

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
24/00049/LBC	Hamish Rigg	09/09/2023

Address: 15 Broadhalgh Avenue Rochdale OL11 5LW

Proposal: Demolition of existing garage and erection of new garage/outbuilding with solar panels.

PUBLICITY	Weekly list expired?	Y	Site notice expired?	n/a
	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?	Y

EIA	Screening opinion completed and saved to Onbase?	n/a
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CONDITIONS	Pre-commencement conditions proposed?	n/a
	Pre-commencement conditions agreed (or notification period expired)?	n/a

RECOMMENDATION	Refuse
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CHECKED AND SIGNED OFF BY: RK

DATE: 14/10/2024

Location

The application relates to 15 Broadhalgh Avenue, a large detached property in Bamford, Rochdale. More specifically it concerns the demolition and replacement of a separate garage building to the west of the main dwelling. The host dwelling, known as Whirriestone, is a Grade II listed building dating back to the early 20th Century, and designed by renowned architects Parker and Unwin in the 'Arts and Crafts' style. The garage was built much later, and therefore does not contribute to the house's heritage value.

The site lies within Moorgate Conservation Area (CA) which is comprised of mainly inter-war semi-detached houses. The relevance of no. 15 and no. 13 Broadhalgh (both listed) is that they are much larger compared to other properties in the CA, built in the arts and crafts style.

Broadhalgh Avenue is in a residential area made up of detached and semi-detached houses, mature trees, green space, and quiet roads. No. 15 faces north, overlooking a gated driveway and the public highway. It is flanked by no. 17 to the west and no. 13 to the east. The rear boundary of the curtilage faces south, bordering the rear gardens of 'Woodlands, no. 6, & no. 8 Canterbury Close.

Description of Proposal

Permission is sought for the demolition of the existing pitched-roof garage building on the western border of the site, and the erection of a larger replacement garage.

The replacement garage would have a mono-pitch roof, with the lower end closer to the host dwelling, measuring approx. 2.5m above ground level, and the highest end approx. 4.2m. It would measure approx. 6.5m wide and 7.5m in length.

The maximum height of the existing garage is 3.5m, the width approx. 3.3m, and the length 6m. Therefore the replacement garage would be considerably larger. The floor area would increase from 18 sqm to 46 sqm.

The replacement garage would include 24x 1.8m X 1m solar panels embedded into the roof. It will have an aluminum glazed door to the front with graphite grey cladding above, as well as rendered walls on the side and rear.

RELEVANT PLANNING POLICY

Planning (Listed Buildings and Conservation Areas) 1990

Section 16

National Planning Policy Framework (NPPF)

Chapter 16 – Conserving and enhancing the Historic Environment

Adopted Rochdale Core Strategy (CS):

P2 – Protecting and enhancing character, landscape and heritage

RELEVANT SITE HISTORY

95/D31803 - Demolition Of Attached Greenhouses And Construction Of Single Garage To Side Of Existing Garage – Approved 1995

CONSULTATION RESPONSES

Conservation And Design

Objection 21/06/2024:

As it stands, I am not able to support the proposal. Insufficient information has been provided regarding the age of the existing garage, and the design and scale of the proposed garage are not considered to be appropriate to the site. It would result in less than substantial to the significance of the listed building and the surrounding Moorgate Avenue Conservation Area. The harm has not been adequately justified and there do not appear to be any public benefits stemming from the proposal.

The proposal would fail to comply with sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. This is a matter which carries considerable weight in the planning balance.

Objection following amended scheme:

The amended scheme does not successfully mitigate the impact on the adjacent listed building as the width and height would remain the same. Information is still lacking with regards to the age of the existing garage.

Officer's response:

The impact on heritage will be assessed in the 'heritage' section of this report. Full details of the Conservation Officer's response can be found on the Planning Portal.

REPRESENTATIONS

A press notice was published 22/05/2024 and neighbour letters were sent 17/05/2024; no objections were raised, and one general letter of support was received.

ANALYSIS

The application site includes 15 Broadhalgh Avenue, known as Whirriestone; a grade II listed detached house designed by eminent Arts and Crafts architects and planners, Parker and Unwin. The site also falls within Moorgate Avenue Conservation Area which is characterised by inter-war semi-detached housing. The host dwelling, and adjacent property 13 Broadhalgh, are significant as they are not characteristic of the Conservation Area, and are instead much larger and set within a larger curtilage, as well as being designed in the Arts and Crafts style.

In accordance with sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, when making a decision on all listed building consent applications or any decision on a planning application for development that affects a listed building or its setting, a local planning authority must have special

regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

The Act also states that when considering any planning application that affects a conservation area a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

Paragraph 205 of the NPPF states that 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.

Similarly, paragraph 206 states that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of listed buildings should be exceptional or wholly exceptional.

The application is supported by a heritage statement (MacMarshalls, 18/11/2023), which advises that the existing garage is a later addition and notes that it is referred to as part of the 1995 planning permission (95/D31803).

Planning permission and listed building consent were granted for the extension of this garage and the demolition of the greenhouse in 1995 (95/D31803 and 95/D31804 refer). The greenhouse has been demolished but the works to the garage were not carried out.

The actual date of the garage is not known, as it clearly predates the 1995 permissions. It is also not clear from the OS maps whether the garage was present prior to 1948. It is important that the age of the garage is established, as this will establish its significance and the extent of any harm to the significance of the listed building.

Notwithstanding the above, and the question of the impact resulting from demolition, there are concerns about the proposed replacement garage. This would be substantially larger and taller than the existing with a mono-pitched roof. Its elevations would be part rendered with cedar cladding above. The heritage statement advises that the proposed design would be of a deliberately contrasting design to that of the host building and would not appear pastiche.

The new garage would not appear pastiche. However, this does not mean that the design approach taken is considered to be appropriate to the host dwelling. The existing property is of a stridently arts and crafts design. The new garage with its mono-pitch roof, cedar cladding and aluminium framed glazed doors would contrast sharply with the design of the host dwelling and its existing outbuildings and would appear wholly incongruous. The current design approach would detract and draw attention away from the host building. Its size, scale and architectural design mean that it would be a harmful and intrusive feature within the setting in the grade II listed building.

The comments relating to the garage not being overly visible from the highway are disputed. The existing garage is visible from the highway above the existing gate and as such a taller and larger structure would also be visible.

The proposed public benefit is similarly disputed. The application states that justification for the development centres on the reduction of carbon emissions following the installation of solar panels to the proposed garage roof. Whilst measures to reduce carbon emissions are generally supported by the council, in this

case the installation of solar panels are not seen to justify the scale and design of the proposed garage. The installation of solar panels, and associated public benefit, could be included in a reduced scheme or elsewhere on site.

Overall, the proposed garage is considered to have a negative impact on the adjacent grade II listed host dwelling. Insufficient information has been provided and the design and scale of the proposed garage are not considered to be appropriate to the site. It would result in less than substantial to the significance of the listed building. The harm has not been adequately justified and there do not appear to be any public benefits stemming from the proposal. The proposal would therefore fail to comply with sections 16, 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

RECOMMENDATION

Refuse

1. Insufficient information has been submitted to fully assess the impact of the proposed works on the historic significance of the Grade II listed building. Notwithstanding, the development would result in less than substantial to the significance of the listed building. The scale and design of the garage would result in an intrusive feature which would not appear subservient to, or in keeping with, the listed building. Furthermore, the proposed public benefit, the installation of solar panels, is not considered sufficient justification for the adverse impact on the listed building. The application is therefore contrary to policy P2 of the adopted Rochdale Core Strategy, the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Areas) Act 1990.

Procedure statement

The proposal would not improve the economic, social and environmental conditions of the area nor does it comply with the development plan and therefore does not comprise sustainable development. There were no amendments to the scheme, or conditions which could reasonably have been imposed, which could have made the development acceptable and it was therefore not possible to approve the application.

Notes for the applicant

This decision relates to the following plans:

- Proposed plans: 0.02a
- Existing floor plans, elevations, and site plan: 0.01A
- Preliminary Bat Roost and Breeding Bird Assessment (Miranda Cowan Ecology Ltd., 14/03/2023)
- Supporting Statement and Heritage Statement (MacMarshalls, 18/11/2023)
- Aboricultural Impact Assessment
- Tree constraints plan (MMA Tree Consultancy)

	Date	Officer
Report Completed	09/09/2024	Signed: Hamish Rigg
Authorisation	14/10/2024	Signed: Ryan Killeen

Report Author Hamish Rigg