



CAROLINE TAMWORTH PLANNING

Planning and Development

PLANNING APPLICATION

**PROPOSED CHANGE OF USE FROM VACANT INDUSTRIAL AND WAREHOUSING
TO 64 NO. APARTMENTS INCLUDING ADDITION OF FIFTH STOREY**

DUKE STREET MILL, WHITEHALL STREET, ROCHDALE, OL12 0LW

PLANNING STATEMENT

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On Behalf Of

Allied Property Group Ltd

CT1216

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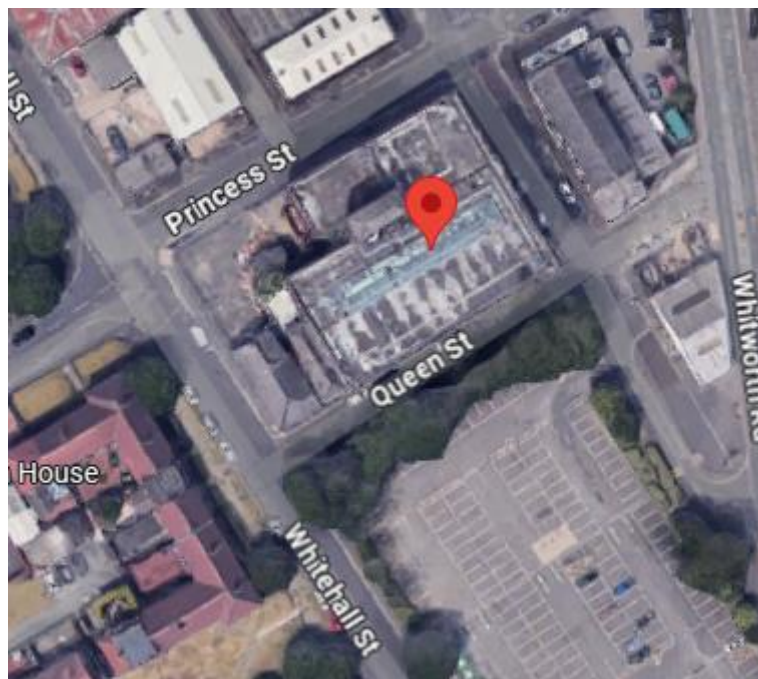
1.0 The Site

1.1 The application relates to a vacant four storey mill to the north of Rochdale town centre.

1.2 The Queen Street elevation of the mill is stone. The stonework extends part way along the Duke Street frontage whilst the remainder of the mill is finished in red brick. There is a yard area and car park to the western corner of the site which is enclosed by a palisade security fence. There is a two storey rendered and painted building to the south western corner of the site which comprises office accommodation.

1.3 Accommodation is provided over five floors of the mill, including the basement, and offers approximately 5,450m² of floor space for industrial and warehousing purposes.

1.4 The surrounding area is mixed in character with residential properties to the south west and west along Whitehall Street and Hope Street. Queen Street to the south bounds the large car park area of a small retail park and there are commercial and industrial buildings along Princess Street and Duke Street to the north and east.



Duke Street Mill (Google)

2.0 The Proposal

2.1 Planning permission is sought for the conversion of the mill building to provide 64 No. residential units. The proposal includes the addition of a lightweight powder coated aluminium and glazed flat roof structure to provide accommodation at fifth floor level.

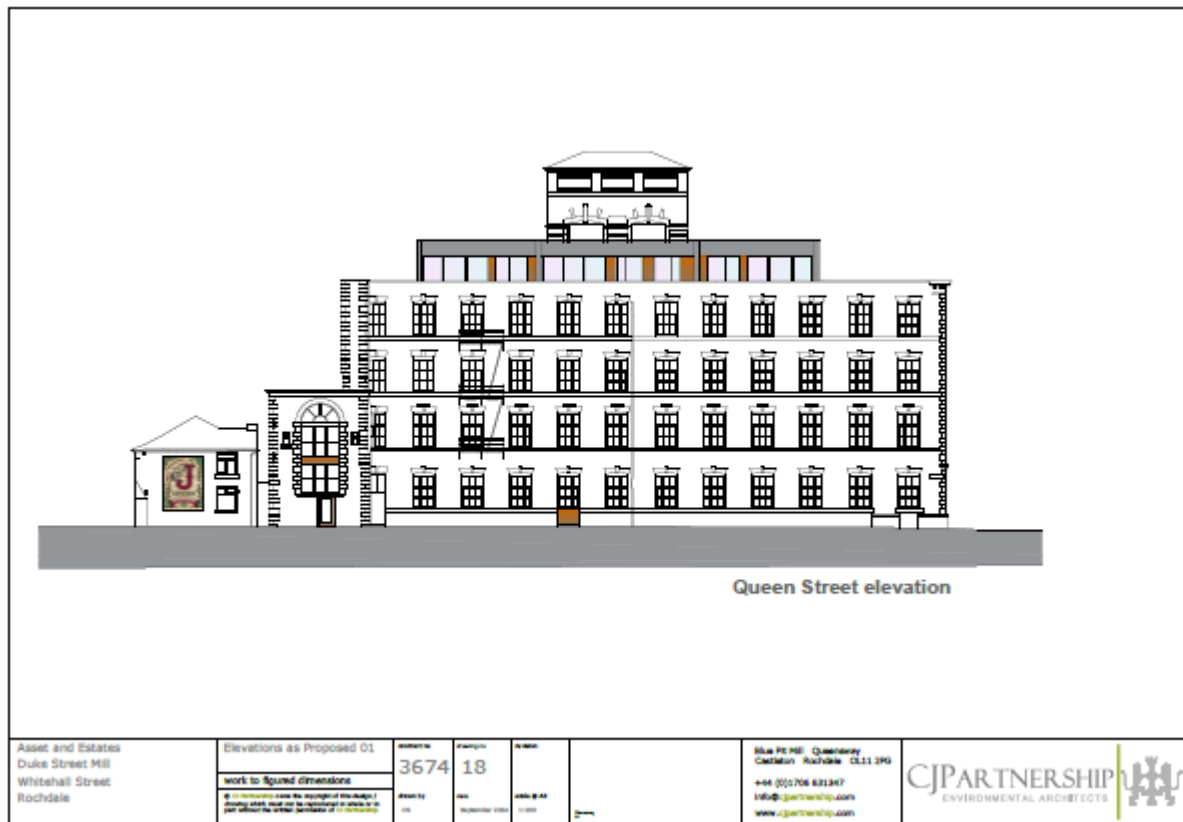


Extract taken from Drawing No. 20 prepared by the CJ Partnership

2.2 The accommodation will comprise:

- 28 No. studio apartments
- 12 No. one bedroom apartments
- 24 No. two bedroom apartments

2.3 Amenity space will be provided on-site along with secure cycle storage.



Extract taken from Drawing No. 18 prepared by the CJ Partnership

3.0 Planning Policy Context & Compliance

3.1 The site is unallocated for any primary purpose on the Proposals Map read in conjunction with the adopted Rochdale Core Strategy. Rochdale Council has identified Duke Street Mill as a non-designated heritage asset.

3.2 The following policies of the Rochdale Core Strategy are relevant:-

- | | | |
|-----------|---|---|
| Policy C1 | - | Delivering the right amount of housing in the right places |
| Policy C2 | - | Focussing on regeneration areas and economic growth |
| Policy C3 | - | Delivering the right type of housing |
| Policy C4 | - | Providing affordable homes |
| Policy C8 | - | Improving community, sport, leisure and cultural facilities |
| Policy E2 | - | Increasing Jobs and Prosperity |
| Policy P1 | - | Improving Image |
| Policy P2 | - | Protecting and Enhancing Character, Landscape & Heritage |
| Policy P3 | - | Improving Design of New Development |
| Policy G1 | - | Tackling and adapting to climate change |

Policy G2	-	Energy and New Development
Policy G3	-	Renewable and low carbon energy developments
Policy G7	-	Increasing the value of biodiversity and geodiversity
Policy G8	-	Managing water resources and flood risk
Policy G9	-	Reducing the impact of pollution, contamination and land instability
Policy T2	-	Improving Accessibility
Policy DM1	-	General Development Requirements
Policy DM2	-	Delivering planning contributions and infrastructure

3.3 The following saved policies of the Rochdale Unitary Development Plan (UDP) are applicable, pending the adoption of the Council's Allocations Plan:

- Policy EM/7 - Development and Flood Risk
- Policy EM/8 - Protection of Surface and Ground Water

3.4 Advice within the National Planning Policy Framework (NPPF) is also relevant along with that contained within the Places for Everyone Plan, Rochdale Council's Supplementary Planning Documents 'Guidelines and Standards for Residential Development' (2016), 'Affordable Housing' (2008), 'Provision of Recreational Open Space in New Housing' (2008), 'Biodiversity and Development' (2017) and 'Climate Change Adaptation' (2012).

3.5 The NPPF emphasises sustainable development, promoting economic growth whilst safeguarding the environment and protecting communities to meet the needs of present and future generations.

3.6 The Places for Everyone (PfE) strategic spatial framework for Greater Manchester aims to create sustainable, inclusive communities by providing housing, jobs, and infrastructure while protecting the environment. The plan prioritises public transport, affordable housing, and green spaces to enhance quality of life for residents.

3.7 The application site is not allocated as a strategic development site within the PfE but key policies in the PfE are still relevant to the application.

3.8 The PfE recognises the importance of growing residential populations in centres by encouraging higher density development, close to public transport hubs and along transport corridors. Crucial to this is the provision of the supporting infrastructure, retaining distinctiveness and improving green spaces to make sure these are places where people want to live. The need to support long-term economic growth and provide good opportunities for local residents to gain increased access to jobs and training, alongside maintaining economic diversity is key.

3.9 The PfE also recognises the importance of Greater Manchester's unique cultural heritage and rich extensive historic and built environment, including designated and non-designated heritage assets.

3.10 The following PfE policies are relevant:

- Policy JP-Strat6 - Northern Areas
- Policy JP-H1 - Scale, Distribution, and Phasing of New Housing Development
- Policy JP-H2 - Affordability of New Housing
- Policy JP-H3 - Type, Size, and Design of Housing
- Policy JP-H4 - Density of New Housing Development
- Policy JP-G8 - A Net Enhancement of Biodiversity and Geodiversity
- Policy JP-S1 - Sustainable Development
- Policy JP-S4 - Flood Risk and the Water Environment
- Policy JP-P2 - Heritage
- Policy JP-C8 - Transport Requirements of New Developments

Core Strategy Policies C1 & C2 and PfE Policy JP-H1

3.11 The Council's aim is to provide sufficient land to deliver at least 460 net additional dwellings per year up to 2028. There is a strong focus on delivering houses on previously developed sites.

3.12 In seeking to ensure that new development provides a range of housing types Core Strategy Policy C1 states that the Council will:

- *“Ensure new development provides housing types that take account of local needs and aspirations;*
- *Ensure that the supply of larger and higher value housing in the borough is improved;*
- *Require a high standard of design and layout that produces attractive places and takes account of energy efficiency and climate change;*
- *Promote densities that make efficient use of land whilst delivering a range of housing to widen choice in the borough and reflect local character; and*
- *Support the provision of housing on appropriate sites to meet the needs of specific groups including older people and other vulnerable groups.”*

3.13 Core Strategy Policy C2 sets out a focus of regeneration and the delivery of new homes in key areas, one of which is Rochdale town centre where opportunities for new residential development will be maximised.

3.14 The application site is within the heart of the urban area to the edge of Rochdale town centre and contains a large redundant building and associated areas of hardstanding.

Residential development of the site is ideal due to the established surrounding land uses and sustainable location.

Core Strategy Policy C3 and PfE Policies JP-H3 & JP-H4

3.15 The NPPF emphasises the drive to boost the supply of the right size, type and tenure of homes to cater for the needs of different communities. Advice within the NPPF seeks the promotion of healthy and safe communities which are easily accessible by sustainable transport. The requirement for high quality design and the efficient use of land are key.

3.16 PfE Policy JP-H3 promotes diversity in housing types to meet the needs of different groups, including families, single people, older adults, and people with disabilities. The design and types of housing should be adaptable and inclusive. PfE Policy JP-H4 encourages higher-density developments, particularly in well-connected areas such as city centres or near transport hubs, which support sustainable travel and reduce the reliance on cars for travel.

3.17 The proposed scheme fully meets the provisions of these policies in providing a mix of studio, one and two bedroom apartments within a highly sustainable location. The density of development maximises the use of the floor space available and is appropriate to the site and surrounding area.

Core Strategy Policies C4 & C8 and PfE Policy JP-H2

3.18 Core Strategy Policy C4 sets out affordable housing provision criteria in relation to all developments of 15 dwellings or more and Policy C8, to be read in conjunction with saved UDP policy G/3 (Recreational Open Space), seeks to support and promote the provision of better community, sport, leisure and cultural facilities within the Borough.

3.19 It is intended that these matters will be discussed with the planning department once the application is under consideration.

Core Strategy Policy E2

3.20 Policy E2 seeks to protect existing employment sites outside employment zones.

3.21 Duke Street Mill is currently vacant and has been since 2022 when the previous long-term occupants, J.H. Cunliffe, ceased trading from the premises. The site was marketed for sale by the receivers via MoveHut and by the Sia Group as a 'Town Centre Mill Multi Storey Potential Investment and Development Opportunity'.

3.22 The applicant acquired the mill around 18 months ago and since then has been marketed for rental by B.C. Real Estate Ltd, being advertised via their office, on their website and on RightMove. The site is being advertised for 'industrial/manufacturing/warehouse/storage'. Interest has been limited with only a very small portion of the floorspace being let out at any

one time for short periods. In order to make the floorspace, viable and to cover ongoing costs such as building insurance, an occupancy rate of at least 80% is needed. This has nowhere near been achieved.

3.23 Due to the condition of the mill and the limited access arrangements available for large commercial vehicles the site has proved unattractive to a tenant looking to take on the whole mill for industrial and warehousing purposes. There is just one loading gate that serves the building which means that multiple occupancy operations would be difficult to manage. As such, the future employment use of the mill is highly unlikely meaning that the fabric of the building will continue to deteriorate and be vulnerable to vandalism and anti-social behaviour.

Core Strategy Policies P1 & P3

3.24 Policy P1 states the desire and need to improve the borough's image through high quality design.

3.25 Policy P3 seeks to:

"...enhance the borough's identity and sense of place, by respecting context where it is positive and having regard to the scale, density, massing, height, layout, landscape, materials and access of surrounding buildings and areas in general".

3.26 Plans have been prepared by the CJ Partnership following a thorough site assessment.

3.27 In order to ensure that the development is compliant with the provisions of these policies the scheme has been designed to a high standard to create an attractive and safe place in which to live.

3.28 The conversion of the building and the future residential use will significantly enhance the character and appearance of the site and in turn have a positive impact on that of the surrounding area. The external fabric of the building will be retained and enhanced ensuring that the distinctive character of the mill is preserved. The Heritage Statement prepared by Adapt Heritage explores the character of the mill and impact of the proposed development in detail.

3.29 The proposed development will bring investment to the site and, in line with planning policy, make use of an underused previously developed site and maximise the opportunity to enhance this non-designated heritage asset to provide a firm sense of place and image within this area of Rochdale.

Core Strategy Policy P2 & PfE Policy JP-P2

3.31 The non-designated heritage asset status of Duke Street Mill has been integral in the design approach to the conversion.

3.32 A detailed Heritage Assessment report has been prepared by Adapt Heritage.

3.33 The conclusion states:

“Overall, the Proposed Development provides an opportunity to secure a new viable future for Duke Street Mill. The design, layout and appearance of the proposals has been informed by an understanding of the local importance of the building. It will positively sustain the local architectural and historical significance of the non-designated heritage asset. In addition, the proposals present numerous benefits to improve the appearance of the building and allow for a greater appreciation of the historical phasing of the Duke Street Mill complex.

Having regard to the local architectural and historical significance of the non-designated Duke Street Mill and the weight attached to the conservation of the heritage asset, it is concluded that the proposed development will not harm its significance.”

3.34 In view of the findings of the Heritage Assessment, it is considered that the proposal is fully compliant with Core Strategy policy P2 and advice contained within section 16 of the NPPF.

Core Strategy Policies G1, G2, G3 & G8 and PfE Policy JP-S4

3.35 Section 14 of the NPPF provides policy guidance on ‘Meeting the challenge of climate change, flooding and coastal change’.

3.36 Paragraph 157 states:

“The planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.”

3.37 All new developments must achieve the maximum possible reduction in demand for energy through building design.

3.38 Where possible development should be provided using a 'fabric first' approach to embed energy saving measures within the fabric of the building. The secondary method is the incorporation of other clean energy solutions followed by the use of renewable energy technologies, where practical.

3.39 The existing building will be retrofitted based on the 'Be Lean (minimise energy demand through passive and active measures), Be Clean (select the most energy-efficient heating and cooling infrastructure), Be Green' (show intelligent use of renewable energy and technologies) design hierarchy.

3.40 Policy G8, to be read in conjunction with saved UDP policies EM/7 (Development and Flood Risk) and EM/8 (Protection of Surface and Ground Water) seeks to ensure that new developments will not be at unacceptable risk of flooding themselves or that development will lead to an increased risk of flooding elsewhere.

3.41 Checks with the Environment Agency have confirmed that the site is not located in an area highlighted as being at risk from flooding. A Sustainable Drainage Plan is submitted with the planning application.

Core Strategy Policy G7 & PfE Policy JP-G8

3.42 Within urban areas the Council's priority is to:

"...protect and enhance existing urban biodiversity and to support opportunities for new urban biodiversity corridors, sites and features including sustainable urban drainage schemes, new public realm provision, street trees and urban woodlands, ponds and lodges, green roofs and natural play areas."

3.43 The proposed development will be wholly contained within the footprint of the existing building and hardstanding. Appropriate measures to enhance biodiversity and comply with local and national policy will be implemented, following discussion with the Council during the application process.

Core Strategy Policies DM1 & T2 and PfE Policy JP-C8

3.44 Advice across all planning guidance is that high quality design should be sought in all developments. Safeguarding amenity, the minimisation of potential sources of disturbance and the provision of adequate vehicular access and appropriate levels of vehicle parking are key.

3.45 The proposed development will maintain adequate separation distances between existing and proposed dwellings so as to safeguard privacy.

3.46 A detailed Design & Access statement has been prepared by the CJ Partnership which should be read in conjunction with this statement. The proposed development responds well to the site context and will provide a high-quality living environment for future residents.

3.47 Due to the site layout, no on-site car parking provision is proposed. However, the site is well located in terms of access to public transport and Rochdale town centre is a short walk or cycle away from the site. Good quality secure cycle storage is shown on the proposed site layout plan and future residents of the site will not need to rely upon the use of a private car for transport.

3.48 The Transport Statement prepared by SCP concludes:

“The proposed development will be ‘car-free’ but will provide space for up to 92 bicycles.

It has been demonstrated that the development is sustainable with excellent levels of accessibility to the site for those travelling by foot and by bicycle and is served by frequent bus services within a short walk distance of the site. There is also a metrolink station within 800m of the site and a railway station located within an easy walk distance of the site just beyond, making commuting to the site by non-car modes a realistic option.

Having regard to the above, it is concluded that there are no highway, traffic or transport related reasons to withhold planning permission for the scheme and the proposed development is therefore commended for approval.”

4.0 Conclusion

4.1 The proposed development at Duke Street Mill effectively addresses and complies with the relevant Core Strategy policies and advice contained within the PfE and NPPF. The conversion will bring back into good use a vacant building of historical significance and will make a positive contribution to the housing stock and overall character and vitality of the area, whilst meeting standards for sustainability, accessibility, and safety. As such, the proposed development represents a well-balanced and beneficial addition to Rochdale and should be approved.

October 2024