APPLICATION NUMBER: 19/00278/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
19/00278/FUL	Osian Perks	22 July 2019

Address: The Cottage, Gelder Clough, Ashworth Road Heywood, OL10 4BD

Proposal: Renovation and alterations to former cottage including first floor extension to form one dwelling (Site Managers Accommodation)

PUBLICITY	**Weekly list expired?**	y	**Site notice expired?**	y
	Neighbour letters expired?	y	**Press Notice expired?**	y

DELEGATION	**Significant departure from local plan?**	y	**Contrary to national policy?**	y
	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

CONDITIONS	**Pre-commencement conditions proposed?**	n
	Pre-commencement conditions agreed (or notification period expired)?	n

RECOMMENDATION	**Refuse**

CHECKED AND SIGNED OFF BY: AT **DATE: 06.09.2019**

SITE

This application relates to a single storey building adjacent to Gelder Clough Residential Caravan Site, in the Green Belt to the North of Heywood. The surrounding area is heavily wooded.

The building has a part rendered, part painted brick exterior. It is in a poor state of repair with no roof tiles remaining.

The applicant has indicated within the submitted Design and Access statement that the property was formerly a cottage and was last occupied in the 1920s. A photograph has been submitted showing the property at a distance. The photograph appears to show the building as having two storeys.

Elevational drawings submitted with application 87/D20895 submitted in 1987 show the building as being single storey. Through application 89/D23441 (submitted in 1989) it was established that the use of the building's former use as dwelling had been abandoned, suggesting that it had been single storey for a considerable length of time beforehand.

PROPOSAL

This application seeks permission for the alterations of the building to create a two storey dwelling to provide accommodation for the manager of the caravan site. It would have one bedroom and ensuite bathroom at first floor level and an open plan kitchen/living area on the ground floor.

The extension would increase the total height of the property by 1.05m. The eaves to the West facing elevation by 1.4m. Measured from the ground level directly adjacent to the West elevation, the height of the existing eaves to the west elevation is 2.65m. The height of the ridge of the proposed dwelling measured from this same point is 5.2m.

RELEVANT PLANNING POLICY

Policy

National

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

Local

Saved Rochdale Unitary Development Plan (UDP) 2006:

G/D/2 Green Belt

Adopted Rochdale Core Strategy (CS) 2016:

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

G4	Protecting Green Belt land
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

None Applicable

RELEVANT SITE HISTORY

87/D20895- Attachment Of 25' High T.V. Aerial Mast To Side Of Bungalow. Approved.

89/D23441- Section 53 Determination Re Continued Use Of Premises As Dwelling House. Refused.

09/D51858- Renovation And Alterations To Former Cottage Including First Floor Extension To Form One Dwelling (Site Managers Accommodation). Approved (at committee).

CONSULTATION RESPONSES

Highways And Engineering
We have no objections to this proposal.

Lead Local Flood Authority/Drainage

With reference to United Utilities plans, it appears that all surface and foul drainage for the existing cottage is private – no UU sewers are present in the vicinity.

In order to review the proposals, a plan of existing and the proposed renovation connections of foul and surface water should be submitted to the Planning Officer.

SUGGESTED CONDITIONS

I suggest that the following Drainage Condition, or similar, is included in any Planning Approval that may be issued:-

No development shall take place until details of a scheme to dispose of foul and surface water from the site has been submitted to and approved in writing by the local planning authority. The surface water drainage scheme shall be based on sustainable drainage principles and shall incorporate adequate on site attenuation storage where necessary.

Reason: To prevent an increased risk of flooding as a result of the development, to ensure that surface water discharge rates are limited to pre-development levels in accordance with the submitted Flood Risk Assessment and to ensure satisfactory disposal of surface and foul water from the site in accordance with policy G8 of the adopted Rochdale Core Strategy, saved policy EM/7 of the Unitary Development Plan and the National Planning Policy Framework.

REPRESENTATIONS

An occupant of 14 Gelder Clough has raised concern that dust during construction work make impact upon amenities enjoyed by neighbour.

Officer's response:

All development results in short-term amenity impacts as a result of noise and pollution from construction. As the scale of the development is relatively small, it is considered that requiring a construction management plan would not be a justifiable action in this circumstance.

ANALYSIS

Visual Amenity

Policies DM1 and P3 of the Council's adopted Core Strategy requires development proposals to demonstrate high quality design. Paragraphs 124 and 127 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.

There are few built forms surrounding the development. Oakleigh Cottage, a large, two storey dwelling is visible in an elevated position to the North East and the application building is positioned to the front of a residential caravan park.

The proposed dwelling would be of a regular, square design. The windows to the front and rear of the property would be traditional in their design and pattern, giving the property a traditional appearance.

Bins can impact upon amenity of neighbouring properties. Bin storage is not shown on the plans submitted, however given the buildings proposed function as a site manager's accommodation, it would be anticipated that the communal bin storage areas on the site would be utilised.

Residential Amenity

As a result of the erection of the extension to the building, there may be some light loss to the property directly to the South. However, given the orientation of this property in relation to application building and the overall scale of the development, it is not considered that any loss of light or outlook would be so severe as to warrant the refusal of this application.

Highways

There is an informal parking area on Ashworth Road, directly facing the application property and also informal parking available within the caravan parking Ashworth Road is quiet in character with limited through traffic.

Paragraph 109 of the National Planning Policy Framework states that '*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.*'

In light of the fact that the Council's Highways consultee has not raised any objections to the proposal, the quiet character of the area, the available parking, it is considered that the proposal would not have any significant adverse Highway safety impacts.

Drainage

Policy G8 requires the Council to manage water resources and flood risk. Saved UDP Policy EM/7 states that development will not be permitted in areas identified as flood plains, or other areas where development could contribute to increased flood risk.

A method of drainage not stipulated. In the event of an approval, details of drainage would be required in accordance with comments from the Council's Drainage Engineer.

Impact upon the Green Belt

The proposal site is located within the Green Belt.

Policy G4 of the Rochdale Core Strategy indicates that development within the Green Belt should be restricted to those which are deemed not inappropriate by National Planning Policies.

Paragraph 143 of the National Planning Policy Framework states

'*Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances.*'

Within the submitted Design and Access Statement, it is stated that the renovated dwelling would be used to provide full time, on-site management. It is also states that the building was formerly two storeys in size. A photocopy of an image showing the building at two storeys has been submitted (dated 1895).

Paragraph 144 states:

'*When considering any planning application, local planning authorities should ensure that substantial weight is given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and other harm resulting from the proposal, is clearly outweighed by other considerations*.'

Paragraph 146 lists forms of development which are '*not inappropriate in the Green Belt provided that they preserve its openness and do not conflict with the purposes of including land within it*'. These include '*the re-use of buildings that are of permanent and substantial construction'*.

The existing building is permanent and does appear to be of sound solid construction, capable of conversion. For this reason, the reuse of the building would not be considered inappropriate in principle. However, the proposed extension which enables the construction of the proposed dwelling would increase the prominence of the building within its setting, and this would adversely impact upon the openness of the Green Belt. As such the proposal would fail to accord with paragraph 146.

Paragraph 145 of the National Planning Policy Framework states that the construction of new buildings is inappropriate in the Green Belt but lists seven exceptions. One of these is:

'*the extension or alteration of a building provided that it does not result in disproportionate additions over and above the size of the original building;*'

Section 5.20 of the of the Council's '*Guidelines and Standards for Residential Development'* (2016) Supplementary Planning Document (PD) states that normally, in principle, extensions that result in up to a 35% increase in floorspace or volume over and above the original dwelling would normally be considered appropriate and

not disproportionate (this calculation would include previous extensions to the original dwelling, which is defined as the dwelling as it was first built or as it stood on 1 July 1948). However, the guidance goes on to state that the characteristics of properties and proposals will vary significantly and there may be instances when an increase of less than 35% would be considered disproportionate and other occasions when a greater than 35% increase may be considered proportionate.

The existing property has a volume of 69.21m^3. As a result of the extension, the volume of the property would increase to 92.93m^3. This would be an increase in volume of 34.3%. Notwithstanding this, it is considered that the proposal would constitute a disproportionate addition. This is because, especially when viewed from the highway, due to its height, size and siting on top of the existing structure, the extension would appear as a disproportionate addition to the building which substantially alters its character and appearance. The proposed extension and the addition of a dual pitched roof would result in a building with a significantly greater presence than the existing structure, impacting on views across the Green Belt from the adjacent highway. As such, it would fail to satisfy the criteria of paragraph 145 of the National Planning Policy Framework or that of the adopted Rochdale Core Strategy.

In summary, as stated above, the proposed development would cause harm to the Green Belt through impacting upon its openness and thus failing to accord with the criteria paragraph 146 of the NPPF. The proposed extension would also appear as a disproportionate addition to the original building and thus constitute inappropriate development as stipulated in paragraph 145 of the NPPF. No further harm is identified.

It has not been demonstrated that the creation of an on-site manager's residence is necessary for the continued success of the residential caravan site. Indeed, the caravan site appears to have successfully operated for a significant number of years without the need for a manager to live on the site. Based upon the information submitted, it cannot be considered that this would constitute very special circumstances that outweigh the harm caused through the impact of the development upon the openness of the Green Belt and the erection of a disproportionate addition to the application building.

RECOMMENDATION

1. The proposed development, by reason of the size and height of the first floor extension, would be detrimental to the openness of the Green Belt and would therefore constitute inappropriate development in the Green Belt. No very special circumstances have been identified that would outweigh the harm caused by reason of inappropriateness. As such, the proposal is contrary to saved policy G/D/2 of the Rochdale Unitary Development Plan, Policy G4 of the adopted Rochdale Core Strategy 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.

Notes for Applicant:

For the avoidance of doubt, this decision relates to the following plans:

- Proposed and Existing Plans and Elevations (Drawing No. HC-19158-(60)-001 Revision B)

Report Author Osian Perks