

APPLICATION NUMBER: 25/00509/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.
25/00509/FUL

CASE OFFICER
Rosalind Gralton

DETERMINATION DATE 10.11.2025 **EXT OF TIME** 12/12/2025

Address: 116-118 Drake Street Rochdale OL16 1QA

Proposal: Change of use of ground floor to 2no' residential flats with a part single/two storey rear extension including loft conversion, alterations to fenestration and expose existing cobbles to side access - part retrospective

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

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?	N
	Pre-commencement conditions agreed (or notification period expired)?	N

RECOMMENDATION	GRANT SUBJECT TO CONDITIONS
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CHECKED AND SIGNED OFF BY: RK

DATE: 10/12/2025

SITE

The application relates to the Navigation Inn, a two-storey, late C19 public house, in Rochdale Town Centre, fronting Drake Street and the Milnrow Road Metrolink station to the southeast. The building sits adjacent to no.114, an accountants office, to the northeast, with no.120, a tile and decorating outlet to the southwest. The building benefits from a reasonably large rear curtilage, which backs onto Back Drake Street.

The building has been identified as a non-designated heritage asset, due to its architectural and historic interest. Internally, it appears that the building has been stripped of many of its original features. The site is also within Rochdale Town Centre Conservation Area, which is a designated heritage asset.

The building has been subject to a planning application at 21/01390/FUL where work has been under construction. The property remains vacant at present.

The site falls within the Drake Street Physical Regeneration Area as set out under saved UDP policy R/3.

PROPOSAL

This application is sought for the change of use from the previously approved ground floor retail units to residential flats.

Few external changes to the approved application are proposed in this application. The following changes are proposed

- Proposed AOV Window to front roofslope elevation
- Office parking spaces to the rear is removed and a cycle store and additional bin store area is proposed on the Location/Block/Roof Plan DWG A109.
- Internal layout changes to Unit 3, Unit 4 and Unit 6 and Unit 7

The works on the site relating to approved application 21/01390/FUL, are ongoing. The building is not yet occupied.

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-H1 Scale Distribution and Phasing of New Housing Development
JP-H3 Type, Size and Design of New Development
JP-P1 Sustainable Places

Adopted Rochdale Core Strategy (CS):

SD1 Delivering sustainable development
DM1 General development requirements

SO1 Delivering a more prosperous economy

E2 Increasing jobs and prosperity

SO2 Creating successful and healthy communities

C1 Delivering the right amount of housing in the right places

SO3 Improving design, image and quality of place

P1 Improving image
P2 Protecting and enhancing character, landscape and heritage
P3 Improving design of new development

SO4 Promoting a greener environment

G7 Increasing biodiversity and geodiversity

SO5 Improving accessibility and delivering sustainable transport

T2 Improving accessibility

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area
R/3 Drake Street Physical Regeneration Area

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

09/D52582 Change Of Use From Public House To Offices Including Two Storey Rear Extension And Alterations To Front Elevation

21/01390/FUL Proposed Change of Use PH (Sui Generis) to Office use at ground floor (Use Class E), 7 No. Self No. self-contained apartments at first and second floors (Use Class C3) including part two, part single storey extension to rear, insertion of dormers to rear and roof lights to front and associated office parking. – Approved subject to conditions 12/05/2022

24/00356/DOC – Submission of details to comply with condition 4 (materials) on planning permission 21/01390/FUL – Request Completed 11/07/2024

CONSULTATION RESPONSES

Highways And Engineering

No comments received to date

Env Health - Noise/Odours

No comments received to date

Conservation And Design

No objections subject to colouration details of the rendered finish being discussed and the bay window features being retained / renewed.

Lead Local Flood Authority/Drainage

No comments received to date

Gtr Manchester Ecology Unit

PEA recommended prior to determination

REPRESENTATIONS

Letters of notification were sent to all surrounding properties and a notice posted in the vicinity of the site. One objection was received raising concerns regarding the overlooking and the land ownership of the land immediately adjacent to the access door.

Officer response: The application was submitted with a Certificate A. The increase in red line area of the application compared to the previous application is noted and, with agreement of the agent, the location plan has reverted to the same as that of the previously approved application (21/01390/FUL). Concerns over land ownership are covered under separate legislation.

ANALYSIS

PRINCIPLE OF DEVELOPMENT

Permission is sought for the change of use of the ground floor into two self-contained flats. Places for Everyone (PfE) establishes the need for at least 616 net additional dwellings per year in Rochdale to meet the housing needs of the borough. CS policy C1 aims to maximise the potential of previously developed sites within the urban area to achieve a target of 80% of new housing of previously developed land.

The site falls within the 'defined urban area' as set out in saved UDP policy G/D/1. Furthermore, PfE policy JP-H4 states that new housing should be delivered at a density appropriate to the location, reflecting the relative accessibility of the site by walking, cycling and public transport and the need to achieve efficient use of land and high-quality design. Therefore, where possible concentrating a higher density of housing in established centres.

The principle for development relating to this application is therefore established by contributing towards additional housing supply, and in supporting development within the defined urban area and a local centre.

Impact on Character, Appearance and Heritage Assets

When read collectively, the NPPF, CS policies DM1 and P3 and PfE policy JP-P1 require development proposals to adhere to high quality design and 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.

The only external physical works involve the installation of one first floor window on the side elevation (inside the store at Unit 4). The proposed window would match the existing windows and be in-keeping with the surrounding context and would not harm the appearance of the building.

Overall, the proposed development would have a neutral impact on design and therefore accords with CS policies DM1 and P3, PfE policy JP-P1 and the NPPF

Amenity

CS policy DM1 requires that proposals do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy. Also, impacts including noise, air, dust, light and odour pollution are required to be mitigated where necessary.

The 'Guidelines and Standards for Residential Development' SPD contains a number of guidance parameters for the design and layout of new housing in order to preserve the amenity standards for surrounding residents.

Minimum Space Standards

Section 4.1 of the SPD sets out minimum space standards which all new residential developments should adhere to in order to ensure a satisfactory standard of amenity for surrounding residents. In particular, the SPD sets a minimum space standard of 21m between directly facing habitable room windows at an upper floor level.

The two proposed flats which are to be converted from formerly approved retail units as part of this application (which are unlabelled on plans), relate to the front two ground floor windows facing Drake Street. For the purpose of this assessment, they are labelled Unit 1 and 2. Unit 1 relates to a two bedroomed flat with access via the side elevation doorway, and Unit 2 relates to the single bedroom flat accessed via the main doorway on Drake Street.

The front windows which provide light into the open plan living area are notably higher off the ground level for pedestrians on Drake Street and benefit from a deep reveal, which would afford the occupiers of Units 1 and 2 some level of privacy without the need for obscure glazing.

In relation to all other changes in respect of occupier amenity and the internal layout, it is not considered these would result in any unacceptable arrangement. All habitable rooms would be served by sufficient windows and rooflights. It is noted Unit 3 bedroom only benefits from one side elevation window, however as stated above, it is not considered this would result in an unacceptable amount of light provided into the property.

Noise

The application site is located on a busy thoroughfare within a local centre. Therefore, it is considered that any future occupiers of the flats would expect to experience the hustle and bustle synonymous with living in a local centre. As such, it is not expected that the proposal would result in unacceptable living conditions for future occupiers in respect of the internal acoustic environment.

With respect of the 2021 application, this permission is approved with the same condition relating to the November 2021 Noise Impact Assessment, to ensure the same level amenity of the proposed occupants first floor and above are afforded to those at ground floor.

Occupier Amenity

PfE policy JP-H3 requires all new dwellings to comply with the Nationally Described Space Standards (NDSS). The NDSS is a technical standards document produced to ensure internal space within new dwellings is suitable for application across all tenures. Table 1 sets out the minimum gross internal floor area requirements for dwellings, and indicates that a one-bedroom, one-storey dwelling with two bed spaces requires 50m² of internal floor space.

Total floorspace of Unit 2 is 57sqm with a bedroom floorspace of 11.5sqm. Total floor space of Unit 1 is 66sqm with bedroom floorspaces of 11.5sqm and 9.9sqm. These flats both meet the NDSS requirements and is considered acceptable. All rooms in the flats would be served by adequate light. It is noted bedroom 1 in Unit 1 only has a side bedroom window; however given the distance to the side of the property and the non-adjointed neighbour it is not considered this would be unacceptable.

All habitable rooms are considered to receive adequate natural light. While the flats do not benefit from a dedicated private garden, it is not considered necessary to make the development acceptable as the flats would not constitute family dwellings. It is recognised that the amenities in and around Rochdale town centre would enable a similar function for future occupiers.

In light of the above, it is considered that sufficient standards of amenity would be provided for residents of the development itself, and that the proposal would have no adverse impact on the amenity of residents of nearby properties. The proposal therefore accords with the relevant requirements of CS policy DM1, PfE, the SPD and the NPPF.

Highways

CS policy T2 sets out that development and infrastructure proposals are required to satisfy the Council's accessibility hierarchy and, in all circumstances, the safety, accessibility and amenity of those who live or have business in the area will have priority, while providing reliable journey times for those travelling through. Developments are required to provide parking in compliance with the Council's Maximum Car Parking Standards as set out in Appendix 5 of the Core Strategy.

It is acknowledged that car ownership amongst the scheme is likely to be negligible and the provision of off-street parking is not considered necessary to ensure the viability of the proposal given the highly sustainable location within local centre. The addition of the two flats to the building would not change the position that off street parking is required.

Overall, the proposal is considered to be acceptable and in accordance with CS policies T2 and DM1, the SPD and the NPPF.

RECOMMENDATION

GRANT subject to the following conditions:

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. This permission relates to the following plans:-

- ☐ Proposed First Floor/Second Floor A112 06/06/24
- ☐ Proposed Ground Floor A106 22/03/25
- ☐ Proposed Elevation DWG A101B date 06/04/2025
- ☐ Proposed Elevation DWG A107 dated 06/04/2025
- ☐ Location Plan Rev H dated 20/04/2022 – received by the Council 08/12/2025

and the development shall be carried out in accordance with these drawings hereby approved unless otherwise required by the conditions below.

Reason: For the avoidance of doubt and to ensure a satisfactory standard of development in accordance with the policies contained within the adopted Rochdale Core Strategy, the Places for Everyone Joint Development Plan, the saved Rochdale Unitary Development Plan and the National Planning Policy Framework.

3. The window frames used in the construction of the exterior of the development hereby permitted shall match the window frames used in the construction of the exterior of the existing building in colour, form, type, size and texture.

Reason: In the interests of ensuring a satisfactory visual appearance to the development and in accordance with Policies P3 and DM1 of the adopted Rochdale Core Strategy, Policy JP-P1 of the adopted Places for Everyone Joint Development Plan, and the National Planning Policy Framework.

4. The development hereby approved shall be constructed in complete accordance with the Conclusions of sections 4 of the submitted Noise Impact Assessment ref. 2203-1 by Martin Environmental Solutions dated November 2021. The development hereby approved shall not be first brought into use until a verification report has been submitted to and approved in writing by the Local Planning Authority to confirm that the necessary internal noise conditions have been achieved. The necessary measures shall be retained thereafter.

Reason: In the interest of amenity and in compliance with policies G9 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively to issue the decision without delay.

Report Author Rosalind Gralton