

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/00935/FUL

CASE OFFICER

Sam Yuen

DETERMINATION DATE 04.12.2024 EXT OF TIME 26.02.2025

Address: 744 Manchester Road, Rochdale, OL11 3AQ

Proposal: Change of use of ground floor retail (Use Class E) to one apartment (Use Class C3) including alterations to fenestration, erection of infill wall following demolition of existing shopfront and front extension

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?	N

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/A

RECOMMENDATION

GRANT SUBJECT TO CONDITIONS

CHECKED AND SIGNED OFF BY: RK

DATE: 26/02/2025

SITE

The application relates to no. 744 Manchester Road, a two-storey building located within the Castleton Local Centre and the Defined Urban Area. Manchester Road/A664 is a classified road and serves as the main thoroughfare in Castleton town centre. The building currently comprises a vacant retail unit (Class E) on the ground floor and a two-bedroom apartment on the first floor, and is set against a mixed commercial and residential street scene. It is adjoined by no. 742 Manchester Road to the north, adjacent to no. 746 Manchester Road to the south, and faces the highway and no. 10 Ogden Street to the east. The rear boundary of the site backs onto an unadopted access road for parking.

PROPOSAL

Planning permission is sought for the change of use of the ground-floor retail unit (Class E) to one two-bedroom apartment (Class C3). As part of the proposal, the existing ground-floor front projection and shopfront would be removed in lieu of an infill masonry wall flush with the first-floor front elevation. The proposed front elevation comprises an entrance door and two new window opening with stone sills and lintels. The newly formed forecourt would be paved with natural stone and bounded by a 1.2m side wall and existing dwarf walls with black steel railings.

To the rear, two existing window openings would be reinstated, alongside the insertion of one window and two roof lights to the existing rear outrigger. The windows would be constructed in anthracite uPVC.

RELEVANT PLANNING POLICY

National Guidance

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

Places for Everyone Joint Development Plan (PfE)

Policy JP-P1 Sustainable Places

Policy JP-H1 Scale, Distribution and Phasing of New Housing Development

Policy JP-H3 Type, Size and Design of New Housing

Policy JP-H4 Density of New Housing

Adopted Rochdale Core Strategy (CS):

E1	Establishing Thriving Towns, Districts and Local Centres
C1	Delivering the right amount of housing in the right places
C3	Delivering the right type of housing
P1	Improving Image
P3	Improving Design of New Development
T2	Improving accessibility
DM1	General Development Requirements

Unitary Development Plan (UDP):

G/D/1	Defined Urban Area
G/S/1	Hierarchy and Role of Centres
S/6	District Centre, Local Centres and Linear Commercial Areas

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

17/01074/PRA56 - Prior approval for the change of use from retail (A1 use class) to Coffee/Cake shop with seating area (A3 use class) - Grant subject to conditions

90/D24974 - Change Of Use From Shop To Offices - Grant subject to conditions

CONSULTATION RESPONSES

Highways and Engineering

Highways have no objections to the proposal.

A development of this scale and usage will not generate a large volume of traffic.

The developer proposes no parking for this development. The development is however located within Castleton local centre next to many amenities including high quality cycle links and rail links.

No new highways are proposed as a result of this proposal. No changes to existing highways are as a result of this proposal. No new road safety issues are expected as a result of this proposal. No PROW will be obstructed as a result of this proposal.

No concerns are had regarding the ability to service this location and access for emergency or refuse vehicles.

Environmental Health - Noise/Odours

The application cannot be supported in its current form. Given the proximity to the road network, a noise impact assessment would be required to be undertaken to inform the design to ensure the following internal noise levels can be 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.

Lead Local Flood Authority/Drainage

There are no drainage details provided to support the application. For full planning applications a comprehensive drainage strategy / proposal should be submitted, which provides sufficient consideration of the SuDS hierarchy. The aim should be to discharge surface run off as high up the following hierarchy of drainage options as reasonably practicable: The ordered drainage techniques to be assessed with the aim to reduce or omit lower techniques:

- Control at Source (Infiltration / Recycling)
- On Site Treatment (Basins, Swales, Rain gardens, Tree pits)
- Local Treatment (Adoptable Ponds, Basins, Swales etc)
- Regional Treatment (ditto usually to a larger scale)
- Discharge to Watercourses / Bodies
- Discharge to SW Sewers
- Discharge to Combined Sewers

The existing drainage regimes are not identified. The proposed site is considered to be brownfield and therefore the proposals should aim to provide a minimum of a 50% betterment of existing flows and overall volumes.

There are no nearby watercourses for the applicant to make connection to.

The site appears too small to accommodate traditional soakaways. However, shallow diffuse infiltration via permeable paving may be viable and should be investigated. Similarly, the site appears too small for attenuation and controlled discharge rates to be practicable.

A Safe Dig Line Search (United Utilities) indicates the presence of public surface water sewers on Ash Street and Manchester Road. Connections to these public sewers should be considered after the applicant has thoroughly explored and demonstrated compliance with the drainage hierarchy.

It is anticipated that the existing surface water drainage is being discharged to the combined sewers. However, given that there are surface water sewers in the vicinity, this is unlikely to be acceptable going forward.

The above points should be addressed before the application is approved.

Officer's Comment:

The proposal does not comprise the extension of the existing building and is sited in Flood Zone 1 with a low chance of surface water flooding. Matters relating to surface water drainage arrangements would be matter of building regulations and would not form a material consideration in the determination of this planning application.

REPRESENTATIONS

Neighbour notifications via letters were sent to surrounding properties and a notice was posted within the vicinity of the property. No comments were received.

ANALYSIS

Principle of Development

The application site is located within the Defined Urban Area as allocated under saved UDP Policy G/D/1. New development, wherever possible and appropriate, should be concentrated within the urban area in order to support urban regeneration and to protect the countryside. The site is also located within the Castleton Local Centre where Policy E1 of the adopted Core Strategy is relevant to any development on the site. This policy aims to establish thriving town, district and local centres and aims to promote the viability and vitality of the Borough's town centres to maintain them as thriving and sustainable centres and the preferred shopping and leisure destinations for people living, working and visiting the Borough. The adopted Places for Everyone established the need for at least 616 net additional dwellings per year in Rochdale to meet the housing needs of the Borough and states that new housing should be delivered at a density appropriate to the location, reflecting the relative accessibility of the site by walking, cycling and public transport and the need to achieve efficient use of land and high-quality design.

Planning permission is sought for the change of use of the ground-floor of the building from a retail unit (Class E) to an apartment (Class C3). Beyond retail, leisure, cultural and office development, the CS also supports residential development as part of a number of mixed uses through delivering quality housing on appropriate sites which will enhance the vitality of the centre. The proposed residential use would contribute towards the development of mixed uses in an established mixed commercial and residential context within Castleton town centre. It is sustainably located and served by a classified road with good public transport provision, and access to jobs and services.

On this basis, the proposal would contribute towards the housing supply within the Borough, whilst being in a sustainable location in close proximity to local amenities and public transport facilities. The principle of the change of use is therefore acceptable, subject to all other material planning considerations, including visual and residential amenity, highway impacts and parking provisions, as assessed in the below sections.

Design and Appearance

Achieving good design to achieve sustainable development is a key component of the NPPF, whereby decisions should ensure developments are visually attractive and sympathetic to local character. This is also reflected in Policy JP-P1 of the PfE and Policy DM1 and P3 of the adopted Rochdale Core Strategy, which require development to respect local context with regard to siting, size, scale, massing, height and materials.

The proposed change of use would result in the removal of the existing projected shopfront and the insertion of a new external front wall. The use of redbrick would

reflect the prevailing brickwork of the locality and would constitute a sympathetic material. The brick corbel detailing is also a welcomed addition which adds visual interest and helps to tie in with the first-floor render. In any event, suitable materials can be secured via condition in the interest of visual amenity to the street scene.

The proposed design and arrangements of fenestration, as well as the inclusion of stone sills and lintels, would reflect the window designs of the adjoining terraced properties and would appear in keeping. The proposed ground-floor windows would not align with the existing first-floor windows, however, it is acknowledged an off-centred window arrangements would appear far more incongruous and is unlikely to provide satisfactory levels of residential amenity required for the habitable rooms. As such, the proposed arrangements would be acceptable in this regard.

No concerns are had with the arrangements of the proposed rear windows which would appear proportionate with the existing fenestration.

The proposed plans indicate sufficient space for refuse bins to be stored in the rear curtilage away from public view which would represent a satisfactory arrangement.

Taken as a whole, the proposed alterations would not significantly detract from the established character and appearance of the street scene and would constitute a satisfactory standard of design. The proposal is therefore acceptable, in accordance with Policies DM1 and P3 of the adopted CS, the SPD, Policy JP-P1 of the PfE and the NPPF.

Residential Amenity

Protection of residential amenity is considered under Policy DM1 of the adopted Rochdale Core Strategy, which states development proposals should ensure they *“do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy.”*

The proposed front-facing bedroom and lounge would be set back from the adopted footpath by 2.24m and 1.05m respectively. Given the absence of setback from a number of neighbouring terraced properties, it is considered the proposed arrangements would provide a satisfactory level of privacy to the host occupiers.

With reference to the *Technical housing standards – nationally described space standards*, the proposed dwelling is a two bedroom apartment of 59.94m² internal floor space which falls short of the minimum standards for a two bed, three persons dwelling. The proposed bedrooms with the respective floor space of 10.52m² and 11.17m² would also fall short of the minimum standards for a double bedroom. Notwithstanding, the difference from the NDSS is marginal and is not considered to amount to unacceptable harm to the amenity of the occupiers. On this basis, the amenity impacts to the host occupants would be acceptable on balance.

The submitted plans indicate the provision of natural light to all habitable rooms and that sufficient rear amenity space of a functional layout would be retained. As such, the proposed works would ensure an acceptable standard of living for existing and future occupants.

Taken as a whole, the proposal would not unduly impact on the amenity of the occupants of the neighbouring properties and would accord with Policy DM1 of the adopted CS, the SPD and the NPPF.

Noise

Policy G9 of the Core Strategy requires that applications do not lead to an unacceptable increase in noise or other pollution. Policy DM1 requires that development is compatible with surrounding land uses in terms of its impact upon amenities of neighbouring residents and also requires that developments mitigate against any impacts due to noise.

The proposed building is set up to the footway of Manchester Road adjacent to numerous commercial premises and thus has the potential to be affected by noise. Whilst it is noted the Council's Environmental Health Officer has requested the submission of a noise impact assessment, citing concerns regarding internal noise levels, previous applications have determined the suitability of residential accommodation at this location which is reaffirmed due to the number of other residential units within proximity also lining Manchester Road.

Given this existing spatial relationship, the proposed development is not considered to result in noise impacts and disturbance detrimental to the host occupiers and would accord with Policies G9 and DM1 of the adopted Core Strategy.

Highways and Parking

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

To assess the acceptability in terms of highway safety, the Council's Highways Officer was consulted on the proposed plans. No objections have been raised regarding the proposal which would not have a noticeable impact on the local highway network.

The submitted plans have not indicate the provision of parking for the host occupants. Notwithstanding, the property is located in a highly sustainable location with regular bus services on Manchester Road and Castleton railway station within walking distance. The site also benefits from extensive active transportation network including pedestrian links and cycle lanes connecting Rochdale town centre. As such, no concerns are had regarding the proposed parking arrangements.

The proposed development would not result in undue harm upon highway safety and would therefore be in accordance with Policies DM1 and T2 of the adopted CS and the NPPF.

RECOMMENDATION: GRANT 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. The permission relates to the following plans:

- ☐ Location Plan, Existing Site Plan, Floor Plans and Elevations – Drawing no. A328-01 received 09/10/2024
- ☐ Proposed Site Plan, Floor Plans and Elevations – Drawing No. A328-02 received 09/10/2024

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

3. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples and / or full specification of materials to be used externally on the building(s) 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. Development shall be carried out in accordance with the approved details.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with Policy 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 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 Sam Yuen