

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
23/00133/FUL	Claire Ringwood	19 th June 2023

Address: 29-31 Drake Street Rochdale OL16 1RX

Proposal: Proposed change of use of first and second floors from Training Centre to three self-contained flats, insertion of rooflights to the rear elevation, removal of render to the front elevation and opening up previously blocked windows on the second floor. Resubmission of application 21/01064/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
	Neighbour comments received?	Y

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

RECOMMENDATION	GRANT
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CHECKED AND SIGNED OFF BY: RG

DATE: 20 June 2023

SITE

The application relates to 29-31 Drake Street, a three-storey, mid-terrace property within Rochdale Town Centre. The unit faces southwest towards Drake Street, adjoining to 27 Drake Street to the northwest and 33 Drake Street to the southeast. The property benefits from small rear curtilage which backs onto River Street to the northeast, beyond which lies the Rochdale Interchange Bus Station. The site lies within the Rochdale Town Centre Conservation Area, although is a latter addition, forming part of a terrace which dates from the mid to late 19th century. The building has been altered, particularly the front elevation, which has been rendered and has new windows and a modern shopfront. There are fewer alterations to the rear elevation, and the original brickwork is still visible.

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

PROPOSAL

Planning permission is sought for the change of use of the upper floors from a training centre to 3 flats (2 x 1-beds on the first floor and 1 x 2-bed on the second floor). To accommodate this, the application seeks to include four roof lights to the rear roof slope, remove and re-slate the roof using existing slates and replace any damaged slates like-for-like, re-instating previously blocked up second floor windows, replace existing first floor windows, removal of roller shutter to main entrance, remove all render to expose existing brickwork and remove/replace all damaged/missing brickwork with locally sourced reclaimed bricks to match the existing to the front elevation and new natural stone cills to ground floor doors.

A bin storage area is located to the rear.

This application is a re-submission of planning permission 21/01064/FUL which was for a similar proposal but which included 2 pitched roof dormers to the rear roof slopes instead of re-instating the second floor windows.

RELEVANT PLANNING POLICY

National Guidance

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

Adopted Rochdale Core Strategy (CS):

SD1	Delivering sustainable development
DM1	General development requirements
SO1	Delivering a more prosperous economy
E1	Establishing thriving town, district and local centres
E2	Increasing jobs and prosperity

SO2	Creating successful and healthy communities
C1	Delivering the right amount of housing in the right places
C3	Delivering the right type of housing
SO3	Improving design, image and quality of place
P3	Improving design of new development
SO4	Promoting a Greener Environment
G8	Managing water resources and flood risk
G9	Reducing the impact of pollution, contamination and land instability
SO5	Improving accessibility and delivering sustainable transport
T2	Improving accessibility

Unitary Development Plan (UDP):

G/D/1 Defined Urban Area

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

10/D53097 Change Of Use From Training Centre To Shop – Approved

07/D48937 Change Of Use From Offices (Use Class A1) To Training Centre (Use Class D1) – Approved

21/01064/FUL - Proposed Change of Use of First and Second Floors from Training Centre to Three Self Contained Flats, Insertion of Dormers to Rear, Rooflights and Door

to front. Approved 01/03/2022.

CONSULTATION RESPONSES

Highways And Engineering

Highways raised no objection to a similar development at these premises (21/01064) and in highway terms we do not see much change in this application. The application site is within Rochdale town centre and its local amenities and excellent links to public transport so the lack of parking provision is not a concern. The servicing arrangements appear to be acceptable with access via River Street. The development should have no impact on highway capacity or road safety.

We would ask for a Construction Management Plan because of the proximity of the development to the Metrolink Line and the applicant should consult TfGM as development is potentially within the Metrolink Safety Zone.

Highways raise no objection to this application subject to the Construction Management Plan.

Conservation Officer

The application site lies within the Rochdale Town Centre Conservation Area. It forms part of a terrace which dates from the mid to late 19th century. The building has been altered, particularly the front elevation, which has been rendered and has new windows and a modern shopfront. There are fewer alterations to the rear elevation, and the original brickwork is still visible.

The building is also vacant and in a relatively poor state of repair, with the render partially cracking and coming away from the elevations. In its current state, it is considered that the building has a slight negative impact on the significance of the Conservation Area.

The proposal seeks to convert the upper floors into residential accommodation. There is no objection in heritage terms to this proposed use, which would bring more people into the Conservation Area and provide a long term use for this vacant building.

At ground floor level the application would install a new natural stone cill below the existing doorway, as well as remove existing black ceramic tiling to also expose the existing brickwork. Additionally the application proposes the removal of the existing render on the front elevation to expose the existing brickwork and repair where necessary, or replace with the same locally sourced reclaimed bricks to match the existing. Additionally, the existing roller shutter opening would be closed and filled with brickwork.

The application proposes to replace the existing windows at first floor level on the front elevation with anthracite grey aluminium windows, in addition to the installation of four new windows at second floor level of the same design. Natural stone heads and cills are also proposed to be installed.

Furthermore, the application would remove and re-slate the existing roof, and replace any damaged slates with like for like replacements. Finally, the application proposes the installation of four roof lights on the rear roof slope.

The proposed works to the front elevation of the property, including the removal of rendering, removal of tiling and roller shutter, and replacement of existing windows in disrepair, whilst installing additional windows at second floor level with supporting stonework would enhance the appearance of the site. This view is further compounded by the proper choice of materials including aluminium framed windows, stone work, and brick work and roof tiles to match. Furthermore, the proposal would result in the re-use of a vacant historic building within the Conservation Area.

Subject to the following conditions, I would be supportive of the proposed development:

- ☐ Details of windows
- ☐ Samples of roof tiles
- ☐ Sample of brickwork

Follow up comments from current Conservation Officer

This advice is submitted as a follow-up on previous comments given on this application. This document adequately assesses the significance of the property as part of the Drake Street Character Area of the Rochdale Town Centre Conservation Area and identifies the key heritage assets surrounding the proposed development. This document also adequately engages with relevant legislation when considering the potential impacts of the proposed. This document, however does not give adequate description of the proposed site's history or development.

The previous conservation consultant describes the site as comprising part of a mid-late 19th century terrace; the proposed site has evidently been heavily altered at both elevations, though some of the original brick fabric is visible on the rear elevation.

Two points which require acknowledgment and consideration in particular are the creation of new window openings to the front elevation at second floor level. The agent has provided photographic evidence which confirms that there were once window openings in the proposed locations. These additions would be beneficial to the appearance of the conservation area, thereby enhancing its significance. It is agreed that the windows should be conditioned for approval prior to instatement.

One other point which requires specific mention are the proposed rooflights to the rear pitch. It is understood that these are being proposed to create usable space in the second floor. This would result in loss of slate roofing which is believed to be original. Overall, the position of the original heritage consultation is shared, and it is believed that this would have a positive impact on the property by most efficiently bringing the site back into use.

Refer to the previous consultation regarding recommendations for conditions.

Environmental Health - Noise/Odours

Given the change in design an addendum to the original noise assessment was required to demonstrate that the required noise levels can still be achieved.

The agent submitted a Technical Addendum on 9th June 2023 and the Environmental Health Officer advised that the addendum report demonstrates that the revised glazing will meet the existing requirements.

REPRESENTATIONS

Letters of notification were sent to all surrounding properties, a notice was posted in the vicinity of the site and an advert issued in the local press. One letter of representation has been received advising the bin store is on land and car park not owned by the applicant and stating this is not available for use and no one else has access to it.

The applicant has provided a copy of the title deeds confirming the red line boundary extents and includes the bin store area as noted in the planning application and Certificate A as submitted is correct.

ANALYSIS

Principle of Development

The site falls within Rochdale town centre as set out under saved UDP policy G/S/1. Policy E1 of the adopted Core Strategy seeks to support the expansion of the evening economy through a number of mixed uses such as restaurants/bars/theatres and quality housing on appropriate sites, or through conversion of upper floors, which will enhance the vitality of the centre, making it a more vibrant, active and safer place in the afternoon and evening.

Further to this, Policy C1 of the adopted Core Strategy seeks to focus new homes in regeneration areas, town centres and on sites well related to employment development in recognition of the role that new residential development can play in delivering regeneration, supporting economic growth and attracting and retaining residents. Subsequent to this, Policy C2 seeks to encourage the delivery of, and maximise opportunities for, new residential development in and around Rochdale town centre. This would largely accord with the provisions of paragraph 86 of the NPPF which seeks to recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

The Core Strategy does not contain policies which would safeguard existing community uses such as that which in light of the above, it is considered that the change of use of the upper floors of this building to provide 3 dwellings at a town centre location would be acceptable in principle, subject to an assessment of Development Management requirements.

Impact on Character, Appearance and Heritage Assets

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a Conservation Area. Paragraph 195 of the National Planning Policy Framework states that Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. Paragraph 197 goes on to state that in determining applications, local planning authorities should take account of (inter alia) the desirability of sustaining and enhancing the significance of heritage assets and the desirability of new development making a positive contribution to local character and distinctiveness.

Where a development would lead to less than substantial harm to a designated heritage asset, paragraph 202 of the NPPF requires Local Planning Authorities to consider this harm against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

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.

The application site sits fairly centrally within the Rochdale Town Centre Conservation Area, and is identified as falling within the "Regency Drake Street," character area within the Rochdale Town Centre Conservation Area Appraisal (*the Appraisal*). The Appraisal summarises the significance of this area as "*a Regency*

development responding to the growing population, industry and ambition of the Rochdale area,” but acknowledges that the area suffers high levels of vacancies along Drake Street indicating market failure, with some buildings are now in a very poor state of repair.

In respect of the application building, this site currently sits vacant, and in a relatively poor state of repair, with the render partially cracking and coming away from the elevations. In its current state, it is considered that the building has a slight negative impact on the significance of the Conservation Area.

The proposal seeks to convert the upper floors into residential accommodation. This is not considered to negatively impact the character of the Conservation Area, as it would bring more people into the Conservation Area and provide a long term use for this vacant building.

As part of the works to convert the building, new rooflights are proposed to the rear roof slope and the re-instatement of 4 windows at second floor level. The existing roller shutter opening to the main entrance would be closed and new brickwork added. The roof will be re-slate with existing slates with damaged slates replaced like-for-like, stone cills to ground floor doors will be introduced and the render will be removed to expose the existing brickwork and any damaged or missing brickwork will be replaced with matching reclaimed bricks.

The proposal includes the installation of new rooflights along the rear roof slope of the building. It is recommended that a condition be attached to any permission requiring details of the roof lights to be submitted to the LPA prior to above ground works taking place would mitigate the harm of this feature.

The scheme also proposes the removal of the roller shutter doors, the re-instatement of 4 second floor windows and the removal of the existing render. The roller shutter does not make a positive contribution to the building and its removal would be an enhancement to the character of the Conservation Area. The re-installation of the existing second floor windows and the removal of the existing render, including additional stonework would also enhance the appearance of the site provided the use of satisfactory materials, details of which are to be required via condition.

Taking into consideration the enhancements provided in respect of the removal of the roller shutter, removal of the render, installation of previously blocked up second floor windows and bringing the vacant unit back into use, it is considered that the proposals are well designed and would result in an overall positive impact to the character of the Conservation Area. Accordingly, the application would accord with Policies P1, P2, P3 and DM1 of the adopted Core Strategy, the National Planning Policy Framework and the Planning (Listed Building and Conservation Areas Act) 1990 (as amended).

Impact on surrounding land users

Core Strategy policy DM1 requires all development proposals to demonstrate that they will not have a negative impact upon the amenity of future residents and occupiers. Policy G9 requires that sensitive new developments such as housing are

not adversely affected by existing sources of pollution, including noise, from certain types of industry. Paragraph 130 of the National Planning Policy Framework advises that planning decisions should result in places with a high standard of amenity for existing and future users. The Council's adopted Supplementary Planning Document '*Guidelines and Standards for Residential Development*' (2016) contains a number of guidelines and requirements for the design and layout of new housing in order to preserve the amenity standards for surrounding residents.

Minimum Distance requirements

With regards to surrounding occupiers, section 4.1 of the SPD requires a distance of 21m between direct rear facing habitable room windows at an upper floor level. In light of the absence of any residential occupiers to the rear, it is not considered that the proposals would result in unacceptable standards of privacy between the proposed flats and surrounding occupiers.

Noise and Disturbance

The site is set against Drake Street which includes the Metrolink line to Rochdale Interchange and is located within Rochdale town centre and therefore has potential to be affected by noise and disturbance from surrounding land uses.

The application is supported by a Noise Impact Assessment by Nova Acoustics (dated 11th January 2022). However, this assessment related to the previous application where only velux windows were proposed. As four second floor windows are now proposed an addendum to the original assessment was required to demonstrate that the required noise levels can still be achieved. A Technical Addendum was submitted on 9th June 2023 which concluded that the glazing and ventilation specifications proposed in the original Noise Impact Assessment would still be appropriate to mitigate against noise ingress and provide suitable levels of residential amenity.

The Council's Environmental Health Officer has reviewed the addendum and has advised that the report demonstrates that the revised glazing will meet the existing requirements. In order to ensure the development is carried out in line with the report and addendum, it is recommended that a condition be attached to any permission requiring the submission of a validation report prior to the first occupation of the building. Subject to this condition, the proposals are considered to be compatible with the surrounding environment and would satisfy the objectives of policies G9 and DM1 of the adopted Core Strategy and the National Planning Policy Framework.

Occupier Amenity

The Nationally Described Space Standards is a technical standards document produced by the Government 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 new dwellings, across varying number of bedrooms, occupants and floors.

Below is an extract from the Nationally Described Space Standards, which specifically details the Gross Internal Area requirements for new 1 and 2 bedroom dwellings, as is proposed within this application.

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	Built-in storage
1b	1p	39(37)	1.0
	2p	50	1.5
2b	3p	61	2.0
	4p	70	2.0

The proposed floor plans show the one bedroom units measuring 42sqm and 39sqm which are suitable for a single occupant. The two bedroom unit measures 74sqm (not including any head height below 1.5m) which is suitable for four occupants where there is no method of control available otherwise. The stacking of the proposed flats is acceptable as is the head height within the second floor which at its lowest is 1.6m.

In assessing this application, each unit would meet or exceed the respective NDSS floor space requirements and would accord with the NDSS. The re-instatement of the second floor windows will provide more access to daylight and sunlight than the previously approved scheme however, due to the floor to ceiling height the windows will be located at floor level. Although this is somewhat unusual it is not considered harmful to future occupiers of the second floor flat and all habitable rooms of each flat are served with an adequate standard of light and outlook having regard to the minimum separation distances within the SPD.

The omission of any formal provision of outdoor amenity space can be accepted owing to the town centre location of the flats where they would clearly not comprise a typical family residence.

In light of the above, the proposal would not unduly impact on the amenity of the occupants of neighbouring properties and would provide an acceptable level of amenity for future occupiers in accordance with policy DM1 of the adopted Rochdale Core Strategy, the SPD and the NPPF.

Highways

Policy T2 of the adopted Core Strategy seeks to improve accessibility by locating development where good access to public transport is available or can be provided and in all circumstances, prioritises the safety, accessibility and amenity of those who live or have business in the area. Policy DM1 also states that all development proposals should provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location. Paragraph 111 of the National Planning Policy Framework 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 proposals seek to introduce dwellings within a highly sustainable town centre location, where existence without the use of a private vehicle would be very realistic. Accordingly, the absence of any formal parking provision is accepted.

The application has been reviewed by the Council's Highways Engineer who notes that the existing use could generate similar servicing requirements as the proposed use and no highway concerns are therefore raised in respect of this issue.

Accordingly, it is considered that the omission of any formal parking arrangements would not adversely impact public and highway safety and the application would accord with the requirements of Policy DM1 and T2 of the adopted Core Strategy and the National Planning Policy Framework.

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:

Drawing No: DWG 1 of 3 Rev C – Site Location Plan, Existing and Proposed Roof Plans

Drawing No: DWG 2 of 3 Rev A – Existing Floor Plans and Elevations

Drawing No: DWG 3 of 4 Rev D – Proposed Floor Plans and Elevations

Drawing No: DWG 4 of 4 Rev D – Existing and Proposed Side Elevations and Section A-A

and the development shall be carried out in accordance with the approved drawings.

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 saved Rochdale Unitary Development Plan and the National Planning Policy Framework.

3. Notwithstanding any description of materials in the application no above ground construction works shall take place until samples and / or full specifications of materials to be used externally on the building(s), **including but not limited to roof tiles and brickwork**, have been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, such details shall include the type, colour and texture of the materials to be used externally on the building. The development shall be carried out in accordance with the approved details.

Reason: In the interests of amenity and in compliance with policies P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

4. The development hereby approved shall be constructed in complete accordance with the recommendations of sections 6 of the submitted Noise Impact Assessment ref. 6940CD by Nova Acoustics dated 11th January 2022. 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.

5. Notwithstanding any description in the application, no above ground works shall take place until full product specifications for the windows (**including roof lights**), external doors and detailed design of the window and door reveals, at a scale of not less than 1:50, have been submitted to and approved in writing by the Local Planning Authority. The windows and doors shall be installed in accordance with the approved details thereafter.

Reason: To protect the significance of the Borough's heritage assets and in the interests of visual amenity, in accordance with policies P2, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

6. The dwellings hereby approved shall not be occupied until such time as the roller shutter on the front elevation facing southwest at ground floor level has first been removed and the elevation treated in accordance with the approved plan Drawing No: DWG 3 of 4 Rev D and any materials as approved under conditions 2 and 5 of this permission.

Reason: The enhancement provided by this feature is necessary to justify the less than substantial harm caused by other elements within the development necessary for the proposed use as flats, and in accordance with policies P1, P2, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

7. The dwellings hereby approved shall not be occupied until such time as the proposed bin storage area as indicated on Drawing No: DWG 1 of 3 Rev C – Proposed Roof Plan has been provided and made available for use. The facility shall thereafter be retained for its intended purpose.

Reason: To ensure the provision of satisfactory facilities for the storage of refuse and in the interests of visual amenity in accordance policies DM1 and P3 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

8. No development shall take place until a Construction Management Plan (CMP) has been submitted to and approved in writing by the Local Planning Authority. The CMP shall include details of the following:

- (a) loading and unloading of plant and materials;
- (b) storage of plant and materials used in constructing the development;
- (c) the erection and maintenance of security hoarding;
- (d) measures to control the emission of dust and dirt during construction;
- (e) a scheme for recycling/disposing of waste resulting from demolition and construction works;
- (f) measures for the protection of the natural environment from accidental spillages, dust and debris;
- (g) wheel washing facilities; and
- (h) any external lighting of the site.

The duly approved CMP shall be adhered to throughout the construction period.

Reason: To minimise detrimental effects to the amenity of surrounding residential occupiers and dangers to highway safety during the construction phase in accordance with Policies DM1, T2, and G9 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Procedure Statement

The Local Planning Authority worked proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition.

Notes for Applicant:

INFORMATIVE:

The applicant should be aware that some construction work may come within the Metrolink Hazard Zone so we advise that the applicant consults Transport for Greater Manchester prior to the commencement of works.