

SUPPORTING STATEMENT & HERITAGE STATEMENT

18th November 2023

Proposed detached garage



15 Broadhalgh Avenue, Rochdale

Prepared by MacMarshalls Rural Chartered Surveyors & Planning Consultants
on behalf of Mr Andrew Marsh

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1. THE APPLICATION SITE

- 1.1. The application site comprises a detached dwelling located on Broadhalgh Avenue, a secluded street in a predominantly residential area of Rochdale. The property lies to the south of Broadhalgh Avenue and has residential properties to all sides.
- 1.2. The site lies within the Moorgate Conservation Area (CA) (designated in 2005). The Conservation Area boundary forms the western boundary of the site. The dwelling is also Grade II listed. A copy of the description of the listing is set out below:

*House. 1907-09. By Parker and Unwin for Mrs Ashworth. Roughcast with ashlar dressings and graduated stone slate roof. Rectangular plan linked by a covered walkway at the front to a boiler room wing and billiard room at left and right respectively. Each of the 3 blocks has one storey (plus attic rooms) and is dominated, in the C Voysey manner, by a large hipped roof. Ashlar plinth, battered angled corner buttresses and overhanging eaves. The door which has a leaded glass panel and copper ironmongery is centrally placed with 4 small windows to the left. The eaves are supported on timber posts creating a walkway. Long mullioned dormer window. The left wing has 6 bays each with 3 or 4-light recessed flat-faced stone mullion windows and dormer windows which break through the eaves. The billiard room wing is of 2 bays and is obscured at front by a flat-roofed garage. The principal elevation (rear) has 2 square bay windows; the main roof sweeping down to cover them. Between them are double-doors and a 3-light window on either side a 1-light window. 9-light dormer window. The windows have leaded panes and doors retain original fittings. Tall chimney stacks with wide cornices. A pergola and double-gates with a hipped roof supported on massive piers enclose the front courtyard. Interior: Design dominated by a full-height room, the deep plan being lit by the dormer windows. A floor was inserted in the 1930s but most of the original fittings including timberwork, light fittings, panelling, doors and fitted furniture (wardrobe, desk etc) survive. Large inglenook fireplace. "The house exemplifies, more than any other I can call to mind, the application of those qualities and principles of architecture for which I have been contending." Parker, *The Craftsman*, 1910. Charles Jones Ltd, *Modern Building Record*; 1912, Vol III.*

2. THE PROPOSED DEVELOPMENT

- 2.1. The proposed development is for a replacement garage close to the western boundary of the site. Currently there is a pitched roof rendered structure located adjacent to the western boundary of the site. The building is set back from the road behind large double gates. The photographs below show the extent of the existing building from the front and rear.



Figure 1 Rear view of the existing building and view from the road.

- 2.2. The proposed development is for a replacement garage. The garage is larger than the existing structure and will consist of a mono pitch to reduce its size and massing. The higher end of the garage will be adjacent to the western boundary of the site with the lower end adjacent to the existing outbuilding.
- 2.3. The garage will be set back from the highway in line with the existing structure and will necessitate the removal of four trees situated along the western boundary. The applicant has submitted a tree report to accompany this application.
- 2.4. The proposed garage will have an aluminium glazed door, rendered walls on the side and rear of the garage, with stone plinth. There will also be solar panels on the roof slope. The area above the garage door will be clad in aluminium graphite grey and the roof will have a zinc finish. The proposed block plan and front elevation are shown below and provides a modern addition to the side of the host listed building.

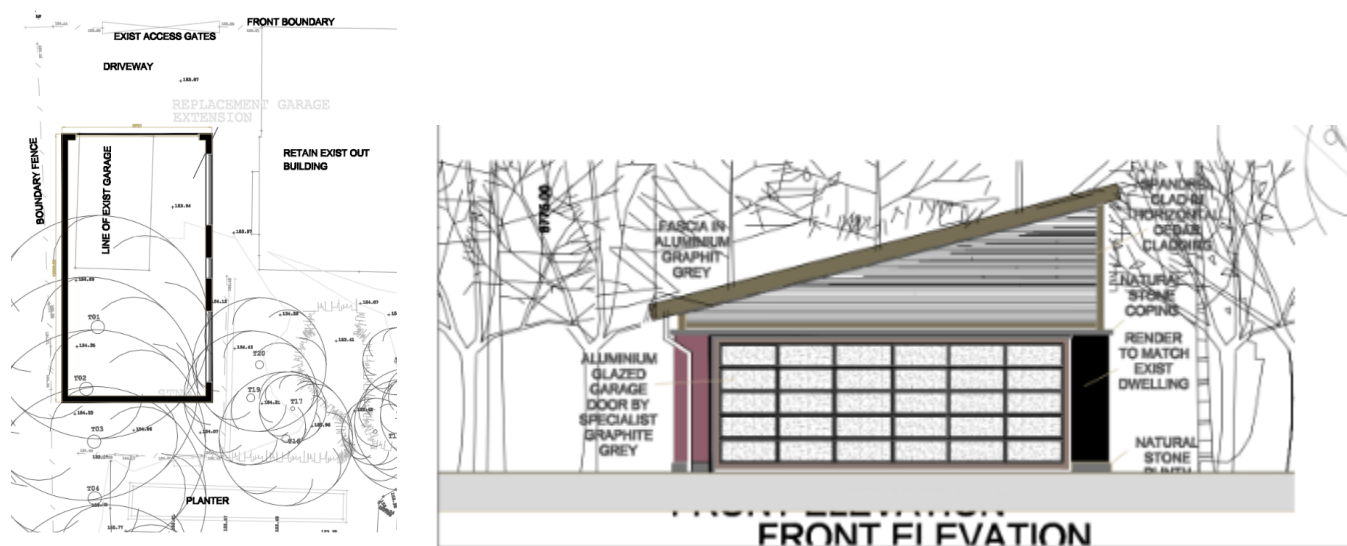


Figure 2: Block Plan and front elevation of the proposed garage.

3. PLANNING HISTORY

- 3.1 The site has been subject to one previous planning application which was approved in 1995 for the demolition of attached greenhouses and construction of a single garage to the side of the existing garage (reference 95/D31803). The garage that currently exists relates to this permission.

4. PLANNING POLICY

4.1 The Application Site is located within the settlement area of Rochdale, it is a listed building and situated within Moorgate Conservation Area. The following national, regional and local policies require consideration:

- National Planning Policy Framework (NPPF) July 2021;
- Rochdale Unitary development Plan

4.2 As the host building site is a listed building and the site is within a conservation area, the following paragraphs of the Planning Framework are considered to be of relevance.

197. *In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness*

199. *When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.*

202. *Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.*

4.3 Paragraph 163 of the National Planning Policy Framework states;

'When determining planning applications for renewable and low carbon development, local planning authorities should: a) not require applicants to demonstrate the overall need for renewable or low carbon energy, and recognise that even small-scale projects provide a valuable contribution to significant cutting greenhouse gas emissions'

4.4 Local planning policies are contained within the following:

- Rochdale Core Strategy,
- Saved policies of the Rochdale Unitary development Plan (UDP) (2006)
- The Residential Design Guide Supplementary Planning Document (SPD) (2007),
- The Oldham and Rochdale Urban Design Guide SPD,

- The Guidelines and Standards for Residential Development Supplementary Planning Guidance (SPG) (1995).

- 4.5 The Rochdale Core Strategy was adopted on 19th October 2016. The following policies are relevant: P2 - Protecting and enhancing character, landscape and heritage, P3 Improving Design of New Development DM1 General Development Requirements T2 Improving Accessibility Appendix 5 Schedule of Parking Standards, Supplementary Planning Documents (SPD): Supplementary Planning Document 'Guidelines and Standards for Residential Development' (2016)
- 4.6 Policy P2 refers to protecting and enhancing character, landscape and heritage. The policy requires that proposals will protect and enhance the borough's character, the distinctiveness of its town centres, housing areas and countryside, and the qualities of its landscapes, utilising the considerable potential of these assets in development and regeneration schemes. The Council will do this by amongst other things, requiring new development to integrate successfully with the key natural features of the borough and conserving and enhancing townscape character.
- 4.7 Policy P3 relates to Improving the design of new development. The policy requires all new developments, including associated landscaping, regardless of location in the borough, to adhere to high standards of design.
- 4.8 Policy DM1 relates to general development requirements. The policy states that all development proposals, including changes of use of land and buildings, extensions and alterations, will be expected to demonstrate that they: a. Are of high quality design and take the opportunity to enhance the quality of the area; b. Are compatible with surrounding land uses, both in terms of its impact upon those uses and the impact of the surrounding land uses upon the amenities of future residents / users; c. Do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy and provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location;
- 4.9 Policy T2 refers to improving accessibility. The policy states that the Council will require developments to provide parking in compliance with the Council's Car Parking Standards (see Appendix 5). Appendix 5 states that for 2+ Bedroomed Houses outside Town Centres 2 spaces per dwelling, (not including a garage) is required.
- 4.10 The SPD Paragraph 3.15 outlines guidance for car parking to which it states "In situations where garages may be counted towards car parking provision for planning purposes, they will need to have internal dimensions of at least 5.5 metres in length and 3.5 metres in width".

5. PLANNING ASSESSMENT/HERITAGE STATEMENT

- 5.1 Sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) requires the proposed development to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area and preserving the setting of the listed building.
- 5.2 In terms of an appraisal of the relevant designated heritage assets, these assets are considered to be the Moorgate Conservation Area and the host dwelling which is a listed building. The Conservation Area does not have the benefit of an Appraisal or Management Plan. However, the Conservation Area is considered to be predominantly characterised by inter-war semi-detached houses set in fairly small curtilages. Most of these properties front onto Moorgate Avenue. However, two large houses are included to the north of the CA, these being 13 Broadhalgh Avenue (The Red House) and 15 Broadhalgh Avenue (the application site). Both these detached properties are Edwardian and set in large curtilages, much larger than any other properties within the Conservation Area. The contribution of these two properties to the Conservation Area is therefore held to be significant, although they are not considered to be characteristic of the Conservation Area in general. A plan of the Conservation Area is shown below, with the application site located in the north western part.

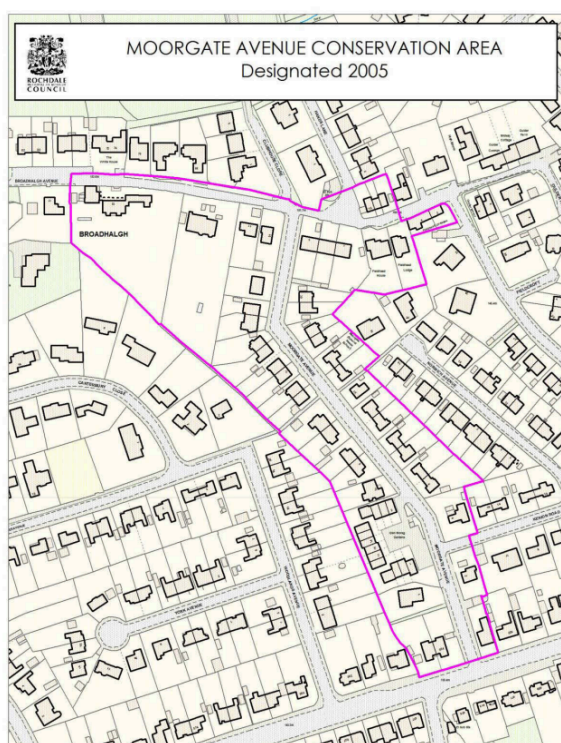


Figure 3 Plan of Moorgate Conservation Area

- 5.3 The property is considered to be a significant building in terms of the architects of the house. Parker and Unwin applied the Arts and Crafts Movement to their designs. Parker designed middle-class houses as well as sketching idealised working class houses for Unwin. By 1901, the pair opened offices in Letchworth, they also published a book called 'The Art of Building a Home'. They designed a model village at New Earswick, York (for Joseph Rowntree) and later designed Letchworth Garden City and then Hampstead Garden Suburb with Edward Lutyens. As a result, their building comprising the host dwelling represents an excellent example of their Arts and Crafts inspired work.
- 5.4 The existing garage will be removed as part of the proposal. It is a later addition and does not contribute anything to the setting of the listed building. The removal of the garage would not be harmful to the setting of the listed building or to the character and appearance of the conservation area.
- 5.5 The design of the proposed garage is not a pastiche or copy of the original building and is deliberately a contrasting design to that of the host building. It is of a modern design with a mono pitch sloping down to the scale of the host dwelling. Therefore the massing of the proposed garage is subservient to the massing of the host dwelling and its contemporary design will also ensure that it remains clearly subservient to the main building.
- 5.6 Although the proposed garage will be sited closer to the host dwelling than the existing garage, it will still appear as physically separated from the dwelling and appear as a stand alone structure, which is illustrated by its contrasting modern design. The separation is important as the setting of the listed building is still retained and the proposed garage reads as an ancillary structure.
- 5.7 With regards to the impact on the surrounding street along Broadhalgh Road and its immediate adjacent settings, the proposed garage is set back from the road, and therefore its visual impact is limited from public vantage points. The host dwelling is set forward of the proposed garage and therefore there are no views of the proposal when viewed on the approach to the site from the east. From the west neighbouring properties and intervening vegetation will also restrict views of the proposal. The viewer's attention will be drawn to the listed building and the proposed garage will appear as an ancillary structure from the road and only be visible when standing in front of the proposal.
- 5.8 The solar panels on the roof of the garage have been incorporated sensitively to reduce any impact to the main listed building. The solar panels will be fitted into a tray approximately 25 mm deep which will be embedded within the roof slope, resulting in a flush finish with the tiles. The solar panels would therefore not protrude, thereby minimising any impact to the main listed building. There would not be any harm to the setting of the listed building but if the council are of the opinion that the proposal represents less than substantial harm, then the harm would be outweighed by the public benefit of the valuable contribution to cutting greenhouse emissions which is important even in small scale projects as stated within paragraph 163(a) of the NPPF.

- 5.9 The proposal is considered to integrate into the existing townscape character and is of a high standard design. Accordingly, the proposal is considered to comply with Policies P2 and P3 of the Council's Core Strategy.
- 5.10 Whilst Broadhalgh Avenue is narrow at the entrance to the site, this road carries little traffic and the site lines are considered to be acceptable, particularly as the entrance to the site will allow for two cars to pass. The size of the proposed is well in excess of that required by the SPD. Appendix 5 of the Adopted Core Strategy sets the Schedule of Parking Standards to which it requires a maximum of two spaces per dwelling (not including a garage) for 2+ bedroomed houses outside town centres. The proposed garage is set back from the road and therefore there is sufficient space for the site to accommodate the garage and create a front driveway sufficient for two designated car parking spaces. Accordingly, the proposed parking arrangements are acceptable in accordance with policies T2 and DM1.
- 5.11 The application is accompanied by an ecology report. The report states the site is located with a suburban context and surrounded by a continuous network tree filled with residential gardens and mature hedgerows along field boundaries to the north. The properties along Broadhalgh Avenue are also of varying ages and may offer potential roosting opportunities for bats, which in combination with surrounding trees and hedgerows, offer moderate potential for bat commuting and foraging. The garage is built from standard brick that has been rendered and painted white. It has one potential roost feature (PRF) at the front of the garage, beneath a tile of the front gable end. The PRF extended inwards by 100mm and then came to an abrupt end due to the presence of a wooden batter. The report concluded that as the garage supports a PRF, the presence of an occasional summer roosting crevice dwelling bat cannot be excluded. Therefore, the garage has been assessed as having low bat roost potential and it is recommended that a pre-demolition inspection is completed.
- 5.12 With regard to the trees they are all mature common lime, however they have negligible potential for roosting bats. The report concluded that no further surveys were required for the surrounding trees.
- 5.13 The application is accompanied by a tree report. Four lime trees will be removed prior to the construction phase. These trees would be removed to accommodate the construction of the new garage. All other trees on the site will be retained and protected throughout development. Only trees likely to be affected by the development proposals have been specifically surveyed; all other trees remain well outside the construction zone and beyond the protective fencing. Three trees may require some lifting and reduction from the proposed garage construction area to accommodate the build. However eight trees will be planted within the grounds of the site as mitigation against the loss of the trees.

6. CONCLUSION

- 6.1 Section 38(b) of the Planning & Compulsory Purchase Act 2004 requires that where in making any determination under the Planning Acts, regard is to be had to the development plan, *'the determination must be made in accordance with the plans unless material considerations dictate otherwise'*. Furthermore, Sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (the Act) requires the proposed development to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area and preserving the setting of the listed building.
- 6.2 The applicant contends that the proposed outbuilding will preserve the character and appearance of the conservation area and the setting of the listed building. The impact of the proposed development will cause less than substantial harm to the designated heritage assets. The public benefit, which will ensure that vehicles are not parked on the road, will outweigh any perceived harm, which is considered slight.
- 6.3 The proposed development does comply with relevant development plan policies and is a form of sustainable development. There being no material considerations which would dictate otherwise, we conclude that planning permission should be granted.

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