

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/00663/FUL

CASE OFFICER

Rosalind Gralton

DETERMINATION DATE 13.11.2024 **EXT OF TIME**

Address: 161 Norden Road Rochdale OL11 5PT

Proposal: Sub-division of one dwelling into two dwellings including alterations to fenestration and removal of front porch

PUBLICITY	Weekly list expired?	Y	Site notice expired?	NA
	Neighbour letters expired?	Y	Press Notice expired?	NA

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?	NA
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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: LA

DATE: 13.11.24

SITE

The site relates to a semi-detached two storey property on the north-western side of Norden Road. The property benefits from a two-storey side extension, single storey rear extension and a front porch.

The site is located within the defined urban area. The site and it's surrounding area is residential in character, with detached properties sited centrally in large plots, located further west. 161 Norden Road faces south east onto Norden Road, and is part of a row of semi-detached and terraced period properties.

The property benefits from a long rear garden area and off-street parking for one car at the front of the site.

PROPOSAL

The proposal seeks to subdivide the property from 1 single dwellinghouse (Class C3 use), to 2 dwellinghouses. The divide would predominately be that the original dwelling would form one two-bedroom dwellinghouse, and the two-storey side extension, and single storey rear extension would form the second dwellinghouse.

External works required are the replacement of the garage door on the front elevation with a single front door and windows. The porch on the original building is to be demolished.

The original dwellinghouse (now one singular unit) would have 2 bedrooms across 2 storeys and would have a floorspace of 101.5sqm

The new, second dwellinghouse created would have 1 bedroom across two storeys, and would have a floorspace of 42sqm.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Places for Everyone Joint Development Plan (PfE)

JP-S1 Sustainable Development

JP-P1 Sustainable Places

JP-P2 Heritage

JP-H3 Type, Size and Design of New Housing

Adopted Rochdale Core Strategy (CS):

SO2 – Creating successful and healthy communities

C1 – Delivering the right amount of housing in the right places

SO3 – Improving Design, image and quality of place

P1 – Improving image
P3 – Improving design of new development

SO4 – Promoting a greener environment

G7- Increasing the value of biodiversity and geodiversity

SO5 – Improving accessibility and delivering sustainable transport

T2 – Improving accessibility

DM1 – General Development Requirements

Unitary Development Plan (UDP):

G/D/1 – Defined Urban Area

Supplementary Planning Documents (SPD):

Supplementary Planning Guidance note 'Guidelines and Standards for Residential Development' (June 2016).

RELEVANT SITE HISTORY

None

CONSULTATION RESPONSES

Highways And Engineering

No comments received to date

REPRESENTATIONS

The application was publicised by way of neighbour notification. 13 responses were received and object to the scheme. The concerns are summarised below:

- Concerns about the retrospective nature of the works and no consequence to this
- Safety of the building following structure of the property with large cracks appearing and rendered over
- Vermin and rodents because of the garden being used as a tipping zone
- Property not in compliance of building and fire regulations
-
- Living space for the house is limited, and much less per sqm than expected in this area
- Impact of overlooking
-
- Parking concerns with up to four cars potentially on the site
-
- Impact on traffic and safe crossing
- Removal of garage has removed one space for the existing property
- Increase in number of bins

Officer Response

The material planning considerations are considered in the analysis section of this report. Concerns regarding building regulations are covered by separate legislation to planning and are not a material consideration in the planning process.

In relation to concerns of rodents during construction, the representee should report this to Environmental Health.

ANALYSIS

Principle of Development

The site is located within the Defined Urban Area as designated under the Proposals Map of the Unitary Development Plan (UDP). On the basis that the proposal would make a small contribution of one dwelling to housing supply within the Borough, whilst being in a sustainable location within reasonable proximity to local amenities and public transport facilities, it is considered that the principle of development is therefore acceptable in accordance with Core Strategy polices C1 and saved UDP policy G/D/1 and the NPPF.

Occupier Amenity

Core Strategy policy DM1 requires all development proposals to demonstrate that they will not have a negative impact upon the amenity of future residents and occupiers. Paragraph 135 of the National Planning Policy Framework advises that planning decisions should result in places with a high standard of amenity for existing and future users.

Additionally, Places for Everyone Policy JP-H3 requires proposals for new dwellings to comply with the Nationally Described Space Standards. These detail that for a one bedroom, two storey dwellinghouse, for two bedspaces, a minimum floor area of 58sqm shall be met and for a two bedroom two storey dwelling, a minimum of 70sqm shall be met. The minimum bedroom size for a double bedroom in a dwelling must have a floor area of 11.5sqm, with a minimum width of 2.75m for the first double bedroom in a dwelling, with a width of 2.55m for every double bedroom after.

The larger two bedroom dwelling to be created, which mainly relates to most of the original house, without the two storey side extension, will have a floorspace of 101.5sqm across 2 floors. No extensions alterations have been proposed to facilitate this, other than the re-rendering of the property and the insertion of new windows and doors, which does not constitute development outright. Given the size of the floorspace of the property, no concerns are held regarding the 'original' property being reduced in size following the subdivision. The bedrooms in this property measure 11.5m and 10.7m. While the second bedroom falls below this minimum standard for a double bedroom, it is well over the minimum for a single bedroom (7.5sqm). Both bedrooms are only 2.7m in width – 5cm below the required width, however given these rooms are original to the main dwellinghouse, it is not considered this is unacceptable given both the context of the property but also the existing situation on the site. No concerns are raised with the sizes of the bedrooms in this dwelling.

However, the proposed one bedroom dwelling would result in a floorspace of 42sqm, well below the required minimum standard of 58sqm for a two storey one bedroom property. It is noted the bedroom size is 14.5sqm, with a width of 2.7m for 3m depth of the room. While it is noted this bedroom size exceeds the requirement of 11.5sqm, access through the bedroom provides sole access to the only bathroom in the property, which is included

into this calculation. Given the overall small size of the property, the proposal fails to meet the policy requirements of Policy JP-H3.

In tandem with this, the proposed unit is designed to provide light from the front and rear elevation windows only. As such, the living room is served by one window only at the front of the property, which is set back 3.4m from the front elevation of the subdivided property. The kitchen would be served by one window at the rear, and a bedroom served by a window at the front and the rear. Given the layout of the house however, the length of the rooms would result in a significant amount of darkness throughout the day, and minimal natural light reaching the properties. This is in addition to the expected shadow that would be cast as a result of the significant set back from the adjoined property, and the minimal light that would be provided from the rear elevation due to the east-west orientation of the house.

While the first floor of the property to be created was previously a habitable bedroom window as part of an extended area of a dwellinghouse, may have previously been considered acceptable in regard to provision of daylight, the new property that this subdivision would create would be predominately based on solely two habitable rooms; a downstairs living room and an upstairs bedroom. Both rooms would have very little access to natural light, and overall would highlight the dwelling created would have a poor standard of amenity for the occupant. As such, it would not be suitable for the window to be obscurely glazed and highlights the very poor standard of amenity the occupant of the new dwelling would receive.

Section 5.4 of the Residential Standards SPD states *'It is important that sufficient garden space is retained for purposes of sitting out, drying clothes and for children to play. An amount of garden area should be retained to meet the reasonable needs of existing and future occupiers. An extension that does not leave sufficient private garden space is unlikely to be acceptable'*. The character of the surrounding area, and the host property is defined by suburban properties with private rear gardens providing ample amenity space for residents. A rear garden is provided on both properties with a division, showing the new subdivided unit with a much smaller garden than the original house. However, the proposed plans show no access into this garden, and due to the boundary with the adjoining property and the nature of the gable wall of the property built immediately adjacent to the boundary, access would not be possible through the side. As such, the garden would be redundant and not provide any amenity to the occupant.

It is also noted that objectors raise concerns in relation to the poor living standards for occupiers in the proposed development.

Impact on surrounding residential properties

The Council's 'Guidelines and standards for residential developments SPD' provides guidance on design of residential development. Section 4.1 of this states:

'The following minimum space standards will be applied to all new residential developments and developments which affect existing residential properties:

- (ii) 14m between a principal window and any directly facing two storey elevation which does not contain a principal window to a habitable room (Figure 3);*
- (iii) 10m between a principal window and any directly facing single storey elevation which does not contain a principal window to a habitable room (Figure 4).'*

The proposals would subdivide a two storey dwellinghouse, which benefits from a single storey rear extension and two storey side and rear extension, into two, two storey

dwellinghouses. The subdivision internally follows the line of the original property and the single storey rear extension in situ, and the extended two storey side and rear extension.

As such, consideration must be given as to if the new property, which is formerly a two-storey side extension that will be created, is appropriate for a single dwellinghouse unit. The proposed dwelling created would have a 2.12m distance to the directly facing rear boundary, as a result of an 'L' shaped garden being created. This would have a direct overlooking impact upon the amenity space of No 163 Norden Road, by virtue of the rear bedroom window at first floor. It is acknowledged however that this bedroom window is as existing a bedroom window, and therefore it is not considered in the instance of approval, any mitigation would be required. This aspect of the proposal however further illustrates the poor level of amenity that the occupant of the new dwelling would receive.

In regard to overlooking from the front elevation, the creation of habitable room windows at ground floor as a result of the conversion of the garage would have no unacceptable impact on properties to 163 Norden Road, or properties on the eastern side of Norden Road.

Design and visual amenity

The NPPF states 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. This is largely reflected within Policies DM1 and P3 of the Council's adopted Core Strategy, which requires development proposals to demonstrate high quality design.

The proposed conversion will demolish the existing porch on the original dwellinghouse and create a new opening into the property. Additionally, existing windows are replaced with grey UPVC, existing side elevation windows are blocked up, and the garage door on the new dwelling is replaced with a window and door to the front elevation. A timber boundary fence is proposed to divide the two private rear garden areas, however no door is provided in the rear elevation of the new dwellinghouse for access into this garden. No indication of height of fence has been provided however in the instance the application was to be approved, a condition would be secured to the decision notice.

It is noted that not applied for within this planning application, the main dwellinghouse has had the existing pebble dash render removed and a new render applied. Given the presence of the existing render on the main dwelling, this is considered not development. While no determination is made within this application, it is not considered this part of the works are unacceptable.

In relation to the proposed external changes, while some of the changes are less sympathetic to the character of the dwelling, they do not remove original features of the building and are not considered unacceptable. Therefore, in design terms, the proposal would be in accordance with policies DM1 and P3 of the Rochdale Core Strategy and the policies contained within the NPPF.

Highways

Policy T2 of the adopted Core Strategy seeks to improve accessibility by locating development where good access to public transport is available or can be provided and in all circumstances, prioritises the safety, accessibility and amenity of those who live or have business in the area. Policy DM1 also states that all development proposals should

provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location.

The Council's Highways Officer was consulted on the application. No objections were raised to the proposal, as the development is not expected to generate significant volume of traffic, and no noticeable impact is expected on the surrounding highways. It is acknowledged the number of objections received which concern parking, due to the loss of the garage at the original property, and the impact of a possible 3-4 cars parking on street in this location. It is noted on street parking is available, and existing double yellow lines are present across Norden Road, which in the instance of approval would regulate the number of cars parking on street.

As such, Officers consider that the proposed parking would have an acceptable impact on the highway network in line with Policy T2 of the Core Strategy, JP-C8 of PfE and the NPPF.

RECOMMENDATION: Refuse

1. The proposed development will result in the new dwellinghouse created with habitable rooms that will have a total floorspace which falls substantially below the minimum required Nationally Described Space Standards for a two storey, two bedspace dwellinghouse, in direct contravention of the requirements of Places for Everyone Policy JP-H3. Compounding this, the proposed rear garden shown is inaccessible to the occupant of the new dwelling created, and further demonstrates the poor level of amenity the occupant would receive. The proposals will receive limited amounts of natural daylight by reason of the narrow design of the new dwellinghouse, that would have a detrimental impact upon on the residential amenity of future occupants of the dwelling, that they would reasonably expect to enjoy, by way of substandard level of amenity and loss of light, contrary to policies P3 and DM1 of the adopted Rochdale Core Strategy, the Council's Guidelines and Standards for Residential Development SPD and the National Planning Policy Framework.

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.