

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

25/00453/FUL

CASE OFFICER

Majid Mir

DETERMINATION DATE 27.08.2025

Address: The Sheaf, Haugh Fold, Newhey, Milnrow, Rochdale

Proposal: Change of use from Public House (Sui Generis) to 7'no (5no' 1 bedroom and 2no' 2 bedroom) self-contained flats (Use Class C3), alteration to fenestration, replacement of rooflight and associated works including boundary treatment, bin store, access and parking

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

RECOMMENDATION

GRANT SUBJECT TO CONDITIONS

CHECKED AND SIGNED OFF BY: RG

DATE: 27 November 2025

SITE

The application relates to the Sheaf on Haugh Fold. The Sheaf is a public house located on a prominent corner plot by the junction between Haugh Fold and North Parade.

The sheaf is two storey building with a more modern single storey rear extension. The Sheaf benefits for a rear courtyard and rear access vehicle access.

The Sheaf is located with a residential area and within the Defined Urban Area.

PROPOSAL

The application seeks planning permission to change the public house (sui generis) to 7 self-contained flats (Use Class C3) and associated works including boundary treatment, bin store, access and parking.

On the ground floor rear elevation, the application proposes to replace a door with a window.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Sub-Regional - Places for Everyone Joint Development Plan (PfE)

JP-S1 Sustainable Development

JP-H1 Scale Distribution and Phasing of New Housing Development

JP-H3 Type, Size and Design of New Development

JP-P1 Sustainable Places

JP-P2 Heritage

JP-P3 Cultural Facilities

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

P2 Protecting and enhancing character, landscape and heritage

P3 Improving design of new development

G7 Increasing the value of biodiversity and geodiversity

G9 Reducing the impact of pollution, contamination and land instability

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

88/D21417	Function Room Extension To Public House. Decision: Refuse.
89/D23647	Single Storey Extension To Public House And Additional Car Parking Facilities. Decision: Refuse.
92/D28094	Change Of Use And Conversion Of Roof Space To Form Self-Contained Flat And Construction Of Rear Steel External Staircase. Decision: Grant subject to conditions.
94/D30818	Erection Of Porch To Front Elevation Of Public House. Decision: Grant subject to conditions.
05/D45364	Change Of Use And Conversion Of Public House With Associated Living Accommodation To Form 6 Self Contained Apartments Including Alterations To Roof Height. Decision: Withdrawn.
05/D46025	Change Of Use, Extension And Conversion Of Public House To Form 7 Apartments. Decision: Grant subject to conditions.

CONSULTATION RESPONSES

Strategic Housing-Affordable Housing

No objection.

Highways And Engineering

No objection to this proposal.

Env Health - Noise/Odours

No comments received to date

Conservation And Design

Subject to appropriate detailing, it is likely that the scale of any harm to the significance of the building would be less than substantial.

REPRESENTATIONS

The application was publicised by the way of neighbour notification letters and a site notice placed within the vicinity of the site. Two responses were received objecting to the proposal. The objections are summarised below:

- ② The number and size of apartments proposed lends itself to sub-letting for social housing or H.M.O.
Officer comments: The application seeks planning permission for 7 self-contained flats and not for a HMO.
- ② Inadequate off-street parking provided. Does not meet the Council's Core Strategy parking standards.

- ❑ Increase to on-street parking resulting from this development would visually dominate the street scene of this sought-after hamlet in Newhey, detracting from its established rural character.
- ❑ There is already high demand for parking spaces. The surrounding area is unable to accommodate additional vehicles.
- ❑ Development would lead to significant increase on parking spaces. Although the restaurant can be busy at times, it is however limited to opening times and temporary.
- ❑ Street unable to accommodate additional traffic during construction phase.

Officer comments: Discussed in the highway section of the report.

- ❑ Disruption during construction phase.

Officer comments: Discussed in the amenity section of the report.

- ❑ Incorrect information in regard to access and trees within supporting documentation/application form.
- ❑ This is a family area and does not require single person occupation - provision for families would be far better aligned to the local area and community and
- ❑ Various elements of the proposal would also not align with the Core Strategy for Milnrow/Newhey.
- ❑ The proposed change of use from public house to residential is, in principle, okay. Converting the property into fewer, three-bedroom homes with gardens would be more appropriate given the character and location of the site.

Officer comments: Where relevant, discussed in the report below.

ANALYSIS

Principle of Development

The application site is located within the Defined Urban Area and does not have any other designation. The proposed development would result in the provision of 7 self-contained flats in a public house.

Places for Everyone Policy JP-H1 states 'A minimum of 175,185 net additional dwellings will be delivered over the period 2022-2039 ... The new homes will be of good quality and design, adaptable, supported by the necessary infrastructure and amenities and their distribution'. Specific to Rochdale, during 2025-2030, annually Rochdale must achieve 616 new dwellings to meet these targets.

Policy C8 of the Core Strategy places an importance on improving community, sport, leisure and cultural facilities. This policy mentions that these facilities are vital to local communities and provide the services needed for a good quality of life, for example, helping to promote community cohesion. The policy states that 'we will support and promote the provision of better community, sport, leisure and cultural facilities'. Public houses can be considered as a community infrastructure. The Core Strategy states that community infrastructures are facilities available for use by all the community. In this regard, policy DM1 of the Core Strategy states that 'all development proposals, including changes of use of land and buildings, extensions and alterations, will be expected to demonstrate that they...provide, or demonstrate the availability of, the service and community infrastructure necessary to meet local needs e.g. local shops, community, leisure and sport facilities and provision of open space'.

Paragraph 88 of the National Planning Policy Framework (NPPF) states that planning policies and decisions should enable... the retention and development of

accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.’ Paragraph 98 of the NPPF adds that ‘planning policies and decisions should... plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments’.

For a public house to provide a service to a local urban area it should be within a reasonable walking distance for the range of customers who are likely to use it. The supporting report identified a number of restaurants and pubs within the local community. The Bulls Head (located approximately 1 mile away (20-25 mins away)), Newhey Lodge Sports Bar (located approximately 0.4 miles away (8-10 mins walk)), Char and Bank Chambers (located approximately 0.5 miles away (10-12 mins away) and Bird in the Hand (located approximately 0.2 miles away (2-5 mins away)). As such, due to there being multiple public houses located within walking distance of the application site, the loss of this public house would therefore not reduce the local community’s ability to meet its day to day needs but it would result in the loss of a facility of value to it.

In terms of viability, the supporting report states that ‘the Cedar Tree Bar and Grill has experienced a significant decline in patronage, reflecting a broader national trend of decreasing pub usage.’ The applicant states that the property has been put up for sale but has not sold. The applicant has confirmed that the property/business was put up for sale between January 2024 and September 2024 but was unsuccessful in selling the property/business. The property/business was also put for sale at an auction between October 2024 and January 2025 but was unsuccessful in selling the property/business. Furthermore, no objections have been received from local residents in relation to this matter. It is considered that the proposal would allow for the long-term use of the site.

It is also noted that the site is within a relatively sustainable location, with access to the nearest local centre and with good public transport links into Rochdale within walkable distances.

Given the above it is considered that the conversion of the public house to residential would not be unacceptable or contrary to policies contained within the Development Plan. Subject to the following development management considerations, the principle of development is therefore acceptable and in accordance, with the relevant policies within the Core Strategy, PfE and the NPPF.

Visual amenity and Heritage

Paragraph 135 of the NPPF states that planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change. Policy P3 of the Core Strategy states that we will require all new developments to adhere to high standards of design ‘Enhance the borough’s identity and sense of place, by respecting context where it is positive and having regard to the scale, density, massing, height, layout, landscape, materials and access of surrounding buildings and areas in general’.

The application property is considered a non-designated heritage asset. As such, paragraph 216 of the NPPF is of relevance. It states that ‘the effect of an application on the significance of a non-designated heritage asset should be taken into account

in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'. Policy P2 of the Core Strategy states 'we will protect and enhance the borough's character, utilising the potential of these assets in development and regeneration schemes'.

The building is located within the historic settlement of Haugh Fold. The buildings around the fold are present on the first edition OS map from c.1850. Although the building has been altered, it still retains some architectural detailing. The building is an imposing and attractive stone building which is prominent in the streetscene. Due to its age and architectural detailing, as well as its communal value, it is of some heritage interest and is therefore considered a non-designated heritage asset.

The Conservation Officer stated that there would be some harm to the legibility of the building's historic use owing to its conversion to residential use. However, the Conservation Officer acknowledged that a residential use would provide a viable future for the building. The only alterations being proposed are the replacement of a door on the ground floor rear extension with a window and roof window. In regard to the extension, it has render and is clearly a later addition. The scale of harm to the to the significance of the building would be less than substantial.

The application also proposes to make alterations to the rear grounds of the property, consisting of reintroducing an access to the rear from North Parade for access to the parking area and creating enclosed spaces for bins and a garden. No details have been provided about the landscaping or boundary treatment. The Conservation Officer concluded that subject to acceptable detailing provided via conditions of any external alteration, boundary treatments and landscaping, it is likely that the scale of any harm to the significance of the building would be less than substantial.

As such, it is concluded that subject to the addition of the conditions, the scale of any harm to the significance of the building would be less than substantial. Furthermore, it is noted that the change of use of the site would allow for the long-term viable use of the building. The public benefits would outweigh the harm in this instance, and the impact on heritage asset is considered acceptable. The proposal is therefore considered to be in accordance with policies P1, P2 and P3 of the Core Strategy, Policy JP-P1 and JP-P2 of PfE, and the NPPF.

Neighbour Amenity and Occupier Amenity

Noise and disturbance

Policy G9 of the adopted Core Strategy requires new development to not cause unacceptable noise (inter alia) pollution. With regard to the subdivision of dwellings, Section 4.12 of the SPD states that 'the subdivision of a property to create additional dwellings or Houses in Multiple Occupation (HMO) can intensify the level of occupation and may give rise to additional noise and disturbance. Neighbouring residents may be affected adversely, either directly, through party walls, or indirectly, as a result of increased traffic movements and parking problems. Large, detached dwellings are generally more suitable for sub-division into smaller units; terraced properties, unless large, are less suited to this form of development because of noise transmission through party walls and the likelihood that any on-street parking problems which may exist will be compounded.'

The site is located in a quiet residential area. There are however good public transport links and shops located within walking distance. The application property

adjoins a residential property to the east and north. On the opposite side of Haugh Fold are residential properties. To the east, on the opposite side of North Parade, there is a car park and residential properties. Given the location, the change of use to residential flats is acceptable, however, no Noise Impact Assessment was submitted as a part of the application. To safeguard the amenity of occupiers of the proposed development and the neighbouring properties, it is considered appropriate to include a condition requiring that the proposed residential flats are designed in a manner to achieve specified noise levels

Neighbour Amenity

New developments are expected to create a high standard of amenity for existing and future users. Policy DM1 of the Core Strategy requires that proposals do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy. Paragraph 135 of the NPPF requires local planning authorities to ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

Paragraph 4.1 of the Council's Guidelines & Standards for Residential Development (SPD) sets out the minimum distances that should be retained between residential dwellings. Paragraph 4.2 adds that where buildings of three or more storeys are proposed, or there is a marked difference in levels, it may be necessary for the minimum distances set out in paragraphs 4.2 (ii) and (iii) to be increased.

Proposed flat seven is presently used as residential space and is located on the 2nd floor of the property. The proposed bedroom would be located in the existing kitchen and the window that would service it would be located within the existing dormer extension. The window would be located approximately 18.8m from the rear boundary and 26.6m from the rear elevation of numbers 1 and 3 North Parade. It is considered the distance between the properties are acceptable. The rest of the proposed development would meet the minimum standards set out in the SPD.

Occupier amenity

Along with not unduly impacting on the amenity of neighbouring properties, all proposal should provide high quality accommodation with sufficient amenity for future occupiers. Policy JP-H3 of the PfE states that all new dwellings should accord with the Nationally Described Space Standards (NDSS). The NDSS sets requirements for minimum gross internal floor areas dependent on the number of bedrooms, bed spaces and storeys. The NDSS also sets out minimum sizes for double and single bedrooms. The table below lists the NDSS standards and the floorspace areas for each flat and bedroom:

Each flat would meet the minimum gross internal floor space standards set out in the NDSS. Furthermore, the bedrooms would also meet the minimum size standards. It is however noted that on the proposed floor plans drawing (drawing number A104), flat three is labelled as being a one bed bedroom with two bedspaces. The size of the bedroom would not meet the minimum bedroom floor area requirements to be considered a double bedroom. The flat size would exceed the minimum gross internal floor area for a one bedroom one bedspace flat. As such, flat three is acceptable, however, only as a one bedroom one bedspace flat.

All the habitable rooms would receive a sufficient amount of light and outlook.

The application proposes to enclose an area of the rear grounds as garden space. The amount of outdoor amenity size would be small but functional.

In conclusion, it is considered the proposal would not unduly impact on the amenity of the neighbouring properties and would the occupiers of the development would have an acceptable standard of amenity. The proposed development would therefore be in accordance with policies DM1, G8 of the Rochdale Core Strategy, the PfE and the NPPF.

Highway and Road Safety

Policy T2 of the adopted Core Strategy seeks to improve accessibility by locating development where good access to public transport is available or can be provided, and in all circumstances, prioritises the safety, accessibility and amenity of those who live or have business in the area. Policy DM1 also states that all development proposals should provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location. Paragraph 116 of the NPPF states that '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.'

At present there is no parking available within the site, parking for users of the public house is available on the public highway. The application proposes to use the rear grounds of the property for four vehicles. The site plan indicates that there are parking spaces for three vehicles to the front of the property. This is however on the public highway.

Concerns have been raised by objectors about the parking within the local area and the lack of sufficient parking spaces for the proposed flats. There are concerns that the number of flats would exacerbate the existing highway and parking concerns. However, the highways department have raised no objection to the proposal and raised no highway safety concerns, noting that the highways department do not expect the proposed development would generate any problematic volume of traffic.

In regard to the parking arrangements, Appendix 5 of the Core Strategy sets out the maximum number of off-street parking spaces per use. For one bedroom apartments/flats, the Core Strategy requires a maximum of 1.25 parking spaces per dwelling. For two bedroom apartments/flats the Core Strategy requires a maximum of two parking spaces per dwelling. As such, the proposed development could have a maximum of nine off-street parking spaces. The proposal identifies four off street parking spaces plus three on-street parking spaces to the front. Although the highways department does not recognise the on-street parking to the front, they have however noted that these bays have been established for many years as parking for the property and as such, do not raise an objection. Furthermore, as noted by the highways department, considering the scale of the proposed flats, it is expected there will be a low car ownership level amongst the occupiers. Additionally, the location is a relatively sustainable location with access to the train station and buses within walking distance.

In conclusion, it is considered that the proposed development would not have an unacceptable impact on highway safety and would accord with the relevant policies within the Core Strategy, PfE and NPPF.

Ecology and Biodiversity Net Gain

The provisions of the Environment Act in respect of BNG became statutory requirement for planning applications prior to the submission of the application. Therefore, BNG is relevant to this application. However, the application consists of a

change of use from a public house to seven self-contained flats. with landscaping work to the rear garden. At present, there is no ecological value to the rear and therefore the application meets the de minimis exemption. Accordingly, it is not considered that the statutory requirement to provide 10% BNG is applicable here.

RECOMMENDATION Grant subject to following conditions:

1. Time

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. Plans

The development shall be carried out in accordance with the following drawings and documents hereby approved:

- Location Plan
- Existing. Drawing number: A101. Received by email on 23/09/2025
- Existing. Drawing number: A102
- Proposed. Drawing number: A103. Received by email on 23/09/2025
- Proposed. Drawing number: A104. Received by email on 15/10/2025

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

3. Materials to Match

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 the interests of ensuring a satisfactory visual appearance to the development and 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.

4. Windows and Openings

No above ground works shall take place until full product specifications for the window(s) and roof light(s), and detailed designs of the window reveal(s), at a scale of not less than 1:50, to be used on the development hereby approved, have been submitted to and approved in writing by the Local Planning Authority. The windows and doors shall be installed in accordance with the approved details thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development, to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building and 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. Boundary Treatment

Notwithstanding any details submitted as part of the application, no part of the development shall be occupied until details of the type, siting, design and materials to be used in the construction of boundaries, screens or retaining walls have been submitted to and approved in writing by the Local Planning Authority. Any structures shall be installed in accordance with the approved details prior to the first occupation of the approved development and retained thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development, to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building and 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.

6. Landscaping

Notwithstanding the details shown on the approved plans, no part of the development shall be occupied until full details of both hard and soft landscaping works have been submitted to and approved in writing by the Local Planning Authority. The details shall include the formation of any banks, terraces or other earthworks, hard surfaced areas and materials, planting plans, specifications and schedules (including planting size, species and numbers/densities) and a scheme for the timing / phasing of implementation works.

The landscaping works shall be carried out in accordance with the approved scheme for timing / phasing of implementation or within the next planting season following final occupation of the development hereby permitted, whichever is the sooner.

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, to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building and in accordance with Core Strategy Policies P2, P3, G6 and G7, Policies JP-P2, JP-G6 and JP-G7 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

7. Noise Assessment

The flats hereby approved shall be designed and constructed to ensure that indoor noise levels do not exceed:

- 35 dB(A) Leq (16 hours) in bedrooms with windows shut and other means of ventilation provided between the hours of 07:00 and 23:00;
- 30 dB(A) Leq (8 hours) in bedrooms with windows shut and other means of ventilation provided between the hours of 23:00 and 07:00;
- 35 dB(A) Leq (16 hours) in living rooms with windows shut and other means of ventilation provided between the hours of 07:00 and 23:00;
- 40 dB(A) Leq (16 hours) in all other habitable rooms with windows shut and other means of ventilation provided at all times.

Reason: In the interests of residential amenity and to ensure that future residents are adequately protected from unacceptable levels of noise in accordance with policies DM1 and G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework

8. Paraphernalia on Elevations

No part of the development shall be occupied until such time as the existing paraphernalia on the elevations of the building have been removed and made good in accordance with details which have first been submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of ensuring a satisfactory visual appearance to the development, to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building and 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.

9. Car parking

The car parking spaces as shown on the approved plans to serve the development hereby permitted shall be made fully available for use prior to the development being first brought into use and shall be retained thereafter for their intended purpose.

Reason: In the interest of highway safety and the free flow of traffic and in accordance with Policies T2 and DM1 of the adopted Rochdale Core Strategy, Policy JP-C8 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

10. Refuse

The development hereby approved shall not be brought into use until such time as details for the design of refuse/recycling bin store has been submitted to and approved in writing by the Local Planning Authority. The duly approved scheme shall be installed in complete accordance and made available for use prior to the approved development first being brought into use. The approved refuse and recycling scheme shall be retained as constructed for its intended use thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development and 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.