

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
24/00425/FUL	Hamish Rigg	06/08/2024

Address: 20 Cronkeyshaw Avenue, Rochdale, OL12 6SQ

Proposal: Change of use of existing garage and first floor bedroom into one self-contained flat together with alterations to fenestration to ground floor front elevation

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

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

RECOMMENDATION	REFUSE
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CHECKED AND SIGNED OFF BY: RK

DATE: 13/08/2024

SITE

The application relates to 20 Cronkeyshaw Avenue, a two-storey detached property at the foot of a cul-de-sac, north of Rochdale town centre. Cronkeyshaw Avenue forms part of a larger residential estate, comprising houses of a similar design and material palette. The area is typically suburban with medium density housing, greenery, and quiet roads.

No. 20 faces north, overlooking a large driveway and no. 23 Cronkeyshaw Avenue. It is flanked by no. 18 to the west, and an area of greenspace to the east. The rear boundary of the curtilage faces south, bordering the rear gardens of no. 24, no. 26 and no. 28 Belmont Way.

The applicant property currently has garage and first-floor bedroom adjoined to the eastern elevation of the host dwelling. It is set back from the front of the host dwelling by approx. 8.75m.

PROPOSAL

Permission is sought to convert the garage and first-floor bedroom into a self-contained flat, including the addition of a new front entrance and a timber panel fence to separate it from the host dwelling.

RELEVANT PLANNING POLICY

National

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

Local

Saved Rochdale Unitary Development Plan (UDP) 2006:

G/D/1 Defined Urban Area

Sub-Regional

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-H3	Type, Size and Design of New Housing
JP-P1	Sustainable places

Adopted Rochdale Core Strategy (CS) 2016:

The Rochdale Core Strategy was adopted on 19th October 2016. The following policies are relevant:

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).

RELEVANT SITE HISTORY

12/D55213: two-storey side and rear extension, including first-floor link to dwelling - APPROVED

11/D54249: rear conservatory extension (resubmission of D54075) - APPROVED

09/D52179: erection of detached private garage: APPROVED

07/D49892: first floor and conservatory extension to rear - APPROVED

04/D43147: single storey rear extension to dwelling and erection of detached double garage - APPROVED

CONSULTATION RESPONSES

Highways 23/07/2024:

No objections based on the following reasons:

- No additional traffic generated;
- 4 on-site parking spaces retained;
- No road safety issues.

REPRESENTATIONS

Letters of notification were sent to surrounding properties 13/06/2024; no objections were raised.

ANALYSIS

Amenity: DM1 and SPD

The Council's adopted Core Strategy 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. Paragraph 5.1 of the SPD states that extensions 'should be carefully designed to protect the amenity of the occupants of adjoining properties.' Additionally, the National Planning Policy Framework (NPPF) advises that planning should always seek to secure a good standard of amenity for all existing and future occupants of land and buildings.

Considering the above, the proposed development would result in an unacceptable level of amenity for future occupants of the proposed flat as well as negatively impact on the amenity of residents in the existing main dwellinghouse.

Nationally described space standards (NDSS)

PfE Policy JP-H3 requires all new dwellings to comply with the Nationally Described Space Standards (NDSS). This standard deals with internal space within new dwellings and is suitable for application across all tenures. It sets out requirements for the Gross Internal (floor) Area of new dwellings at a defined level of occupancy as well as floor areas and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling height.

Table 1. Minimum gross internal floor areas and storage (m²)

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

The proposed flat is set over two floors and includes 1 bedroom. The gross internal floor area of the proposed flat is 43 sqm.

The proposed flat therefore meets the requirements of the NDSS for 1 bedroom and 1 person, however this standard applies to a single-storey dwelling. For two-storey dwellings, the minimum floor space is 58 sqm, accommodating 2 persons and 1 bedroom. The proposed flat therefore relates to a standard which is not covered under the NDSS; 1 bedroom and 1 person set over two floors.

As the proposed flat is set over two floors and includes a separate rear garden and enough parking space to accommodate two cars, it would not reflect the typical living arrangements for a 1 person 1 bedroom flat. As such, and considering the suburban setting, it wouldn't be unreasonable to assume that a one bedroom dwelling in this location is likely to be occupied by two people at some point over the lifetime of the development. When assessing an application, the future use of a development can be taken into consideration in order to protect the amenity of future occupants.

In light of the above, it is considered that the proposed flat would need to meet the NDSS for 2 persons and 1 bedroom set over two storeys, measuring 58 sqm. At 43

sqm the proposals do not comply with the NDSS, and would not promote an adequate standard of accommodation for future occupiers.

Outlook and overshadowing

The Council's adopted Core Strategy 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 proposed flat is set back from the front of the host dwelling by approx. 8.75m. The front of the proposed flat is contained by the host dwelling to the west, the adjacent trees to the east, and the flat itself to the south. As such, the proposed living room and first floor bedroom would have a considerably restricted outlook from their windows, as well as insufficient levels of natural light. This latter is made worse by the fact that the living room and bedroom windows face northwards.

It is noted that the first-floor is currently used as a bedroom. Nonetheless, the current occupiers have access to the rest of the dwellinghouse, thus their general living conditions are less contingent on that room alone. By comparison, as a self-contained flat, half the property would be impacted by restricted outlook and limited exposure to natural light.

In addition to the above, the plans indicate the erection of a 1.5m tall timber fence directly in front of the east-facing window in the living room of the main dwellinghouse, which would largely obstruct any natural light or outlook.

Summary

Overall, the proposed change of use of the garage and first-floor bedroom to a self-contained would not be acceptable in terms of providing the required levels of amenity for future occupants. The gross internal floor space does not meet the requirements for a two-storey property or for two persons, and as previously discussed it would be reasonable to assume that two persons could occupy the flat at some point during the lifetime of the development. Furthermore, owing to the position of the proposed flat in relation to surrounding buildings, boundary treatments, and vegetation, its outlook and access to natural light would be heavily restricted. Lastly, due to the proposed timber fence, the development would have a negative impact on the amenity of occupiers of the main dwellinghouse through reduced outlook and overshadowing.

In light of the above, the proposals fail to accord with the requirements of the SPD, Policy DM1 of the adopted Core Strategy, Policy JP-H3 and JP-P1 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

Design: DM1 and P3

When read collectively, the NPPF, policies P3 and DM1 of the Core Strategy, and JP-P1 of Places for Everyone seek to achieve development of high quality design, 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. Development should function well and add to the overall quality of an area by being visually attractive as a result of effective architecture, layout and landscaping.

The proposed change of use would involve the addition of a new front entrance and window surround, and the erection of a 1.5m timber fence.

The proposed timber fence is considered to be an incongruous feature which would harm the appearance of the adjoining properties. However, as the fence would be largely obscured from public vantage points, its harm would be less than substantial, and would not warrant a reason for refusal.

The proposed front entrance is considered acceptable and would respond well to the main dwellinghouse.

The design of the proposal is therefore acceptable and accords with policies DM1 and P3 of the adopted Rochdale Core Strategy, the SPD and the NPPF.

RECOMMENDATION

REFUSE

1. By reason of its internal layout and limited size which falls below the relevant Nationally Described Space Standard, the proposed dwelling would fail to provide a satisfactory standard of amenity for future occupiers. Furthermore, by virtue of its relationship with the adjacent dwelling, boundary treatments and vegetation, the standard of accommodation would be undermined through an unsatisfactory outlook. As a result, the proposals would fail to comply with the requirements of the Guidelines and Standards for Residential Development Supplementary Planning Document, Policy DM1 of the adopted Rochdale Core Strategy, Policy JP-H3 and JP-P1 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

Informative

This application relates to the following plans:

- Existing floor and site plan: 2127/1
- Existing elevations: 2127/2
- Location plan
- Proposed elevations: 2127/4
- Proposed floor and site plan: 2127/3