



Paul Butler Associates

Planning, Development & Heritage Consultants

Cassel & Fletcher

44 – 46 Yorkshire Street, Rochdale, OL16
1JW

Planning and Heritage Statement

13 November 2023

Paul Butler Associates, 31 Blackfriars Road, Salford, Manchester M3 7AQ
t. 0161 835 3530 | e. pba@paulbutlerassociates.co.uk | w. www.paulbutlerassociates.co.uk

Professional Planning, Development & Heritage Advisors since 1992.

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Document Preparation/Checking Record:

	Name and Qualifications	Position	Date
Prepared by:	Lynsay Ewart BSc (Hons) MSc MRTPI	Principal Planner	09.11.2023
Checked by:	Tom Flanagan MTCP MRTPI	Director	10.11.2023
Issued by:	Lynsay Ewart BSc (Hons) MSc MRTPI	Principal Planner	13.11.2023

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1. Introduction

- 1.1 This Planning and Heritage Statement has been prepared by Paul Butler Associates on behalf of Cassel & Fletcher. The statement has been provided in support of a full planning application for a residential development at 44 – 46 Yorkshire Street, Rochdale, OL16 1JW. The application proposes the change of use of the vacant retail premises (Class E), to 26 flats (C3 use) with commercial (Class E) use retained at ground/basement level, together with a roof extension and other elevational alterations. This application is a resubmission of application 22/00968/FUL which was granted on 11th April 2023. Due to issues with buildability, accessibility and viability, some minor alterations have been made to the scheme. This application seeks planning consent for the revised proposals.
- 1.2 The application site is located within the Rochdale Town Centre Conservation Area, and lies in proximity to a number of listed buildings which are designated heritage assets as defined by Annex 2 of the National Planning Policy Framework (NPPF).
- 1.3 To provide a clear understanding of the application proposal this statement includes:
- A description of the application site and surrounding area, including a description of the significance of the relevant heritage assets;
 - A review of the planning history of the application site;
 - A description of the proposed scheme;
 - A review of national and local planning and heritage policies of relevance to the scheme;
 - An appraisal of the scheme against relevant planning and heritage policies and an assessment of the scheme in relation to its immediate and surrounding context, including an appraisal of any impact upon designated heritage assets; and,
 - A conclusion.

2. The Application Site and Surrounding Area

The Application Site

- 2.1 The application site relates to 44 – 46 Yorkshire Street, Rochdale, OL16 1JW (see figure 2.1 below). The site is bounded by Yorkshire Street to the north, Baillie Street to the south, and retail development to the east and west. The site is separated from the neighbouring retail development on the east by The Banks passageway which provides access between Yorkshire Street and Baillie Street. The application building is currently vacant but is understood to have most recently been in retail use and occupied by 'Poundworld'.



Figure 2.1: Aerial view of the site (approximate boundary in red).

- 2.2 The application site is occupied in its entirety by built form. 44-46 Yorkshire Street was formerly two separate buildings that have been merged to form one single unit. The building spans the full length of The Banks, and as a result of the steep change in levels the Yorkshire Street elevation is two storeys in height whereas the Baillie Street elevation is four storeys in height.

- 2.3 Historic map regression has identified the development of the application site by 1844. The surrounding land is also densely developed so it's likely development shown at this time was constructed earlier than this. Mapping of 1928 shows that the application site comprised numerous buildings including a Public House and Hall (as shown in Figure 2.2).

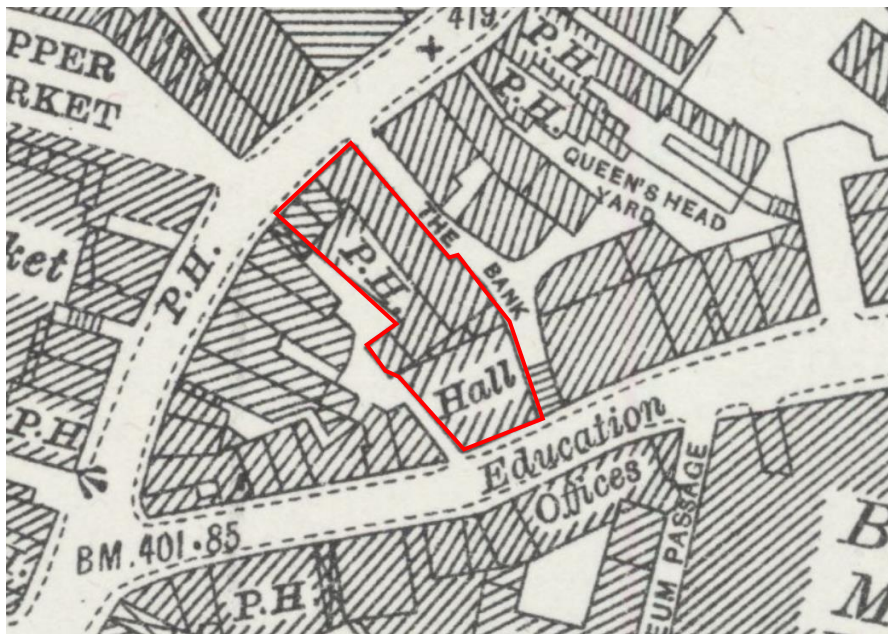


Figure 2.2: 1928 map showing the application site comprising numerous buildings (site identified in red).



Figure 2.3: Image showing the Baillie Street elevation. Understood to be 1902 when the building was in use as a warehouse.

- 2.4 Figure 2.3 above shows an image of the Baillie Street elevation, which is understood to depict the building as it was in 1902 when in use as a warehouse. The application building has been significantly altered over the years. Internally, the formerly separate buildings have been merged. Externally, the Baillie Street elevation has been rebuilt. The contrasting brick and jointing where the reconstructed Baillie Street frontage meets the (likely original) side elevation is visible. The rebuilt elevation has itself undergone alteration with the majority of its window openings being bricked-up. To the Yorkshire Street elevation, a modern ground

floor shopfront has been installed, including signage and roller shutters. The eastern elevation abutting The Banks also features signage and roller shutters, as well as a circa 1980s red brick façade to the ground floor level. Above the modern shop front on the Yorkshire Street elevation is an art deco style frontage, which may be an example of building re-fronting, which was typically undertaken on buildings in prominent locations to reflect the change in architectural fashion. The first floor windows on this elevation have also been blocked up.

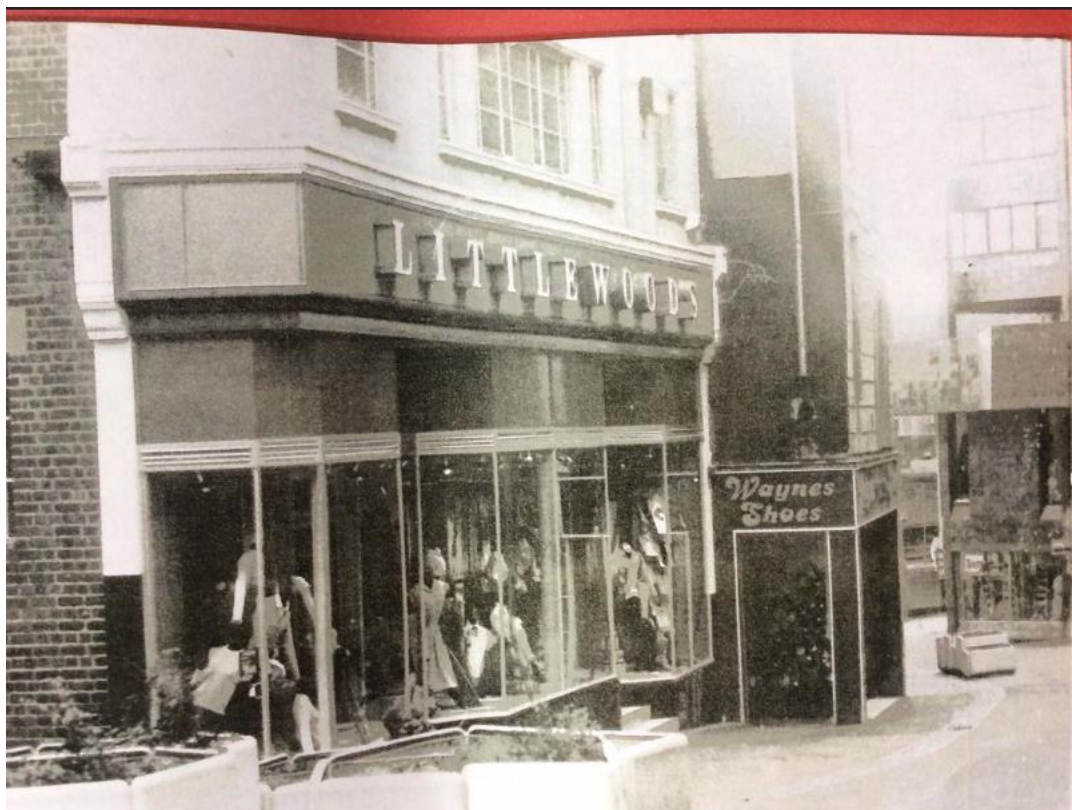


Figure 2.4: Yorkshire Street elevation showing art deco frontage when the unit was occupied by Littlewoods, possibly installed in the 1930s.

- 2.5 The existing building is constructed of red brick, with a flat roof constructed of modern materials. The art deco style frontage to Yorkshire Street appears to be constructed of stone.



Figure 2.5: Yorkshire Street elevation.



Figure 2.6: Baillie Street frontage.



Figure 2.7: Eastern elevation taken from The Banks.

- 2.6 The building's vacancy is evidenced through boarded up windows, and the permanently closed roller shutters. By virtue of the building's age, and its contribution to the organic layout of this part of the town centre, the building is considered to offer some contribution to the significance of the Conservation Area. However, as a result of the alterations undertaken to the building – likely in the mid to late 20th century – the building has lost much of its architectural integrity which detracts from its appearance, and ultimately lessens the contribution it makes to the Conservation Area.
- 2.7 The principal access to the building is the shopfront entrance on Yorkshire Street. A secondary entrance exists on the eastern elevation, as well as personnel doors providing access via Baillie Street.
- 2.8 In addition to its Conservation Area designation, the site is also located in the boundary of the Town Centre and the Defined Urban Area. The northern part of the site lies within the Primary Shopping Area.

The Surrounding Area

- 2.9 The surrounding area is predominantly mixed use / commercial development typically found in town centre locations including shops, cafes, drinking establishments, leisure uses and banks.
- 2.10 The site is located within a highly sustainable location in Rochdale's Town Centre and benefits from the array of shops, amenities, services, facilities, and employment opportunities that this brings. The site is also very accessible by public transport, being only 210m (3 minutes' walk) from the Rochdale Town Centre metrolink tram stop which provides frequent services to East Didsbury, which provides access to various stops including Manchester city centre. Adjacent to Rochdale Town Centre tram stop is Rochdale Interchange, offering regular bus services to various destinations including Bury, Bolton, Milnrow, Manchester City Centre, Accrington, Ashton-under-Lyne and Littleborough. In addition the site is 1km (14 minutes' walk) from Rochdale train station which offers services to a range of destinations including Manchester City Centre, Blackburn, Clitheroe, Leeds, Wigan, Kirby and Chester.

Rochdale Town Centre Conservation Area

- 2.11 The Rochdale Town Centre Conservation Area was first designated in 1980 with extensions added in September 2011. The amended Conservation Area now includes the interesting and varied built heritage along Drake Street and minor amendments have created a more logical boundary where the previous boundary omitted buildings of obvious townscape and historic interest. Adjacent conservation areas lie to the north (Toad Lane and Town Head) and south (proposed Broadfield Park and Drake St. South).
- 2.12 The application site is located close to the northern boundary of the Conservation Area, within old town (as shown in the figures below). The Conservation Area Appraisal describes this part of the Conservation Area as follows:

The old town lays either side of the river crossing, developing around the 's' shaped route needed to navigate the steep banks of the river Roch. Georgian brick buildings replaced the stone and timber-framed structures of earlier generations, but the medieval footprint

remains particularly in the 'Ginnels.' The medieval passageways, aligned from Yorkshire Street to the Butts which allowed the passage of stock to and from the ford. South of the river, development was restricted by glebe land.

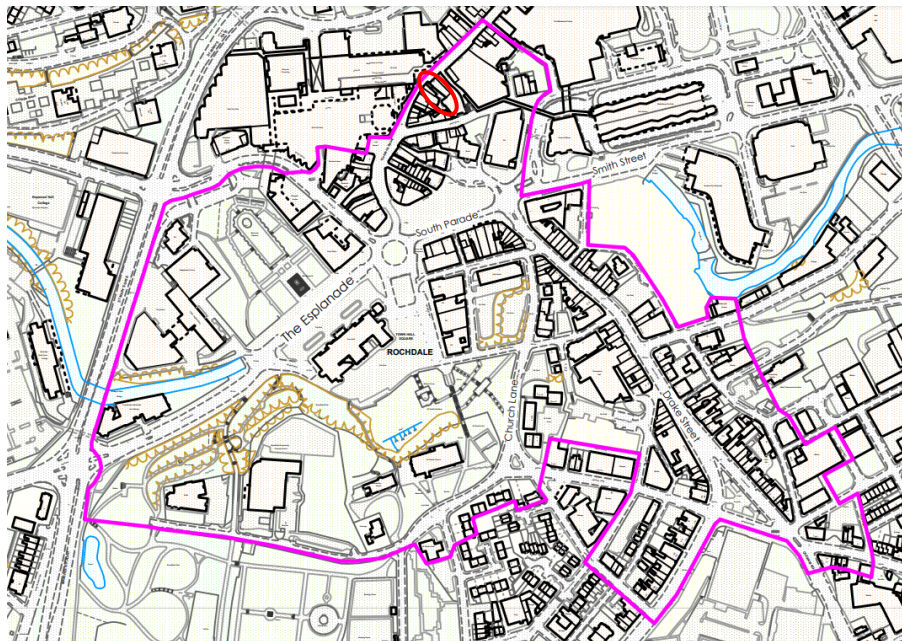


Figure 2.8: Map showing the conservation area boundary in pink, application site in red.

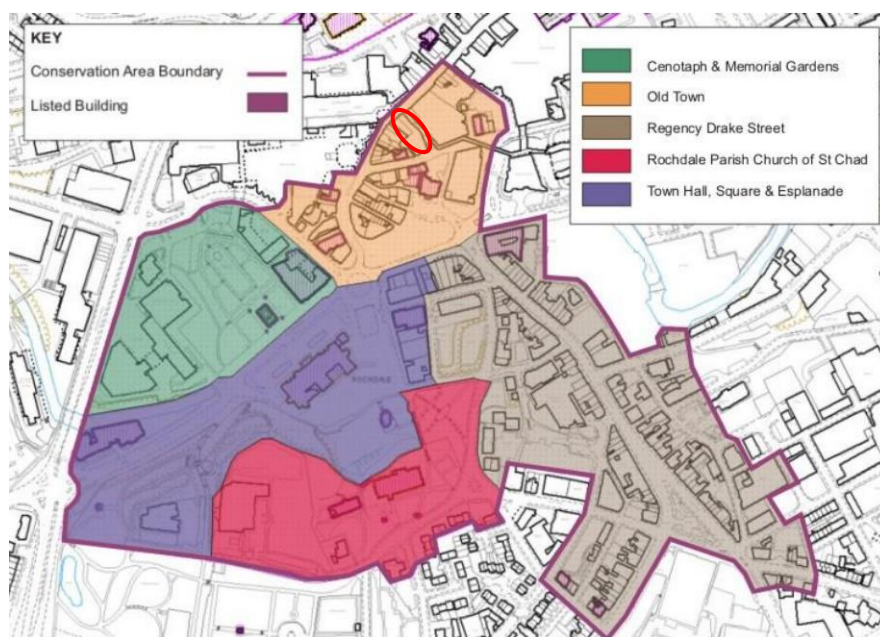


Figure 2.9: Map showing Conservation Area Zones, application site in red.

- 2.13 The site also lies close to two listed buildings. To the west of the site on the northern side of Baillie Street is 5 Baillie Street (Grade II listed, list entry number 1242950). The property dates from circa 1840, purpose built as a shop, and later used a railway parcel and enquiry office. The listing description notes that the property is listed for its architectural interest and decorative quality, noting that the building was clearly built as a prestige building owing to its opulent ground floor façade.



Figure 2.10: No. 5 Baillie Street.

- 2.14 To the south of the application site on the southern side of Baillie Street is no. 10, 12, 14 and 16, Baillie Street (Grade II, list entry number 1346242). These buildings were built in 1890 as a bank and shops.



Figure 1.11: no. 10, 12, 14 and 16, Baillie Street.

3. Planning History

3.1 In accordance with best practice a review of the site's planning history was undertaken on 23.06.2022. The applications identified are provided in the table below.

Application Ref and Address	Description of Development	Decision and Date
22/00968/FUL 44-46 Yorkshire Street Rochdale Lancashire OL16 1JW	Change of use from retail premises (Class E) to a mixed use of retail at basement and ground floor (7 retail units) and 22 flats (C3 Use) at ground first and second floors together with a roof extension and alterations to fenestration and other associated external alterations to elevations.	Approved 11 April 2023
13/01282/FUL 44-46 Yorkshire Street Rochdale Lancashire OL16 1JW	New shop front and remedial works to north and east elevations of the building.	Approved 25 Feb 2014
13/01283/ADV 44-46 Yorkshire Street Rochdale Lancashire OL16 1JW	One internally illuminated fascia sign to Yorkshire Street elevation and two non illuminated sign trays including various vinyl and window signs to side elevation	Approved 25 Feb 2014
01/D39528 River Island, 44, Yorkshire Street, Rochdale, Lancashire, OL16 1JW	New Shop Front	Approved 04 Jan 2002
01/A5141 River Island, 44, Yorkshire Street, Rochdale, Lancashire, OL16 1JW	Internally Illuminated Fascia Sign And Externally Illuminated Projecting Double Sided Box Sign.	Approved 4 Jan 2002
90/A4044 44 Yorkshire Street Rochdale	Externally Illuminated Shop Sign	Approved 13 Dec 1990

3.2 This application is a resubmission of planning permission 22/00968/FUL. The revised proposals are also for a residential-led development involving commercial floorspace at ground floor and a roof extension. The approval of application 22/00968/FUL by Rochdale Council establishes that this form of development is acceptable at the site.

4. The Proposed Scheme

Application Proposals

- 4.1 The application is for the change of use of the vacant retail premises (Class E), to 26 flats (C3 use) with commercial (Class E) use retained at ground floor and basement level, together with a roof extension and other elevational alterations. The application is a resubmission of the scheme approved under application 22/00968/FUL, the changes to this scheme are outlined below.
- 4.2 Residential accommodation will be provided over the ground, first and second floor levels. The apartment mix will be 25x one bedroom apartments and 1x studio apartment. All flats will accord with nationally described space standards.
- 4.3 The existing ground floor retail unit fronting Yorkshire Street will be subdivided, reinstating the former subdivision. A new art deco inspired shopfront will be installed to both units, reflecting the building façade on this elevation. At lower ground level on the Baillie Street elevation, the existing retail floorspace will be converted to Class E use (likely a restaurant/cafe).
- 4.4 Access to the residential accommodation will be via the existing opening on The Bank. Bike storage for 24 bikes will be accommodated within the foyer using vertical bike racks. Bin storage is located within the basement, accessed via a lift from Baillie Street or internally from the lower ground level commercial unit. A refuse store will also be made available for disabled residents on the ground floor, the building management staff will monitor and empty this bin regularly. Refuse collection for the residential use and Baillie Street commercial unit will take place from Baillie Street, whilst the Yorkshire Street retail units will be serviced from Yorkshire Street / Pack Horse Yard.
- 4.5 The proposed schedule of accommodation is set out below.

Floor level	Accommodation
Baillie Street level	▪ 1no commercial unit (Class E), 147 sqm.

Floor level	Accommodation
Yorkshire Street level	2no commercial units (retail), 177sqm 7x 1 bed 1 person apartments - Cycle storage for 24 bikes.
First Floor	12 x 1 bed 1 person apartments
Second Floor	6 x 1 bed 1 person apartments 1 x 1 bed 2 person apartments

4.6 External alterations will involve the creation of a pitched roof extension, which will be set in from the eaves of the building. The proposed roof extension will be constructed in an industrial style aluminium cladding. Cladding to match the roof extension will be installed to the set back element of the Baillie Street elevation to create a feature, but also to conceal the sections of unsightly brick repairs in contrasting brick. New windows will be installed, and those on The Bank elevation will feature projecting angled window reveals constructed of a matching standing seam aluminium. New shopfronts will be installed on Baillie Street and Yorkshire Street.

4.7 As a result of the changing levels on Yorkshire Street, in order to enable level access into the two retail units, it will be necessary to construct a level platform via external steps. The steps will not project beyond the building line of the adjacent unit (occupied by 'Singhar' as seen on google street view) to ensure there is no interference with the flow of pedestrian movement along Yorkshire Street. Both retail units will be wheelchair accessible as there will be level access to the platform via the northern corner of the shopfront, this will be a major improvement in terms of accessibility. There is an existing precedent for steps along Yorkshire Street, for example at the Rochdale Exchange shopping centre.

Changes from the scheme approved under permission 22/00968/FUL

4.8 The changes proposed to the development consented under application 22/00968/FUL are set out below, along with the reasoning for these changes.

- **Yorkshire Street shopfronts:** The approved elevation (201 rev C) does not provide sufficient detail, but it is clear from the significant ground levels that a step would need to be created to provide access. It can be seen in the photo at figure 2.4 that historically this was the arrangement. To overcome this issue and ensure access for all, the revised proposals involve the construction of a stepped platform externally, which will have level access from the northern corner. The arrangement of the shopfronts has been amended slightly by relocating the entrances to a central position on each unit. The art deco style design approach has been preserved.
- **Baillie Street elevation:** Additional windows have been included on the upper levels of the Baillie Street elevation. This is also a positive change as it offers increased articulation to this elevation, as was requested during the course of progressing planning application 22/00968/FUL.
- **Relocation of the entrance to the apartments on The Bank:** The approved scheme shows the apartment entrance immediately adjacent to the top of the public stairs on The Bank. There is concern that this is a safety issue due to potential collision of people using the public stairs and exiting the apartment building. It is therefore proposed to relocate the stairs northwards along The Bank away from the top of the stairs for safety reasons. The apartment entrance will utilise the existing opening.
- **The Bank shopfronts:** The relocation of the apartment entrance has had implications for the shopfront arrangement on The Bank. The applicant has undertaken further market research and understands there is limited demand for such small retail units and is concerned that these suffer from vacancy issues – which would have a negative impact on the streetscene and Conservation Area. The proposals are therefore to reinstate no. 44-46 back into two units, and to omit the previously proposed smaller commercial units fronting onto The Bank. This will mean that commercial floorspace will be retained fronting onto the two main commercial streets (Baillie Street and Yorkshire Street), thereby contributing to the viability and vitality of the town centre. The revised proposals will provide three commercial units, which is a net increase of two units when compared to the existing situation.
- **Number of apartments:** The internal layout has also been amended in response to the above, and this has enabled the provision of an additional 4 apartments on the ground

floor. This will have benefits in helping to increase provision of homes in Rochdale, in a highly sustainable and accessible location.

- **Refuse strategy:** Highways raised issues with the proposed refuse strategy under application 22/00968/FUL and condition discharge application 23/00873/DOC with regards to manoeuvring bins across the gradient from Pack Horse Yard to Baillie Street. To overcome this issue the bin store has been relocated to the basement, which will be accessed via a lift from Baillie Street. A single bin will be provided on the ground floor within the lobby area which will be strictly for use by disabled people only.

5. Planning and Heritage Policy Context

5.1 Planning policy guidance of relevance to the proposed scheme, and which provides the context for its assessment, is set out within the following:

- The National Planning Policy Framework (NPPF); and,
- The Development Plan for Tameside.

National Planning Policy Framework

5.2 The updated National Planning Policy Framework (NPPF) was most recently updated in September 2023 and sets out the government's objectives for achieving sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development which ensures that sustainable development is pursued in a positive way.

5.3 Development proposals that accord with an up-to-date Development Plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, permission should be granted unless:

- i. The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development; or
- ii. Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

5.4 Paragraph 8 confirms that there are three dimensions to sustainable development; economic, social and environmental. To achieve sustainable development, economic, social and environmental gains should be pursued in mutually supportive ways through the planning system.

Delivering Sustainable Development

- 5.5 The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area. These sustainable objectives should be delivered through the preparation and implementation of plans and the application of the policies in the framework. The NPPF is split into 17 chapters, the chapters of relevance to this development are discussed below.
- 5.6 Delivering a sufficient supply of homes (Chapter 5) – paragraph 60 explains that in order to support the government’s commitment to significantly boosting the supply of homes, it is important that a sufficient amount and variety of land comes forward for development where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 5.7 Local Planning Authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement set out in adopted strategic policies or against their local housing need where strategic policies are more than five years old. The five year supply should include an appropriate buffer. Where the local authority chooses to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan the buffer should be 10% to account for any fluctuations in the market during that year. In the event that there has been significant under delivery when measured against the Housing Delivery Test (November 2018 onwards) then a 20% buffer should be applied.
- 5.8 The NPPF is clear at paragraph 11 that housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or the Housing Delivery

Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years.

- 5.9 Paragraph 69 highlights that small to medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly in comparison to larger sites. Paragraph c) emphasises the importance of windfall sites and states local authorities should support their development through giving great weight to the benefits of using suitable sites within existing settlements for homes.
- 5.10 Building a strong and competitive economy (Chapter 6) - emphasises that the government is committed to ensuring that the planning system should help to support economic growth. It recognises that a poor environment and a lack of housing can act as a potential barrier to investment.
- 5.11 Ensuring the vitality of town centres (Chapter 7) - Planning policies and decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation. Part (f) advises that planning policies should recognise that residential development often plays an important role in ensuring the vitality of centres and encourages residential development on appropriate sites.
- 5.12 Promoting healthy and safe communities (Chapter 8) - the planning system should aim to achieve healthy, inclusive and safe communities. Planning decisions should aim to achieve places which promote, amongst other things, safe and accessible developments, where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.
- 5.13 Promoting sustainable transport (Chapter 9) - to protect and exploit opportunities for the use of sustainable transport modes, development should be located and designed to give priority to pedestrian and cycle movements and have access to high quality public transport facilities.

- 5.14 Paragraph 111 advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highways safety, or the residual cumulative impacts on the road network would be severe.
- 5.15 Making effective use of land (Chapter 11) – the NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land. Paragraph 120 (c) explains that the planning system should specifically give substantial weight to the value of using suitable brownfield land within settlements for new homes and other identified needs. Further, sub-section (d) of this paragraph explains that planning should also promote and support the development of under-utilised land and buildings especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
- 5.16 Paragraph 123 states that local planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs.
- 5.17 The chapter goes on to discuss how appropriate densities can be achieved. Paragraph 124 sets out that the planning system should support development that makes efficient use of land, taking into account the following:
- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - b) local market conditions and viability;
 - c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;

d) the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change; and

e) the importance of securing well-designed, attractive and healthy places.

5.18 Achieving well-designed places (Chapter 12) - this chapter sets out at paragraph 130 that planning policies and decisions should aim to ensure that developments:

a) Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.

b) Are visually attractive as a result of good architecture and appropriate landscaping.

c) Are sympathetic to local character and history including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation.

d) Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.

e) Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks.

f) Create places that are safe, inclusive and accessible and which promote health and well-being.

5.19 Meeting the challenge of climate change, flooding and coastal change (Chapter 14) - this chapter emphasises the importance of securing reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change; and, in terms of flooding, development should be made safe without increasing flood risk elsewhere.

- 5.20 Conserving and enhancing the natural environment (Chapter 15) - the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, recognising the wider benefits of ecosystem services and minimising impacts of biodiversity and providing net gains in biodiversity where possible.
- 5.21 Conserving and enhancing the historic environment (Chapter 16) – this section deals with conserving and enhancing the historic environment. Paragraph 194 advises that ‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting’. This statement demonstrates that the information and significance requirements of national policy have been complied with.
- 5.22 Paragraph 195 of the NPPF advises that ‘Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal’.
- 5.23 Paragraph 197 of the NPPF advises that ‘In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness’.
- 5.24 Paragraph 199 of the NPPF advises that ‘When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight

should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’.

5.25 Paragraph 200 advises that ‘Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional’.

5.26 Paragraph 201 advises that ‘Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use’.

5.27 Paragraph 202 advises that ‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’.

- 5.28 Paragraph 203 advises 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’.
- 5.29 Decision making – guidance in paragraph 38 states that local planning authorities should approach decisions in a positive and creative way, making use of the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants. Decision-makers at all levels should seek to approve applications for sustainable development where possible.
- 5.30 The proposed development scheme has been designed in accordance with the policies and provisions of the NPPF.

The Development Plan for Rochdale

Rochdale Council Core Strategy

- 5.31 The Council submitted the Core Strategy for Examination in Public (EiP) in 2013. The EiP was suspended in order to allow the Council to provide additional information with respect to its objectively assessed housing need. In response the Council updated its Strategic Housing Market Assessment (SHMA) in 2015 and the EiP re-opened with a hearing session in June 2015. In February 2016, the Council consulted on modifications recommended by the Inspector in order to make the plan sound. The Core Strategy was formally adopted by the Council on the 19 October 2016.
- 5.32 Policies SO1 to SO5 in Chapter 4 of the Core Strategy set out the strategic objectives of the Council. These are centred on the themes of: economy; healthy and successful communities; design and quality place; greener environment; and accessibility and

sustainable transport. The detailed policies for the Core Strategy are then grouped under these key themes.

- 5.33 In accordance with the guidance contained in the National Planning Policy Framework, Policy SD1 states that the Core Strategy is centred around delivering and supporting sustainable development. To this effect, the policy repeats the presumption in favour of sustainable development set out in paragraph 14 of the NPPF and what this means for decision-taking.
- 5.34 Chapter 6 presents the spatial strategy for the borough. Policy SP1 states that the borough will contribute to the success of the Manchester city region and the North West by playing its part in the delivery of sustainable development and investment that meets national and sub regional objectives for housing and employment growth.
- 5.35 The following detailed policies of the Core Strategy have been considered in the preparation of this planning application.
- 5.36 Policy C1 'Delivering the right amount of housing in the right places'. The policy states that the Council will identify sufficient land to deliver at least 460 net additional dwellings per year up to 2028. To do this the Council will:
- i. Ensure there is always a deliverable five year supply of land for new homes. This will include an additional buffer of 20% which would be reduced by 5% if delivery of the annual target is achieved;
 - ii. Maximise the potential of previously developed sites, including empty homes and buildings, within the urban area to achieve a target of 80% of new housing on previously developed land; and
 - iii. Ensure that sites are sustainable with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.

- 5.37 The policy explains that: "New homes will be delivered through existing commitments and identified sites, mixed use developments and specific site allocations in the Allocations Development Plan Document. The supply of housing land is set out in the Council's latest strategic housing land availability assessment (SHLAA).
- 5.38 Policy C3 'Delivering the right type of housing'. The policy seeks housing which is designed and built to appropriate densities, recognising the need to make an efficient use of land and respond to local housing priorities.
- 5.39 Policy C6 'Improving health and well-being'. The policy supports the creation of an economic, social and physical environment which promotes and supports healthy lifestyles and outlines a number of policy objectives to achieve this.
- 5.40 Policy P1 'Improving Image'. The policy requires design which is of a high standard in all developments, which is particularly important in various locations including town centres. The policy also promotes the development and re-use of under-used land and buildings, maximising the potential for heritage assets to provide a sense of place and image.
- 5.41 Policy P2 'Protecting and enhancing character, landscape and heritage'. The policy seeks to protect and enhance the borough's valued and distinctive landscape and heritage assets.
- 5.42 Policy P3 'Improving the design of new development'. All new development including landscaping should adhere to high standards of design. The policy therein sets out design principles which development should comply with.
- 5.43 Policy G1 'Tackling and adapting to climate change'. The policy aims to ensure that new development minimises its impact on climate change and also adapts to its impacts. This involves locating growth in areas which are likely to minimise the need for travel and which are well served by public transport, services and infrastructure and encouraging the efficient re-use of buildings.

- 5.44 Policy G2 'Energy and New Development'. In order to reduce carbon emissions, the policy details the energy hierarchy which all new development will be expected to demonstrate compliance with.
- 5.45 Policy G7 'Increasing the value of biodiversity and geodiversity'. The policy seeks the protection and enhancement of the borough's wildlife habitats, species and key natural resources and features.
- 5.46 Policy G9 'Reducing the impact of Pollution'. The policy requires that new development does not lead to an increase in air, water, noise, light or other pollution. New development should also not be adversely affected by existing sources of pollution.
- 5.47 Policy T2 'Improving Accessibility'. The policy states that the Council will improve accessibility by locating development where good access to public transport is available or can be provided, and will ensure that development is located to minimise the need to travel by car. Development proposals should also satisfy the accessibility hierarchy.
- 5.48 Policy DM1 'General Development Requirements'. The policy sets out a number of basic planning and design considerations which development proposals will be expected to demonstrate compliance with.

Rochdale Borough Council Unitary Development Plan (saved policies)

- 5.49 Upon adoption of the Core Strategy, the majority of policies within the Rochdale Unitary Development Plan were deleted, those policies which were saved will be replaced through the Site Allocations DPD or other DPD. The saved policies of relevance to this application are outlined below.
- 5.50 Policy G/D1 'Defined Urban Area'. This saved policy seeks to concentrate new development within the urban area in order to support urban regeneration and protect the countryside.

- 5.51 Policy G/S/1 'Shopping and the Role of Centres'. This saved policy lists the town centres which are promoted as the principal locations for shopping, offices, other commercial uses, entertainment, leisure, cultural and community facilities with the scale of development appropriate to the centre being related to its position in the hierarchy of centres. Rochdale is a principal town centre.
- 5.52 Policy S/3 'Primary shopping Areas'. This policy advises that within the Primary Shopping Areas of Rochdale, Middleton and Heywood, the change of use of shops at ground floor or mall level will not be permitted unless certain exceptions are met.
- 5.53 Policy S/5 'Development Elsewhere In Town Centres'. This saved policy advises that housing development in parts of the town centre that are not identified as Primary, Secondary or Central Shopping Areas will be permitted providing it will be appropriate in scale and character, compatible with neighbouring uses, and not harm the vitality or viability of the centre.
- 5.54 Policy BE/17 'New Development Affecting Conservation Areas'. This policy advises that development proposals will be permitted that preserve or enhance the character or appearance of a conservation area, and outlines various principles that will be considered in applying the policy.
- 5.55 BE/18 'Changes Of Use To Buildings In Conservation Areas'. This policy advises that Proposals for the change of use of unlisted buildings in Conservation Areas will be permitted provided the new use is compatible with adjoining uses, the conversion respects the significance of the buildings and their settings, and the provisions of policy BE/17 are satisfied.

Supplementary Planning Documents

- 5.56 The Council have also adopted a number of Supplementary Planning Documents (SPDs) which the scheme will have to be assessed against, these include the Guidelines and Standards for Residential Development SPD; Rochdale Town Centre East Area Framework SPD; Biodiversity and Development SPD; Climate Change Adaption SPD; and Energy and New Development SPD.

Guidelines and Standards for Residential Development SPD (2016)

- 5.57 This SPD was adopted in June 2016, and provides a set of standards to be considered in the design of new housing to ensure that the impact on neighbouring residents is limited and that the design and appearance of new homes makes a positive contribution to the local environment.

Rochdale Town Centre East Area Framework SPD (2007)

- 5.58 This SPD was adopted in December 2007, and seeks to articulate a clear vision and identity for this key part of Rochdale town centre, and establish a high quality baseline for proposals including design principles, potential mix of uses, and guidance for built form and public realm.

Biodiversity and Development SPD (2008)

- 5.59 Rochdale Borough Council adopted the Biodiversity and Development SPD in January 2008. The SPD explains the level of information that should be provided with a planning application and the principles that should be adhered to in the design and implementation phases of development.

Climate Change Adaption SPD (2012)

- 5.60 Adopted in June 2012, the Climate Change Adaption SPD outlines guidance for developments in order to assist climate change adaption. The SPD addresses eight broad categories: location, layout and orientation; materials / structure; environmental performance; green roofs and walls; rainwater harvesting; Sustainable Drainage Systems; and green and blue infrastructure.

Energy and New Development SPD (2008)

- 5.61 The Borough Council adopted this SPD in 2008, the document sets out the Council's requirement in terms of Code for Sustainable Homes and BREEAM standards.
- 5.62 The proposed redevelopment scheme has been designed in accordance with the policies of the UDP, and the above SPDs.

6. Planning Appraisal

6.1 Having regard to the relevant planning policy guidance in the previous section, the key material considerations against which the proposed scheme should be considered, and which are discussed in this section, include:

- Principle of Development
- Residential Amenity
- Design and Heritage Considerations
- Highways, Accessibility and Parking
- Environmental Considerations
- Crime and Security
- Waste Management
- Sustainable Development: Economic, Social and Environmental Benefits

Principle of Development

Commercial / Class E

- 6.2 The principle of retail use being retained at ground floor level is acceptable given that the lawful use of the building is retail and it is located within the Town Centre, partly within the Primary Shopping Area.
- 6.3 The proposed change of use of floorspace at lower ground level (Baillie Street unit) to a restaurant / café is also wholly acceptable, and could be undertaken without planning permission. The proposed use is classed as a town centre use, and is therefore appropriate in policy terms. Furthermore, Baillie Street is occupied by various existing food and beverage uses, as well as other service and business uses. The proposed café / restaurant would be

compatible with the use of neighbouring properties. The creation of a 'shopfront' in this location would also have significant benefits by creating active frontage and increasing natural surveillance to this part of the town centre.

Residential Use

- 6.4 The application site is within the Defined Urban Area and as such, policy G/D/1 is relevant, which establishes that development should be located in the urban area so as to support urban regeneration and protect the countryside. Core Strategy Policy C1 states that the Council will identify sufficient land to deliver at least 460 net additional dwellings per year up to 2028. The policy seeks to maximise the potential of previously developed sites, including empty buildings, within the urban area to achieve a target of 80% of new housing on previously developed land and to deliver housing. The scheme's provision of 26no. dwellings will make a meaningful contribution to meeting this need, and at the same time assist in the regeneration of this part of the Town Centre. The proposed dwelling mix is also considered acceptable given the Town Centre location of the site which warrants more dense development, together with the constraints associated with reusing an existing building. In addition, the Strategic Housing consultee response for application 22/00968/FUL confirmed support for the proposed mix of 26x one bedroom apartments and noted that there is significant demand for one bedroomed properties.
- 6.5 Policy C3 of the core strategy is also relevant and its aims are to ensure new development provides housing types that take account of local needs and aspirations and promote densities that make efficient use of land. The proposals constitute the redevelopment of previously developed land with much needed housing, thereby representing an efficient use of land and relieving pressure to build on more valuable and potentially less sustainable greenfield locations.
- 6.6 Paragraph 120 of the NPPF states that planning should promote and support the development of under-utilised buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively. Paragraph 86 of the NPPF requires that local planning policies recognise that residential development often plays an important role in ensuring the vitality of town centres.

Saved UDP Policy S/5 advises that housing development in parts of the town centre that are not identified as Primary, Secondary or Central Shopping Areas will be permitted providing it will be appropriate in scale and character, compatible with neighbouring uses, and not harm the vitality or viability of the centre. The proposed scale is acceptable since it makes use of an existing building, and the proposed residential use will be compatible with neighbouring town centre uses, with increased footfall helping to boost custom and trade to local businesses. Retail use will be retained at ground floor level, in accordance with the requirements of Saved Policy S/3 in relation to designated Primary Shopping Areas.

6.7 In addition to the above, the proposed development will be associated with a range of planning benefits, including:

- Making a positive contribution to Rochdale's housing supply;
- Providing housing in a highly sustainable and accessible location, which involves the re-use of an existing vacant building;
- Improving the visual quality of the site and this part of the Rochdale Town Centre Conservation Area;
- Increasing footfall in Rochdale Town Centre and thereby having a positive impact on the custom of nearby commercial uses; and,
- Increasing surveillance helping to minimise risk of crime and fear of crime.

6.8 Overall the principle of the proposed development is considered to be acceptable. The proposed development is in accordance with Core Strategy Policies C1, C3, DM1, and Saved UDP Policies G/D1, S/5 and S/3, and the provisions of the NPPF.

Residential Amenity

6.9 The Guidelines and Standards for the Residential Development SPD provides parameters regarding the development of housing. The proposed development relates to the conversion of an existing building, together with a roof extension. The design of the scheme

has been based on the 'Technical housing standards – nationally described space standard' document. All flats meet or are in excess of the requirements for a one bed flats. The flats will also be designed and fitted to meet current requirements in terms of energy efficiency.

- 6.10 The proposals involve the creation of new windows and a roof extension. However, all habitable rooms will benefit from a good level of outlook. The site is not in proximity to other residential uses and will be free from overlooking. It is noted that the separation distance between windows and built development may fall short of the standards set out in section 4 of the SPD in some cases, however the SPD notes that exceptions may be made where the character and density of the surrounding area would be best preserved by reduced distances and this would not detract from the general levels of privacy and amenity typical in the area. The application building is located in the old town part of the Town Centre where buildings are densely developed in a tight urban grain. Furthermore, windows on the west and east elevation are just above the roofline of neighbouring buildings or looking towards a pitched roof slope which lessens any impact on outlook.
- 6.11 The neighbouring uses, which comprise mostly retail but also some food and beverage and a hairdressers, are wholly compatible with the proposed residential use and there would be no loss of amenity in this regard. It is anticipated that any noise insulation can be dealt with by planning condition.
- 6.12 Overall, the scheme is acceptable in terms of impact to residential amenity of existing and future occupiers. The proposals are in accordance with the Guidelines and Standards for Residential Development SPD, and Core Strategy Policy DM1, and the relevant provisions of the NPPF.

Design and Heritage Considerations

- 6.13 The Rochdale Town Centre East Area Framework SPD states that the architecture of new buildings should reinforce the sense of place/distinctiveness of the area, responding to the historic context, reflecting the scale, features and materials of the best of the existing

character in a well thought out, high quality, architectural solution. There should be a variety of style and approach across the area.

- 6.14 The external alterations proposed to the property are considered to be a bespoke and creative design response which will help contribute to the character of this part of the Town Centre, helping to foster a sense of place.
- 6.15 The proposed roof extension is of an appropriate scale by virtue of being one storey, set back from the elevations and featuring a pitch roof. This helps to ensure the extension does not appear top heavy or incongruous. Furthermore, the pitch roof is an improvement to the existing flat roof, and will create a more interesting roofscape. The use of a copper zinc cladding responds to the tones of the existing red brick, but the variation in material subtly contrasts the existing materials to create a contemporary aesthetic. The proposed roof extension is further integrated with the existing building through the use of projecting angled window reveals created in the same material, as well as a cladded element proposed to the Baillie Street elevation which creates a distinctive feature and visual interest on this elevation.
- 6.16 The existing modern shopfront on the Yorkshire Street elevation will be removed and an art deco style frontage reinstated at ground level. The existing blue modern shopfront and signage is visually intrusive and unsympathetic to the existing building and its Conservation Area status. Its removal and replacement with a high quality shopfront which responds to the architectural language of the Yorkshire Street façade will have positive design impacts.
- 6.17 With regard to heritage impacts, the proposed alterations are considered to be distinctive and high quality, thereby having a positive impact on the character and appearance of the Rochdale Town Centre Conservation Area. The alterations to the Baillie Street frontage will be co-visible with 10, 12, 14 and 16 Baillie Street (Grade II Listed) and 5 Baillie Street (Grade II Listed). The proposed alterations will improve the appearance of the application property which will have a positive impact on the setting of the adjacent listed buildings, and will enhance the way these buildings are experienced from Baillie Street. Moreover, the existing building is vacant and the boarded up windows and roller shutters present a poor

image onto Baillie Street, Yorkshire Street and The Banks. Bringing the building back into active use will enable the building, which occupies a prominent location in the Town Centre, to interact with the street and create an active frontage which will be positive for the Conservation Area.

- 6.18 It can be concluded that the proposals will be associated with positive design impacts, and will have major positive heritage impacts in terms of the character and appearance of the application site and of this part of the Rochdale Town Centre Conservation Area, as well as serving to conserve and enhance the setting of adjacent listed buildings on Baillie Street. The proposals are wholly in accordance with Core Strategy Policies P1, P2, and P3, and Saved UDP Policies BE/17 and BE/18, and chapter 16 of the NPPF.

Highways, Accessibility and Parking

- 6.19 The site is located in an exceptionally sustainable and accessible location in the centre of Rochdale Town Centre, and within the main shopping area. Future residents will have access to a range of shops, amenities, leisure facilities, services and job opportunities. The site benefits from good public transport links, being in close proximity to Rochdale Town Centre Metrolink tram stop and Rochdale Interchange, both offering regular services to a wide range of destinations. Rochdale train station is also within walking distance of the site.
- 6.20 The application proposals do not involve provision of car parking spaces. This is considered appropriate given the highly sustainable, town centre location of the site. Indeed, the level of provision proposed within the scheme will also help to support a reduction in reliance upon the private car and help to encourage use of more environmentally friendly and sustainable modes of transport amongst future residents. Provision of secure cycle storage for 24 bikes will be provided internally within the building, which will also help to encourage sustainable, healthy transport modes. As noted in the officer report for application 22/00968/FUL, the cycle parking provision significantly exceeds the policy requirement set out in the Core Strategy for 1 space per 5 dwellings.

- 6.21 The Construction Environmental Management Plan approved under condition discharge application 23/00714/DOC has been resubmitted in support of this application. It is envisaged that a compliance planning condition relating to construction management will be attached to any planning permission.
- 6.22 It has been demonstrated that the scheme accords with the transport requirements of the NPPF; and Core Strategy Policy T2.

Environmental Considerations

Ecology

- 6.23 The proposed development involves removal of the existing roof. An Ecology Survey has been commissioned to determine the presence of any protected species so appropriate mitigation can be taken when delivering the scheme, should these be present. A Biodiversity Enhancement Scheme prepared by Rachel Hacking Ecology has been submitted in support of this application.

Land Contamination

- 6.24 The proposed scheme is not associated with any intrusive below ground works meaning land contamination matters are not relevant in the determination of this application.

Flood risk

- 6.25 The vast majority of the site is located in Flood Risk Zone 1 which is the lowest level of risk. Land designated as flood zone 2 affects a very small proportion of the site where it fronts onto Baillie Street. At the basement level this floorspace is occupied by refuse storage, whereas at the ground floor level this relates to commercial floorspace, which does not constitute a sensitive end use, and can be converted to any use within Class E of the use

class order without the requirement for planning permission. The proposed development will not be at elevated risk of flooding nor will it increase flooding on other land.

Air Quality

- 6.26 The site is not located within an Air Quality Management Area and will not be associated within any adverse air quality impacts.
- 6.27 For the above reasons the scheme complies with Core Strategy Policies G1, G7 and G9, as well as relevant provisions of the NPPF.

Crime and Security

- 6.28 The vacancy of the application building means it is vulnerable to vandalism and unauthorised occupation. The proposed development will reduce the opportunity for crime by bringing the building back into use, and increasing natural surveillance in the area. A Crime Impact Statement (CIS) has been prepared by Design for Security and is submitted in support of this planning application. The CIS states that from a crime prevention perspective, the positive features of the development include: the re-use of a vacant building; the building will be more animated with the (re)introduction of windows and shopfronts; there will be an appropriate number of apartments; and the development will focus activity at appropriate areas whilst also facilitating passive surveillance of the surrounding streets. The CIS makes recommendations of security measures which are considered to enhance the security of the development. These will be considered at the detailed design stage once planning approval has been obtained.

Waste Management

Residential Use

- 6.29 Bin Storage will be located within the basement. Provision of separate bins will allow for the segregation of refuse and recyclable waste. Residents will access the bin store using the lift via the entrance on Baillie Street. Waste operatives will have access to the bin store, or the building management will present bins on Baillie Street on the morning of waste collection and return bins to the store following collection. Bin storage for use by disabled residents only will be provided externally within Pack Horse Yard, immediately adjacent to the existing access door into this external area. This bin storage area will have full level access, and will be monitored by the building management staff to ensure this is kept tidy, is accessible and emptied frequently.

Commercial Use

- 6.30 The commercial uses will have frequent waste collections undertaken by a private commercial operator. The retail units are anticipated to have relatively limited waste requirements. Bins will be stored externally within Pack Horse Yard and serviced via Yorkshire Street. The commercial unit proposed fronting Baillie Street will either have a separate commercial waste storage area in the basement, or will store bins externally in pack Horse Yard.

Sustainable Development: Economic, Social and Environmental Benefits

- 6.31 Economic: It is well documented that a shortage of housing can result in economic barriers. The provision of 26 apartments will make a meaningful contribution to Rochdale's housing delivery targets. The provision of 1 bed accommodation will also help to free up larger properties which are under single person occupancy. Nearby shops and businesses will also benefit as a result of the proposals increasing the customer base. Retention of the retail use at ground floor level on Yorkshire Street will bring this vacant frontage back into active economic use. In addition, the introduction of an active economic use and interactive frontage onto Baillie Street will result in major economic benefits. The proposals will therefore help to protect the vitality and viability of Rochdale Town Centre.

- 6.32 Social: The proposals will provide much needed housing in a town centre location which is in proximity to a range of amenities, employment opportunities and well served by public transport. The proposed development will deliver good quality housing and contribute to the creation of a mixed and sustainable community.
- 6.33 Environmental: The proposals will provide 26 residential apartments within an existing building, in a sustainable urban location. The scheme will provide much needed accommodation, which will help to ease pressure on greenfield and Green Belt sites. Future residents will benefit from the highly sustainable and accessible nature of the development, thereby reducing the need to travel by car and helping to reduce carbon emissions and air quality impact. The visual environment will be greatly enhanced by the proposals, which in turn will have a positive impact on heritage assets.
- 6.34 On the basis of the above it is demonstrated that the proposals will deliver economic, social and environmental benefits and thereby constitute sustainable development, in accordance with chapter 2 of the NPPF.

7. Conclusion

- 7.1 This Planning and Heritage Statement has been prepared by Paul Butler Associates on behalf of Cassel & Fletcher. The application proposes the change of use of the vacant retail premises (Class E), to 26 flats (C3 use) with commercial use retained at ground floor and basement level, together with a roof extension and other elevational alterations.
- 7.2 This Statement has demonstrated that the proposals accord with national and local planning policy guidance. The scheme will also deliver a series of planning benefits including:
- Making a positive contribution to Rochdale's housing supply;
 - Providing housing in a highly sustainable and accessible location, which involves the re-use of an existing vacant building;
 - Improving the visual quality of the site and this part of the Rochdale Town Centre Conservation Area;
 - Increasing footfall in Rochdale Town Centre and thereby having a positive impact on the custom of nearby commercial uses; and,
 - Increasing surveillance thereby helping to minimise the risk of crime and fear of crime.
- 7.3 As evidenced in this statement, the site has been shown to be a suitable and sustainable location for residential development with no known adverse impact arising from the development that would significantly and demonstrably outweigh its benefits. Indeed it is our view that no material planning considerations exist that would justify refusal of planning permission.
- 7.4 This application is a resubmission of application 22/00968/FUL. Minor changes to the layout and external alterations are proposed to the scheme consented under permission 22/00968/FUL, however the overall use, scale, form, floorspace and design approach is

similar. The approval of application 22/00968/FUL is a material consideration in the determination of this application.

- 7.5 On this basis Paul Butler Associates are pleased to submit this planning application and look forward to working with the council on progressing it through to a positive determination.