

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

25/00412/FUL

CASE OFFICER

Rosalind Gralton

DETERMINATION DATE 10.07.2025 **EXT OF TIME** 28.08.2025

Address: 134-136 Drake Street Rochdale Rochdale OL16 1PS

Proposal: Proposed flat roof rear dormer for tuition class use. Erection of brick wall at ground floor with fire escape balcony area above. Additional fire exit stairwell at first floor, relocation of previously approved fire escape stairwell. Erection of additional side window to the ground floor, and additional rear windows and door at first and ground floor

PUBLICITY	Weekly list expired?	Y	Site notice expired?	Y
	Neighbour letters expired?	Y	Press Notice expired?	N

DELEGATION	Significant departure from local plan?	N	Contrary to national policy?	N
	Applicant a Council Member or officer?	N	Contrary to previous decision?	N
	Major with 10 or more objections and recommending approval?	N	Called in or Planning Panel objection?	N

COMMENTS	Planning Panel comments received?	N
	Neighbour comments received?	N

EIA	Screening opinion completed and saved to Onbase?	NA
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CONDITIONS	Pre-commencement conditions proposed?	NA
	Pre-commencement conditions agreed (or notification period expired)?	NA

RECOMMENDATION	REFUSE
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SITE

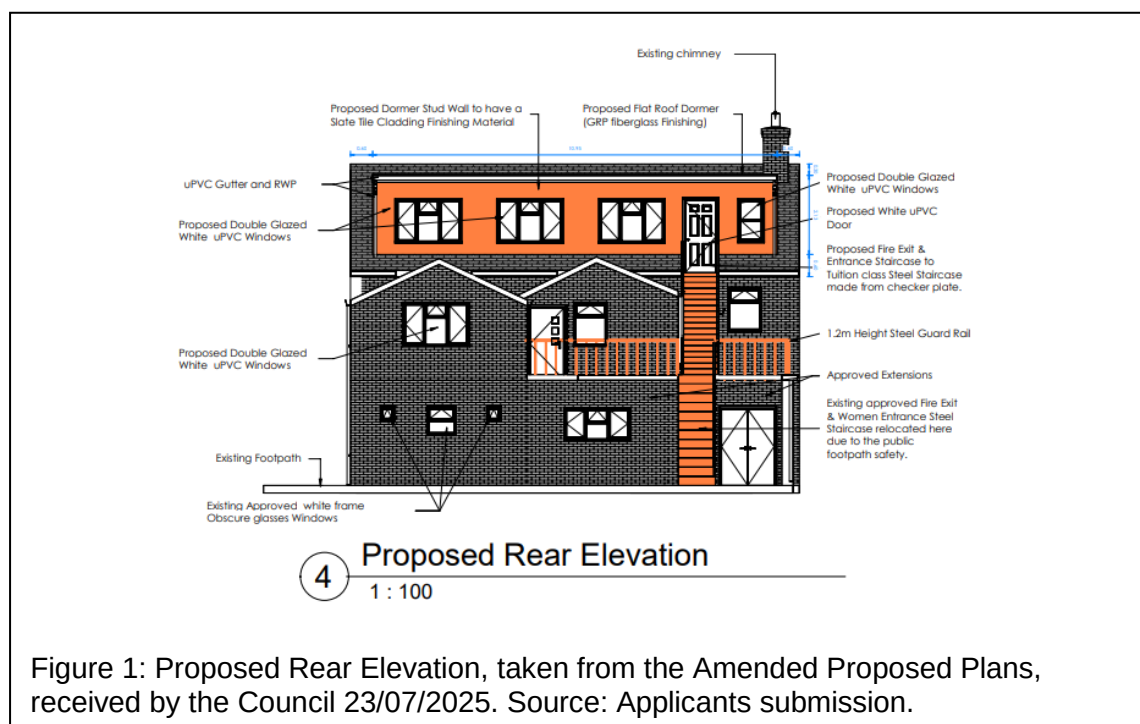
The site relates to two, two storey terraced buildings each with two storey rear gables fronting Drake Street on the corner with Moore Street. To the front, the buildings appear to have been in commercial use as Legal Consultants with Roots Tuition on the first floor.

The buildings are adjacent to (but not within) the Rochdale Town Centre Conservation Area, and are located within the defined urban area. They are also adjacent to a listed building at 132 Drake Street which is located on the opposite side of Moore Street. Additionally, the Congregational Church located north east of the application site is also a listed building.

PROPOSAL

The application follows on from previously approved application 24/00227/FUL.

This proposed application seeks permission for the erection of a flat roof dormer measuring 11.68m width, 2.3m height and 4.5m depth, the erection of a canopy and 3.8m long, 2.9m high supporting wall adjacent to the boundary with No 138, as well as fire escape for the dormer window and guard rails across the rear of the property. Figure 1 below shows a screengrab of the proposed rear elevation, which demonstrates the proposed positioning of the stairwell.



AMENDMENTS

Following LPA advice, the scheme was amended to remove the proposed studio flat. Notwithstanding any forthcoming heritage statement, the agent was advised the dormer

would also be unlikely to be approved. The application is determined on the basis of the amended plans received by the Council 23/07/2025.

RELEVANT PLANNING POLICY

National Guidance

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

Sub-Regional

Places for Everyone Joint Development Plan (PfE)

The Places for Everyone Joint Development Plan was adopted and became part of the statutory development plan for each of the 9 authorities covered by the plan on 21st March 2024. The following policies are relevant:

JP-S1: Sustainable Development
JP-J1: Supporting Long-Term Economic Growth
JP-P1: Sustainable Places
JP-P2: Heritage
JP-P3: Cultural Facilities
JP-C8: Transport Requirements of New Development

Rochdale Core Strategy:

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

SO1 To deliver a more prosperous economy

E1 Establishing thriving town, district and local centre
E3 Focusing on economic growth corridors and areas

SO2 Creating successful and healthy communities

C2 Focusing on regeneration areas and economic growth corridors/ areas
C8 Improving community, sport, leisure and cultural facilities

SO3 Improving design, image and quality of place

P1 Improving image
P3 Improving design of new development

SO4 Promoting a greener environment

G9 Reducing the impact of pollution, contamination and land instability

SO5 Improving accessibility and delivering sustainable transport

T2 Improving accessibility

DM1 General development requirements

Relevant saved Rochdale Unitary Development Plan (UDP):

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

Supplementary Planning Documents (SPD):

Supplementary Planning Document 'Guidelines and Standards for Residential Development' (June 2016).

RELEVANT SITE HISTORY

134 Drake Street

94/D31392 - External Alterations To Building. Approved 03/01/1995.

94/D30892 - Change Of Use From Former Offices To Doctors Surgery

136 Drake Street

93/D30236 - Two Storey Rear Extension To Building. Approved 21/03/1994.

06/D47062 - Two Storey Rear Extension To Office. Approved 08/06/2006.

25/00058/CPL - Certificate of lawfulness for proposed loft conversion – Refuse 07/04/2025

134-136 Drake Street

22/01532/FUL - Change of use of first floor from office space to 3No self-contained apartments. Single storey rear extension to ground floor offices. Approved 27/07/2023.

24/00227/FUL - Change of use from Office and Tuition Centre (Class E) to Community and Tuition Centre (Class F2) including two single storey rear extensions and external fire exit stairs – Approved 08/11/2025

134-140 Drake Street

01/D39284 - New Shop Front And Alterations To External Elevations. Approved 28/10/2001.

CONSULTATION RESPONSES

Conservation

Objection. The proposal would result in less than substantial harm to the adjacent heritage asset.

Highways

No objections

Environmental Health

No consultation response received

REPRESENTATIONS

The application was publicised by way of neighbour notification and site notice. No responses were received

ANALYSIS

Principle of development

The application site is within the Defined Urban Area under the Rochdale Unitary Development Plan (UDP). Policy G/D/1 is therefore relevant to any applications on the site and in the supporting text to this policy it is established that new development should be located in the urban area, so as to support urban regeneration and to protect the countryside.

The site is located within the Drake Street local centre and is highly accessible by a range of transport modes. The site is also a short distance away from Rochdale Town Centre.

The principle of development for a cultural facility in town centres was established in 24/00227/FUL. In principle, extending a cultural facility is accepted subject to development management considerations.

On this basis, the principle of the development would be acceptable in accordance with Rochdale Core Strategy Policies C8, E1, E3, Policy JP-P3 of PfE, Policies G/D/1 and S/6 of the saved UDP and the NPPF.

Heritage and Design

Policy P1 of the Council's adopted Core Strategy seeks to require design which is of a high standard, demonstrating innovation and originality, and maximising the potential for heritage assets to provide a sense of place and image. Policy P2 seeks to conserve, enhance and promote key heritage assets and utilise heritage assets positively and intelligently to strengthen identity and image, in addition to requiring new development to integrate successfully with the key natural features of the borough. Further to the above, Policies DM1 and P3 of the Council's adopted Core Strategy requires development proposals to adhere to high quality design and enhance the borough's identity and sense of place.

Policy JP-P2 of PfE states 'we will proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings'.

No pre-application advice had been sought by the applicant prior to submission. A heritage statement was submitted with the application.

The application site is present on the first town plan from 1851 and the building appears to be part of a terrace:



The building has however, undergone a number of unsympathetic alterations, including the rendering of the exterior, installation of a later shopfront, and the replacement of the original windows with UPVC. These changes have undermined the architectural and historic interest of the building.

To the north of the site is Grade II listed 132 Drake Street. This listed building is an example of the late Georgian development of the area. It is an attractive red brick two storey building, originally constructed as a dwelling and retains a number of original features, including the door surround. Originally constructed as a private house, it came to be used as the Board of Trade Labour Exchange in the 20th century. The building is listed at grade II for its special architectural and historic interest. The application site forms part of the setting of this designated heritage asset.

Additionally, to the north of the site is Rochdale Congregation Church. This is built of local coursed watershot stone and opened as a Sunday School in 1829. This building is also listed at grade II for its architectural and historic interest. the site forms part of the wider setting of this asset, with views possible of both from the northwest along Moore Street.

The site was formerly on the boundary of the Rochdale Town Centre Conservation Area however, following on from a review of the Conservation Area, the boundary has been altered and is no longer abutting the application site.

As per the Conservation Officer's consultation response, these concur with the case officer's views on the design, which is the proposed dormer window would result in a boxy and intrusive addition, which would be at odds with the original pitched roof on the existing property. There are no box dormers within the immediate vicinity of the site which provide justification for the proposed addition. Coupled with this, the large external staircase would be visually intrusive and result in an incongruous appearance within the streetscene. The proposal would result in an unacceptable impact on the setting of the Congregational Church and 132 Drake Street and fail to preserve their setting contrary to Section 66 (1) of the 1990 Act. The resultant harm would be weighted as less than substantial.

In tandem with the heritage concerns, from a design perspective the proposal would fail to meet the guidance set out in paragraphs 5.16-5.18 of the Council SPD relating to new residential development, and fall foul of the design policies contained within P1, P3 of the Core Strategy and JP-P1 of the Places for Everyone Joint Development Plan.

As a result, it can be considered the resulting impact would be less than substantial, and paragraph 215 of the NPPF is engaged and the weighted balance against the public benefits of the proposal must be assessed.

Impact on adjacent residential properties

Paragraph 135 of the National Planning Policy Framework advises that planning decisions should always seek to secure a high standard of amenity for all existing and future occupants of land and buildings. Further to the above are the considerations of the Councils Supplementary Planning Document (SPD) 'Guidelines and Standards for Residential Development' which states that new developments *"should be carefully designed to protect the amenity of the occupants of adjoining properties."*

The proposed flat roof dormer would measure 11.68m width, 2.3m height and 4.5m depth, totalling 60.44m³ in volume. The plans note the material would be to match the roof tile and with UPVC windows and door, which would open out onto the fire escape railings.

The proposed dormer would result in an unduly large, bulky addition to the property, out of keeping with the streetscene, and wholly visible given its corner plot. As such, the proposed dormer would not be considered acceptable. Furthermore, the fire escape staircase and railing coming down from the second floor level externally, adds to the overdevelopment of the property beyond what it is capable of accommodating. The proposal, by reason of the dormer, and associated bulky fire escape exit wrapping around the property, would result in an unacceptable arrangement contrary to Policies P1, P3 and DM1 of the Rochdale Core Strategy, Policy JP-P1 of PfE and the NPPF.

The proposed canopy area, would be situated adjacent to the shared boundary with No 138, creating a 6.65m wall which would continue beyond the already approved 3m flat roof extension. It is noted the condition of the adjacent property at No 138 and the downstairs of the property is a Polish Food Store. As such, it is not considered the proposed wall extension would in this way, result in an unacceptable residential amenity impact.

It is noted the form of the original properties would be lost by way of the side wall extension and flat roof above, however it is noted the existing rear of the terraces, and it is not considered the form would in isolation result in reason for refusal in this instance however, together with the mass of railings across the rear fenestration the extended wall does not present a high quality of design.

Highways

Policy T2 of the adopted Core Strategy relates to improved accessibility and parking. Policy JP-C8 of PfE states 'we will require new development to be located and designed to enable and encourage walking, cycling and public transport use, to reduce the negative effects of car dependency, and help deliver high quality, attractive, liveable and sustainable environments'.

The development is in a sustainable location close to the town centre and as such there are no objections in regards traffic or car parking as a result of the proposed dormer. No changes are proposed to the highways network and the proposal does not raise any new road safety concerns.

Public benefit

The proposal is concluded to result in less than substantial harm to the adjacent heritage asset and paragraph 215 therefore requires the harm to be weighed against the public benefits of the proposal.

In respect of the application the applicant has not advanced any public benefit which would outweigh the less than substantial harm identified to the special historic significance of the adjacent Grade II listed 132 Drake Street. The resultant harm caused by the dormer roof extension and associated paraphernalia would therefore not be outweighed by any public benefits.

As such, the proposal falls contrary to Rochdale Core Strategy Policy P2, P3, JP-P2, and policies contained within the NPPF.

RECOMMENDATION: Refuse

1. The proposed dormer window extension, by reason of its scale, massing bulk and appearance would comprise a visually incongruous addition to the application property and the surrounding townscape which would result in less than substantial harm to the significance of the setting of the adjacent Grade II listed heritage asset. No public benefits are demonstrated that would outweigh this level of harm. As such, the proposal is contrary to Policy P1, P2 and P3 of the Rochdale Core Strategy, Policy JP-P2 of Places for Everyone and the National Planning Policy Framework.

Procedure Statement

The proposal would not improve the economic, social and environmental conditions of the area nor does it comply with the development plan and therefore does not comprise sustainable development. There were no amendments to the scheme, or conditions which could reasonably have been imposed, which could have made the development acceptable and it was therefore not possible to approve the application.

Notes for Applicant:

For the avoidance of doubt, the decision relates to the following plans and documents:

- Heritage Statement prepared by WeStruct Consulting Engineers, received by the Council 23/07/2025
- Location Plan, Approved Existing & Proposed Block Plans - WE-AD-13-01-23-01-01 – received by the Council 23/07/2025
- Approved Existing & Proposed Basement and Ground Floor Plans - WE-AD-13-01-23-01-02 - received by the Council 23/07/2025
- Approved Existing & Proposed First and Loft Plans - WE -AD -13 -01 -23 -01 -03 - received by the Council 23/07/2025
- Approved Existing & Proposed Roof Plan and East Elevation - WE-AD-13-01-23-01-04 - received by the Council 23/07/2025

Approved Existing & Proposed West, Rear and Front Elevations - WE-AD-13-01-23-01-05 - received by the Council 23/07/2025