



CHORLTON PLANNING LTD

Town Planning & Development Consultants

FULL PLANNING APPLICATION

EXTENSION OF CURTILAGE, DEMOLITION OF EXISTING LEAN-TO SIDE EXTENSION AND CONSTRUCTION OF FOUR CAR GARAGE

1, GAINSBOROUGH DRIVE, ROCHDALE OL11 2QT

PLANNING, DESIGN AND ACCESS STATEMENT

Prepared by Chorlton Planning Limited

On behalf of

Mr L Byrne

A2416

December 2024

61 Nudger Green, Dobcross, Oldham, OL3 5AW

T : 07464 505 443 E : enquiries@chorltonplanning.co.uk

Alan Chorlton MRTPI

Planning Applications and Appeals • Building Change of Use Appraisals • Development / Redevelopment Assessments • Site Searches
Commercial / Housing / Leisure / Entertainment • Food and Drinks Issues • Conservation Areas / Urban Design • Listed Buildings / Tree Preservation Orders
Planning Enforcement Problems • Development Grants • Development Plan Review Representations
Registered Office: 61 Nudger Green, Dobcross, Oldham OL3 5AW • Registered in England No. 5319822

0.0 BACKGROUND

0.1 This statement is provided in support of a full planning application for the erection of a four-car garage and the change of use of amenity space to domestic garden on land to the side of 1 Gainsborough Avenue, Rochdale.

0.2 The Statement takes into account the views of the Council, the Planning Appeal Inspector and National, Regional and Local Planning Policy.

1.0 THE SITE.

1.1 No. 1 Gainsborough Drive is at the end of a terrace of four properties at the junction of Gainsborough Drive and Hogarth Road, Rochdale. It is a traditional built two storey property with a pitched roof. The upper part is rendered whilst the lower part is built in brick. A small single storey lean-to extension is attached to the south face of the main house.

1.2 The application site also includes the rectangular area of amenity green space to the west of the house at the corner of the road junction.

1.3 A location plan is attached at Document No. 1 and photographs at Document No 2.

2.0 PLANNING HISTORY

2.1 The land which formerly an open amenity green space owned by the Council was acquired from the Council's agent by the applicant some time ago. It was indicated at the time that he was buying the land to accommodate a garage.

2.2 Two planning applications for the erection of a four-car garage as an extension to the existing house were submitted to the Council. Both were refused. The decision on the second application -reference number – 23/00883/FUL - was taken to appeal. The appeal was dismissed. A copy of the Appeal Inspector's letter is attached at Document No. 3.

3.0 THE PROPOSALS

3.1 The proposals are two-fold.

1. The demolition of a side extension and the building of a four-car garage.
2. The incorporation of the former amenity open space within the curtilage (garden) of Number 1 Gainsborough Drive.

3.2 The four-car garage will be of a simple rectilinear shape with a flat sedum roof. The walls will be of brick to match the existing house, or similar.

3.3 Visually the garage will be detached from the house but accessed from the house by a small, glazed link structure.

3.4 The external materials for the garage and glazed link can be agreed with the Local Planning Authority. A form of living wall to the side elevation is another option.

4.5 The proposed garage is to accommodate part of the applicant's collection of classic cars allowing him easy access from the house for maintenance etc.,

3.6 The former amenity open space will be landscaped with shrubs or grass and will include two or three substantial trees within the corner plot. A low open metal fence will be erected at the back edge of the pavement.

3.7 The driveway to the garage will be of grasscrete or similar to allow grass to grow through and assist SUDS drainage.

3.8 The access of the driveway will be offset slightly to maximises the visibility splays to Hogarth Road from which it will gain access.

4.0 PLANNING POLICY CONTEXT.

4.1 Planning applications within Rochdale are assessed against National, sub regional and local planning and environmental policies. The principal documents are:

- The National Planning Policy Framework (NPPF). This sets out the Government's planning policy for England. It was updated in December 2023. All other planning policy documents need to be in conformity with this Framework and it takes precedence over out-of-date policies contained within local and other plans. The recently elected government is to update the NPPF within the near future. A draft NPPF has been circulated and the new NPPF is due for issue soon.
- The Greater Manchester Places for Everyone Plan (PFE). This Plan covers the nine participating local authorities in Greater Manchester, including Rochdale. It was adopted on 21st March 2024. Revisions to the NPPF may affect the PFE policies and strategic development sites.
- The Rochdale Core Strategy. This was adopted in October 2016. Following the adoption of the PFE, Rochdale Council is working on The Rochdale Local Plan which will replace the Core Strategy. In the meantime, the Core Strategy will continue to be used in considering planning applications

4.2 The property is unallocated for any primary purpose on the Core Strategy Proposals Map. It is not listed nor is it within a Conservation Area.

4.3 The main Rochdale Core Strategy Planning Policies relating to domestic planning applications are Policies DM1, P1 and P3. PFE Policies JP-P1 Sustainable Places and JP-G6: Urban Green Space are also relevant as is the Council's Supplementary Planning document "Guidance and Standards for Residential Development".

4.4 Rochdale Policies P1 and P3 demand high quality design in all new developments.

4.5 Policy P1 seeks to improve the image of the borough to maximise social and economic benefits.

4.6 Policy P3 seeks to:-

“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;

Ensure that buildings contribute positively to the townscape and are well proportioned....

Minimise impact upon the environment, and help adapt to the impacts of climate change, including by re-using existing buildings and materials (maximising the benefits of existing embodied energy) and utilising sustainable drainage (Policies G1 and G2);

Design buildings and spaces so that quality and appearance can be maintained over time; and

Reduce the monotony and visual impact of car parking areas by using substantial and well-integrated landscaping.”

4.7 Policy DM1 demands high quality design that will enhance the quality of the area in all developments. Development must be compatible with surrounding land uses and not lead to an adverse impact on the amenity of residents,

“...through visual intrusion, overbearing impact, overshadowing or loss of privacy”.

4.8 Section 5 of the ‘Guidelines and Standards for Residential Development’ SPD addresses extensions to existing dwellings. It states that:-

“Extensions and alterations to existing properties, including dormer extensions, should be carefully designed to protect the amenity of the occupants of adjoining properties.....

Additionally, they should be designed to be in keeping with the host property and generally should be subservient to it.”

4.9 NPPF paragraphs 126 state that;

‘Good design is a key aspect of sustainable development.’

4.10 NPPF paragraph 130 states that planning decisions should ensure that developments;

are visually attractive as a result of good architecture, layout and appropriate and effective landscaping,

‘are sympathetic to local character and history, including the surrounding built environment and landscape setting

‘establish and maintain a strong sense of place’.

4.11 NPPF paragraph 139 states that;.

Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents which use visual tools such as design guides and codes. Conversely, significant weight should be given to:

(a) development which reflects local design policies and government guidance on design, taking into account any local design guidance and supplementary planning documents which use visual tools such as design guides and codes; and/or

(b) outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings.

4.12 PFE Policy JP-P1 Sustainable Places states;

We aim to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places, each having the following key attributes that all development, wherever appropriate, should be consistent with:

1. Distinctive, with a clear identity that:

- A. Conserves and enhances the natural environment, landscape features, historic environment and local history and culture;*
- B. Enables a clear understanding of how the place has developed; and*
- C. Respects and acknowledges the character and identity of the locality in terms of design, siting, size, scale and materials used*

4.13 PFE Policy JP-G6: Urban Green Space aims to ensure there is an appropriate scale, type, quality and distribution of accessible urban green space that can support a high quality of life and other important green infrastructure functions: It states;

- *existing urban green space will be protected and enhanced in balance with other considerations; and*

- *we will work with developers and other stakeholders to deliver new high quality urban green spaces.*

Development should be designed to support the positive use of nearby green spaces, such as by offering a high-quality setting, providing natural surveillance, and facilitating easy access by walking and cycling

5.0 PLANNING CONTEXT

5.1 Kirkholt, within which No. 1 Gainsborough Drive is situated, is a pleasant, mature housing estate of traditional layout and design with relatively spacious domestic gardens and wide roads. In many cases parking is available in the front drive of the dwellings.

5.2 A particular feature of the estate is the inclusion of open amenity green spaces on the four corners of road junctions. These are mostly put to grass and contain large mature trees.

5.3 The spacious nature of the housing layout and the open corner landscaping including the trees is a defining characteristic of the estate.

5.4 The Council refused the second application - 23/00883/FUL – for the following reasons:

“By virtue of its design and citing, the proposed works are considered to be inappropriate and discordant to the character of the surrounding estate with the erosion of prominent green space on a corner junction resulting in significant visual harm. The extension is not considered to respect the character of the site and would appear disproportionate for a dwelling of this size. The addition of permeable paving over the existing grassed area fails to respect the visual amenity and could be detrimental to the verdant character of the estate. As such, the proposal would not accord with Policy’s DN1 and P3 of the Adopted Rochdale Core Strategy, the Council’s Adopted Supplementary Planning Document ‘Guidelines and Standards for residential development’ and the National Planning Policy Framework”.

5.5 A copy of the refusal notice is attached at Document No.4.

5.6 An appeal to the Planning Inspectorate against this decision was dismissed.

5.7 The Inspector identified a number of issues in his report that led him to dismiss the appeal. Looking at these in more detail, three issues stand out.

1. The relationship of the proposed extension to the existing dwelling house and the terrace within which it is situated.
2. The appearance of the garage within the wider context of the street scene.
3. The loss of the amenity green space at the junction of Hogarth Road and Gainsborough Drive.

5.8 A copy of the Inspector’s decision letter is attached at Document No.3.

5.9 The Inspector felt that the large building did not sit well with the host dwelling being effectively flush with the front wall, disproportionate to the size of the dwelling and adversely affecting the symmetry of the four house terrace. With regard to the street scene, he was concerned about the design of the roof, the large garage doors and the adverse impact of the building on the street scene. He was also concerned about the loss of green space and in particular the erection of a fence around the plot.

6.0 RESPONSE

6.1 In response to the above the proposals have been re-considered and re-designed

The Building

6.3 A key issue is the size and massing of the proposed garage relative to the house and the street scene.

6.4 The Council’s Residential Guidelines, expect extensions to dwellings to be subordinate to the size, shape and massing of the host dwelling. However, in this case it would be reasonable

to take into account the four terraced block, rather than concentrating on one house. The visual mass of the whole block is the dominant feature in the street scene. The Inspector also commented on its symmetry.

6.5 The revised proposals visually detached the garage from the main building block so that it appears as a freestanding building and not as an extension to the block. In this way the garage building does not upset the symmetry of the terrace or the visual dominance of the block. Domestic access from the house is achieved by way of a small lightweight glass link construction set well back from the front elevation of the block.

6.6 The proposed flat roof will make the garage further recessive and have less impact on the street scene. The roof will be covered in sedum grasses to encourage biodiversity and reduce the rate of rainfall run off. It is noted that the floor level of No. 1 Gainsborough Drive is lower than that of the house to the west on Hogarth Road. This helps to set the garage into the land form.

6.7 The low-profile detached building will have four individual doors with vertical boarding or similar to break up the large expanse of garage door in the previous scheme.

6.8 The external walls are proposed in brick to match that of the house. However, the side wall that faces onto Gainsborough Drive could be covered with planting – a living wall - or trellis work could be attached and plants, ivy, etc., and trained to climb it.

6.9 The garage is to accommodate part of the applicant's collection of classic cars and as such will not be used on an intensive daily basis. Site lines and visibility splays are provided to the Hogarth Road frontage.

The Open Space

6.10 There will still be a substantial amount of green space remaining once the garage is built, especially in the southern part around the road junction. It is important to maximise the view of this from the street.

6.11 To achieve this the existing high timber and concrete post fence will be removed and replaced by a low open metal fence of a design similar but lower to the one already present at the side of the existing garden. The open space will not be taken in as traditional domestic garden but will be put to grass or planted with low bushes or a mixture of both.

6.12 Two or three large trees, possibly semi-mature trees, of an appropriate variety will be planted in a prominent position within the open space. Large trees in these corner plots are a defining characteristic of the Kirkholt estate.

6.13 The garage driveway will be of grasscrete construction which is hardwearing but allows grass to grow between the openings and also assists with sustainable surface water drainage

6.14 Surface water drainage from the building and the driveway will be dealt with within the site in accordance with SUDS principles.

6.15 It is suggested that the palette of external materials to be use for the building, the details of the boundary treatment and the landscaping, including the trees, could be discussed and agreed whilst the application is being considered or dealt with by condition.

7.0 BIO-DIVERSITY NET GAIN

7.1 The Environment Act 2021 introduced Biodiversity Net Gain (BNG)

7.2 BNG means that new developments will have to increase biodiversity compared to what was previously on the site.

7.3 BNG requirements became mandatory for most planning applications earlier this year – 2024. For most major developments the appointed day was 12 February 2024. For most small developments it was 2 April 2024.

7.4 Small developments include householder applications.

7.5 The proposals are essentially for the domestic use of the occupants of No.1 Gainsborough Drive and as such is essentially a householder application and exempt for BNG requirements.

5.6 However, it is accepted that enhancements to bio-diversity will be required by NPPF and PFE policies.

5.7 The provision of trees and bushes and the sedum roof will increase the natural habitat and encourage increased biodiversity

8.0 DESIGN

Use/Size/Amount

8.1 The site is approximately 180 square metres in size and the garage is 57.8 square metres in area. The building will be used for accommodation of private motor vehicles and the remaining open areas landscaped.

Scale

8.2 The proposed garage is of a scale, size and design that is appropriate to its function and can be accommodated comfortably on the site.

Layout

8.3 The proposed garage is positioned close to the house with access on to Hogarth Road. The layout is dictated by the shape of the site and the size of the cars to be accommodated.

Appearance and landscaping

8.4 The proposed garage is low profile with a flat sedum covered roof. It is of brick construction but this can be varied by discussion with the case officer.

8.5 The remaining open area will be attractively soft landscaped including semi mature trees

9.0 ACCESS

9.1 A new vehicular access will be created on to Hogarth Road to serve the proposed development. Adequate visibility displays will be provided.

10.0 SUMMARY AND CONCLUSIONS

10.1 Two previous applications for a four-car garage have been refused and an appeal dismissed.

10.2 The current proposals have addressed the reasons for refusal and the Council's and the Inspector's concerns regarding the original development.

10.3 The revised scheme addresses the relationship of the garage to the existing block of four terraced houses and the street scene in general.

10.4 The building is low profile and visually detached with a flat sedum roof. It respects the symmetry of the existing four block and does not prejudice its dominance presence in the street scene.

10.5 The remaining open land will be soft landscaped including the planting of semi-mature trees. A low open metal fence, similar to the one already on site, but lower, will be positioned along the boundary to allow maximum visibility of the open areas.

10.6 The revised scheme respects the defining characteristics of the estate in particular the treatment of the amenity plots around road junctions but will allow the applicant the use of the land that he acquired from the Council for his domestic garage.

10.7 It is hoped that the details of the external materials, the landscaping and other features can be the subject of discussion while the application is being considered or dealt with by Planning Condition

10.8 The revised scheme complies with National, Sub-Regional and Local Planning Policies.

10.9 Further information can be supplied if requested.