

APPLICATION NUMBER: 23/00636/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
23/00636/FUL	Rosalind Gralton	12 December 2023

Address: 113 Manchester Road Rochdale OL11 4JG

Proposal: Conversion of a ground floor storage facility and a first floor residential premises to five self-contained dwellings following demolition of rear annex building. Alterations to the rear boundary wall to provide refuse storage area. Changes to fenestration on all elevations including new main entrance door and the application of white render to match existing

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/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: LA

DATE: 22.02.2024

SITE

The site relates to a two storey semi-detached property which was the former 'St Albans Hotel' public house. The property is not listed, not located within a conservation area or within the setting of any heritage asset. The site is within the Defined Urban Area. The building is constructed in red brick, with white UPVC windows, stone window surrounds and lintels on the front elevation. The side elevation, visible from the car park to the north, is covered in an off-white, textured render. To the rear is an enclosed yard area with brick wall defines the rear boundary of the site.

The building is oriented so the front elevation faces west toward adjacent residential properties. The south side elevation is adjoined to 117 Manchester Road, which is set back from the front elevation of the application site. The northern side elevation faces onto a car park adjacent to the site. The eastern side elevation faces onto the A58 Manchester Road. Hedging to the rear of 113 Manchester Road provides a buffer from the footway.

The site received permission in 2014 for conversion of *'ground floor of public house (A4) to storage (B8) including installation of roller shutter on side elevation'*. Despite the addition of the roller shutter, the outside of the property largely still resembles the appearance of a pubic house with lettering, lighting and hanging signage in situ, albeit derelict in appearance.

This permission references an existing first floor residential use, which has not been confirmed by planning history. Nonetheless, the application seeks permission for five self-contained units across both floors of the property.

PROPOSAL

The proposal seeks planning permission for the change of use of ground floor storage facility to ground and first floor residential flats. 5 flats in total are proposed, each with one bedroom. Apartments 2 and 3 benefit from outdoor private amenity space in a courtyard to the rear.

The rear existing annex would be demolished and alterations are proposed to the rear boundary wall to accommodate a refuse storage area.

Alterations to fenestration are proposed, including new main entrance door, new windows and application of white render to the northern side elevation to match existing elevations.

No parking spaces are provided. Bicycle parking is provided in the communal rear yard. Bins are located in a rear yard but no specified bin store is proposed.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

SO2 – To create 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

SO5 – Improving accessibility and delivering sustainable transport

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

87/D21073 – Single storey extension and internal alterations - Grant permission subject to conditions 03/12/1987

14/01257/FUL – Change of use of ground floor of public house (A4) to storage (B8) including installation of roller shutter on side elevation – Grant subject to conditions 17/12/2014

CONSULTATION RESPONSES

Env Health - Noise/Odours

We would have no objection in principle to the proposals. Given the close proximity to the road network we would recommend a condition requiring the units to be built to meet the following internal noise levels:

- 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.

Upon completion and prior to occupation validation testing is carried out

GM Fire Service

Proposals should meet requirements for fire service access.

Highways And Engineering

First Response:

There are a number of highway issues arising from this application.

The application site is close to the town centre with its amenities and public transport links and there is also an existing car park directly adjacent to the site, therefore we have no concerns regarding the lack of parking provision.

The use of the current premises would generate a similar servicing requirement to the proposed use and therefore we raise no concern on this issue.

If approved the development should not have any impact on road safety or highways capacity on the wider highway network.

Highways raise no objection to this application, and request no specific planning conditions.

A second response was sought as the adjacent car park is not considered to be part of the application, and clarity was required if the proposal would be acceptable based on it's location alone.

Its town centre which is sufficient alone... we also have part ownership of the Car park but that's not necessary anyway.

Lead Local Flood Authority/Drainage

No comments to make

Environmental Control (Landfill Gas)

No comments to make

Env Health - Air Quality

No comments received to date

Conservation And Design

No comments received to date

United Utilities

No comments received to date

REPRESENTATIONS

The application was advertised by way of site notice and neighbour notification. Two objections were received. Both objections raised concerns regarding parking capacity as a result of the development. This is considered below.

ANALYSIS

Principle of Development

The application site is within the Defined Urban Area under the Rochdale Unitary Development Plan. Policy G/D/1 is therefore relevant to any applications on the site and in the supporting text to this policy it is established that new development should be located in the urban area, so as to support urban regeneration and to protect the countryside.

Policy C2 of the Rochdale Core Strategy states the Council will focus on regeneration and delivery of new homes. Specific to Milkstone and Deeplish, they will provide additional homes on vacant and underused sites and through redeveloping incompatible employment uses in residential areas.

Additionally, Policy C1 states in the south of the Borough the Council will 'deliver a majority of new homes to reflect its accessibility to the core of the city region, and the opportunities that exist for new housing' and this will be done by 'deliver new homes in regeneration areas ... and focus new housing in or close to key economic growth corridors/ areas and town centres'. The site is located 500m west of Milkstone Road local centre, and 500m south of Rochdale Town Centre. In terms of the siting of the residential dwellings, the proposal would be considered acceptable.

Policy C3 requires new developments to deliver the right type of homes, to meet local needs. Advice from the Council's Strategic Housing team is that there is a need for 1 bedroom housing in this area.

Accordingly, subject to an assessment of other development management requirements, the principle of development of the proposed change of use of the B8 storage unit to residential is accepted and in accordance with Policy C2 and C3 of the adopted Core Strategy and the National Planning Policy Framework.

Residential Amenity

Paragraph 135 of the NPPF states '*Planning policies and decisions should ensure that developments: f) 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*'

The Council's 'Guidelines & Standards for Residential Development SPD' in Section 4.10 discusses Changes of Use.

'When considering applications for the change of use of a building or part of a building to residential use, the Council will take into account the impact of residential use on the area and will also seek to secure a good standard of amenity for the future occupants. For example, residential uses may not be appropriate in certain commercial areas or above hot food take away shops as future residents could suffer from noise and smells nuisance or disturbance from activity late into the evening and early morning and this could affect the operations of the existing businesses.'

In relation to the proposed flats, the proposal would convert the existing ground floor storage facility (Use Class B8) to residential use (Class C3). The first floor is already in residential use, however the works would convert the entire building into five residential units.

The square metre measurements are as follows:

Apartment 1 would have a 37sqm floorspace
Apartment 2 would be 41sqm floorspace (not including outdoor amenity space)
Apartment 3 would be 45sqm (not including outdoor amenity space)
Apartment 4 would be 56sqm floorspace
Apartment 5 would be 37.5sqm floorspace

The submitted design and access statement makes reference to every apartment meeting the minimum gross internal floor area for a one bedroom, one bedspace flat

with shower room (37sqm), however a 2 person bedspace (double bedroom flat) increases this minimum space requirement to 50sqm, with a maximum of 1.5sqm of built in storage. All bedrooms meet the required width and length of the technical standards guidance and would be a minimum of 11.5sqm.

With reference to the Technical Housing Standards Document (2016), with the exception of Apartment 4, all apartments would be suitable for only 1 bedspace. Apartment 4 would be suitable for 1 bedroom, 2 bedspaces. All of the bedrooms are at least 2.15m² in width and have an area of at least 11.5m², and therefore accord with guidance for at least one bedspace per room.

In relation to the proposed outlook and privacy of the flats, sufficient separation distances are provided. The proposed dwellings are 26m from properties directly to the west of the building, 45m from the east of buildings across Manchester Road, and 33m south of the nearest building to the north.

Other aspects of residential amenity related to noise is considered to be acceptable through use of acoustic attenuation of glazing, and have been secured by condition.

Apartments 2 and 3 benefit from a small outdoor courtyard. Rear courtyards of a comparable size are present among adjacent residential properties particularly along Manchester Road and Castle Avenue; it is therefore considered the small outdoor courtyards are considered acceptable. It is noted the remaining apartments would not benefit from this same outdoor amenity space; however the site is located approximately 180m to the entrance of Mandale Park, and is also located 200m south of Broadfield Park. Given the close proximity of the proposals to these outdoor spaces, it is not considered the lack of outdoor space included within the proposal would result in an unacceptable impact to the amenity of occupants.

In conclusion, the proposal is in accordance with the requirements of Core Strategy Policies P3 and DM1, SPD Guidelines and Standards for Residential Development' (June 2016), and policies contained within the NPPF.

Visual Amenity

Various alterations are proposed as a result of the development, including a replacement main front entrance door and application of white render to the side elevation, to match the existing render on the side elevation of the building. The existing roller shutter and windows on the side elevation is to be removed and built up. The existing side elevation side windows are to be replaced with larger side hung windows. Two windows are proposed on the ground floor rear elevation also. One rooflight is proposed on the eastern roofslope. No details are provided of the specification of the windows and rooflights. The proposed windows and doors would appear markedly different in appearance to the existing windows and openings on the site, and therefore a condition is secured on the decision notice requesting details of these.

A glazed door opening from the side elevation would replace an existing window to allow access from Apartment No 3 to the rear amenity space.

The boundary wall is to be constructed to the north east corner of the site, will raise the boundary wall by 1200mm, with timber fencing constructed to screen the refuse area. The refuse area would be accessed by a gate at the rear of the site. A condition is proposed securing full details of the refuse store and boundary treatment to be submitted and put in place prior to occupation of the dwellings.

Waste storage

Policy DM1 of the Core Strategy states *'all development proposals will be expected to demonstrate that they: [...] (e) Provide satisfactory vehicular access with adequate parking, manoeuvring and servicing arrangements taking into account of the proposed use and location'*.

The Guidelines and Standards for Residential Development SPD details bin storage requirements, stating *'Residential properties should include space for bins to be stored out of public view to avoid them dominating residential streets. Bins should be stored to the rear of a property away from the street scene and/or in a designated area that is well-designed, appropriately sited and screened'*

The proposals includes provision of a bin storage area to the rear. This is screened by the use of timber boundary treatment and a gate provides access to this area from the rear. The gate is at least 250mm wider than the containers presented on the plans. It is considered the proposed bin storage would be considered adequate. No concerns are raised by highways regarding the servicing and therefore the proposal is considered acceptable.

Access and parking

The site's location is a short distance from the town and local centre, and is a highly sustainable location accessible from a wide variety on non-car modes. No car parking is proposed.

Based on the Council's Parking Standards, the maximum standard for car parking provision is 1.25 spaces per apartment.

Cycle parking is proposed and highways have provided no comment on this element of the proposals.

The Council's Highways Officers were consulted on the application in respect of parking provision. It is noted the existing adjacent car park appears to have been ancillary to the former pubs (which it is located between). While Highways have stated the car park is partly within Council ownership, it is unclear what ownership this parking area is currently within and therefore this parking cannot be relied upon within this application. Irrespective of this car park, the site is well located close to the town centre and in close reach of public transport links, and existing traffic regulation orders are in place close to the site on the western side of Manchester Road, and therefore the sustainable location of the proposal alone should not result in an unacceptable impact of the proposal upon highways as a result. The Council's Highways Officer does not consider the proposal would have any impact on road safety or highways capacity on the wider network.

Two objections have been received from neighbours raising concerns regarding parking. While it is acknowledged parking is not provided; the proposal is within close reach of multiple modes of public transport from the town centre, and existing traffic regulation orders are in place in the surrounding area.

Therefore for the site-specific reasons above, on balance, the lack of dedicated car parking to serve the development is not considered justification to refuse the proposed development in this case.

RECOMMENDATION: Approve 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. This permission relates to the following plans:-

Proposed Floor Plans – 41/23-03 Rev E
The Proposed Site Plan – 41/23-08 Rev B
Proposed Elevations and Sections – 41/23-05 Rev B
The Location Plan – 41/23-06 Rev A

and the development shall be carried out in complete accordance with these drawings hereby approved unless otherwise required by the conditions below.

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. The proposed render used in the development hereby permitted shall be of a textured cream, off-white coloured render.

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 and the National Planning Policy Framework.

4. None of the apartments hereby approved shall be occupied until details of the specification of windows, doors and rooflights (including materials and colours) have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be installed before any apartment is occupied and shall thereafter be retained.

Reason: Insufficient details have been submitted and this is necessary in the interests of the character and appearance of the area in compliance with policies P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

5. No part of the development shall be occupied until such time until the details of the boundary treatments, bin store and cycle store have been submitted to and approved in writing by the Local Planning Authority. The approved details shall be installed and made available for use prior to the approved development first being brought into use. The approved cycle spaces, refuse and recycling scheme shall be retained as constructed for its intended use thereafter.

Reason: Insufficient details have been submitted and such details are necessary to ensure the provision of satisfactory and secure facilities for storage of refuse and in the interests of visual amenity in accordance with policy P3 of the Rochdale and the National Planning Policy Framework.

6. The residential units hereby approved shall not be occupied until validation testing has been carried out and the results of which have been submitted to and approved in writing by the Local Planning Authority to demonstrate that the following internal and external noise levels have been 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.

The necessary measures shall be retained at all times thereafter.

Reason: In the interest of amenity and in compliance with policies G9 and 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.

Notes for Applicant:

This decision does not imply consent to carry out any work which may encroach over a common boundary. Such work may include excavation, positioning of walls, fences or other construction such as roofs or gutters which overhang the boundary line. The applicant is therefore advised to obtain the consent of any landowner prior to the commencement of such work. The applicant's attention is also drawn to the provision of the Party Wall Act 1996, which sets out the rights and responsibilities of adjoining landowners in respect of the construction or alterations of any party walls, excavations and other construction works adjacent to the boundary line. Before proceeding with the development professional advice on the provision of the Act should be sought. "The Party Wall etc. Act 1996: explanatory booklet" is available free of charge from: <https://www.gov.uk/guidance/party-wall-etc-act-1996-guidance>.

Report Author Rosalind Gralton