

APPLICATION NUMBER: 22/01419/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
22/01419/FUL	Rosalind Gralton	23 January 2023

Address: Land Adjacent To 1 Corporation Road Rochdale OL11 4EU

Proposal: Erection of bungalow with associated parking and landscaping

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/A
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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: 31.01.23

SITE

The site relates to a parcel of land to the rear of No 1 Corporation Road, Rochdale. The land forms part of rear amenity space of No 1 Corporation Road. The land is

largely devoid of any vegetation or trees, and boundary treatment includes a low level red brick wall.

The site is located within Flood Zone 2

PROPOSAL

Planning permission is sought for the erection of bungalow with associated parking and landscaping.

RELEVANT PLANNING POLICY

National Guidance

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

Adopted Rochdale Core Strategy (CS):

SO2 – To create successful and healthy communities

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

C2 – Focusing on regeneration areas and economic growth corridors/ areas

SO3- To improve design, image and quality of place

P1 – Improving image

P3 – Improving design of new development

SO4

G1 – Tackling and adapting to climate change

G8 – Managing water resources and flood risk

SO5- To improve accessibility and deliver sustainable transport

T2 – Improving accessibility

DM1 – General development requirements

Unitary Development Plan (UDP):

G/R/1 Physical Regeneration

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

16/00159/FUL – Erection of one detached dwelling – Resubmission of 15/01032/FUL

15/01032/FUL – Proposed dwelling at the rear of 1 Corporation Road - Refused
22/10/2015

CONSULTATION RESPONSES

United Utilities

Standard advice

Lead Local Flood Authority/Drainage

The Council's Drainage Officer has reviewed the submitted FRA, and agrees with the recommendations included within it. The Drainage officer has recommended the below condition.

Prior to the commencement of development, details of a sustainable surface water drainage scheme and a foul water drainage scheme shall be submitted to and approved in writing by the Local Planning Authority. The details should include evidence that UU Developer Services have agreed to any connections to public sewer. The drainage scheme shall include flood mitigation measures as follows:

- ② The finished floor level of the development should be no lower than 300mm above average external site level or the existing floor level of 1 Corporation Road; whichever is the higher.
- ② Flood resilient design measures shall be incorporated to a minimum elevation of 600mm above floor level.
- ② A Flood Warning and Evacuation Plan should be prepared for the dwelling and the owner/occupants should sign up to the Environment Agency's free Flood Warning Service.
- ② Construction details for permeable paving including sub-base details e.g. cross-section, if this type of paving forms part of the sustainable drainage system.

The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards. Prior to occupation/ use of the proposed development, the drainage scheme shall be completed in accordance with the approved details and retained thereafter for the lifetime of the development.

Reason: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution. To prevent an increased risk of flooding as a result of the development and to ensure satisfactory disposal of surface water from the site in accordance with Policy G8 of the adopted Rochdale Core Strategy, saved Policy EM/7 of the adopted Rochdale Unitary Development Plan and the National Planning Policy Framework.

Reason for pre-commencement condition: Drainage infrastructure will need to be implemented prior to commencement of above ground works and a scheme therefore needs to be agreed in advance of the same.

Highways And Engineering

The Council's Highway Office has previously considered residential development on this site to be appropriate and at that time it was a larger dwelling than the one proposed in this application.

Having reviewed the submitted plans we have the following comments;

Highway's Officer's confirm the parking provision is adequate based on the size and location of the proposed dwelling. Servicing is not of concern based on the size of the dwelling also.

As such, in the instance the application was approved, the development would not have any detrimental impact on road safety or highway capacity.

Highway's Officer's do note the submitted site plan shows gates for the development that open out onto the adopted highway which is contrary to highway legislation. In the instance the application was approved, a condition is requested stating any gates to be erected open into the site only and not outwards onto the highway.

No objection subject to the above condition on any approval notice.

Env Health - Noise/Odours

No comments received to date

REPRESENTATIONS

The application was advertised by way of neighbour notification. No responses were received.

ANALYSIS

Principle of Development

The site is the area of land to the rear of No 1 Corporation Road, a two storey end terrace dwellinghouse, currently used as the residential amenity space. Previous planning permission for the erection of a two storey dwellinghouse on the site was refused most recently in 2016.

The site is located within the Defined Urban Area as designated under the Proposals Map of the Unitary Development Plan (UDP). New development, wherever possible and appropriate, should be concentrated within the urban area in order to support urban regeneration and to protect the countryside. Given the site's location within a defined urban area, the principle of development on the site is accepted.

Policy C1 of the Rochdale CS relates to housing delivery within the borough and states: 'We will provide sufficient land to deliver at least 460 net additional dwellings per year up to 2028 to assist in the creation of successful, inclusive and mixed communities and meet the housing needs of the borough' adding 'All new residential development will be expected to comply with the general Development Management criteria outlined in policy DM1.'

Subject to compliance with the general development management criteria outlined within policy DM1, on the above basis, the principle of the development would be acceptable in accordance with Rochdale Core Strategy Policy C1, Saved UDP Policy G/D/1 and the NPPF.

Character and Appearance

The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities.

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, which 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 revisions to the NPPF in July 2021 are clear that development that is not well designed should be refused, and conversely, significant weight should be given to development which reflects local design policies and government guidance on

design. In support of this, the Government have produced a suite of guidance documents including Building for a Healthy Life, the National Model Design Code and the National Design Guide which form a material consideration in the assessment of the design of development proposals, and aid Local Authorities and developers alike in understanding what 'good' and 'bad' design looks like.

The National Design Guide references the scale, appearance materiality and detailing of buildings as key components for well-designed places, and states that well-designed places are based on a sound understanding of the features of the site and the surrounding context. The Building for a Healthy Life guidance document states that building forms and materials should be used to reflect local character.

The proposed dwelling is sited in the rear amenity area of No 1 Corporation Road, a highly visible corner plot at the junction with Bridgefield St. The dwelling would be sited forward of the existing building line by 4m, and would measure 450mm from the highway at the closest point. The design of the proposed dwelling is simplistic, a single storey bungalow with a pitched roof design. The ridge height of the roof would measure 4.2m, and the eaves height of the dwelling would measure 2.5m. The design does not include any brickwork detailing, and shows no relationship to the adjacent terrace. A timber fence is proposed as boundary treatment between the shared rear boundary of No 3 Corporation Road and the rear elevation of No 1 Corporation Road. A brick wall is identified on the submitted site plan to the front elevation facing Bridgefield Street, however no elevations of this have been submitted. Proposed parking for one car is located to the east of the proposed dwelling, adjacent to the rear elevation of the single storey outrigger of No 1 Corporation Road.

The proposed property would be set within very close proximity (0.5 metre at its closest point) from the boundary to the garden area of No. 3 Corporation Road, and visually would appear to impose on the development of the garden areas of Nos. 1 and 3 Corporation Road. In addition, the position of the property directly adjacent to the footway of Bridgefield Street, and forward of the building line of terraces at No 1 Corporation Road, would result in the dwelling creating an incongruous addition within the streetscene, as well as a prominent front and side elevation when viewed from the corner of Bridgefield Street and Corporation Road. These prominent elevations would not relate well to either of the older, adjacent terrace rows. The overly cramped appearance of the site would also impact on the provision of adequate amenity space for both the existing and proposed dwellings. The impacts of this on residential amenity are addressed further below. However, in terms of visual amenity this cramped appearance and visible lack of amenity space would further result in the development appearing at odds with the existing character of the existing adjacent properties, and overall this would represent unacceptable overdevelopment of the plot, contrary to the existing layout and form of development in the area.

In conclusion, the form, position and layout of the plot would exacerbate the harm caused by the development, and the property would appear overly prominent on this highly visible corner plot. Furthermore, this prominence would be further exaggerated by the scale of the plot which is insufficient to accommodate a dwellinghouse, without the development appearing overly cramped within the street scene.

In summary, it is considered that the proposed dwelling, by virtue of its form, position, layout, massing and design, would be incompatible with the character of surrounding area, and would not respect the density and pattern of development in this residential street. The scheme would have a detrimental impact on the appearance of the street scene is therefore contrary to the requirements of CS Policies P2 and P3, and advice contained within the NPPF.

Amenity

Paragraph 130 of the National Planning Policy Framework advises that planning decisions should always seek to secure a high standard of amenity for existing and future users. Further to the above are the considerations of the Council's Supplementary Planning Document (SPD) 'Guidelines and Standards for Residential Development' which states that new developments "*should be carefully designed to protect the amenity of the occupants of adjoining properties.*"

Section 4.1 of the Guidelines and Standards for Residential Development SPD sets out minimum distance standards which all new residential developments should adhere to in order to ensure a satisfactory standard of amenity for surrounding, existing and future occupiers.

A minimum of 10m is required between any principal window and a directly facing single storey elevation, as outlined in the Council's SPD. In this instance, the rear elevation of the proposed dwelling will retain a 2.8m distance to the shared rear boundary with No 3 Corporation road, reducing to 0.5m as a result of the splayed boundary line.

The side elevation of the proposed dwelling would retain 3.5m to the rear elevation of No 1 Corporation Road, where a window on the rear elevation of the single storey extension on No 1 would be blocked by a 2m high timber panel fence. The proposal would therefore result in an overbearing and visually intrusive impact on the amenity of the property at No 1.

In relation to occupier amenity of the proposed dwelling, the first floor rear bedroom window of No 1 Corporation Road would retain a 5m distance to the side elevation of the proposed dwelling, and would inevitably have an overlooking impact over the property, given the habitable room windows to the rear, and additionally the short distance to the rear garden amenity space located to the eastern side of the plot.

Additionally, the proposal would reduce the occupant at No 1's private amenity space to the rear to 2.28 sqm. As defined within the Council's Residential Development SPD residential amenity is; *'The benefit enjoyed from physical external space which is part of the private home. The level of enjoyment is dependent on a number of factors, including location, size, orientation, sounds, noise, accessibility and enclosure, and general quality of space.'* While it is acknowledged a large expanse of amenity space is retained to the side and front of the property, this does not constitute the same as private amenity space, given the low boundary treatment on the site and visibility within public view.

The Technical Housing Standards provide guideline space standards for residential accommodation. In this case the proposed dwelling fails to meet the standards in terms of the dimensions of proposed bedroom 2, which falls short of the 7.5sqm required. Whilst the Council has not adopted the Standards within its development plan, it does serve to demonstrate that the proposed development fails to provide a high standard of amenity for the future occupants of the dwelling, and with the issues above, leads to the conclusion that it is not possible to accommodate an acceptable dwelling within the space available on the plot.

In conclusion, the proposal would be unacceptable as a result of an unacceptable overbearing and overlooking impact to the detriment of the residential amenity of No 1 Corporation Road, and would be contrary to the Council's SPD, policies DM1 and the NPPF.

Highways and refuse collection

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. Paragraph 111 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.

The Council consulted its Highways department as part of the application. It is concluded given the location of the site's short proximity to the town centre and local facilities, and for the size of the dwelling proposed, parking provision is considered adequate. Servicing arrangements are considered adequate and it was not considered the development would have any detrimental impact on road safety or highway capacity. However, the site plan shows gates to the dwelling opening onto the adopted highway which would interfere with pedestrian movements and is therefore detrimental to their safety. In the event that the application was to be approved, Officers would have liaised with the applicant to amend this element of the scheme.

In conclusion, with amendments to the proposed gates, the proposal would be capable of being compliant with Policy T2 and Policy DM1 of the Core Strategy.

Drainage and Flood Risk

Policy G8 of the Core Strategy sets out the Council's strategy for managing water resources and flood risk more effectively in the interests of public safety, protecting property and infrastructure and the conservation of the natural environment. The NPPF also establishes that inappropriate development in areas at risk at flooding should be avoided and that when determining planning applications, local planning authorities should ensure flood risk is not increased elsewhere.

The site falls within Flood Zone 3 and therefore a Flood Risk Assessment (FRA) has been submitted. The Council's Drainage Engineer was consulted and agreed with the conclusions within the FRA. A pre-commencement condition requiring further information to be submitted would be necessary, should the application be subject to an approval. As such the requirements of Policy G8 of the Core Strategy and the requirements of the National Planning Policy Framework would have been met.

Arboricultural and Ecological Impacts

Paragraph 131 of the NPPF states that trees make an important contribution to the character and quality of urban environments, and can also help mitigate and adapt to climate change. Paragraph 174 of the NPPF states that the planning system should contribute to and enhance the natural and local environment by minimising impacts on biodiversity, providing net gains where possible, and contributing to the Government's commitment to halt decline. Policy G6 of the adopted Core Strategy expects development proposals affecting green infrastructure to avoid the loss of existing features such as trees unless suitable alternative provision is made or they have limited value. Core Strategy policy G7 requires that no development should result in a net loss of biodiversity and geodiversity.

The site shows no existing trees on the site to be felled, nor indication of vegetation. A landscaping scheme, biodiversity details and bird boxes would be conditioned in the instance the application resulted in an approval.

RECOMMENDATION: REFUSE

1. As a result of its siting, scale, design and layout, the proposed dwelling would be an intrusive addition to the character and appearance of the surrounding street scene. The proposed dwelling would harm the prevailing residential character of the area by disrupting established building lines and styles. Taken as a whole, the proposal would constitute a cramped addition that fails to produce a satisfactory standard of design and does not take the opportunity to improve the character and quality of the area. The application is therefore contrary to the requirements of Policies DM1 and P3 of the adopted Rochdale Core Strategy, the Supplementary Planning Document 'Guidelines and Standards for Residential Development' (2016) and the National Planning Policy Framework.
2. By virtue of its siting, size and design, the proposed dwellinghouse would result in an overbearing impact to the rear windows of No 1 Corporation Road to the detriment of the amenity of the occupiers. The first floor rear bedroom windows of No 1 Corporation Road would overlook the proposed dwellinghouse to an unacceptable degree, to the detriment of the amenity of the occupiers of the proposed dwelling. The application therefore fails to accord with the policy 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.

Notes for Applicant:

For the avoidance of doubt, the decision notice refers to the listed documents:

Location Plan - pln030.01

Site plan - pln030.02

Proposed plans and elevations - pln030.03

Proposed streetscene elevation - pln030.04

Report Author Rosalind Gralton