

APPLICATION NUMBER: 25/00534/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.
25/00534/FUL

CASE OFFICER
Bob Melling

DATE
01 October 2025

Address: 10 Middleton Gardens, Middleton, M24 4DF

Proposal: Change of use of upper floors to create self-contained flat with new entrance to rear elevation, first floor rear extension, bin and cycle storage areas and alterations to fenestration including new windows and roof lights to rear elevation.

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

RECOMMENDATION	Grant Subject to Conditions
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CHECKED AND SIGNED OFF BY: RK

DATE: 27/10/2025

SITE

The application relates to no. 10 Middleton Gardens, a three-storey, mid-terrace property within the Middleton Gardens shopping area, with the site allocated as Middleton Long Street Secondary Shopping Frontage and Middleton Town Centre under the saved Rochdale Unitary Development Plan (2006) Proposals Map. The site falls within the southern limb of the Middleton Town Centre Conservation Area. The property faces south towards the Middleton Gardens public realm and adjoins no. 8 Middleton Gardens to the east and no. 12 to the west. The building is currently vacant and was last used as a florist at ground floor level with ancillary storage space above.

PROPOSAL

Permission is sought for the change of use of the upper floors of the application property to a self-contained, three-bedroom flat. The flat would be accessed to the rear via a new entrance which would be facilitated by a first floor rear extension. PIR lighting would be installed next to the new rear entrance. The existing windows would be replaced with matching timber frames and the roof coverings would be replaced with matching slate. Two new windows and two conservation-style roof lights would be installed to the rear. The rear yard is accessed via Factory Street and would be resurfaced to provide bin and cycle storage facilities and two off-street parking spaces.

RELEVANT PLANNING POLICY

National

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

Sub-Regional

Places for Everyone Joint Development Plan (PfE)

JP-S1	Sustainable Development
JP-P1	Sustainable Places
JP-P2	Heritage
JP-H3	Type, Size and Design of New Housing

Local

Adopted Rochdale Core Strategy (CS):

DM1	General development requirements
C1	Delivering the right amount of housing in the right places
C6	Improving health and well being
G9	Reducing the impact of pollution
P1	Improving image
P2	Protecting and enhancing character, landscape and heritage
P3	Improving design of new development

T2 Improving accessibility

Rochdale Unitary Development Plan (UDP):

A number of policies contained within the Unitary Development Plan have been saved following the adoption of the Core Strategy. The following saved policies are relevant:

G/D/1 Defined Urban Area
G/S/1 Hierarchy and Role of Centres

Supplementary Planning Documents (SPD):

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

RELEVANT SITE HISTORY

82/D13591 - New Shop Front - Approved (April 1982).

CONSULTATION RESPONSES

Highways And Engineering

(Summary) No objections.

Environmental Health

No comments received at time of writing.

Conservation And Design

No objection to the principle of conversion of the upper floors and extension, subject to the design requirements and confirmation of technical details as outlined being secured.

REPRESENTATIONS

Letters of notification were sent to all surrounding properties and a notice posted in the vicinity of the site. No responses were received.

ANALYSIS

Principle of Development

The site lies within Middleton Town Centre, within the defined urban area, saved UDP policy G/D/1, which seeks to concentrate development in urban areas, is therefore relevant. CS policy E1 states that the Council will focus retail, leisure, cultural, office, residential and other development to promote the viability and vitality of all the borough's town centres. Specifically, the Core Strategy notes that town centres have the potential to play an important role in providing new housing in

sustainable locations.

The Primary and Secondary Shopping Areas identified within the UDP exist predominantly in town centres with the highest concentrations of retail use. These areas are considered to be the prime retail location of the town, where 'A1' retail development will be concentrated, and other uses will be restricted.

The site currently comprises a Class E unit to the ground floor with storage above. While the proposed development would prejudice the aims of CS policy E1, it would provide clear benefits in respect of the provision of a dwelling and would be considered to align with the aims of CS policy C1, which seeks to deliver the right amount of houses in the right places. The policy makes specific reference to focusing new housing in or close to town centres in the south of the borough, which this proposal would achieve. Further to this, CS policy C2 seeks to focus on regeneration areas and economic growth corridors/areas, with a distinction made for the delivery of new housing in Middleton Town Centre.

The scheme would see the provision of a residential use that is well located close to services and amenities. It is considered that the proposal would accord with the objectives of the Core Strategy and would play an important role in facilitating the development of a thriving town centre in accordance with the provisions of the NPPF.

Impact on Character, Appearance and Heritage Assets

Section 72 of the Planning (Listed Buildings and Conservation Areas Act) 1990 (as amended) requires that special attention be paid to the desirability of preserving or enhancing the character or appearance of Conservation Areas.

Paragraph 208 of the NPPF states that LPAs should identify and assess the particular significance of any heritage asset that may be affected by a proposal, and this assessment should be taken into account when considering impact of the proposal on a heritage asset. Paragraph 212 of the NPPF states that in considering the impact of a proposed development, great weight should be given to the asset's conservation.

CS policy P2 states that the Council will protect the borough's heritage by conserving, enhancing and promoting key heritage assets, both statutory and non-statutory, including consideration of their wider settings. Saved UDP policy BE/17 only permits development that preserves or enhances the character and appearance of the Conservation Area. In this case, the site lies within the Middleton Town Centre Conservation Area.

The overall Conservation Area covers over sixteen hectares in the northern part of the town centre and is aligned around the north-south axis of Long Street. The application site exists within the boundaries of the Middleton Town Centre Conservation Area by virtue of its extension in 2013. While not the focal point of the Conservation Area, Middleton Gardens includes an 'eclectic mix of buildings which have varying forms, materials and styles,' which contribute positively to the character of the Conservation Area; the two building lines which comprise the wider secondary shopping area follow the historic arrangement of Manchester Old Road and Manchester New Road.

The application seeks permission for the change of use of the first and second floors of the application property to a self-contained flat, also seeking to provide a separate entrance to the rear through the construction of a first floor extension.

The works to provide a separate entrance to the rear, which would assume a similar form and external appearance to the existing situation, would not result in harm to the significance of the Middleton Town Centre Conservation Area. The significance of Middleton Gardens within the Conservation Area is best experienced from the vantage points within the public realm to the south of the application building.

The works to the front of the building consist of the replacement of the existing roof coverings and window frames, however the use of matching materials would ensure a neutral impact on the significance of the Conservation Area, and this can be secured through a planning condition.

Furthermore, the restoration of the stone window cills by removing the existing paint would make a positive contribution to the appearance of the application property and the street scene.

No concerns are had regarding the bin store, cycle store or proposed lighting, which would be to the rear of the building and, for the same reasons as the rear extension, are not considered to harm the significance of the Conservation Area. However, to ensure a satisfactory visual appearance, details of the bin and cycles stores can be secured through planning conditions.

On this basis, the scheme would preserve the historical significance of the Conservation Area and as such, no balancing exercise is required as per the NPPF. The application would therefore satisfy the requirements of CS policies P2 and P3, PfE policies JP-P1 and JP-P2 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.

Overbearing Impact

Section 5.9 of the SPD explains that two storey or first floor rear extensions can have a much greater impact on neighbouring occupiers than single storey extensions, particularly on their enjoyment of their garden area due to the potential oppressiveness of a two-storey wall close to a common boundary.

The proposed first floor rear extension would be sited against the common boundary with no. 12 Middleton Gardens, although it is not considered to be unduly harmful given that no. 12 is a commercial premises with no record of a change of use at the upper floor levels to residential. Furthermore, it was noted during a site visit that the first floor rear window closest to the proposed extension is obscured by a security sign.

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, existing and future occupiers.

The proposed dwelling would be provided with a satisfactory level of outlook in respect of the standards of section 4.1. Windows to both the front and rear have generally unobstructed views across Middleton Gardens and the car parking area.

Noise

The application site is located within a secondary shopping area. The area to the front of the property is exclusively pedestrianised and hosts a regular street market. Commercial units in the area typically operate within ordinary working hours with most closing before 5pm with some exceptions. It is considered that any future occupier would expect to experience the hustle and bustle synonymous with town centre activity in occupying the proposed dwelling, 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.

Notwithstanding, a new separating floor is proposed between the existing ground floor commercial unit and the proposed flat. This floor includes sound proofing which can be secured through a planning condition.

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 three-bedroom, two-storey dwelling with five bed spaces requires 93m² of internal floor space.

The submitted floor plans indicate a gross internal area of approximately 94m², which would comply with the NDSS. It should be noted that the number of bed spaces has been based on the floor areas of the bedrooms, with the NDSS setting out that a bedroom must be at least 11.5m² to provide two bed spaces.

All habitable rooms across the proposed dwelling are considered to receive adequate natural light and allow for a suitable level of outlook. Moreover, it should be noted that the existing soil and vent pipe to the rear would be re-positioned to the side of the proposed rear elevation window. While the unit does not benefit from a

dedicated private garden, it is not considered necessary to make the development acceptable as the unit would not constitute a family dwelling. It is recognised that the amenities in and around Middleton 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 the adjacent 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. Notwithstanding, parking provisions do exist to the rear, although such provisions are not considered necessary to ensure the viability of the proposal given the sustainable town centre location less than a 5-minute walk from Middleton Bus Station.

The Council's Highway Engineer has reviewed the proposals and has raised no concerns over road safety. 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:-

- ☐ Location Plan. Dated 27/05/2025
- ☐ Existing Floor Plans and Elevations. Drg no. 01A
- ☐ Existing Side Views. Drg no. 02
- ☐ Proposed Floor Plans and Elevations. Drg no. 03E
- ☐ Proposed Side Views. Drg no. 04
- ☐ Proposed Block Plan. Drg no. 11A
- ☐ Proposed Section Through. Drg no. 12

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 brickwork used in the construction of the exterior of the development hereby permitted shall match the brickwork 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 P2, 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. No above ground works shall take place until such time as a detailed specification and/or samples of the roof coverings to be used externally in the construction of the development have first been submitted to and approved in writing by the Local Planning Authority. 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 in accordance with Policies P2, 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.

5. No above ground works shall take place until full product specifications for the windows, external doors, roof lights to be used on the development hereby approved, 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: In the interests of ensuring a satisfactory visual appearance to the development and in accordance with Policies P2, 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.

6. No above ground works shall take place until such time as details of hardstanding have been submitted to and approved in writing by the Local Planning Authority. Any submission shall include details of surfacing materials and construction details including a cross section showing the sub-base makeup.

The hardstanding shall be installed prior to the first occupation of the approved development and retained thereafter.

Reason: In the interest of ensuring a satisfactory visual appearance and in the interest of ensuring the satisfactory drainage of surface water in accordance with

Policies P2, P3, G8 and DM1 of the adopted Rochdale Core Strategy, Policies JP-S4, JP-P1 and JP-P2 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

7. The development hereby approved shall be constructed in accordance with the noise mitigation measures set out within the submitted acoustic construction review dated 01/08/2025 and prepared by Peninsular Acoustics Ltd. 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 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.

8. The development hereby approved shall not be brought into use until such time as details for the design of cycle store has been submitted to and approved in writing by the Local Planning Authority. The duly approved scheme shall be installed in complete accordance and made available for use prior to the approved development first being brought into use. The approved cycle store shall be retained as constructed for its intended use thereafter.

Reason: To ensure the provision of satisfactory and secure facilities for cycle storage and in the interests of visual amenity in accordance with Policies P2, P3, T2 and DM1 of the adopted Rochdale Core Strategy, Policies JP-P1, JP-P2 and JP-C6 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

9. The development hereby approved shall not be brought into use until such time as details for the design of refuse/recycling bin store has been submitted to and approved in writing by the Local Planning Authority. The duly approved scheme shall be installed in complete accordance and made available for use prior to the approved development first being brought into use. The approved refuse and recycling scheme shall be retained as constructed for its intended use thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development and in accordance with Policies P2, 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.

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.

Report Author Bob Melling