

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
25/00458/FUL	Bob Melling	30 th June 2025

Address: 52 Stakehill Lane, Middleton, M24 2RU

Proposal: Conversion of existing workshop building to form a single dwelling including alterations to the existing fenestration

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

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 STC
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CHECKED AND SIGNED OFF BY: TH

DATE: 30.06.2025

SITE

The application relates to an ancillary residential outbuilding currently used as a workshop. The building is located to the northwest of the associated residential properties (nos. 52-56 Stakehill Lane) and there is an existing shared access and parking forecourt situated between the outbuilding and the existing residential properties. The outbuilding measures approximately 18 metres to the northwest-facing elevation of nos. 50-56 Stakehill Lane and no. 64 Stakehill Lane is located

approximately 34 metres away to the northwest although the residential curtilage of no. 64 extends from the side of the property towards the application site. The area immediately to the northeast of the site comprises previously developed land which was formerly the car park for a public house/restaurant. The application site was removed from the Green Belt following the adoption of the Places for Everyone Joint Development Plan (PfE) in March 2024.

The existing outbuilding has a rectangular footprint (16.1 metres by 6.5 metres) with brick walls and gable roof topped with slate. The building has an overall height of 4.53 metres and a gross internal area (GIA) of approximately 87 square metres.

PROPOSAL

Permission is sought for the conversion of the outbuilding into a single dwellinghouse with three bedrooms. The only external alterations proposed to the existing building include the addition of a single door and bi-fold doors to the northeast-facing elevation and alterations to the existing openings within the southeast-facing elevation including the formation of two single windows and an entrance door with glazed side panels. A private garden area would be provided to the northeast of the building and would be enclosed by a 2 metre high timber fence. Two off-street parking spaces would be provided for the proposed dwelling within the existing forecourt.

RELEVANT PLANNING POLICY

National Guidance

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

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-H1	Scale, Distribution and Phasing of New Housing Development
JP-H4	Density of New Housing
JP-P1	Sustainable places

Adopted Rochdale Core Strategy (CS):

DM1	General development requirements
SD1	Delivering sustainable development

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
G6	Enhancing green infrastructure
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
Appendix 5 Schedule of Parking Standards

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

25/00381/OUT - Outline planning application (with all matters reserved except the means access) for the development of up to 314 residential dwellings (Use Class C3) and employment uses (Use Class B2/B8 including ancillary office space (Use Class E)) comprising up to 1. Pending consideration.

22/00371/OUT - Outline application (including access) for residential development comprising up to 7 dwellings - Resubmission of 21/00463/OUT. Decision: Grant subject to conditions.

21/00463/OUT - Outline application (including access, appearance, layout and scale) for the erection of 7 no. dwellings. Application withdrawn.

01/D38528 - Change Of Use And Conversion From One Dwelling To 4 Dwellings. Decision: Grant subject to conditions.

99/D36225 - Erection Of 3 Detached Dwellings. Decision: Dismissed at appeal.

96/D32895 - Residential Development - 15 Dwellings. Decision: Refuse.

95/D31644 - Change Of Use From Public House/Restaurant To Private Dwelling. Decision: Grant subject to conditions.

87/D20876 - Conservatory Extension To Front And Single Storey Extension To Rear Of Premises. Decision: Grant subject to conditions.

86/D19009 - Internal And External Refurbishment And Extension Of Public House Including Screen Fence To Enclose Patio Children's Play Area And Beer Garden. Decision: Grant subject to conditions.

CONSULTATION RESPONSES

Highways – (Summary) No objections.

Environmental Health (Contamination) – No comments.

Environmental Health (Noise) – No response at time of writing.

REPRESENTATIONS

Letters of notification were sent to surrounding properties and a site notice posted in the vicinity. 13 letters of objection and 11 letters of support have been received. The main concern raised by residents is the impact of the development on the highway network and the lack of connectivity to public transport. This will be addressed in the 'Highways and Parking' section of the report.

It has also been noted that a condition was applied to application ref: 01/D38528 which said: '*The garages shown on the plan hereby approved shall be used for the*

parking of vehicles or ancillary domestic storage and for no other use.' The reason for the condition was: *'In order to safeguard the amenities of the area and to prevent nuisance arising.'* On this basis, it is deemed that the intention of the condition was to restrict the use of the garage in order to prevent its use for purposes which may have resulted in harmful levels of noise and other disturbance, such as commercial uses. It is not considered that the condition was intended to restrict potential residential use in particular. Moreover, the condition was clearly not related to highways or parking as it did not require the garage to be used for parking. In any event, the purpose of the current application is to consider all relevant planning matters in order to reach a balanced, evidence-based decision.

ANALYSIS

Principle of Development

Paragraph 11 of the NPPF states that decisions should apply a presumption in favour of sustainable development. Having specific regard to residential developments, paragraph 61 of the NPPF requires Local Planning Authorities (LPAs) to 'support the Government's objective of significantly boosting the supply of homes,..' by ensuring that '... a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without necessary delay.' Paragraph 73 of the NPPF also states that 'small and medium sized sites can make an important contribution to meeting the housing requirement of an area.'

The Places for Everyone Joint Development Plan (PfE) includes a number of development management policies in addition to land allocations for development over the plan period across the 9 authorities within Greater Manchester to which it relates. The site was previously within the Green Belt as set out under saved UDP policy G/D/2. Following the adoption of PfE, the site along with the surrounding area has been removed from the Green Belt. There is no specific allocation policy that relates to this site, however allocation policy JPA2 (Stakehill) relates to the area surrounding the application site. This proposes that the site will provide around 1,680 high quality homes (including larger, higher value homes), around 150,000 sqm of high quality, adaptable industrial and warehousing floorspace, make provision for new and improved sustainable transport and highways infrastructure and improve access arrangements in and around Stakehill Industrial Estate (to assist in the separation of residential and employment traffic as much as possible).

PfE establishes revised housing targets over the Plan period, with a requirement for Rochdale to deliver an average of 616 dwellings per year. PfE policy JP-H3 also seeks to deliver a more diverse range of housing in northern areas of the city region and achieve a better spread of higher value housing in such areas which are often dominated by low-cost housing.

The latest published information suggests that the Council can demonstrate over 5 years' worth of deliverable housing sites, as required by national policy, however this does not preclude the promotion of sustainable development where this can assist in delivering additional housing to meet local needs.

The application proposes to convert an existing ancillary outbuilding into a single dwelling with the proposed garden using an area of hardstanding that was previously used as a car park for the former pub. In accordance with the definition set out in Annex 2 of the NPPF, the site is considered to represent previously developed or brownfield land.

The NPPF has placed a greater significance on the development of brownfield sites for housing. Paragraph 125 of the NPPF states that decisions should 'give substantial weight to the value of using suitable brownfield land within settlements for homes and other identified needs, proposals for which should be approved unless substantial harm would be caused, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land.'

PfE also establishes a clear aspiration to focus development on previously developed, or brownfield sites. Furthermore, CS policy C1 sets out that the Council will seek to maximise the potential of previously developed sites within the urban area to achieve a target of 80% of new housing on previously developed land.

The proposals would clearly support the aspirations of national and local planning policy by making the best use of brownfield land and boosting the supply of homes. As such, the principle of residential development is considered to be acceptable subject to all other material considerations.

Impact on Visual Amenity

CS policies P3 and DM1 require development proposals to be a high standard of 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.

No concerns are had regarding visual amenity given that only minor external alterations are proposed to the existing building. Bin storage and parking are also considered to be suitably sited as not to adversely impact the character and appearance of the street scene.

Therefore, subject to the suggested condition in respect of materials, the application is considered to accord with the relevant parts of CS policies DM1 and P3, PfE, the SPD and the NPPF.

Impact on Residential Amenity

Paragraph 135 of the NPPF advises that planning decisions should result in places with a high standard of amenity for existing and future users. CS 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.

The existing building would not be extended and the windows (ground floor only) would measure approximately 18 metres to the northwest-facing elevation of nos. 50-56 Stakehill Lane and approximately 34 metres to the southeast-facing side elevation no. 64 Stakehill Lane. There are no residential properties to the northeast or southwest. On this basis, it is not considered that the proposed dwelling would adversely affect the amenity of neighbouring residents through visual intrusion, overbearing impact, overshadowing or loss of privacy.

In respect of occupier amenity, most of the habitable rooms would be provided with adequate levels of natural light and outlook and the proposed dwelling would be provided with an appropriate amount of private outdoor amenity space. Two of the bedrooms would be served by single windows facing to the rear (west) and would face onto the existing boundary hedgerow at quite close proximity. This would somewhat compromise the outlook provided to these rooms in the case of a conversion it is not considered that a refusal on amenity grounds could be sustained. The overall level of occupier amenity provided by the dwelling would on balance be satisfactory.

The Nationally Described Space Standards (NDSS) is a technical standards document produced by the Government to ensure internal space within new dwellings is suitable.

Number of bedrooms (b)	Number of bed spaces (persons)	1 storey dwellings	2 storey dwellings	3 storey dwellings	Built-in storage
1b	1p	39 (37) *			1.0
1b	2p	50	58		1.5
2b	3p	61	70		2.0
2b	4p	70	79		2.0
3b	4p	74	84	90	2.5
3b	5p	86	93	99	2.5
3b	6p	95	102	108	2.5

Figure 1 - Excerpt from NDSS (2015)

The proposed dwelling has one storey and three bedrooms capable of accommodating 5 persons. It has a GIA of approximately 87 square metres with built-in storage of approximately 1.5 square metres. Although the proposed storage space would not meet the technical standards, it is noted that the bedrooms are each a comfortable size with adequate space for additional storage options. Therefore, it is considered that the proposed dwelling would provide sufficient internal space for any future occupants.

Overall, the proposal would not unduly impact on the amenity of future occupants or neighbouring residents and would be acceptable in accordance with the relevant parts of CS policy DM1, PfE, the SPD and the NPPF.

Highways and Parking:

Paragraph 116 of the NPPF 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, following mitigation, would be severe, taking into account all reasonable future scenarios. CS policy DM1 states that all development proposals should provide satisfactory vehicular access with adequate parking, manoeuvring and servicing arrangements taking into account the proposed use and location.

The proposed dwelling would utilise the existing access used by nos. 52-56 Stakehill Lane and would be provided with two off-street parking spaces, which would meet Council standards. While concerns have been raised by residents regarding the capacity of Stakehill Lane to accommodate additional traffic, the Highways Officer has raised no objections, stating that the proposals will have a limited impact on traffic. Furthermore, the proposed dwelling would be located a short distance from the Manchester Road public transport corridor.

The proposal is therefore considered to meet the requirements of CS policies DM1 and T2 and the NPPF.

Arboricultural and Ecological Impacts

In England, biodiversity net gain (BNG) is required under a statutory framework introduced by Schedule 7A of the Town and Country Planning Act 1990. Under the statutory framework for BNG, subject to some exceptions, every grant of planning permission is deemed to have been granted subject to the condition that the biodiversity gain objective is met. This objective is for development to deliver at least a 10% increase in biodiversity value relative to the pre-development biodiversity value of the onsite habitat. This increase can be achieved through onsite biodiversity gains, registered offsite biodiversity gains or statutory biodiversity credits.

The proposed development would impact less than 25 square metres of on-site habitats and is therefore exempt from mandatory BNG. However, developments should still provide biodiversity enhancements in accordance with local and national planning policy.

Paragraph 187 of the NPPF states that the planning policies and decisions should contribute to and enhance the natural and local environment. CS policy G6 expects development proposals affecting green infrastructure to avoid the loss of existing features such as trees unless suitable alternative provision is made or they have limited value. CS policy G7 advises that no development should result in a net loss of biodiversity. It is clear that the development would be possible without affecting any trees or other notable vegetation. The proposed garden would utilise an area of hardstanding and it is considered that biodiversity net gain could be delivered through suitable landscaping and the requirement for biodiversity enhancement features such as bat and bird bricks/boxes or other similar features, which can be required via condition. Therefore the proposed development is considered to be satisfactory in respect of the requirements of CS policies G6 and G7 and the NPPF.

Drainage and Flood Risk

CS policy G8 sets out the Council's strategy for managing water resources and flood risk more effectively in the interests of public safety, protecting property and infrastructure and the conservation of the natural environment. The NPPF also establishes that inappropriate development in areas at risk at flooding should be avoided and that when determining planning applications, LPAs should ensure flood risk is not increased elsewhere.

The existing building has a connection to the mains sewer which will be utilised for the disposal of foul sewage. Moreover, no changes are proposed to the existing method of roof water disposal. The development would see the replacement of hardstanding with grass which would improve the drainage of surface water from the site. Therefore the proposed development is considered to be satisfactory in respect of the requirements of CS policies G8 and the NPPF.

Land Contamination

CS policy G9 states that the Council will ensure that any risks arising from contaminated land or land instability are identified, and that any appropriate actions to address these risks are taken prior to development taking place. The proposed development would result in very little disturbance to the existing ground. The Council's Public Protection Officer has declined to provide detailed comments on the application on that basis. Given the unlikelihood of ground contamination being present on site as a result of the existing use, it is considered that no conflict would arise with the requirements of Core Strategy policy G9 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:-

- Existing & Proposed Elevations & Plans. Dwg no. A01. Rev 002
- Existing Site Plan. Dwg no. A100. Rev 001
- Proposed Site Plan. Dwg no. A101. Rev 001
- Location Plan. Dwg no. A200. Rev 001

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 materials used in the construction of the exterior of the development hereby permitted shall be in accordance with drawing number A01 unless otherwise approved in writing by the Local Planning Authority.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with policies P3 and DM1 of the adopted Rochdale Core Strategy, the Places for Everyone Joint Development Plan and the National Planning Policy Framework.

4. No above ground works shall take place until a scheme of biodiversity enhancements for the site including the specification and location of not less than two bird boxes and one bat box, has been submitted to and approved in writing by the Local Planning Authority. The dwelling hereby approved shall be occupied until such time as the duly approved biodiversity enhancement measures have been installed in accordance with the duly approved detail.

Reason: In the interests of enhancing biodiversity and habitat provision within the site in accordance with policy G7 of the adopted Rochdale Core Strategy, policy JP-G8 of the Places for Everyone Joint Development Plan and the National Planning Policy Framework.

Procedure statement

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

Report Author Bob Melling