

Design & Access Statement

187 Yorkshire Street

Rochdale

OL12 0DS

Proposed Change of Use from Offices (E) to Two Retail Units (E) at Ground Floor with Shopfronts, and Two Self Contained Flats (C3 Dwelling houses) at First Floor, and One Self Contained flat at ground floor along Regent Street.

June 2023

Building Design Services (BDS)

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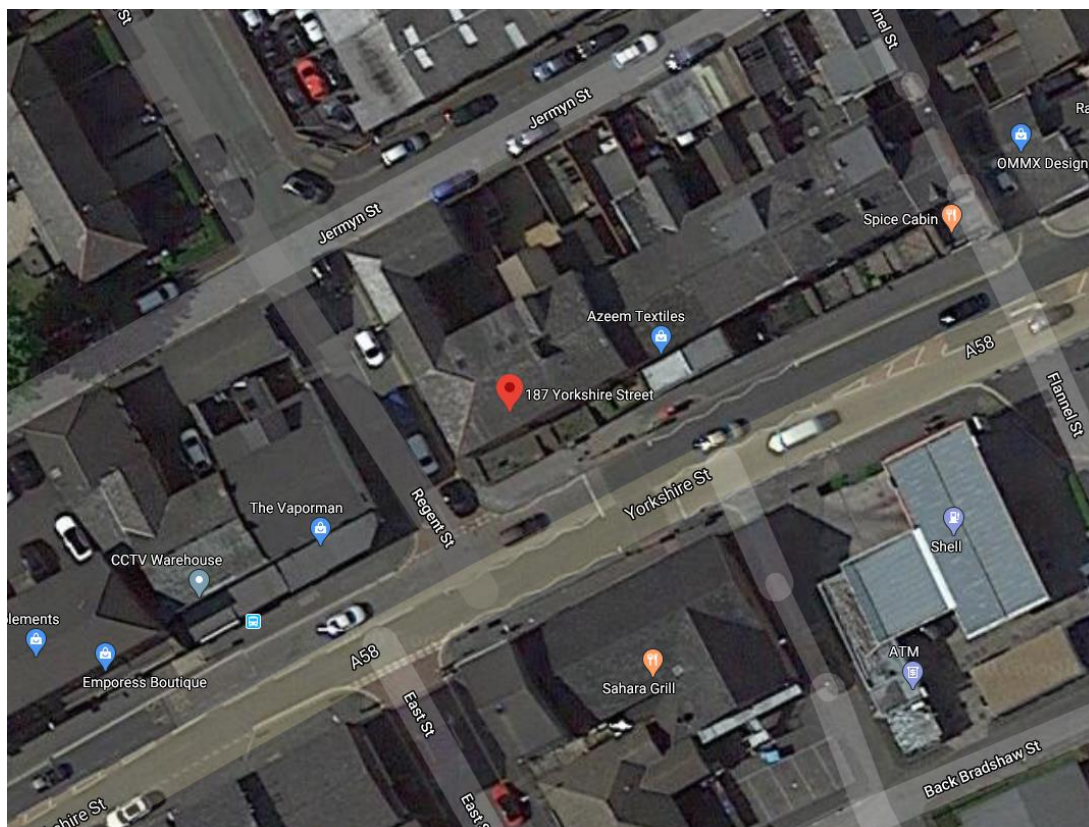
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1.0 INTRODUCTION

- 1.1 This planning statement is submitted by Building Design Services on behalf of the applicant Deeplish Property Ground Ltd who is the owner of 187 Yorkshire Street, Rochdale. The building was acquired by the applicant recently, previous to acquisition it had stood empty for a number of years, prior to its vacancy it was used as offices by a firm of solicitors
- 1.2 Compared to other housing markets in the North West and Greater Manchester, the Rochdale and north east Manchester housing market is generally less attractive. The housing on offer in the borough has stark differences in terms of quality and price and it fails to address the needs of existing or future residents. An oversupply of older terraced housing and a lack of high value housing across the borough means that it fails to attract and retain residents with higher incomes.
- 1.3 An ambitious target of providing 460 additional homes per year is considered necessary to meet demand and to help regenerate the borough. The latest Housing Land Availability Assessment indicates that there is considerable scope to meet its housing target using previously developed sites, especially in the south, and with limited use of greenfield sites.
- 1.4 The Council needs to focus the right type of housing in the right areas, maintain the regeneration of older areas of housing and social housing estates and ensure that the community infrastructure necessary to support areas of housing growth are provided.
- 1.5 In terms of retail, a key objective of national planning guidance is to deliver economic growth and prosperity through sustainable development. In order to achieve this in the borough it is important that we ensure sufficient land is available of the right type, quality and in the right places.
- 1.6 The applicant would like to work with the Council in order to secure approval for the proposed use.

2.0 SITE AND SURROUNDINGS

- 2.1 The application relates to a large and attractive end terrace property at 187 Yorkshire Street in Rochdale. The property is currently vacant and was last used as a Solicitors (A2 use class) at ground floor level, and part of the first floor.
- 2.2 The building occupies a corner plot at the junction of Yorkshire Street (A58) and Regent Street and is located within the Yorkshire Street Local Centre. The adjoining properties to the side and rear are residential. The application site is located at the end of a long row of terraced properties which are predominantly residential, although numbers 191 and 193 are commercial (clothes shop and estate agents respectively). On the opposite side of Regent Street, at number 185, is a restaurant and on the opposite side of Yorkshire Street is another restaurant along with a newsagent and motorcycle shop. Waiting restrictions prevent vehicle parking to the front and side of the building, although there is a small yard area to the rear accessed from Jermyn Street.
- 2.3 The application building is attractive in appearance, particularly when viewed from Yorkshire Street at the front, being of brick construction with a slate roof. The property has large vertical windows with stone cills and lintels and an arched doorway with surrounding brick detailing. On the front corner of the building are stone quoins and both the side and rear elevations of the building have a grey cement render finish. The building is accessed through a set of external steps at the front and the ground floor level of the property is set approximately 1m higher than the highway level of Yorkshire Street.
- 2.4 The UDP Proposals map shows that the site itself is allocated as being in the Yorkshire Street Local Centre and in the defined urban area, Yorkshire Street Local Centre is located approximately 200 metres from the main Rochdale Town Centre, with Yorkshire Street having direct links into Rochdale Town Centre. Public buses regularly run along this route.



The site is located at 187 Yorkshire Street and corner of Regent Street as shown above. Sahara Grill (restaurant) is opposite.



Photo above shows the front elevation of the building with Regent Street to the side.



Photo above shows the front and side elevations of the application property.



Photo above shows the black gates providing access to rear yard taken from Jermyn Street.

3.0 PROPOSED DEVELOPMENT

- 3.1 The applicant is applying for planning permission to change the use of the building from offices space (A2) to two retail units at ground floor and three self-contained residential flats at first floor. The flats would consist of 2-bedrooms each. Each flat would provide their own washing facilities and living room/kitchen areas. Externally two new shop fronts would be provided with equally proportioned windows/openings.
- 3.2 Most of the building internally would be predominantly left as existing and where partitions need to be created, these would be finished with acoustic barriers where necessary.
- 3.3 Access into the flats would be provided from the front and rear yard of the site. The external alterations to the building are also kept to an absolute minimum with a new access door being created from the rear yard. Two blocked up windows will be knocked through to create windows, this would bring back original features to the property.
- 3.4 In terms of parking, and outdoor amenity. The existing site has a hardstanding area to the rear which provides parking for about two vehicles. The bin storage areas would also be to the back of the site and would be accessible to all future residents and employees.

4.0. INVOLVEMENT

- 4.1 Although no formal pre-application advice in this instance has been sought from the Council there have been informal discussions with the Councils planning officers regarding the type of the accommodation provided and what would be acceptable. The scheme now put forward is an acceptable proposal providing quality accommodation in this area.
- 4.2 Paragraph 39 of the NPPF states;
- “Early engagement has significant potential to improve the efficiency and effectiveness of the planning application system for all parties. Good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community.”.
- 4.3 This Statement has been submitted as part of this planning proposal to provide a reasoned justification of the proposal using local and national planning policy and guidance.
- 4.4 The issues of Highways safety, amenity of the surrounding area, design and the principle of the development are taken into consideration in the assessment below.

5.0 HISTORY

- 5.1 A history check has been undertaken which has revealed the below planning history for the site, the relevant planning history includes;

Installation of three new ground floor window openings in side elevation

187 Yorkshire Street Rochdale OL12 0DS

Ref. No: 18/00020/HOUS | Received: Wed 10 Jan 2018 | Validated: Wed 10 Jan 2018 | Status: Unknown

Change of use from office to restaurant at ground and first floor levels including alterations to front and side elevations - resubmission of 13/00673

187 Yorkshire Street Rochdale OL12 0DS

Ref. No: 14/00025/FUL | Received: Tue 14 Jan 2014 | Validated: Tue 14 Jan 2014 | Status: Unknown

Change of use from office to restaurant at ground and first floor levels including alterations to front and side elevations

187 Yorkshire Street Rochdale OL12 0DS

Ref. No: 13/00673/FUL | Received: Wed 26 Jun 2013 | Validated: Wed 26 Jun 2013 | Status: Unknown

Change Of Use From Dwelling To Three Offices And One Self Contained Flat

187, Yorkshire Street, Rochdale, OL12 0DS

Ref. No: 07/D48581 | Received: Tue 09 Jan 2007 | Validated: Tue 09 Jan 2007 | Status: Decided

Change Of Use From Dwelling To Offices At Ground Floor Level And 3 Self Contained Flats Above - Resubmission D47232

187, Yorkshire Street, Rochdale, OL12 0DS

Ref. No: 06/D47746 | Received: Tue 25 Jul 2006 | Validated: Tue 25 Jul 2006 | Status: Unknown

Change Of Use From Dwelling To Shops And Office At Ground Floor And 4 Self Contained Flats To First Floor.

187, Yorkshire Street, Rochdale, OL12 0DS

Ref. No: 06/D47232 | Received: Tue 02 May 2006 | Validated: Tue 02 May 2006 | Status: Unknown

6.0 RELEVANT PLANNING POLICY

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions should be made in accordance with the development plan unless material considerations indicate otherwise.
- 6.2 Rochdale's Core Strategy was adopted in July 2016 and is the key Development Plan Document. It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long-term strategic policies for Rochdale's future development and will form the framework that planning applications will be assessed against.
- 6.3 The Core Strategy seeks to deliver sustainable development and growth in accordance with the objectives of the National Planning Policy Framework (NPPF). It aims to increase investment in the borough and to make it a more prosperous place by 2028. The Core Strategy will have a major role in guiding the regeneration of the borough, building on the investment that has already taken place in some areas and identifying where to focus on next.
- 6.4 It looks to build on the borough's assets, heritage and identity and on its connections and relationships with neighbouring towns. In particular, the borough needs.
- 6.5 The following Local Plan policies have relevance to the proposal:

DM1 GENERAL DEVELOPMENT REQUIREMENTS

P2 PROTECTING AND ENHANCING CHARACTER, LANDSCAPE AND HERITAGE

P3 IMPROVING DESIGN OF NEW DEVELOPMENT

E1 ESTABLISHING THRIVING TOWN, DISTRICT AND LOCAL CENTRES

C3 DELIVERING THE RIGHT TYPE OF HOUSING

G9 REDUCING THE IMPACT OF POLLUTION

T2 IMPROVING ACCESSIBILITY

Saved Unitary Development Plan (UDP) Policies:

S/6 DISTRICT CENTRES LOCAL CENTRES AND LINEAR COMMERCIAL AREA

NPPF (2021)

6.6 The NPPF clearly states ‘that the purpose of the planning system is to contribute to the achievement of sustainable development’ (paragraph 7). Paragraph 10 confirms that ‘in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development’.

6.7 **Paragraph 11** states that a presumption in favour of sustainable development is at the heart of the NPPF. It goes on to say that ‘for decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay;
or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

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

6.8 **Paragraph 60** of the NPPF states:

“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward 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”.

6.9 **Paragraph 83** of the NPPF states that Planning policies and decisions should:

recognise and address the specific locational requirements of different sectors. This includes making provision for clusters or networks of knowledge and data-driven, creative or high technology industries; and for storage and distribution operations at a variety of scales and in suitably accessible locations.

6.10 **Paragraph 120** of the NPPF states that Planning policies and decisions should:

d) 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.

6.11 **Paragraph 124** of the NPPF states:

Planning policies and decisions should support development that makes efficient use of land, taking into account:

a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it

6.12 **Paragraph 130** of the NPPF, advises that Planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

6.13 The general perspective of the NPPF is that planning should proactively drive growth and support sustainable economic development. It also states that planning should make effective use of land by reusing land that has been previously developed and sets out a presumption in favour of sustainable development. The government is committed to ensuring that the planning system does everything it can to support sustainable economic growth.

6.14 In terms of retail uses the NPPF states at Paragraph 124; “Local planning authorities should also 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. In particular, they should support proposals to:

a) use retail and employment land for homes in areas of high housing demand, provided this would not undermine key economic sectors or sites or the vitality and viability of town centres, and would be compatible with other policies in this Framework”.

National Planning Practice Guidance (NPPG)

6.15 The government published its NPPG on 6 March 2014. This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the NPPG or other national advice in the Analysis section of the report, where appropriate.

7.0 ASSESSMENT

- 7.1 The residential units proposed would be located within the Yorkshire Street Local Centre. Policy E1 of the Council Core Strategy is therefore relevant and which states 'We will focus retail leisure, cultural, office, residential and other development to promote the viability and vitality of the boroughs town centres.
- 7.2 The application site is also in the Defined Urban Area as allocated under the Rochdale Unitary Development Plan. As such policy G/D/1 is relevant to any applications on the site and this establishes that development should be located in the urban area so as to support urban regeneration and protect the countryside.

Principle

- 7.3 Policy C1 of the Core Strategy establishes to;
- 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 of previously developed land; and Ensure that sites are sustainable with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.
- 7.4 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; ☐ Promote densities that make efficient use of land whilst delivering a range of housing to widen choice in the borough and reflect local character.



UDP Plan: Blue Line indicates Yorkshire Street local centre. 187 Yorkshire Street outlined in red.

- 7.5 The proposed change of use of the building would reuse a site which has been stood empty for a number of months/years, and the site is becoming tired and unused in this prominent location close to Rochdale town centre. The building is in need of investment to bring the property back to a suitable functional use and where it would have a positive impact on the surrounding area.
- 7.6 The site is well located in relation to small and medium sized apartments as well as typical family housing accommodation in an urban area so as to support urban regeneration and protect the countryside.
- 7.7 The proposal would provide good housing accommodation which is much needed in this inner urban area. It would enhance the character of the area by bringing an existing site back into use, it would consider the needs of the local community, protect the surrounding built environment and provide the future occupiers with services within walking distance and reducing the need to travel.
- 7.8 The effect on residential amenity by reason of noise or other nuisance would be minor given its location amongst other similar uses and by virtue of its location in the local centre. The openings which serve the main

habitable rooms of the building would be at a distance from noise generating uses and plant where they may give rise to nuisance, as such any noise would be limited and not impact on the amenity of future residents.

- 7.9 It is also considered that the proposal would not have a detrimental effect on the safe and efficient operation of the existing transport and road infrastructure. Highways safety is further discussed in the relevant section below.
- 7.10 The Yorkshire Street Local Centre is characterised by a number of smaller units with a high proportion of food and drink outlets as well as residential flats and dwellings. The types of uses within the centre, along with its proximity to high density residential areas, create a vibrant local centre with few vacant premises. It is considered that the introduction of five additional residential units in this location would add to the vibrancy of the Local Centre and would be an appropriate ground and first floor use at this site.
- 7.11 In respect of part of the above policies, the area is predominantly mixed-use retail and residential, and therefore residential is considered as a complimentary use to the existing character of the area and is located in a sustainable area with good access and facilities and which makes efficient use of the land whilst delivering an appropriate use for the site.
- 7.12 In light of the above it is considered that the principle of providing residential and retail units at the application site is acceptable.

Amenity

- 7.13 Policy DM1 of the Core Strategy sets out a number of basic planning considerations that apply to all development. Further to this, paragraph 17 of the NPPF, containing the 'core planning principles', advises that planning should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings.
- 7.14 Policy G9 of the Core Strategy sets out that the Council will seek to reduce all forms of pollution by requiring that development does not have impacts that lead to an unacceptable increase in air, water, noise, light or other pollution.
- 7.15 It has already been established above that the principle of providing residential accommodation at the site is considered acceptable, consideration should also be given to the previous use of the site. The area is established as mixed use, and the proposal would therefore be in keeping with existing land uses around the area. It is however important to ensure that the proposal would not impact unduly on matters such as noise and other pollution effects, with regards given to the impact of each flat within the building as well as the impact of the development upon existing surrounding properties.

- 7.16 In relation to noise it should be acknowledged that there would be some noise from neighbouring commercial land uses as well as road noise from the busy Yorkshire Street. There are residential uses in the vicinity and by virtue of its location, the noise from neighbouring uses is not considered to have a significant impact on the amenity of future occupiers or from external noises.
- 7.17 In terms of internal noise between flats, the internal layout has been carefully designed so that bedrooms and living rooms are least affected by noise, however it should be noted that any new partitions required would have an acoustics barrier fitted where required to ensure future residents are adequately protected from unacceptable levels of noise, internal noise levels can be conditioned if required.
- 7.18 In terms of noise from the retail units proposed at ground floor level, these are proposed to be open from 8am until 6pm each day. As such the residents on the upper floors and those surrounding would still enjoy peace and quiet during the evening and night where they can relax and sleep in a quiet environment with little disturbance.
- 7.19 In respect of other matters, it is important that the development provides adequate space about buildings, It is considered that there would be no concerns regarding the distance to the front of the building which would face the main highway. The rear elevation would face the yard area. The windows in the side elevation would face the gable elevation of the neighbouring property 185 Yorkshire Street, one of the side bedroom windows of the proposed flat would directly face the office window in the side elevation of this property, but this is a secondary bedroom windows and can be conditioned if necessary. As detailed, the residential units would not overlook neighbouring properties.
- 7.20 The proposed development would adequately provide the level of amenity that would be expected at a residential property within this area. the proposal would be compatible with the density and character of the surrounding development.
- 7.21 With regard to the living conditions of future occupiers of the property, it is noted that each habitable room within the building would be provided with natural light and ventilation, with an outlook to the streets on the front, side and rear of the property. Each property would have its own WC and washing facilities.
- 7.22 A bin storage area would be provided in the rear yard area away from the main public vantage points of Regent Street and Yorkshire Street. It is considered a bin store with fencing should be provided to secure the bins in their proposed area.
- 7.23 The door to the for the flats would have access control, this would offer simple solution to restrict access into the building. Authorised individuals would carry a key fob and when access through a restricted door is

required, the fob is held in front of a reader placed next to the door. The solution is flexible and would be used on the rear doors to restrict access to the general public. The mechanism would keep the users of the site safe. All internal doors would be fire doors which would be soft close to limit the noise.

- 7.24 In light of the above, it is considered that the development would provide adequate space about buildings, so as to protect future residents from any excessive levels of overshadowing and/or loss of privacy and a good standard of living accommodation. The application is therefore acceptable in this respect and would meet with the expectations of Policies along with the relevant requirements of the National Planning Policy Framework.

Design

- 7.25 Policy P3 of the adopted Core Strategy requires all new developments, regardless of location in the borough, to adhere to high standards of design. Policy DM1 of the Core Strategy states that all development proposals will be expected to demonstrate that they are of high-quality design and take the opportunity to enhance the quality of the area, in addition to requiring a number of other basic planning considerations.
- 7.26 Paragraph 130 of the revised National Planning Policy Framework states that ‘decisions should ensure that developments will function well and add to the overall quality of the area and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping’. Policies P2 and P3 of the Core Strategy set out a requirement for good design, improved image and protection and enhancement of character, landscape and heritage.
- 7.27 The property externally would retain almost all of its features to the side and rear whilst two new shopfronts would be installed along the front elevation. The shop windows are necessary and would be small in size and would provide symmetry to the building. In addition, stallrisers would be included and stone heads would also be included in the design. The materials used would be high quality aluminium. The proposed shopfronts would be functional in an effective manner, and which are thought to compromise safety and security at the site. The finishing and window frames used would match those used on the existing building, the design of the doors can be confirmed, and a condition attached if necessary. As such, given the minimal changes and use of materials there would be no detrimental impact on the character of the building or surrounding area.
- 7.28 Externally the building would provide some outdoor amenity space that is located to the back of the building, safe and sufficient, these spaces would provide residents to sit out, hang washing if required and where the proposal would provide much needed facilities and convenience.

- 7.29 In light of the above, the proposal would result in no undue harm to visual amenity and would improve the overall character and appearance of the area and the street scene. The application would therefore accord in this regard with local policies, the NPPF and SPD.
- 7.30 Policy T2 of the adopted Core Strategy relates to accessibility and Policy DM1 requires all development to provide satisfactory vehicular access with adequate parking and manoeuvring arrangements provided.**
- 7.31 The current site has been vacant for a number of years; as such the proposed development would be quite intensive by comparison. The site is located in the local centre and therefore in an accessible location. The plans submitted show around 2 parking spaces would be provided. Given its location close to a main road into the main town centre, with excellent bus links and parking available on side streets and in the vicinity, although a few spaces are provided it would be sufficient provision for a development of this size in a location as sustainable as this (close to the main town centre and on a major bus route); as such no parking is justifiable.
- 7.32 It is not expected that this proposal would impact negatively upon the surrounding highway network.
- 7.33 Bin storage would be provided in the rear yard area where refuse would also be collected from.
- 7.34 Given the details, it is considered the proposed development can safely be provided without resulting in harm to pedestrian and highway safety. The proposed development as demonstrated would be in accordance with Policies T1 and T2 of the Councils Local Plan and the NPPF where the proposal would not have a severe cumulative impact to warrant refusal of the application.

8.0 CONCLUSION

- 8.1 It has been demonstrated that the proposed development can be carried out in full compliance with the Council's policies in the Local Plan and the National Planning Policy Framework. The development would provide good quality residential accommodation and retail units at ground level which would bring a positive contribution into the local area of Rochdale without creating a significant detrimental impact on the amenity of the local occupiers and residents.

APPENDIX