

Application Number:	22/00785/HOUS
Location:	33 Hillcrest Road Rochdale OL11 2QB
Proposal:	Single storey side/rear extension to dwelling including alterations to boundary treatments to include new wall/railing and new access gates - part retrospective
Applicant:	Ms Khan
Case Officer:	Bob Melling
Recommendation:	Refuse

DELEGATION	Applicant a Council Member or officer?	N
	Contrary to previous decision?	N
	Called in or Planning Panel objection?	N

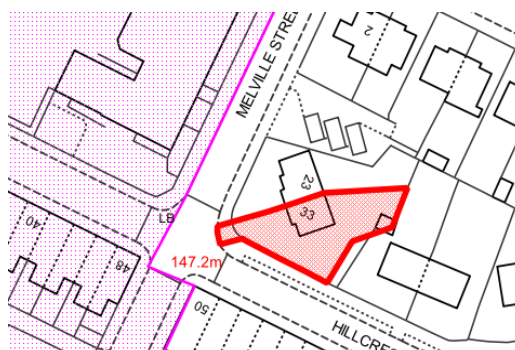
COMMENTS	Planning Panel comments received?	N
	Neighbour comments received?	Y

CONDITIONS	Pre-commencement conditions proposed?	N
	Pre-commencement conditions agreed (or notification period expired)?	N/A

Location

The application relates to no.33 Hillcrest Road, a two storey semi-detached property situated on a residential street in Castleton. The dwelling is situated on a corner plot and faces southwest onto the junction of Hillcrest Road and Melville Street, adjoining to no.23 Melville Street to the northwest and adjacent to no.35 Hillcrest Road to the southeast. The rear boundary of curtilage borders the rear garden of no.35 Hillcrest Road. The property benefits from off road parking sited to the front and side of the dwelling and a small rear yard.

This part of Hillcrest Road and the adjoining part of Melville Street lie on the outside edge of the Castleton South Conservation Area (pink) where the boundary encompasses Castleton Primary School; a Grade 2 Local interest building.



Description of Proposal

Permission is sought for a single storey side and rear extension. The side enlargement would project 3.5m from the side elevation of the original build and have a maximum height of 4.02m. In addition, the rear enlargement would extend 6m from the rear elevation of the host dwelling and have a maximum height of 4.16m. Both enlargements would have a height to eaves of 2.41m.

The existing external door on the side elevation would be removed to accommodate the side enlargement and the existing first floor window on the side elevation would be reduced in size. This window serves a landing area.

Alterations would be made to the existing fenestration on the rear elevation to accommodate the rear enlargement. The two existing ground floor windows would be removed, and a door with glazed side panel would be added to the existing rear elevation in-between the proposed extension and the common boundary with no.23 Melville Street.

New fenestration is proposed on the side and rear elevations, including a composite door and three windows to the proposed side elevation and a set of bi-fold doors and two further doors with large glazed panels to the proposed rear elevation. It would also introduce four new roof lights. The new fenestration would match what is existing.

The extension would be constructed with brick painted in white to match existing and dark roof tiles to match existing. The proposed extension would comprise a hipped roof design to reflect the existing roof design.

The extension would make up a primary kitchen, secondary kitchen with utility, office, secondary lounge area, WC, bedroom and wet room. In the supporting statement it has been identified that parts of the proposed extended living space have been designed to accommodate a disabled resident. This includes the provision of an adaptive bedroom and wet room.

Part retrospective permission is also sought for the provision of additional hardstanding and alterations to the existing boundary treatment. This boundary treatment has been constructed without planning consent. The boundary treatment comprises tall rendered walls and pillars with black railings atop the walls between the pillars. Two sets of large metal gates currently allow for vehicular access onto the site, however the submitted plans indicate that the existing metal gates that adjoin the highway to the south would be filled in with a matching boundary wall and personnel gate. The plans do not seek to remove the existing vehicle access point which is directly on the junction of Hillcrest Road and Melville Street. It should be noted that the pillars have a maximum height of 2.11m and a minimum height of 1.78m.

Relevant History

N/A

Township/Member comments

N/A

Consultee responses

Conservation And Design

The application site is a semi-detached house on the corner of Hillcrest Road and Kirklees Road. The pair of semi-detached properties appear to date from the inter-

war period. To the south and west of the site lies the Castleton (South) Conservation Area and Castleton Primary School, which has been identified as a non-designated heritage asset, due to its architectural and historic interest.

To comply with the Planning (Listed Buildings and Conservation Areas) Act 1990, 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.

Conservation Areas are designated heritage assets for the purposes of NPPF chapter 16 and Rochdale CS policy P2.

The impact of a development on the significance of a non-designated heritage asset is also a material planning consideration. A balanced judgement is required having regard to the significance of the asset, and the scale of any harm or loss (NPPF paragraph 203).

The proposed works are for single storey wraparound extensions to the side and rear of the property, painting works and a new boundary wall/gates.

Extensions

The proposed extensions would be seen in the context of the existing dwelling and would not materially alter its appearance. The proposed extensions would have a neutral impact on the setting of the Conservation Area and non-designated heritage asset.

Re-painting

The surrounding area is characterised by red brick properties. This is particularly the case with the terraces to the south, which lie within the Conservation Area. The house has been painted white, which is in stark contrast to the existing material palette, increasing its prominence within the surrounding area. It is however noted that planning permission is not normally required to paint brickwork.

New walls/gates

Boundary treatments within the surrounding area tend to comprise low level fences and hedges, where they exist at all. Although it is noted that there is a taller fence along the school boundary, this is relatively lightweight. The rendered piers, railings and gates read as an alien feature within the surrounding area, relating poorly to the neighbouring boundary treatments and increasing the prominence of the property on the edge of the Conservation Area and adjacent to the non-designated heritage asset.

Due to their height, design and materials, the gates, walls and piers read as a harmful and intrusive feature, which would result in less than substantial harm to the significance of the designated and non-designated heritage assets, through inappropriate development within their setting.

There does not appear to be any justification for this harm. The resultant harm needs to be weighed against any public benefits derived from the proposals.

The development would neither preserve nor enhance the character and appearance of the Conservation Area, contrary to the requirements of the 1990 Act.

Highways And Engineering

Highways have a number of concerns regarding this application.

The submitted application form seems to indicate that there would be no impact on parking provision and no new access onto the highway network is proposed but the submitted plans seem to contradict this.

A new vehicle access point is shown on the submitted plans which is directly on the junction of Hillcrest Road and Melville Street which is contrary to road safety as it introduces an opposing vehicle movement into an existing junction. The columns either side of the driveway restrict visibility for vehicles which are entering or leaving the driveway especially when these vehicles are reversing out directly onto the junction. In this case drivers cannot see vehicles approaching the junction from opposite direction which will increase accident potential. This reduced visibility will also apply to pedestrians on the footway as drivers reversing out cannot see them and pedestrians will not see vehicles emerging increasing accident potential.

For the size of the extended dwelling the Council would require the provision of two off street parking spaces and the proposed extension would remove existing parking and leave the dwelling with only one parking space. As the dwelling is situated directly on a junction any on street parking in this location would have a detrimental impact on road safety and highway capacity. It would also appear that there is an existing on street parking problem in this location as the terraced properties on the opposite side of Hillcrest Road rely on on-street parking and additional parking as a result of the development would exacerbate this situation.

In conclusion Highways cannot support this application because it has a detrimental impact on road safety and the extended dwelling does not meet Council parking standards.

Representations

Letters of notification have been sent out to neighbours but one neutral representation has been received, and is summarised below:

- ☐ Concerns over reduction of light (addressed in report), purpose of proposed rear door to existing rear elevation (unknown) and reduction in water pressure caused by extra facilities (not a material planning consideration).

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

Adopted Rochdale Core Strategy (CS) 2016:

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).

Amendments

N/A

Assessment

Design and Heritage: DM1, P2 and P3

- ❑ Policies DM1 and P3 of the Council's adopted Core Strategy requires development proposals to demonstrate high quality design. Policy P2 of the Council's adopted Core Strategy requires development to protect and enhance character, landscape and heritage. In addition, paragraphs 126 and 130 of the National Planning Policy Framework (NPPF) state that good design is a key aspect of sustainable development and that planning policies and decisions should ensure that developments function well and add to the overall quality of the area and are visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
- ❑ Additionally, paragraph 134 of the NPPF 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 such as design guides and codes.'* Furthermore, paragraph 5.1 of the SPD states that extensions *'should be designed to be in keeping with the host property and generally should be subservient to it'.*
- ❑ The application site lies on the outside edge of the Castleton South Conservation Area where the boundary encompasses Castleton Primary School; a Grade 2 Local interest building. Castleton Primary School, which has been identified by the Council as a non-designated heritage asset, was opened in 1903 and is described as *'an important terminal view for the residential area.'*
- ❑ Paragraph 199 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.'*
- ❑ Paragraph 203 of the NPPF adds that *'the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be*

required having regard to the scale of any harm or loss and the significance of the heritage asset.'

② The supporting heritage report notes that *'No.33 Hillcrest Road is located in a position that marks the physically evident changes of house building during the post-war era.'* The application property is located in close proximity to the Castleton (South) Conservation Area, an area that has been given this designation due to its special architectural and historical interest. The Castleton Conservation Area Appraisal (2012) describes the general character of the conservation area in the following terms:

- *Strong physical and visual links between key buildings and character 'zones'.*
- *Grid-plan residential streets of two storey, red brick late Victorian and Edwardian terraces with homogeneous detailing.*
- *Unbroken lines of late Victorian and Edwardian terraces.*
- *Locally distinctive door and window surrounds.*
- *The use of red brick, glass, lead, and slate in building materials.*

② Further on in the heritage report, it states that *'Whilst the property of 33 Hillcrest Road does not directly contribute, its position and location immediately across from Castleton Primary School acts as one of those residential properties that benefit from the terminal view of the heritage building. It's position on the corner and angled orientation disrupts the grid-like patterns of the other nearby residential streets included within the Conservation Area and displays the changes to housing following the end of the War'.* Nevertheless, it is importance that a balanced judgement is taken, having regard to the scale of any harm or loss and the resulting impact on the significance of the nearby heritage assets.

② The proposed single storey side and rear extension would run the full length of the host property and most of the width to the rear. The proposal would see a hipped roof design to reflect that of the original build. Whilst the massing of the host dwelling will increase at a ground floor level, the design of the extension is considered to be in-keeping with and subservient to the host dwelling.

② The use of matching brick and matching roof tiles would be in-keeping with the host property. The proportions of the windows and other openings have also been considered to reflect the existing, with windows and doors to match those already installed. This would help to reduce the impact of the proposal on the host property. The application of white paint to all elevations differs from what is presently visible on the surrounding street scene and does give the property undue prominence in its relationship with the Conservation Area and nearby non-designated heritage asset. Though it would be preferable to retain the original brick, it is noted that planning permission is not normally required to paint brickwork.

- ☐ It is later noted in the heritage report that, *'Whilst the extension itself does not harm the significance of the Conservation Area, the imposing rendered walls and pillars of the boundary treatments and stark hardstanding of the garden areas does detract from the rest of the area that typically hosts small red-brick walls with greenery features that soften the landscape. It would be recommended to reduce the height of the boundary walls and look into introducing some planting to the stark hardstanding of the garden areas to help provide some screening and diminish the overall intrusive appearance of the property along the street scene.'*
- ☐ The Council's Conservation Officer was invited to comment on the application given the impact on two heritage assets. They made the following remark: *'Boundary treatments within the surrounding area tend to comprise low level fences and hedges, where they exist at all. Although it is noted that there is a taller fence along the school boundary, this is relatively lightweight. The rendered piers, railings and gates read as an alien feature within the surrounding area, relating poorly to the neighbouring boundary treatments and increasing the prominence of the property on the edge of the Conservation Area and adjacent to the non-designated heritage asset.'*
- ☐ The Conservation Officers goes on to write, *'Due to their height, design and materials, the gates, walls and piers read as a harmful and intrusive feature, which would result in less than substantial harm to the significance of the designated and non-designated heritage assets, through inappropriate development within their setting.'*
- ☐ Whilst the extensive hardstanding does cause a degree of visual intrusion, it is acknowledged that a number of properties in the immediate adjacent settings on Melville Street have employed hardstanding albeit with greenery features that soften the landscape. The implementation of greenery features would reduce the degree of visual harm caused by the additional hardstanding, however, in isolation, it is not considered to result in undue harm to the significance of the nearby heritage assets and character of the host dwelling or surrounding street scene.
- ☐ In light of the above assessment, the rendered piers, railings and gates would read as a harmful and intrusive feature, which would result in less than substantial harm to the significance of the designated and non-designated heritage assets, through inappropriate development within their setting. Therefore the design of the proposal does not accord with policies DM1, P2 and P3 of the adopted Rochdale Core Strategy, the SPD and the NPPF.

Amenity: DM1 and SPD

Overbearing and Overshadowing Impact and Privacy

- ☐ DM1 (c) of the Adopted Rochdale Core Strategy (CS) 2016 outlines that development should not *'adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy.'*

- ❑ Paragraph 5.6 of the SPD sets out the maximum projection standards for single storey extensions: *'for attached properties, a point 3 metres along the common boundary measured from the rear elevation of the adjoining or adjacent dwelling(s).'*' The enlargement would project 6m from the rear elevation of the adjoining property at no.23 Melville Street. It should be noted that the extension is set 1.88m away from the common boundary where it adjoins the existing rear elevation, however it moves closer to the common boundary the further it projects from the rear elevation. This is because the common boundary angles away from the adjoining neighbor. Given that no.23 Melville Street appears to have a principal window to a habitable room 0.63m away from the common boundary and that the proposed development would be sited to the southeast of this window, it is considered that the proposed extension would result in an unacceptable loss of light and outlook to the adjoining neighbour. Therefore, the proposed extension would not adhere to the SPD guidance and would result in undue harm to the neighbouring amenity.
- ❑ The proposed single storey side and rear extension would contain fenestration on the front, side and rear elevations. However, the positioning of the property ensures that the fenestration does not directly face the neighbouring properties. Therefore, it is considered that the neighbouring amenity would not be unduly harmed by this additional fenestration.

Occupier Amenity

- ❑ The proposed office would face towards the common boundary with no.35 Hillcrest Road at a distance of approximately 0.39m. It is however considered that the room is ancillary in use, and not integral to the overall functioning of the dwelling.
- ❑ Therefore the submitted floor plans are, on balance, acceptable and the provision of adequate natural light to all habitable rooms in addition to the retention of a suitably sized rear garden with a functional layout.

Summary

- ❑ In view of the above assessments, the proposal would not unduly impact on the amenity of the occupants of neighbouring properties in accordance with policies DM1, the SPD and the NPPF.

Highways and Parking: DM1 and T2, Appendix 5

- ❑ Paragraph 111 of the NPPF states *'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 would be severe.'*
- ❑ Whilst it is noted that the proposed development would provide off street parking space for one car to the front of the property, it is considered that the proposed addition of one bedroom and other additional accommodation combined with the limited on street parking available by the junction between Hillcrest Road and Melville Street would necessitate the provision of two off

street parking spaces. Any on street parking in this location would have a detrimental impact on road safety and highway capacity. Therefore, the proposal would not adhere to the maximum parking standards set out in Appendix 5 of Policy T2 of the CS and it is considered that the failure to provide two spaces would result in an unacceptable impact upon highway safety, and would not be in accordance with the NPPF.

- ② Additionally, while it is accepted that the provision of the vehicle access onto a non-classified road would not require planning permission, the columns either side of the driveway would restrict visibility for vehicles which are entering or leaving the driveway, especially when those vehicles are reversing out directly onto the junction. In this case, drivers cannot see vehicles approaching the junction from the opposite direction which will increase accident potential. This reduced visibility will also apply to pedestrians on the footway as drivers reversing out cannot see them and pedestrians will not see vehicles emerging increasing accident potential. Therefore, it is considered that the columns either side of the driveway would result in an unacceptable impact upon highway safety and the proposal would not adhere to the requirements of Paragraph 111 of the NPPF.

Personal Circumstances

- ② Paragraph 5.22 of the SPD states that, *'Personal circumstances, such as a disability, may make it difficult to provide necessary facilities within the standards set out in this document. The Council may interpret these standards flexibly in such circumstances, but proposals that significantly exceed the standards set out in this document are unlikely to be appropriate. The more general planning considerations, such as the impact of a development on the character of an area and its impact on the amenity of neighbouring occupiers, are still the principal considerations by which the planning application will be judged; the needs of a person may exist for only a few years whereas built development is likely to last for decades.'*
- ② In this case, to the south and west of the site lies the Castleton (South) Conservation Area and Castleton Primary School, which has been identified as a non-designated heritage asset, due to its architectural and historic interest. This is a primary consideration in the determination of the application. Substantial weight must be afforded to the effect of an application on the significance of a designated or non-designated heritage asset and any other harm.
- ② Whilst some aspects of the proposed development have clearly been designed with the needs of a disabled resident in mind, there are other aspects of the internal layout which appear to contradict those needs.
- ② The proposed floor plans indicate the use of a wheelchair and it is clear that the proposed bedroom and wetroom have been designed to accommodate wheelchair use.

- ② Whilst most of the proposed internal doorways have been designed with additional width to accommodate wheelchair use, the existing doorway which connects the proposed bedroom and wetroom with the rest of the ground floor has not been altered to reflect this.
- ② It is also unclear how the rest of the proposed extension, which comprises a kitchen, secondary kitchen, office, secondary lounge and WC, has been designed to meet the needs of a disabled resident. Additionally, there is no information submitted with the application to demonstrate that this level/amount of accommodation is required to meet the needs of the disabled resident
- ② Overall, the personal circumstances identified in the supporting evidence are not considered to sufficiently outweigh the cumulative harm caused by the development in respect of design and heritage, neighbouring amenity and highway safety.

Recommendation: Refuse

1. By virtue of its siting, size and design, the rendered piers, railings and gates would result in less than substantial harm to the significance of both the Castleton (South) Conservation Area and Castleton Primary School, which has been identified as a non-designated heritage asset. The harm is not justified or mitigated. The proposal is therefore contrary to policies P2, P3 and DM1 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.
2. By virtue of its siting, size and design, the proposed rear extension would result in an unacceptable loss of light and outlook to the rear facing windows of no.23 Melville Street to the detriment of the amenity of the occupiers. As such, the proposed development would fail to accord with the residential amenity aims of policies DM1 and P3 of the adopted Rochdale Core Strategy, the Council's 'Guidelines and Standards for Residential Development' SPD and the National Planning Policy Framework.
3. The proposed development would provide insufficient off-street parking provision and would therefore likely result in an increase in on-street parking in an area where on street parking is limited due to the existing parking needs of local residents. Additionally, the property is located at the junction of Hillcrest Road and Melville Street where on street parking would likely increase the risk to the safety of other road users and pedestrians through a reduction in visibility. Furthermore, the columns either side of the driveway would restrict visibility for vehicles when entering or leaving the driveway, especially when those vehicles are reversing out directly onto the junction, and this would result in an unacceptable risk to pedestrian and highway safety. The proposal is therefore detrimental to highway safety, contrary to policies DM1 and T2 of the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Informative:

For the avoidance of doubt, this Decision Notice relates to the following drawings:-

- Proposed Attic and Roof Plans drg no. HAD3324-04
- Proposed Floor Plans drg no. HAD3324-03
- Proposed Elevations drg no. HAD3324-05. Rev A
- Proposed Street Scenes drg no. HAD3324-07. Rev A
- Pre-Existing Elevations drg no. HAD3324-08
- Existing Floor Plans and Elevations drg no. HAD3324-02. Rev A
- Site Plans drg no. HAD3324-06. Rev B
- Location Plan drg no. HAD3324-01. Rev A

Article 35 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.

	Date	Officer
Report Completed	08/11/2022	Signed: BM
Authorisation	15/11/2022	Signed: RC

Report Author Bob Melling