

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/01279/FUL

CASE OFFICER

Nick Brookman

DATE 24th March 2025**EXT OF TIME** 28th March 2025**Address:** Former Carters Rest 188-190 Spotland Road, Rochdale, OL12 7AF**Proposal:** Change of use from house in multiple occupation (HMO) to 7no. apartments including remodelling of door and window openings to rear and provision of roof-lights

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**APPROVE SUBJECT TO CONDITIONS****CHECKED AND SIGNED OFF BY:** TH**DATE:** 27.03.2025

SITE

The application relates to the former Carters Rest Public House which is located at No.188-190 Spotland Road. The property is currently vacant, having previously been converted to a house in multiple occupation (HMO) under planning permission that was approved in 2003 under appeal. The property is currently in a dilapidated state with peeling paint and render, partially boarded up windows and an overgrown yard.



The application site is located in the Spotland Bridge Conservation Area and is itself a stone built two storey building that is attached to No. 186 Spotland Road which is currently under use as a hot food takeaway. The property has undergone alterations in the past with third floor windows infilled and rear extensions.

To the immediate west of the site is an open grassed area of land that includes a mature tree and undesignated footpaths. Development to the north and east of the site is characterised by residential properties and an industrial premises as well as other residential properties lie to the immediate south on the south side of Spotland Road.

PROPOSAL

Full planning permission is sought for the change of use of the existing building from a house in multiple occupation (HMO) to 7no. apartments including remodelling of door and window openings to rear and provision of roof-lights.

There is no existing parking at the premises and none is proposed and the rear yard space will be stripped of all overgrown vegetation and brought back into use as a paved area.

Accommodation Schedule

Apartment 1 = 46.2sqm – 1 bed 1 person
Apartment 2 = 58.8sqm – 1 bed 2 person
Apartment 3 = 37.2sqm – 1 bed 1 person
Apartment 4 = 48.4sqm – 1 bed 1 person
Apartment 5 = 38.4sqm – 1 bed 1 person
Apartment 6 = 50.4sqm – 1 bed 2 person
Apartment 7 = 51.3sqm – 1 bed 2 person

RELEVANT PLANNING POLICY

National Guidance

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

Sub-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-S1 Sustainable Development
JP-J2 Employment Sites and Premises
JP-H3 Type, Size and Design of New Housing
JP-P2 Heritage
JP-C8 Transport Requirements of New Development

Adopted Rochdale Core Strategy (CS):

SD1 Delivering sustainable development
DM1 General development requirements

SO1 Delivering a more prosperous economy

E1 Establishing thriving town, district and local centres

SO2 Creating successful and healthy communities

C1 Delivering the right amount of housing in the right places
C3 Delivering the right type of housing

SO3 Improving design, image and quality of place

P2 Protecting and enhancing character, landscape and heritage
P3 Improving design of new development

SO4 Promoting a greener environment

G9 Reducing the impact of pollution

SO5 Improving accessibility and delivering sustainable transport

T2 Improving accessibility

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

Supplementary Planning Documents (SPD):

RELEVANT SITE HISTORY

19/00880/FUL - Change of use and subdivision of premises to form one dwellinghouse, and a hot food takeaway at ground floor and apartments (2no.) at first and second floors. Approved at appeal 14 January 2021.

02/D40129 - Change of use and conversion of public house into a house in multiple occupation - Approved at appeal.

SUMMARY OF CONSULTATION RESPONSES

Environmental Health (Noise)

Environmental Health initially objected to the proposed development given the close proximity of it to the road network. They required the submission of a noise impact assessment to be undertaken to inform the design to ensure specific internal noise levels could be achieved.

This has now been submitted and Environmental Health have no objection subject to condition.

Highways

No objections.

Conservation Officer

No objection subject to conditions.

REPRESENTATIONS

The application has been publicised with a press notice (published 29th January 2025), a site notice (posted 27th January 2025) and neighbour notification letters (posted 22nd January 2025).

No representations were received.

ANALYSIS

Principle of development

The application seeks permission for the change of use of the existing building from a house in multiple occupation (HMO) to 7no. apartments including the remodelling of door and window openings to the front and rear and the provision of roof-lights.

The application site lies in a sustainable location just to the west of Rochdale town centre and the site lies within the defined urban area where Policy G/D/1 of the UDP seeks to concentrate development. Places for Everyone establishes the need for at least 616 net additional dwellings per year in Rochdale to meet the housing needs of the borough.

Policy C1 of The Core Strategy seeks to focus housing development on previously developed sites within the urban area, setting a target of 80% of new housing on previously developed land. CS Policy C1 is also focused on ensuring that new housing is provided on sites that are sustainable with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.

Paragraph 124 of the National Planning Policy Framework (NPPF) sets out that *“Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses”*. Paragraph 125 of the NPPF advises that *“Planning policies and decisions should give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land”*. Under sub paragraph (d) of Paragraph 125 of the NPPF, *“Planning policies and decisions should promote and support the development of under-utilised land and buildings especially if this would help to meet identified needs for housing..”*.

Further to those relevant policies as identified in the Rochdale Core Strategy, relevant policies in Places for Everyone (PfE) have been identified. PfE Policy JP-S 1 sets out that development should seek to maximise economic, social and environmental benefits. Preference should be given to previously-developed (brownfield) land. PfE Policy JP-H2 states that there should be a significant increase in the supply of new housing, including, specifically, the supply of low-cost market housing. Furthermore, as set out in PfE Policy JP-H4, new housing should be delivered at a density appropriate for the location and taking into account the site’s accessibility. Policy JP-C8 of PfE requires new development to be located and designed to enable and encourage walking, cycling and public transport use to reduce the negative effects of car dependency and help deliver high quality, attractive, liveable and sustainable environments.

In this instance, it is considered that the proposal would lead to the provision of seven residential dwellings/apartments in a sustainable location. The proposed dwellings created would assist the Borough in meeting its housing requirements with the proposed development would purely comprise the conversion of a dilapidated building on a brownfield site enhancing the setting of this Conservation Area.

As such, the proposal is acceptable in principle and in accordance with adopted Rochdale Core Strategy Policies, C1, C3 and Places for Everyone Policies JP-S1, JP-H2 and JP-H4 and JP-C8, as well as the National Planning Policy Framework.

As such the development is considered acceptable in principle, subject to compliance with other development management requirements, assessed below.

Heritage, Design and Appearance

Paragraph 131 of the NPPF states that *“the creation of high quality, beautiful and sustainable buildings is fundamental to what the planning and development process should achieve”*. Paragraph 135 goes on to state 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.

Additionally, paragraph 139 sets out that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.

The National Design Guide (NDG) states that *“The long-standing, fundamental principles for good design are that is it: fit for purpose; durable; and brings delight”*. The NDG advises that scale, appearance materiality and detailing of buildings are key components for well-designed places. The Building for a Healthy Life guidance

document states that building forms and materials should be used to reflect local character.

The above considerations are largely reflected within Policies DM1 and P3 of the Council's adopted Core Strategy which ultimately require development proposals to demonstrate high quality design.

CS Policy P1 sets out that high quality design will be required in all new developments, requiring that under-used land and buildings are re-used and creating people-friendly and safe environments. CS Policy C3 requires new development to adhere to high standards of design, respecting context (scale, density, massing, height, layout) and contributing positively to the townscape. CS Policy DM1 states that all development proposals should be of a high quality design and take the opportunity to enhance the quality of the area.

The application site lies within the Spotland Bridge Conservation Area. The Council's Conservation Officer has reviewed the application and raised no heritage objections to the principle of a residential use on the site. There is no objection to reinstating the former original cottage window openings at second floor level and in fact, the proposed development is considered to be an enhancement through the reinstatement of traditional features and by bringing the currently dilapidated building back into use. Officers agree with the findings and significance assessment of the submitted Heritage statement.

New and replacement doors and windows should also be sympathetic to the host building and the adjacent Conservation Area and this factor is secured by appropriately worded conditions.

Subject to the condition, the application is considered to have a neutral impact on the character and appearance of the Conservation Area and the proposed development would not have a detrimental impact on the surrounding area in terms of design and appearance. The proposal is therefore considered to accord with Policies DM1, C3 and P3, JP-H3 of PfE and the NPPF.

The development is appropriate in terms of its scale and massing, with appropriate external materials and detailing which would assimilate well with the existing character of the area. Therefore, the proposal is acceptable in terms of design and appearance and consistent with adopted Rochdale Core Strategy policies P1, C3 and DM1 and the National Planning Policy Framework.

Residential, Occupier and Neighbour Amenity

Policy DM1 of the adopted Core Strategy requires that all development proposals are compatible with surrounding land uses, both in terms of its impact upon those uses and the impact of the surrounding land uses upon the amenities of future residents.

Development should not affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy and development should mitigate against any impacts due to noise, dust, light and odour pollution. Policy G9 also requires that sensitive new development such as housing, are not adversely affected by existing sources of pollution such as roads and certain types of industry.

Similarly, Paragraph 135 goes on to state that planning policies and decisions should ensure that developments create places with a high standard of amenity for existing and future users.

Privacy

The SPD – Guidelines and Standards for Residential Development sets out minimum space standards that should be applied to all new residential development and development which affect existing residential properties. These are:

- ☐ 21m between directly facing principal windows of habitable rooms, at an upper floor level and 10.5m between a principal window at an upper floor level and a directly facing boundary of the curtilage;
- ☐ 14m between a principal window and any directly facing two storey elevation which does not contain a principal window to a habitable room; and
- ☐ 10m between a principal window and any directly facing single storey elevation which does not contain a principal window to a habitable room.

The SPD advises that where these separation distances cannot be achieved, proposals should be “compatible with the density and character of surrounding development”.

The only new windows are to the second floor front and rear elevation, as well as the insertion of 3 conservation rooflights to the rear. The windows proposed on the second floor front and rear elevation comprise the reinstatement of former window openings.

The re-introduction of windows on the front elevation would not create any concern with regards to impacting privacy currently enjoyed by any neighbouring premises given the character of development to the south. However, the proposed new windows on the rear elevation facing the development to the north facing in the direction of Molyneux Street would be in much closer proximity to neighbouring windows and rear back yards.

Google Earth satellite imagery and the Officers site visit photograph below demonstrate that there are two window openings facing the application site at first floor level of No.55 Molyneux Street:



As shown in the above photograph, part of the application site projects closer toward the properties on Molyneux Street. However, acknowledging that some of these window openings are existing when taking into account the circumstances presented above and the proposed development as a whole, it is not considered that the proposed development would introduce any new privacy concerns over and above what is currently presently available on site and what was formerly available when the building was previously used as a HMO.

Accordingly, the proposal would not result in any increased loss of existing privacy or overlooking.

Light

The proposed development purely comprises the change of use of the building and no external works are proposed that would increase the height or extend the scale of the existing building. Accordingly, the level of light enjoyed by neighbouring premises would not be impacted.

Occupier Amenity

In terms of occupier amenity, it is noted that whilst not a Core Strategy policy requirement, Policy JP-H3 of PfE sets out that all new dwellings must comply with the Nationally Described Space Standards (NDSS). In terms of occupier amenity, the apartments are compliant with NDSS when assessed against the submitted proposed floor plans.

The Nationally Described Space Standards state in order to provide one bed space, a single bedroom must be at least 7.5sqm in area and at least 2.15m wide. The proposed accommodation schedule is as follows:

FLAT	AREA [sq.m]	TYPE	Bedroom size [sq.m]
1	46.2	1 bed 1 person	9.59
2	58.8	1 bed 1 person	10.10
3	37.2	1 bed 1 person	7.54
4	48.4	1 bed 1 person	11.80
5	38.4	1 bed 1 person	8.00
6	50.4	1 bed 2 person	20.00
7	51.3	1 bed 2 person	20.20

Taking these measurements into consideration, the proposal exceeds the NDSS requirements and will provide an acceptable internal level of amenity for occupants.

With regards to outdoor space, the rear yard will also be available for amenity uses. Although this area is not large, it does provide an outdoor space that can be used for sitting out and/or drying clothes and due to its sustainable location there are opportunities to access other outdoor public amenity spaces within close proximity.

A bike store and meter/utilities space is provided on the ground floor which can be accessed separately from the rear yard.

The scheme is considered acceptable in terms of occupier and neighbouring amenity in accordance with Core Strategy Policies G9 and DM1, PfE and the NPPF.

Amenity Summary

In light of the above, the proposal is not considered to unduly impact on the amenity of the occupants of neighbouring properties and subject to condition would be acceptable for future occupiers in accordance with Policy DM1 and G9 of the adopted Rochdale Core Strategy, Policy JP-H3 of PfE, the SPD and the NPPF.

Noise

Core Strategy Policy G9 sets out the Council's requirements approach to all forms of pollution including the risk of noise, as they relate to new development.

Paragraph 198 of the NPPF also states that planning policies and decisions should ensure that new development is appropriate for its location, taking into account the likely effects of pollution on health, living conditions and the natural environment, as well as the potential sensitivity of the site or the wider area to impacts that could arise from the development.

The NPPG states that local planning authorities' decision taking should take account of the acoustic environment and in doing so consider: whether or not a significant adverse effect is occurring or likely to occur; whether or not an adverse effect is occurring or likely to occur; and whether or not a good standard of amenity can be achieved.

Paragraph 135 also seeks to ensure that planning decisions create places which promote health and well-being, with a high standard of amenity for existing and future users. Policies DM1 and G9 of the adopted Rochdale Core Strategy seek to ensure that new development is compatible with surrounding land uses, both in terms of its impact upon those uses and the impact of the surrounding land uses upon the amenities of future residents / users, also requiring that development does not have impacts that lead to an unacceptable increase in air, water, noise, light or other pollution.

Whilst the resulting scheme by its very nature would not cause any significant impacts in terms of noise and disturbance, a Noise Impact Assessment was submitted with the application. Environmental Health were consulted on this application and they have no objection with its findings subject to condition.

Accordingly, subject to conditions, the scheme would be considered acceptable in terms of amenity in accordance with Policy G9 and DM1 and the Council's Guidelines and Standards for Residential Development SPD.

Highways

Policy T2 of the Core Strategy sets out that development and infrastructure proposals are required to satisfy the Council's accessibility hierarchy and in all circumstances, the safety, accessibility and amenity of those who live or have business in the area will have priority, while providing reliable journey times for those travelling through. The Council's Maximum Car Parking Standards are set out in Appendix 5 of the Core Strategy. Policy JP-C8 of PfE states that 'we will require new development to be located and designed to encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments'

The site is in a relatively sustainable location and is situated on a public transport route around 1km walk from Rochdale Town Centre. The proposal does not include any car parking provision and none currently exists. The Council's Highways Officer acknowledges the sustainable location of the site and has advised that this proposal will not generate any significant volume of traffic.

Cycle storage is proposed which would be covered and secured

As such, as the application site is located on a sustainable route, Highways Officers do not believe an objection could be sustained for insufficient parking.

Bin storage is proposed within the rear yard and would be transported to the highway for collection via a gate onto Silver Street. Highways Officers raise no objection to the bin storage arrangements.

The scheme is not considered to have an adverse impact on highway safety and would not generate a level of additional traffic which would have a detrimental impact on the safe and efficient operation of the immediate local highway network, or strategic routes. Highways Services have raised no objections. The development therefore complies with the requirements of CS Policies T1 and T2, Policy JP-C8 of PfE and the NPPF.

Landscaping and Biodiversity Net Gain

Core Strategy Policy G7 sets out that it is expected that development proposals will protect and include existing biodiversity and take opportunities to promote biodiversity and create new habitats using landscaping and building and construction features wherever possible. CS Policy G7 requires that no development should result in a net loss of biodiversity and geodiversity.

PfE Policy JP-G8 seeks to deliver a net enhancement of biodiversity resources through a collective of measures which are broadly aligned with the approach to BNG outlined within the Environment Act (2021), the NPPF and supporting guidance documents. The provisions of the Environment Act in respect of BNG are now a statutory requirement for planning applications. However, this application purely comprises a change of use of the existing building and it would be exempt from the statutory Biodiversity Gain Plan.

Accordingly, it is not considered that the statutory requirement to provide 10% BNG is applicable here. Accordingly, the proposed development is considered to be acceptable and would comply with Policies G6 and G7 of the Core Strategy, PfE and the NPPF.

Drainage

Policy G8 requires that new development does not lead to any increased form of flooding locally or further downstream, does not impede natural water and flood risk management, is not detrimental to existing or potential flood storage areas, contributes where possible to alleviating existing flood risk and is itself well protected from flood risk and ensures prudent use of water resources.

Policy JP-S4 (Flood Risk and the Water Environment) of PfE expects developments to manage surface water runoff through sustainable drainage systems and development should achieve greenfield run-off rates unless it is demonstrated to be impracticable.

The site is located within Flood Zone 1, having a less than 1 in 1,000 annual probability.

The development would not increase or re-direct surface water elsewhere and Officers consider that the development accords with Policy G8 of the adopted Rochdale Core Strategy, Policy JP-S4 of PfE and the NPPF.

Conclusion

In summation, the application site is located within the defined urban boundary and comprises a change of use application for the provision of 7 apartments. This application is considered to make a positive albeit minor contribution to the housing supply and local economy within the borough. It is therefore considered that the development as a whole is acceptable in accordance with adopted Rochdale Core Strategy, saved UDP policy G/D/1, PfE and the NPPF.

RECOMMENDATION

Grant subject to the following 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 and documents:

- ☐ Location Plan Drawing No M443-SK-06
- ☐ Proposed Site Plan Drawing No M443-SK-09
- ☐ Proposed Cross Section Drawing No M443-SK-05
- ☐ Proposed Elevations Drawing No M443-SK-04
- ☐ Proposed Block Plan Drawing No M443-SK-08/A
- ☐ Proposed Ground Floor Plan Drawing No M443-SK-01/B
- ☐ Proposed First Floor Plan Drawing No M443-SK-02/B
- ☐ Proposed Second Floor Plan Drawing No M443-SK-03/B
- ☐ Heritage Assessment by Gary Miller dated January 2025
- ☐ Noise Impact Assessment Reference AA0575

and the development shall be carried out in accordance with these details 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. Notwithstanding any description of materials in the application no works shall take place until samples and / or a full specification of materials to be used externally on the building in relation to doors and windows have been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials and the development shall be carried out in accordance with the approved details.

Reason: These details are required in the interests of visual amenity and ensuring the new development responds positively to the local context and character, in accordance with Policies P1, P2, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

4. The proposed residential apartments must be constructed in line with the requirements of the submitted and approved Noise Impact Assessment Referenced AA0575 to achieve 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 of the development hereby permitted, validation testing must be carried out to ensure the required noise levels have been achieved, the details of which shall be submitted to and approved in writing by the LPA prior to first occupation of the apartment hereby approved.

Reason: To protect the amenity of future occupiers in accordance with Policy G9 of the Rochdale Core Strategy.

5. Prior to the commencement of development and in line with the requirements of the submitted and approved Noise Impact Assessment Referenced AA0575, no development shall commence until details of the proposed mechanical ventilation and acoustic vents [have been submitted to and approved in writing by the Local Planning Authority](#).

Reason: To protect the amenity of future occupiers in accordance with Policy G9 of the Rochdale Core Strategy.

BIODIVERSITY NET GAIN

The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for development of land in England is deemed to have been granted subject to the condition (biodiversity gain condition) that development may not begin unless:

- (b) a Biodiversity Gain Plan has been submitted to the planning authority,

and;

- (b) the planning authority has approved the plan.

The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan, if one is required in respect of this permission would be Rochdale Council.

Based on the information available this permission is considered to be one which will not require the approval of a biodiversity gain plan before development is begun because one or more of the statutory exemptions or transitional arrangements is considered to apply.

1. The development is below the de minimis threshold, meaning development which:

- i. does not impact an onsite priority habitat (a habitat specified in a list published under section 41 of the Natural Environment and Rural Communities Act 2006); and
- ii. impacts less than 25 square metres of onsite habitat that has biodiversity value greater than zero and less than 5 metres in length of onsite linear habitat (as defined in the statutory metric).

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively to issue the decision without delay.

Report Author Nick Brookman