

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
24/01122/FUL	Hamish Rigg	26/02/2025

Address: 854 Manchester Road, Rochdale, OL11 2SP

Proposal: Change of use from shop (E) to bar/restaurant (Sui Generis), together with the installation of a rear door.

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?	N

EIA	Screening opinion completed and saved to Onbase?	n/a
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CONDITIONS	Pre-commencement conditions proposed?	Y
	Pre-commencement conditions agreed (or notification period expired)?	Y

RECOMMENDATION	Grant STC
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CHECKED AND SIGNED OFF BY: RK

DATE: 05/03/2025

SITE

The application relates to no. 854 Manchester Road; a three-storey terraced property in Castleton, Rochdale. The site is part of a red-brick terrace, comprising shops, hot food takeaways, and small businesses. The area is characterised by its historical and industrial character, owing to the surrounding warehouses, Castleton railway station, traditional terrace housing, and the Rochdale Canal.

The site falls within Castleton local centre, as per UPD policy S/6, and Castleton South conservation area. On this latter, it lies directly opposite, to the west, of two locally listed buildings: the former District Bank, and Bridge Inn Public House. Approximately 50m south along Manchester Road is The Carnegie Library, another locally listed building.

No.854 faces east, fronting the pavement and overlooking the adopted highway. It adjoins no. 852 to the south and no. 856 to the north. The rear boundary of the curtilage faces west, bordering the Rochdale Canal. The application property and adjoining building no. 852 have been rendered without planning permission, and are considered detrimental to the character and appearance of the street scene.

PROPOSAL

Permission is sought for the change of use of the building from a shop (use class E) to a bar/restaurant (Sui Generis), together with the installation of a rear door at upper ground floor level. The plans indicate that the proposed use will occupy three floors and includes a smoking area in the rear yard. The submitted noise impact assessment states that amplified music will be played inside the building, and that the bar will operate until 23:00 hours.

RELEVANT PLANNING POLICY

National

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Regional

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 relevant:

JP-P1	Sustainable places
JP-P2	Heritage
JP-J2	Employment Site and Premises
JP-Strat12	Main Town Centres

Sub regional

Adopted Rochdale Core Strategy (CS):

SO1 To deliver a more prosperous economy
E1 Establishing thriving town, district and local centre
DM1 General development requirements

Unitary Development Plan (UDP):

G/S/1 Town Centres

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

None applicable

CONSULTATION RESPONSES

Environmental health 25/02/2025:

This section has no objections in principle to the proposal, we would recommend the following conditions:

- The acoustic mitigation measures are implemented as per the detail of the submitted noise impact assessment*
- A suitable noise limiting device will be installed at the mixing desk(s) and will be set up to meet the requirements set out in the submitted noise impact assessment.*
- Details of the above measures will be submitted in writing to the LA.*
- The noise limiter will be used when all music is being provided.*
- Prior to first operation comprehensive sound testing will be carried out to ensure all required limits are being met.*
- The venue will not operate beyond 23:00 on any day*

Heritage conservation 27/01/2025:

I would have no particular concerns from a historic environment perspective of the use of the site as a bar, given that the use would assist with district centre regeneration and help to enliven the conservation area.

Highways 03/01/2025:

No objections

Canal and Rivers Trust 09/12/2024:

No objections

REPRESENTATIONS

Letters of notification were sent to surrounding properties, a site notice was displayed, and an advert was published in the local press.

ANALYSIS

The application seeks to change the use of no. 854 Manchester Road from a shop (Use Class E) into a bar/restaurant (Sui Generis).

When read collectively, paragraph 90 of the NPPF, Places for Everyone policy JP-Strat12, and Core Strategy E1 aim to establish thriving town centres by focusing leisure, commercial, retail, cultural and office development within town centres and local centres. Such developments are identified as 'town centre uses' under CS policy E1, and therefore locating them within town centres (UPD policy G/S/1) is prioritised.

The site falls within Castleton local centre, as identified by UPD policy S/6. The site currently has a lawful use as a shop (Use Class E), however visual data from Google Street View suggests that a shop hasn't been open at this address since 2018. Publicly available records indicate that the site briefly opened up as a bar, before being closed not having planning permission.

Currently the site is vacant and is failing to contribute towards the vitality of Castleton local centre. The proposed use as a bar/ restaurant would go towards bringing an unused space back into use, attracting visitors, activity, and jobs to Castleton. In turn this would help boost the local economy and create a safer and more vibrant local centre. Therefore, in the interests of creating sustainable development, and focusing town-centre uses within the centre of Castleton, the principle for development is established.

Amenity:

Policies JP-P1 and DM1 aim to ensure that development is compatible with surrounding land uses and has a neutral or positive impact on the amenities of future and existing residents, particularly in terms of noise. Policy DM1 also aims to ensure that new development does not adversely affect the amenity of neighbouring occupants through overshadowing, visual intrusion, and a loss of privacy.

The proposed use as a bar is likely to result in greater noise levels than the former use as a shop, particularly in the evenings and given the intention to play amplified music. Whilst the immediate vicinity is predominantly occupied by 'town centre uses', there are a number of residential units: the adjacent property, no. 852; on Charlton Street, approximately 30m to the south-west; and on Manchester Road, approximately 70m to the south. As such, the applicant has provided a Noise Impact Assessment (ACA Acoustics, 240612-R001A: 27/01/2025) and the Council's Environmental Health Officer has been consulted. ACA Acoustics carried out a noise impact survey using computer modelling and sound receptors positioned at the front facades of no. 852 Manchester Road and properties on Charlton Street. The NIA recommends the installation of sound proofing lining to all external and party walls of the development site. The Environmental Health Officer has confirmed that the proposed change of use would be

acceptable in principle, yet to mitigate the noise impact they have recommended the following conditions:

- The acoustic mitigation measures are implemented as per the detail of the submitted noise impact assessment
- A suitable noise limiting device will be installed at the mixing desk(s) and will be set up to meet the requirements set out in the submitted noise impact assessment.
- Details of the above measures will be submitted in writing to the LA.
- The noise limiter will be used when all music is being provided.
- Prior to first operation comprehensive sound testing will be carried out to ensure all required limits are being met.
- The venue will not operate beyond 23:00 on any day

Subject to condition, the development is therefore acceptable in accordance with policies DM1, the SPD and the NPPF.

Heritage:

Paragraph 205 of the NPPF states that when considering the impact of a proposed development on the significance of a heritage asset, great weight should be given to the asset's conservation. Paragraph 206 states that any harm to, or loss of, the significance of a designated or non-designated heritage asset should require clear and convincing justification. Policy JP-P1 of Places for Everyone states that Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy. Policy P2 of the Core Strategy promotes the protection and enhancement of key heritage assets and their visual amenity.

The application property lies within the Castleton South Conservation Area and opposite the Grade 1 Local Interest Buildings at 'The District Bank (former) & Bridge Bank House, 847-853 Manchester Road, Castleton', which are described as 'Formerly the District Bank and Bridge Bank House. Their high quality designs, particularly Bridge Bank House, contribute to the significance of the Conservation Area.

The Council's Conservation Officer was invited to comment on the application and found that there would be no particular concerns from a historic environment perspective in changing the use of the building to a bar, as this would help revitalise the Conservation Area and Castleton local centre. On the subject of vitality, Core Strategy policy P2 seeks to enhance and promote key heritage assets and conservation areas in order to support the visitor economy and town centre regeneration schemes.

It should be noted, however, that in order to ensure the vitality of the Conservation Area, new development should be compatible with the surrounding land uses to prevent them from becoming redundant and unoccupied. It is possible that such conflict could arise in relation to surrounding upper-floor residential units. However, subject to the Environmental Health Officer's recommended noise mitigation condition, the proposed use as a bar should have an acceptable impact on residential amenity, and in turn should not create conflict between land uses within the Conservation Area, therefore protecting its potential vitality.

Overall, the impact of the proposed development on the heritage significance of Castleton Conservation Area and locally listed buildings within the vicinity is considered to be acceptable in accordance with PfE policy JP-P2, Core Strategy policy DM1, P2 and P3, and the NPPF.

Highways:

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

The Council's Highways Officer was invited to comment on the application and raised on objection to the development on the grounds that the proposed use was typical for a local centre and that the impact on the highways network would be insignificant against background traffic at this location.

The proposal is therefore acceptable in accordance with policies DM1 and T2 of the Core Strategy.

Other matters:

The proposed development includes the installation of a rear door, which in terms of its design and impact on residential amenity, is considered acceptable.

However, the building's front elevation has undergone significant work at some point since 2018, including the application of render and alterations to the fenestration. Permission for these works has not been located, and they could be reasonably considered to have a harmful impact on the visual amenity of the Conservation Area and locally listed heritage assets. The Council's Enforcement team have been made aware of the unauthorised works and have expressed their intention to respond accordingly. The applicant is advised to cooperate with the local authority in resolving this matter.

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 and existing plans and elevations: PL01 rev A
 - Proposed and existing site plans: PL02
 - Existing and proposed plan and elevations: 10.21.541-101
 - Acoustic assessment of proposed bar to nearby residential properties' (ACA Acoustics, ref. 240612-R001A, 27/01/2025)

- Design, Access, and Heritage Statement (RH Building and Construction Ltd. 22/10/2024)

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 saved Rochdale Unitary Development Plan, the adopted Rochdale Core Strategy and the National Planning Policy Framework.

3. The development hereby approved shall be carried out in accordance with the noise mitigation measures set out within 'Acoustic assessment of proposed bar to nearby residential properties' (ACA Acoustics, ref. 240612-R001A, 27/01/2025). Such measure shall include the façade and partition wall lining and the installation of a noise limiting device at the mixing desk(s) and a noise limiter when all music is being provided. No part of the development shall be occupied until such time as a verification report has been submitted to and approved in writing by the Local Planning Authority to confirm that the approved ventilation and acoustic measures have been implemented to achieve the required maximum noise levels. The noise attenuation measures shall be retained as installed thereafter.

Reason: To safeguard the amenities of residents in order to comply with the requirements of Policies G9 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 development hereby approved shall not be operated outside the hours of 12:00 (noon) – 23:00 hours on any day.

Reason: To protect the amenity of nearby occupants and in accordance with policies G9 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.

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.