growth corridors/areas
C3 Delivering the right type of housing

SO3 Improving design, image and quality of place

P1 Improving image
P3 Improving design of new development

SO4 Promoting a Greener Environment

G6 Enhancing Green Infrastructure
G7 Increasing the value of biodiversity and geodiversity
G9 Reducing the impact of pollution, contamination and land instability

SO5 Improving accessibility and delivering sustainable transport

T2 Improving accessibility

Managing delivery and monitoring progress

DM1 General Development requirements
SD1 Delivering sustainable development

Unitary Development Plan (UDP):

G/D/1 Defined urban area

Other

The following Supplementary Planning Documents (SPD) are also relevant:

- Guidelines & Standards for Residential Development SPD, June 2016;
- 'Provision of Recreational Open Space in New Housing'; and,
- Residential Design Guide SPD.

Also of relevance are:

- National Design Guide (2019) (Ministry of Housing, Communities and Local Government); and,

- Department for Communities and Local Government – Technical housing standards - nationally described space standard

RELEVANT SITE HISTORY

83/D15759 - Residential Development: 8 Aged Persons Bungalows – Approved

85/D18610 - Residential Development - 8 No. Bungalows and Relocation of 6 No. Garages -Withdrawn

86/D19312 - Residential Development – Approved

95/D32131 - Residential Development – Refusal

97/D34924 - Change of Use of Vacant Land to Form Car Storage Compound

20/00244/FUL – Residential development - 3 detached dwellings – Approved subject to conditions

21/00244/DOC - Submission of details to comply with conditions 4 (access road/parking), 5 (CMS), 7 (bird nesting boxes), 10 (site investigation) and 11 (boundary treatment) on planning permission 20/00244/FUL – Request completed 01/07/2021

23/00085/VRCON - Section 73 application to vary condition 2 (Plans) and 9 (Landscaping) of planning permission 20/00244/FUL (residential development - 3 detached dwellings) for alterations to site layout plan, hardstanding, house types 1, 2, 3, and garages. – Approved 08.02.2024

CONSULTATION RESPONSES

Env Health - Noise/Odours

No objection to the proposal.

Highways And Engineering

Objects to the proposal based on insufficient parking.

Lead Local Flood Authority/Drainage

No comments received to date

Environmental Control (Landfill Gas)

No objection to the proposal.

Network Rail

No comments received to date

REPRESENTATIONS

The application was publicised by way of neighbour notification and site notice. 2 letters of objection have been received. The comments have been summarised below:

Amenity

- Loss of privacy as a result of more people overlooking.

Traffic/ Parking

- Increased traffic and parking demand;
- Further congestion and subsequent health and safety risks;
- The parking and noise of vehicles on an already busy street.

Other

- Bin collection issues
- Existing anti-social behaviour. Increased number of residents may amplify these issues or make it more difficult for authorities to maintain control;
- Concerns with drainage and sewage

Loss of property value has also been raised, however this does not constitute a material planning consideration and therefore holds no weight in the assessment/determination process.

Preliminary Matters

Planning permission was obtained for 3 dwellings in 2020 and a subsequent variation was approved in 2023. The dwellings are now substantially complete in their construction and so the LPA are satisfied that the permission has been implemented, however matters relating to hard and soft landscaping, as well as boundary treatment are still pending completion. Therefore relevant conditions relating to these matters are copied across from the most recent permission 23/00085/VRCON.

ANALYSIS

Principle of the development

The application site is situated within an established residential area of Rochdale within the defined urban area, as designated under the UDP Proposals Map. In such locations, the Core Strategy (CS) actively encourages new housing development particularly where there is good access to existing facilities and infrastructure (policy SP2). This is echoed in policies C1, C2 and DM1 of the CS.

Following amendments, the application proposes to subdivide the existing dwelling into 4 separate self-contained residential apartments. Since the residential use of the property is already established, the principle of splitting the dwelling up to provide more residential accommodation is found to be acceptable and would positively contribute to the housing land supply. The main issue relates to whether the intensification of the use would be acceptable having regard to the building's size and location, which is considered in more detail below.

Accordingly, subject to an assessment of other development management requirements the development is considered to be acceptable in principle and in accordance with the Core Strategy, PfE and the National Planning Policy Framework.

Character and appearance

Policies DM1 and P3 of the Council's adopted Core Strategy requires development proposals to demonstrate high quality design. In addition, Paragraphs 131 and 135 of the National Planning Policy Framework (NPPF) state that good design is a key aspect of sustainable development and that planning policies and decisions should ensure that developments function well and add to the overall quality of the area and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.

The proposed works primarily comprise of internal alterations to facilitate the creation of 4 self-contained residential units. The approved driveway to the front of the building is to be retained for off-street parking (3 vehicles) and the garage to the rear of the plot is to be retained for additional off-street parking (2 vehicles). The patio area to the rear garden will also be retained as well as the approved landscaped areas (23/00085/VRCON).

Full length fixed pane windows and a single door are to be installed at ground floor level to flats 1 and 2 to the rear elevation, in replacement of bi-fold/patio doors. As indicated on the proposed elevation drawing, these would be fitted with obscure glazing up to a height of 1.5m above the internal floor level to ensure satisfactory privacy levels are maintained. A window has also been installed to each side elevation at second floor level (retrospective). These alterations are acceptable subject to the frames matching in style and colour to the existing, and the obscure glazing/film installed prior to first occupation and retained thereafter. This is recommended to be secured by condition.

In conclusion the proposed alterations are minor in nature and would not be of detriment to the appearance of the building. The proposal is therefore acceptable in regards to visual amenity and compliant with Policies DM1 and P3 of the adopted Rochdale Core Strategy, the SPD and the NPPF.

Residential Amenity

Existing residential amenities

Paragraph 135 of the NPPF requires that new development achieves a high standard of amenity for existing and future users. This is reflected locally through CS policy DM1 which requires development proposals to ensure that they “do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy”.

Paragraph 4.1 of the ‘Guidelines and Standards for Residential Development SPD’ sets out minimum separation distance standards, but paragraph 4.3 does state, however, that exceptions to these prescribed standards may be acceptable in some circumstances (including on street frontages) and therefore applications will be considered on their individual merits.

All new habitable rooms in flats 1-4 would occupy spaces previously approved as habitable rooms (23/00085/VRCON) and so there is no material change in terms of the impact on the amenity of neighbouring occupiers. Two new bedroom windows have been installed at upper floor levels however given the size and positioning of these windows, there would be no significant loss of privacy.

Residential Environment Created

The Government’s technical housing standards – nationally described space standard (NDSS) document sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height.

All flats comply with NDSS and all habitable rooms have access to natural light and ventilation.

A communal garden area is proposed which is a functional and useable space for all future occupiers.

As above, obscure vinyl is to be installed to the ground floor bedroom windows to ensure future occupiers are afforded with sufficient privacy levels, whilst still maintaining an acceptable outlook/ access to light. A privacy screen is also proposed to be installed on the internal balcony at second floor level to protect residential amenity.

Internal sound insulation would be addressed by Building Control in line with ‘Approved Document E: Resistance to the passage of sound’ which applies to material changes of use to buildings which is applicable to this proposal.

Overall, subject to conditions, the proposal is considered to be acceptable in regards to residential amenity.

Other

Contaminated Land

Policy G9 of the Core Strategy sets out that the Council will require that development does not have impacts that lead to an unacceptable increase in air, water, noise, light or other pollution. Paragraph 198 of the NPPF sets out that planning decisions seek to ensure that new development is appropriate for its location considering the likely effects (including cumulative effects) of pollution on health, living conditions and the natural environment.

The building is substantially complete in its construction however has not yet been formally occupied as a singular dwellinghouse. Condition 8 of planning permission 23/00085/VRCON states:

“No dwelling hereby approved shall be occupied until a verification report to demonstrate the effectiveness of land contamination remediation measures, as detailed in approved Phase 1 & Phase 2 Environmental Report, prepared by TJ Booth Associates, dated Feb 2021, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: The condition has not been discharged. To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the amenity of future occupiers in accordance with Policy G9 of the adopted Rochdale Core Strategy, saved Policy EM/8 of the adopted Rochdale Unitary Development Plan and the National Planning Policy Framework.”

This application seeks to convert one of the approved 3 dwellings (plot 2) into 4 x self-contained apartments. To ensure that the proposed apartments are suitable for their intended residential use, condition 8 as above is recommended to be copied across to this application. Copies of the above referenced Phase 1 and Phase 2 Environmental Reports have been provided for completeness. Environmental Health have been consulted and hold no objection to the proposal subject to a verification report being provided prior to first occupation.

Highway Safety

As originally submitted the application proposed to convert the existing 7 bedroom dwelling into 5 apartments. The Council's Highways Engineer notes that this proposal will generate very little traffic but Worcester Street is below the usual standard for a road of this nature, and therefore objects to the proposed development due to the plans showing insufficient parking (7 spaces required). It is however noted that the parking standards within the Core Strategy set a maximum number of car parking spaces and the proposals would still provide 5 car parking spaces for 4 dwellings which would comply with the relevant policy.

Whilst Officers acknowledge the concerns raised by the Highways Engineer, development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios (p116, NPPF).

Since the original consultation request the scheme has been reduced from 5 to 4 apartments. Whilst Officers accept that there would be a minor intensification in the use with a potential increase in the number of comings and goings (since the occupiers would no longer function as a single household unit), the combined

number of bedrooms remains at 7. Five off-street parking spaces would also be provided. On balance, the proposal is found to be acceptable in regards to highway safety – mindful of the existing extant permission for a 7 bedroom dwelling.

Biodiversity

Paragraph 187 of the NPPF states that the planning policies and decisions should contribute to and enhance the natural and local environment.

In England, biodiversity net gain is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990. Under the statutory framework for biodiversity net gain, subject to some exceptions including 'developments below the threshold', every grant of planning permission is deemed to have been granted subject to the condition that the biodiversity gain objective is met.

The development comprises a change of use of an existing residential dwelling to 4no self-contained apartments. An approved landscaping scheme under 23/00085/VRCON will need to be adhered to, but otherwise the current scheme presents no changes to any external areas. As the development does not impact a priority habitat and impacts less than 25 square metres (5m x 5m) of on-site habitat, the proposal is exempt from statutory BNG. The proposal would also not impact on any linear habitats, such as hedgerows.

In recognition that the hard and soft landscaping (including boundary treatment), as approved under 23/00085/VRCON, is not yet complete it is recommended that a condition is attached to any approval notice requiring the approved landscaping details to be carried out – insofar as it relates to Plot 2 of this permission.

Conclusion

The site is within the defined urban area in an accessible and sustainable location. The proposed development would align with the existing residential use of the building and is also compatible with the surrounding residential uses. The development would not unacceptably impact on the visual amenity of the area and the residential amenity of surrounding properties subject to conditions. The traffic generation, access and parking arrangements are also considered to be acceptable, on balance.

In view of the above, the proposal is compliant with relevant saved UDP Policies and the adopted Core Strategy. In considering the planning merits of the proposal against the requirements of the NPPF, the proposal is considered to represent sustainable development.

On this basis in accordance with the requirements of local and national policy the application is recommended for approval, subject to conditions.

RECOMMENDATION

This recommendation is made following careful consideration of all the issues raised through the application process. In this case the recommendation is to **GRANT PLANNING PERMISSION** subject to conditions.

Conditions and reasons:

1. The development must be begun not later than the expiration of 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 by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. The development hereby permitted shall be carried out in accordance with the following approved plans and documents unless otherwise required by the conditions below:

Site location Plan received 15.01.2025

Drawing 2342/24/03F dated 03.04.2025 – Plans as Proposed

Drawing 2343/25/04 – Rear Elevation as Proposed

Drawing 2343/24/04C dated Feb 25 – Site Plan as Proposed

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. All external facing materials (including windows) of the development hereby permitted shall match in colour, form and texture those on the existing building.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with policies DM1 and P3 of the adopted Rochdale Core Strategy, policies JP-G9 and JP-P1 of the Places for Everyone Joint Development Plan and the National Planning Policy Framework.

4. Prior to the first occupation of the development hereby approved, the obscure glazed windows to the rear elevation of the building, as indicated on drawing numbers 2343/25/04 and 2342/24/03F, shall be fitted with the obscure glazing/graded screening (to meet the requirements of Pilkington Level 3 as a minimum) to the height of 1.5 metres above ground level. The development shall be retained as such thereafter.

Reason: To prevent a loss of privacy to the future occupiers in accordance with Policy DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

5. Prior to the first occupation of the development hereby approved, the 1.8m high frosted opaque toughened safety glass divider as shown on the second floor plan on drawing 2342/24/03F shall be installed and retained as approved thereafter.

Reason: To prevent a loss of privacy to the future occupiers in accordance with Policy DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

6. As approved under application 23/00085/VRCON, in so far as it relates to plot 2 of this permission, the access roads and parking areas (including surface treatment and drainage) of the development shall be constructed in accordance with the submitted details as shown under 'Boundary Detail C - BDC Trespass Acoustic', 'M5 Driveway/ Access Road Surface', 'M4 Driveway/ Parking Details' 'M1 - Buff flagged patios/paths' 'M2 - Lawn/

grassed area' 'M3 - Border chippings' 'BBX - Bird Nesting Box' 'Boundary Detail A' 'Boundary Detail B' and Driveway Permeable Membrane (Groundtex) as shown on drawing number 20.2181.32B (in so far as the plans listed relate to the surface treatment and drainage). Additionally, the development shall be constructed in accordance with the drainage plan, drawing number 20.2181.33B. The access roads and parking areas shall be constructed in accordance with the duly approved details before the dwelling it serves is first occupied, and retained thereafter at all times for the parking of vehicles.

Reason: In order to ensure there is adequate provision for vehicles to be parked clear of the highway and to achieve an appropriate surface treatment for parking areas in order to comply with the requirements of Policy DM1 of the adopted Rochdale Core Strategy and the requirements of the National Planning Policy Framework.

7. As approved under application 23/00085/VRCON, the development shall be carried out in accordance with the submitted Construction Method Statement (CMS), prepared by James Campbell Architecture, received by the Council 31/08/2023. The approved CMS shall be adhered to throughout the construction period.

Reason: To minimise detrimental effects to the neighbouring amenities, the amenities of the area in general, detriment to the natural environment through the risks of pollution and dangers to highway and railway safety, during the construction phase in accordance with Policies DM1, T2, G8 and G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

8. As approved under application 23/00085/VRCON, in so far as it relates to plot 2 of this permission, the landscaping works shown on the approved plan ref. 'Land at Langton Terrace - Revision B - Feb 2023' by MMA Tree consultancy and document 'Plant Palette dated 09/07/2020' shall be carried out in accordance with the approved details within the first planting season following final occupation of the development hereby permitted. Any trees or shrubs planted or retained in accordance with this condition which are removed, uprooted, destroyed, die or become severely damaged or become seriously diseased within 5 years of planting shall be replaced within the next planting season by trees or shrubs of similar size and species to those originally required to be planted.

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 policies P3, DM1 and G7 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

9. The development hereby approved shall be occupied until a verification report to demonstrate the effectiveness of land contamination remediation measures, as detailed in approved Phase 1 & Phase 2 Environmental Report, prepared by TJ Booth Associates, dated Feb 2021, shall be submitted to and approved in writing by the Local Planning Authority.

Reason: The condition has not been discharged. To prevent pollution of the water environment and to ensure the safe development of the site in the interests of the amenity of future occupiers in accordance with Policy G9 of the adopted Rochdale Core Strategy, saved Policy EM/8 of the adopted Rochdale Unitary Development Plan and the National Planning Policy Framework.

10. As approved under application 23/00085/VRCON, in so far as it relates to plot 2 of this permission, all boundary treatments shall be constructed in accordance with the details shown on drawing 20.2181.32B. The approved trespass / acoustic fence shall be erected before any dwelling is occupied. The approved boundary details to each plot shall be installed before the dwelling to which it serves is first occupied. All boundary treatment details shall thereafter be retained as approved.

Reason: In the interests of amenity and safety of the future occupiers and in compliance with Policies P3, G7 and DM1 of the adopted Rochdale Core Strategy of the Rochdale Unitary Development Plan and the requirements of 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.