

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
24/00057/FUL	Hamish Rigg	29/05/2025

Address: 119-119A Yorkshire Street, Rochdale, OL16 1DS

Proposal: Alterations to shop front and installation of external roller shutter. New ground floor access to the rear elevation. Application of render to front and rear elevations. Erection of timber fence and gate to the rear. Conversion of the first and second floors to two self-contained flats.

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?	n/a
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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: TH **DATE:** 08/08/2025

SITE

The application relates to 119-119A Yorkshire Street; a three storey mid-terrace building in Rochdale Town Centre. Yorkshire Street is a commercial street, comprising small business and shops at ground floor level, a number of which have flats above them. The character of the area is typical for a town centre, comprising a variety of land uses, a dense built environment and heavy footfall traffic.

The site falls within Town Head Conservation Area, which derives its significance from several listed and locally listed heritage assets, including the Grade II listed St Mary's Catholic Church, approximately 50m east of the application site.

119-119A forms part of a short terrace of commercial buildings of poor visual quality. The application site is especially dilapidated and is currently vacant. 119-119A faces south-east, fronting the pavement and overlooking the adopted highway. It adjoins no.117 to the south-west and no. 121 to the north-east. The rear boundary of the curtilage faces north-west, bordering the pavement on East Gate Street.

PROPOSAL

Permission is sought for the change of use of the first and second floor to 2no. self-contained flats. To facilitate this, the proposal seeks to install a rear access door at ground level and to replace the upper floor front and rear windows with black aluminium framework. The proposal includes a 1.8m timber fence and separate pedestrian and security gates along the rear boundary, adjacent to East Gate Street, and a bike and bin store in the rear yard.

The plans propose to alter the shopfront by removing 1no. door and replace it with a central door with 2no. windows on either side, using black aluminium framework. The shopfront would include a black perforated metal roller shutter. Off-white render is proposed for all elevations at each level.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF) – July 2021

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-P1	Sustainable places
JP-P2	Heritage

Adopted Rochdale Core Strategy (CS):

DM1	General Development Requirements
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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
C3	Delivering the Right Type of Housing
P2	Protecting and enhancing character
G9	Reducing the impact of pollution, contamination and land instability
SO5	Improving accessibility and delivering sustainable transport
T2	Improving accessibility
DM1	General Development requirements
SD1	Delivering sustainable development

Unitary Development Plan (UDP):

G/D/1 - Defined Urban Area

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

None

CONSULTATION RESPONSES

Conservation Officer 11/07/2025

Principle for development – there are no objections to new apartments being created on the upper floors of the building. This use would help to create additional activity in this part of the town centre.

Replacement windows – while there is no objection to the replacement of the existing windows, the use of UPVC is not appropriate within the Conservation Area. The windows should be fabricated of either timber or aluminium with details required by condition.

Replacement shopfront – there is no objection to the replacement of the shopfront. However, the use of UPVC is not acceptable. It appears that elements of the traditional shopfront remain, below multiple later alterations, thus it would be preferable to reinstate a traditional shopfront using timber or aluminium, with mullions and transom lights to break up the areas of glazing.

Render – It is noted that the building was previously rendered, although much of this has now been removed, exposing the brickwork beneath. It would be preferable to once again expose the brickwork and stone detailing above the windows. However, it is acknowledged that this brickwork is likely to be in poor condition and that the building

has previously been rendered. On this basis, there is no objection to re-rendering the building as proposed.

Other matters – the plans do not show rollershutters, and on this basis, it is assumed that they are not proposed as part of the new development. If rollershutters are proposed these need to be shown on the plans and within the description of development. Generally speaking, external rollershutters are not supported, as they prevent active shopping frontages, particularly where they are of the closed variety.

Officer's response:

The proposal has been amended to include aluminium framework on the shopfront and upper floor windows, instead of UPVC. In addition, the plans now include an external perforated roller shutter. These amendments, and the other matters raised by the Conservation Officer, will be discussed in the 'Heritage and Design' section of this report.

Highways 25/04/2025:

This is a highly sustainable location within Rochdale Town Centre.

This proposal will not generate any significant volume of traffic.

The applicant proposes no changes to the highways network with no new roads and no changes to existing roads.

We do not envisage any issues with servicing and refuse collection from this location.

We have no new road safety concerns as a result of this proposal.

Public Protection (noise) 09/06/2025:

No objection, subject to the inclusion of a condition requiring the installation of a mechanical ventilation system.

REPRESENTATIONS

Letters of notification were sent to surrounding properties 10/04/2025, an advert was published in the local press, and a site notice was displayed. No objections were raised.

ANALYSIS

Permission is sought for the change of use of the first and second floor into two self-contained flats. Places for Everyone establishes the need for at least 616 net additional dwellings per year in Rochdale to meet the housing needs of the borough. Policy C1 of the Core Strategy 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 Policy G/D/1 of the saved Unitary Development Plan (UDP). Furthermore, policy JP-H4 of PfE states that new housing should be delivered 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 town 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 town centres, which are considered to be sustainable locations.

Heritage and design: DM1, P

Policies P3 and DM1 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, 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. Paragraph 135 of the NPPF goes on to state that planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history. Paragraph 139 states that development that is not well designed should be refused.

In addition, paragraph 212 of the NPPF states that when considering the impact of a proposed development on the significance of a heritage asset, great weight should be given to the asset's conservation. Any harm to, or loss of, the significance of a designated or non-designated heritage asset should require clear and convincing justification. Similarly, PfE policy JP-P2 and CS policy P2 collectively promote the protection and enhancement of key heritage assets and their visual amenity.

The works will be carried out within the Town Head Conservation Area. This was designated as an area of architectural and historic interest by Rochdale MBC in 2008 in line with the Planning (Listed Buildings and Conservation Areas) Act 1990. The Conservation Area is a designated heritage asset.

The application building is a dilapidated, vacant commercial unit which is considered to be visually harmful to the character and appearance of Town Head Conservation Area. As such, refurbishment and external alterations are both necessary and welcomed. However, the building retains elements of a traditional shopfront underneath several unsympathetic alterations. Therefore, any development presents an opportunity to improve the appearance of the building and reinstate the character and significance of the Conservation Area. In addition, paragraph 9.1 of the Council's Core Strategy states that 'it is not acceptable to use existing poor-quality development in the vicinity as a reason for lowering design standards in new development'.

The Council's Conservation Officer offered no objection to the proposed residential use of the first and second floors, stating that it would bring vitality to the Conservation Area and town centre. In addition, they offered no objection to the replacement of the shopfront, upper floor windows and the application of render. However, the Officer objected to UPVC as the window and shopfront material, and the installation of an external roller shutter. Furthermore, the Officer encouraged using mullions and/or transom lights as traditional features on the shopfront.

The application has been amended to include aluminium framework, mullions and a perforated roller shutter which would be incorporated into the fascia. These

improvements result in a scheme which not only improves the existing appearance of the building, but one which would benefit the character and significance of the Conservation Area. Whilst internal roller shutters would have been preferred, it is acknowledged that the building currently has external roller shutters, whilst the perforated design would be considered an improvement. Exact details of the roller shutters and materials will be controlled via planning condition, requiring a full specification to be submitted to and approved in writing by the local planning authority.

The proposed rear fence and gate are not considered to be visually harmful, particularly given their location away from key frontages and high-footfall areas.

Overall, the proposed development would be considered a significant improvement on the building's current appearance, bringing into use a vacant building, and contributing positively to the Town Head Conservation Area, in accordance with the NPPF, PpE policy JP-P2 and CS policies P2 and P3.

Amenity: DM1 and SPD

The Council's adopted Core Strategy policy DM1 states that proposals need to demonstrate that they do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy. Furthermore, policy DM1 of the Core Strategy requires development proposals to demonstrate that they will not have a negative impact upon the amenities of future residents and occupiers. Paragraph 5.1 of the SPD states that extensions 'should be carefully designed to protect the amenity of the occupants of adjoining properties.' Additionally, the National Planning Policy Framework (NPPF) advises that planning should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings.

Noise:

Owing to its town-centre location, the main consideration regarding the proposed change of use is the impact of the existing external noise levels on occupier amenity. The site is located on a busy high street and close to the ring road and night time economy.

The application is supported by a 'Noise Impact Assessment (Soundscape, 25/03/2025) which includes details of a baseline noise survey and recommended mitigation measures. The NIA concludes that in order to achieve the British Standard 8233:2014 for internal noise levels, all habitable room windows would require improved glazing. The NIA also recommends the use of standard trickle ventilation.

The Council's Environmental Health Officer has been consulted. Whilst accepting the recommended improvements in glazing, the Officer rejected the use of trickle ventilation, and instead recommended the use of mechanical ventilation, to be required via condition.

Subject to the recommendations of the NIA (Soundscape, 25/03/2025), alongside the inclusion of a condition requiring the installation of mechanical ventilation, the proposed development would offer an acceptable standard of amenity for future occupants in terms of a noise disturbance.

Space standards:

The Nationally Described Space Standards (NDSS) is a technical standards document produced by the Government to ensure internal space within new dwellings is suitable for application across all tenures. Both flats exceed the minimum required total floor space for a one bedroom flat, and both bedrooms meet the minimum space required for a double bedroom.

Separation distances:

Paragraph 4.1 of the SPD establishes minimum separation distances between upper floor windows to habitable rooms and two-storey elevations. 21m is required between upper floor habitable room windows of opposing buildings. The separation distance between the bedroom window of flat 1 and the opposite upper floor windows at no.141 Yorkshire Street is 13m. The separation distance between the bedroom window of flat 2 and the upper floor windows of no. 141 Yorkshire Street is 15m. As such, both flats do not meet the minimum separation distances under paragraph 4.1.

However, paragraph 4.3 states that exceptions to these circumstances may be made, for example where the reduced distances would not detract from the general levels of privacy in the area. Given the site is in a town centre, there is an established precedent for shorter separation distances between residential properties. In addition, the SPD is considered to be suburban in its nature, and therefore is less relevant in this scenario. On balance, and in the interests for bringing the building into use, the separation distances are considered acceptable.

Overall, and subject to the aforementioned noise condition, the proposal would not unduly impact on the amenity of the occupants of neighbouring properties and would provide an acceptable standard of amenity for any future residents, in accordance with policies DM1, the SPD and the NPPF.

Safety and security:

Paragraph 96 of the NPPF requires development to be safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life. Similarly, Core Strategy policy DM1 looks to minimise opportunities for crime against people or property.

There was some concern that the proposed residential access on East Gate Street presented potential safety and security risks for future occupants. The proposed rear access is set back from the street in an unlit and narrow parking space which cannot be seen from neighbouring windows and currently attracts litter and anti-social behaviour. Furthermore, the rear access is adjacent to a car park which would be deserted and potentially unsafe at night. Given its hidden location, the proposed residential access also increases the risk of burglaries.

On the advice of the local planning authority, the plans have been amended to include a 2m high timber fence enclosure which would prevent public access to the rear. A secure residential access and separate vehicle access would be installed adjacent to the pavement on East Gate Street. The applicants have also outlined their intentions to install additional safety features, including security lighting and visual/audio intercoms.

The improved security measures would provide a secure perimeter to any secluded or vulnerable areas, offering safer access from more visible areas, and reducing the risk of

burglary. The proposed boundary treatments and separate residential and commercial entrance would also improve future servicing arrangements.

Overall, the proposed development would be considered safe and accessible for future occupants, and would not adversely impact on their quality of life.

Refuse collection:

The plans and supporting 'Planning Statement' indicate the storage of a bin within the existing rear yard, and collection to the rear as per the existing strategy. This is considered to be acceptable.

Highways: DM1 and T2, Appendix 5

Whilst the applicant has indicated no on-site parking spaces, the Council's Highways Officer raised no objections to the proposed development. The officer concluded that the changes of use is unlikely to generate a significant volume of traffic and that it is close enough to town centre amenities and transport links that off street parking is not essential. Moreover, they raised no concerns regarding refuse collection.

RECOMMENDATION

Grant subject to 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:-

- Existing and proposed elevations and roller shutter: 22.2864.3B
- Existing and proposed site plans and boundary treatments: 22.2864.4A
- Noise Impact Assessment (Soundscape, 25/03/2025)
- Proposed floor plans: 22.2854.2B
- Location Plan
- Security Statement (James Campbell, Ref. 22.2864, August 2025)

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

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. No above ground works shall take place until such time as a detailed specification of the windows and materials to be used externally in the construction of the development, and detailed designs of the window and door reveals, at a scale of not less than 1:50, have first been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the material. The development shall be carried out in accordance with the duly approved details thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development and the preservation of the character of the Conservation Area, in accordance with Policies P3 and DM1 of the adopted Rochdale Core Strategy, Policies JP-P1 and JP-P2 of the adopted Places for Everyone Joint Development Plan, and the National Planning Policy Framework.

4. Notwithstanding any details hereby approved and the requirements of condition 2, no works shall take place until large scale details of the shopfront and roller shutter, at a minimum scale of 1:50, have first been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt this shall include, but is not limited to, details of stallrisers, fascias, window framework, glazing, mullions, roller shutters and roller shutter housing, details of materials including the condition of any remaining historic fabric, and the size, type, texture and colour treatment of any new works proposed. The works shall be carried out in complete accordance with the approved details thereafter.

The development shall be carried out in complete accordance with the approved details and made available for use prior to the first occupation of any part of the approved development.

Reason: In the interest of reducing the overall level of harm to the designated heritage asset and visual amenity and in accordance with Policies P1, P2, P3 and DM1 of the adopted Core Strategy, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Areas) Act 1990.

5. The development hereby approved shall not be occupied until such time as the proposed security measures, as set out within the document entitled Security Statement (James Campbell, Ref. 22.2864, August 2025) and in the drawing entitled 'Existing and proposed site plans and boundary treatments: 22.2864.4A' has been installed. The security measures shall be retained as installed thereafter.

Reason: To safeguard the amenities of residents in order to comply with the requirements of Policies G9 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.

6. The development hereby approved shall not be occupied until such time as the upgraded glazing, as set out within paragraphs 5.05 and 5.06 of the submitted Noise Impact Assessment (Soundscape, 25/03/2025), and a scheme of mechanical ventilation has been installed. No part of the development shall be occupied until such time as a verification report has been submitted to and approved in writing by the Local Planning Authority to confirm that the approved acoustic and ventilation measures have been implemented to achieve the required maximum noise levels. The noise attenuation measures shall be retained as installed thereafter.

Reason: To safeguard the amenities of residents in order to comply with the requirements of Policies G9 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.

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.