

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
23/01005/LBC	Claire Ringwood	19 th November 2024

Address: 132 Drake Street, Rochdale, OL16 1PN

Proposal: Change of use from offices (Class E) to 5 apartments including the insertion of new ground and first floor side windows, ground floor infill extension to side elevation, internal alterations including new staircase, wall openings and new partition walls. Erection of 90mm boundary walls to rear parking area (Re-submission of 22/01392/FUL)

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/A
	Neighbour comments received?	N

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

RECOMMENDATION	GRANT subject to conditions
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CHECKED AND SIGNED OFF BY:

DATE:

SITE

The application site lies on the corner of Drake Street and Moore Street. The development of Drake Street dates back to the laying out of the canal basins and wharves. The late Georgian, planned character is still discernible today in the form of buildings and street layout. The application site which was extant by 1824 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 and internal joinery. 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. It is currently vacant and in a poor state of repair. It also appears to have undergone some recent, unauthorised alterations, including the insertion of UPVC windows.

The special architectural and historic interest of the building is reflected in its listing at grade II.

PROPOSAL

The proposal was amended due to concerns raised by the Council's Conservation Officer. Six flats were originally proposed along with a first floor rear extension. The proposed extension has now been removed and the number of flats reduced to 5.

The amended application seeks permission for the change of use of 132 Drake Street from offices (Class E) to 5 residential units (Class C3) (4 x 1 bedroom and 1 x 2 bedroom). To facilitate this change of use, the application proposes the construction of a small infill extension to the side at ground floor level along with internal alterations.

A 900mm boundary wall is proposed to the rear along with 4 car parking spaces, landscaping, bin and cycle storage.

PLANS AND DOCUMENTS SUBMITTED

Drawing No: PL01 – As Existing

Drawing No: PL03 Rev A

Design & Access Statement

Heritage Impact Statement by Richard K Morriss & Associates, dated October 2022

Preliminary Roost Assessment by Gritstone Ecology dated 6th July 2023

Received 11th September 2023

Drawing No: PL02 Rev A [*Proposed Elevations*]

Received 23rd October 2023

Drawing No: PL02 Rev B [*Proposed Elevations & Floor Plans*]

Drawing No: PL03 Rev B – Proposed Site/Block Plan

Received 17th April 2024

Internal survey & schedule of works

Received 24th June 2024

Following a site meeting with the agent, Conservation Officer and Planning Officer, an updated Internal survey & schedule of works Rev A 12th November 2024 was submitted on 13th November 2024.

The following amended plans were received on 14th November 2024:

RELEVANT PLANNING POLICY

Planning (Listed Buildings and Conservation Areas) Act 1990

National Planning Policy Framework (NPPF)

Chapter 16 – Conserving and Enhancing the Historic Environment

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-P2: Heritage

Adopted Rochdale Core Strategy (CS)

P2 Protecting and enhancing character, landscape and heritage

Unitary Development Plan (UDP)

G/BE/9 Conservation of the Built Heritage

RELEVANT SITE HISTORY

88/D21839	Change Of Use From Solicitors' Office To Office Use Within Class B(1). Granted subject to conditions.
88/D22084	Free Standing Name Sign. Refused.
91/D27595	Change Of Use From Class B1 (Non Public Offices) To A2 (Offices To The Public). Grant subject to conditions.
92/D28803	Installation Of Non-Illuminated Wall Mounted Signs To Front Elevation Of Listed Building. Granted.
22/01392/FUL	Change of use from offices (Class E) to 8 apartments including first floor rear extension and loft conversion with rear dormer windows, front and rear rooflights, insertion of new ground, first and second floor side windows, and internal alterations including new staircase, wall openings and new partition walls. Construction of one detached dwelling to rear of site; new 1.8m high wall, railings and gate. Refused 06/02/2023.
22/01393/LBC	Change of use from offices (Class E) to 8 apartments including first floor rear extension and loft conversion with rear dormer windows, front and rear rooflights, insertion of new ground, first and second floor side windows, and internal alterations including new staircase, wall openings and new

partition walls; new 1.8m high wall, railings and gate.
Refused 06/02/2023.

23/01004/FUL

Change of use from offices (Class E) to 6 apartments including first floor rear extension, insertion of new ground and first floor side windows, ground floor infill extension to side elevation, internal alterations including new staircase, wall openings and new partition walls. Erection of 90mm boundary walls to rear parking area (Re-submission of 22/01392/FUL). Pending consideration.

CONSULTATION RESPONSES

Conservation Officer

Original comments

The proposal would result in less than substantial harm to the significance of 132 Drake Street. However, it is acknowledged that the property is vacant and in a poor state of repair. With amendment and appropriate details, it is likely that the level of harm could be reduced and outweighed by public benefits.

With amendment and further clarification, it is likely that the scheme could be supported for approval.

Final comments

Following the submission of a revised Internal survey & schedule of works Rev A subject to specific conditions there are no objections.

Historic England

Do not wish to comment.

REPRESENTATIONS

The application was publicised by way of neighbour notification letters, a press advert and a site notice. No letters of representation were received.

ANALYSIS

Section 16 (2&3) of the Planning (Listed Building and Conservation Areas) Act 1990 advises that *"in considering whether to grant listed building consent for any works the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. Any listed building consent shall (except in so far as it otherwise provides) ensure for the benefit of the building and of all persons for the time being interested in it."*

Paragraph 203 of the NPPF states that *"In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness"*.

Paragraph 206 of the NPPF states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 208 states that *'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.'*

The Planning (Listed Buildings and Conservation Areas) Act 1990 refers to the 'preservation' or 'enhancement' of the special architectural or historic interest of the heritage asset or its character and appearance. The NPPF sets out in Chapter 16 of the document decision-making policies using different terminology, referring in particular to 'conservation of significance'. It is important to note that 'conservation' and 'preservation' are concerned with the management of change in a way that sustains a heritage asset's special interest or significance. However, 'conservation' has the added dimension of taking opportunities to enhance significance where opportunities arise and where appropriate.

Core Strategy policy P2 deals with *'protecting and enhancing character, landscape and heritage'*. Paragraph 2a states that the borough's heritage will be protected by conserving, enhancing and promoting key heritage assets, both statutory and non-statutory. Key heritage assets include the borough's listed buildings and Conservation Areas.

Assessment of harm to the significance of the Listed Building

The proposal is for the conversion of the building to create 5 flats (4 x 1 bedroom and 1 x 2 bedroom). The proposal also includes alterations to the existing building and boundary walls. The proposal follows on from a previously refused scheme for the conversion of the existing building to 8 apartments (22/01392/FUL and 22/01393/LBC). The revised scheme proposes fewer units within the converted building and the alterations to the roof are no longer proposed. A new dwelling is also no longer proposed within the garden area.

The application has been reviewed by the Council's Conservation Officer who, in terms of heritage, raised no objection in principle to the conversion back to a residential use. Concerns were raised with the originally proposed first floor rear extension but this has since been removed from the scheme. A number of changes are proposed at ground and first floors which include alterations to existing walls and openings. The agent submitted an Internal Survey and Schedule of Works. A visit to the site was undertaken as the Conservation Officer had concerns with some of the details within this Schedule of Works. A revised Internal Survey and Schedule of Works was submitted on 13th November 2024. The Council's Conservation Officer has advised that following the revision of this document and the revised plans to reflect this document, there are no objections subject to specific conditions as detailed below.

In respect of external works, the proposal includes the demolition of the wall surrounding the existing service yard. This wall appears to have been constructed in various phases and the majority is constructed of red engineering brick. There is unlikely to be any harm to significance from the removal of this wall.

The existing windows on the property are UPVC and are unauthorised. These appear to have been installed in recent years. Timber windows of an appropriate style should be reinstated. The alterations proposed are sympathetic to the existing listed building and the amendments have sought to reduce the interventions to the building to ensure there is no harmful impact on the listed building.

The existing building is currently vacant and in a poor state of repair. It has also been the target of anti-social behaviour. The proposal would provide a viable use for the building, ensuring its conservation. The reuse of this building would also be positive for this part of the Conservation Area, increasing footfall and activity. This is undoubtedly a public benefit.

Officers therefore consider that subject to appropriate conditions as detailed below, the proposed development is in accordance with Policy P2 of the Rochdale Core Strategy, JP-P2 of PfE, Policy BE/17 of the saved UDP, the National Planning Policy Framework, and The Planning (Listed Buildings and Conservation Areas) Act 1990.

RECOMMENDATION

GRANT subject to the following conditions:

1. The works must be begun not later than the expiration of three years beginning with the date of this consent.

Reason: To comply with the requirements of section 18 of the Planning (Listed Building and Conservation Areas) Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2. This consent relates to the following plans and documents:

Internal survey & schedule of works Rev A dated 12th November 2024
Received 13th November 2024.

Drawing No: PL02 Rev C [*Proposed Elevations & Floor Plans*]
Drawing No: PL03 Rev C – Proposed Site/Block Plan
Received 14th November 2024:

and the development shall be carried out in complete accordance with these drawings and documents hereby approved.

Reason: To ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

3. The works shall be carried out in strict accordance with the approved Schedule of Internal works.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

4. Prior to commencement of any external works, a full schedule of external repairs and works shall be submitted to and approved in writing by the local planning authority. This shall include a scheme for the repair and reinstatement of the walled garden to the front of the property and the shopfront along the side elevation. The works shall be carried out in complete accordance with the approved details.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

5. Prior to their installation, large scale drawings (1:20, 1:10 or 1:5) shall be submitted to and approved by the local planning authority showing details of the following:
 - a. New and replacement windows, including elevations, the set back from face brickwork, sections through the head, jamb and cill, and details of stile, mullions, meeting rails and glazing bars. For the avoidance of doubt all new and replacement windows shall be fabricated in timber.
 - b. New and replacement doors, door casings and surrounds
 - c. New and replacement rainwater goods, soil and vent pipes. For the avoidance of doubt, these shall be cast metal and painted black.
 - d. Vents, extractor fans and flues
 - e. Meter boxes, alarms, security lighting and video cameras

The works shall then be carried out in complete accordance with the approved details.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. Prior to any demolition or removal works taking place, a methodology for demolition and making good shall be submitted to and approved in writing by the local planning authority. The works shall then be carried out in accordance with the approved details.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

7. A schedule of all new and existing repaired internal surface materials, including walls, ceilings and floors, indicating the proposed finish and decoration to be used, shall be submitted to and approved in writing by the local planning authority before the works are undertaken. The works shall then be carried out in accordance with the agreed schedule.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

8. Prior to commencement of works, a full schedule of internal and external joinery shall be submitted to and approved in writing by the local planning authority. This shall include large scale drawings (1:20, 1:10 or 1:5) of any proposed, reinstated, removed and new joinery. The works shall be carried out in complete accordance with the approved details.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

9. No development shall commence (including any demolition/removal) until details of all proposed and retained boundary treatments has been submitted to, and approved in writing by, the Local Planning Authority. This shall include samples of materials. The approved works shall then be carried out in complete accordance with the approved details.

Reason: to ensure that special regard is paid to protecting the special architectural and historic interest and integrity of the building under Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10. No development to which this permission relates shall commence until a programme of historic building recording (level 3) and analysis has been secured and implemented in accordance with a written scheme of investigation which has been submitted to and approved in writing by the local planning authority.

Reason: To ensure adequate recording of the historic environment in accordance with policy JP-P2 of Places for Everyone Joint Development Plan, policy P2 of the adopted Core Strategy and the National Planning Policy Framework.

Informative:

The applicant is advised that some of the existing windows are unauthorised. The Listed Building Consent hereby approved includes the reinstatement of appropriate timber windows.

Report Author Claire Ringwood