

Planning Statement

11 South Parade

Rochdale

OL16 1LR

Proposal: Change of Use of First and Second Floors to 2 No. Self-Contained Flats (Retrospective) and Provision of Bin and Cycle Storage to rear.

December 2024

Building Design Services (BDS)

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1.0 INTRODUCTION

- 1.1 This Planning Statement is submitted by Building Design Services on behalf of the applicant who owns the property at 11 South Parade in Rochdale Town Centre. The building is three stories high with a large outrigger to the rear connecting Fleece Street. Currently the building is occupied at ground floor by a Takeaway. The upper floors of the building were used historically as storage and more recently have been converted to flats, the reasoning of this application. The delivery of the scheme would make a positive change to the area and by providing much needed residential accommodation in the town centre.
- 1.2 This Planning Statement, Heritage Statement, site plans, floor plans, and elevation plans submitted as part of this proposal make reference to the land use, constraints, policy, guidance and possible issues. The Statement addresses these matters categorically.
- 1.3 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.
- 1.4 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.
- 1.5 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.
- 1.6 Further to the above, the NPPF states that 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.
- 1.7 The applicant would like to work with the Council in order to secure approval for the proposed use.

2.0 SITE AND SURROUNDINGS

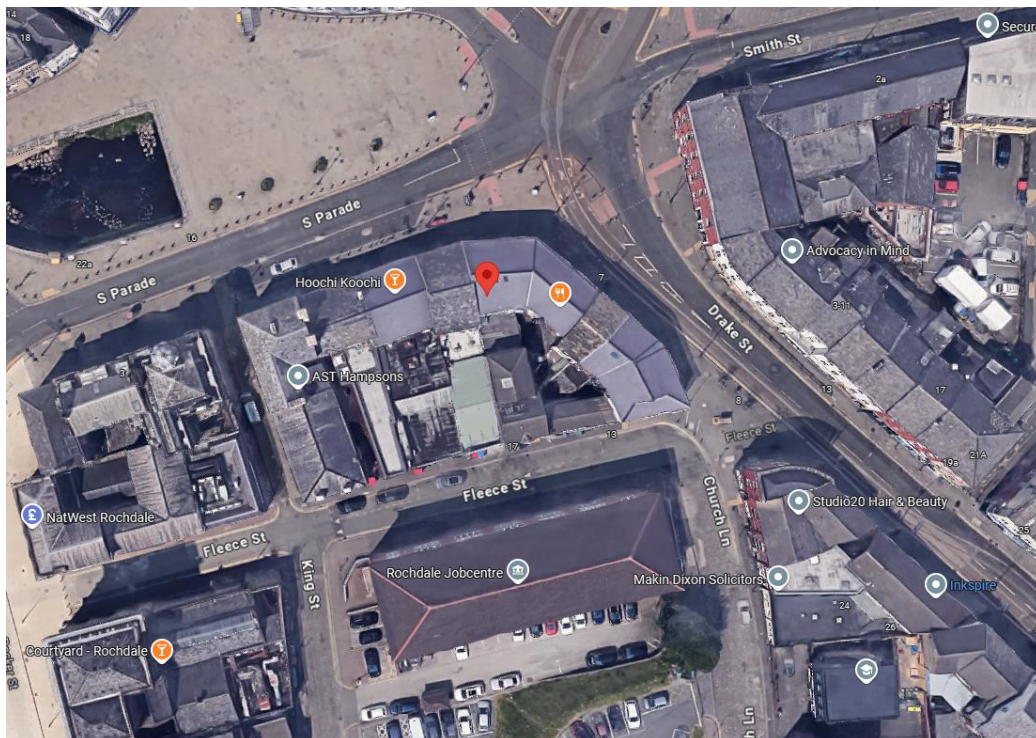
- 2.1 The application relates to a three storey terraced building located on South Parade within the Rochdale. The ground floor section of the building is currently used as a hot food takeaway. The property has recently through the Heritage Action Zone (HAZ) undergone positive changes such as a new shopfront and window designs and alterations to the upper floors. It lies in a prominent location within the Town Centre Conservation Area. The adjoining buildings are occupied by retail at ground floor with offices and residential accommodation above, similarly these properties have also refurbished externally as part of the HAZ.
- 2.2 The site is located in close proximity to the new transport bus interchange, Town Centre Metrolink Stop and new Number One Riverside Council offices building. 21 Butts Avenue (currently RBS Bank), which lies across an open area of public space to the north of the site, is a Grade II listed building. The former Oldham Joint Stock Bank (currently HSBC UK Bank), which also lies across the same area of public space to the west of the site, is a Grade II listed building. The Regal Moon Public House which lies opposite the site is a non-designated heritage asset.
- 2.3 The site is considered to be in a sustainable location being well served by public transport and well related to an adequate range of existing services and facilities within a short walking distance. The red edge location plan shows the building has some external curtilage to the rear
- 2.4 Servicing is mainly provided from the rear.



Above: Image shows the front elevation of the proposed building.

3.0 PROPOSED DEVELOPMENT

- 3.1 The applicant is applying for full planning permission to change the use of the first and second floors of the building from office/storage use to residential consisting of Two 1-bedroom self-contained flats.
- 3.2 The flats would be accessed from the rear of the building from Fleece Street similar to existing. Each flat would consist of a kitchen/living room, bedrooms and separate bathroom. The yard area to the rear would be provided with dedicated bin storage and cycle storage for the flats.
- 3.3 No external alterations are proposed to the building.
- 3.4 The Town Centre in particular, represents an appropriate location for such initiatives, offering the prospect of increased diversity, security and a general revitalisation, especially at nights and weekends. The Town Centre has the potential to provide unique housing opportunities which cannot easily be found elsewhere in the town, or indeed in the surrounding region. Such opportunities are likely to be particularly suitable for the young, couples and students. All represent groups whose housing needs are projected to expand considerably.
- 3.5 Residential uses within mixed use developments can introduce diversity, security and life especially at night and weekends.
3. The conversion of the upper floor of the building would help in providing much needed accommodation in the Town Centre.



Above: Aerial Image shows the location of the property in the Town Centre.

4.0. INVOLVEMENT

- 4.1 It was not considered necessary in this instance for a formal pre-application advice to be sought from the Councils planning officers regarding the type of the accommodation provided. It is considered the scheme put forward is an acceptable proposal that would provide quality accommodation in this local centre area further increasing growth in Rochdale.
- 4.2 Paragraph 40 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 preapplication 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, heritage 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;

Assorted illuminated and non-illuminated fascia, hanging and awning signs (part retrospective)

7 South Parade, 9-10 South Parade, 11 South Parade, 12 South Parade, 13 South Parade / 2 No Drake Street, 4 Drake Street, 6 Drake Street, 10 Drake Street, 12 Drake Street, 55 Drake Street, Rochdale

Ref. No: 22/01149/ADV | Received: Thu 25 Aug 2022 | Validated: Sun 02 Oct 2022 | Status: Decided

Submission of details to comply with condition 3 (Colour Finishes) of planning permission 20/00817/FUL

7 South Parade, 8 South Parade, 9-10 South Parade, 11 South Parade, 12 South Parade, 13 South Parade, 2 Drake Street, 4 Drake Street, 8 Drake Street, 10 Drake Street, 12 Drake Street, 55 Drake Street, Rochdale

Ref. No: 22/00519/DOC | Received: Thu 14 Apr 2022 | Validated: Thu 14 Apr 2022 | Status: Decided

External repairs, re-roofing, new fenestration and traditional timber shopfronts to 12 properties within the town centre of Rochdale as part of the South Drake Street Heritage Action Zone

7 South Parade, 8 South Parade, 9-10 South Parade, 11 South Parade, 12 South Parade, 13 South Parade / 2 No Drake Street, 4 Drake Street, 6 Drake Street, 8 Drake Street, 10 Drake Street, 12 Drake Street, 55 Drake Street, ROCHDALE

Ref. No: 20/00817/FUL | Received: Mon 13 Jul 2020 | Validated: Tue 04 Aug 2020 | Status: Decided

New shop front to existing hot food takeaway/restaurant (Retrospective)

11 South Parade Rochdale OL16 1LR

Ref. No: 18/00650/FUL | Received: Thu 07 Jun 2018 | Validated: Mon 16 Jul 2018 | Status: Decided

Change of use of land at The Butts /South Parade to provide an outdoor market and change of use of 7 - 11 The Butts to an indoor market together with ancillary facilities.

7 - 11 The Butts/ South Parade Rochdale OL16 1XT

Ref. No: 16/01320/FUL | Received: Fri 04 Nov 2016 | Validated: Fri 04 Nov 2016 | Status: Decided

Internally Illuminated Canopy Sign

11 South Parade Rochdale

Ref. No: 85/A3313 | Received: Mon 18 Mar 1985 | Validated: Fri 22 Mar 1985 | Status: Unknown

Change Of Use Of Retail Premises To Hot Food Takeaway And Restaurant

11 South Parade Rochdale

Ref. No: 84/D17317 | Received: Sun 21 Oct 1984 | Validated: Wed 24 Oct 1984 | Status: Decided

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
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:

G/D/1	DEFINED URBAN AREA
G/S/1	TOWN CENTRES
(R/3)	PHYSICAL REGENERATION AREA

SPD

GUIDELINES & STANDARDS FOR RESIDENTIAL DEVELOPMENT

NPPF (2024)

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'. 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.

Paragraph 135 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.

Paragraph 116 of the NPPF states that Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

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.

In terms of retail uses the NPPF states at Paragraph 128;

“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.

6.7 National Planning Practice Guidance (NPPG)

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 Rochdale Town Centre. Policy E1 of the Councils 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 located 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.
- 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;
 - Ensure that sites are sustainable with good access to local services, facilities, green infrastructure, shops, jobs, schools and public transport.
- 7.5 The site is sustainably located within the town centre of Drake Street and in a regeneration area and provides easy access to local facilities, the college and public transport connections. It is not considered that the proposal would compromise the ability to achieve the Local Plan's strategic objective of sustainable development as set out in Policy. Neither are there any direct conflicts with the development strategy for the Town as set out in Policy resultant from the proposal by virtue of its location within the defined development boundary and Town centre.
- 7.6 The proposed change of use of the upper floors of the building would reuse a part of the property which is empty and disused, and the site would contribute effectively in this prominent location. The site is in need of further investment to bring the whole building back to a suitable functional use and where it would play a positive role and impact on the surrounding area.

- 7.7 The site is well located in a mixed-use urban area so as to support urban regeneration and protect the countryside. The proposal would provide good housing accommodation which is much needed in this inner urban area in this town centre. It would enhance the character of the area by bringing an existing portion of the site back into use, it would consider the needs of local and residing students, protect the surrounding built environment and provide the future occupiers with services close to the town centre within walking distance and reducing the need to travel.
- 7.8 The proposal for residential development would be appropriate within this town centre location where it would not lead to a concentration of residential uses which undermines the overall mix of main town centres uses. In addition, the development would not prejudice the lawful operating conditions or viability of adjacent land uses.
- 7.9 The effect on residential amenity by reason of noise or other nuisance would be minor given its location amongst other noise generating uses and the general make up and character of the area which in themselves produce a level of noise. Noise is further discussed below.
- 7.10 An NIA has not been submitted as part of this application. It is considered suitable internal noise levels can be achieved by providing suitable glazing to existing windows. As such the proposed residential units would achieve suitable noise levels inside habitable rooms. No changes to the windows would be visible externally. A condition can be submitted as part of any approval for a suitable verification report to be submitted where necessary.
- 7.11 Given the building is existing it has been difficult to draw and work an internal layout which is feasible. However, the internal design provided given the town centre location is considered to show that there would be no unacceptable adverse impact on the amenity of neighbouring occupants or adjacent land users, including by reason of overlooking or for the conditions for future users and occupiers of the development.
- 7.12 Furthermore, the development would provide adequate and carefully designed storage for bins and recycling containers. This would be located to the rear of the building, which is easily accessible to future residents but placed away from the public vantage points.
- 7.13 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. Highway's safety is further discussed in the relevant section below.
- 7.14 For the reasons set out above, the principle of development is considered to be acceptable subject to consideration against the following (main) matters including the impact on visual amenity (design and

appearance); highway safety and parking; the impact on neighbouring amenity; and the living conditions of the future occupiers. Other matters include refuse and recycling arrangements.

- 7.15 In light of the above it is considered that the principle of providing offices at ground floor, residential units on the upper floor and the provision of an extension at the application site is acceptable.

Residential Amenity

- 7.16 **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.**
- 7.17 **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.**
- 7.18 The NPPF (paragraph 125) states that ‘Decisions should 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 (for example converting space above shops, and building on or above service yards, car parks, lock-ups and railway infrastructure)’.
- 7.19 It has already been established above that the principle of providing residential accommodation at the site is considered acceptable. 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 room within the building as well as the impact of the development upon existing surrounding properties.
- 7.20 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 Fleece Street and the Tram Line. However, given its location amongst existing noise generating uses, the noise from neighbouring uses is not considered to have a significant impact on the amenity of future occupiers, or from external noises which is expected in this area.
- 7.21 In terms of noise from the neighbouring retail units, after they close future residents of the proposed building would still enjoy peace and quiet during the evening and night where they can relax and sleep in a quiet environment with little disturbance.

- 7.22 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 to ensure future residents are adequately protected from unacceptable levels of noise, internal noise levels can be conditioned if required as stated.
- 7.23 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 and rear elevations of the building which would face the main town centre square and the extensive yard area at the back. Similar relationships exist on neighbouring properties.
- 7.24 Therefore, 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, and rear of the property. The windows would all provide an outlook and ventilation which would be sufficient. Each property would have its own WC and washing facilities. All the flats should exceed the Nationally Described Space Standards in terms of habitable space provided.
- 7.25 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.

Parking and Accessibility in the Town Centre

- 7.26 **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.**
- 7.27 As part of the strategy to reduce reliance on the private car, the Town Council is keen to encourage the use of sustainable modes of transport. Walking, particularly over shorter distances, is an important mode of transportation for journeys such as visiting shops and going to school. It is beneficial to personal health and is environmentally friendly. There is a need to ensure that routes for pedestrians are pleasant and direct as well as safe. Encouraging walking can reduce the number of car journeys made and thus contribute to reducing congestion and pollution levels.
- 7.28 The proposed development would provide no dedicated parking spaces for the proposed flats. It should be noted that the town centre is served by a train station, where it is only a 2min walk from the site which has recently undergone infrastructure and service improvements. The railway station is well integrated into the

town centre. The role of the bus to enhance linkages to the rail stations, as well as its role as a transport mode more generally is also important.

- 7.29 The current site at first floor has been vacant, as such the proposed development would be quite intensive by comparison. The site is located in the town centre, and therefore in an accessible location. Given its location, with excellent bus links and parking available on surrounding streets and in the surrounding vicinity, and in car parks. As such, although no parking spaces are proposed, this would be sufficient provision for a development in a location as sustainable as this (in a town centre and on a major bus route); as such the parking provided is justified and adheres with the aims of Rochdale Plan.
- 7.30 It is not expected that this proposal would impact negatively upon the surrounding highway network by future occupiers, parking restrictions are in place where poor and awkward parking would be avoided.
- 7.31 In addition, the occupancy of the building will mainly be from professionals who work within a walking distance or students who would in most cases not be relying on a car or have car ownership. As such the need to provide dedicated parking in this location is further reduced. A push towards greener methods of transport such as walking, and cycling is the aim for this proposal.
- 7.32 Given the details, it is considered the proposed development can safely be provided without resulting in harm to pedestrian and highway safety. It is anticipated that not every resident will have access to a car. As set out above, the site is located within a highly sustainable and accessible location, amongst town centre amenities and rail and bus public transport facilities and within reasonable walking distance of public car parks and these factors would be considered favourably in determining the acceptability of the scheme. The presence of parking restrictions in the area would also control any potential increases in on-street parking.
- 7.33 As demonstrated, this would be in accordance with Policies of the Councils Local Plan and the NPPF where the proposal would not have a **severe** cumulative impact to warrant refusal of the application.
- 7.34 It is not expected that this proposal would impact negatively upon the surrounding highway network.
- 7.35 Bin storage would be provided in the rear storage area where refuse would also be collected from.
- 7.36 Therefore, 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 adopted Local Plan, including SPD's and the National Planning Policy Framework. The development would provide good quality residential accommodation which would bring a positive contribution into the town centre of Rochdale without creating a significant detrimental impact on the amenity of the local occupiers and residents. In addition, the development would bring a portion of an existing property back into an appropriate use.
- 8.2 Given the above, the proposal should be supported in full by the Council.