

APPLICATION NUMBER: 23/01358/HOUS

Application Number:	23/01358/HOUS
Location:	Dane House, William Street, Middleton, M24 2JT
Proposal:	Erection of single storey outbuilding to provide annexe accommodation (retrospective)
Applicant:	Mr D Hughes
Case Officer:	Bob Melling
DETERMINATION DATE 22.03.2024	EXT OF TIME 08.04.2024
RECOMMENDATION:	Grant subject to conditions

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?	N

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

Location

This application relates to the grounds of a large, two storey detached dwelling known as Dane House sited within a small cluster of properties accessible off William Street in Middleton. The property is a 19th Century red brick villa completed with attractive sandstone quoins, lintels and cills. The property is perched on an elevated siting, with the southeast facing front elevation having a vantage point over the immediate locality. The front elevation is completed with a pair of elaborate bay windows, with the garden to the front being attractively landscaped in keeping with the host dwelling.

The rear of the property is accessible from William Street, with the rear elevation of the dwelling sited approximately 33m from the highway separated by a large tarmac driveway that historic mapping indicated as hosting a landscaped garden. The rear elevation of Dane House is complete with similar design values as the front but is defined through the presence of a large stained glass window to the centre of the first floor. At present, when approached from William Street, a large red brick wall complete with a sandstone capstones and detailing forms the entrance to the rear curtilage.

It is acknowledged that a 'coach house' existed to the front of the driveway to the east. The pre-existing outbuilding was complete with a hipped roof and featured a centralised dormer-style protrusion that was formed with a hipped roof. Foundations built following the demolition of the coach house approximately occupy this site.

Dane House is considered to constitute a building of local historical and architectural significance, with a Historic Environment Record under No.17264.1.0. The record denotes the main significance of the Non-Designated Heritage Asset as being embodied within its historical associations with the local milling family: The Schofields. This record also acknowledges the aforementioned detached Coach House.

Immediately to the East of Dane House is the private access road to residential dwellings on Tonge Hall Close. Beyond this, approximately 16m from the proposal site is Tonge Hall.

The adjacent Tonge Hall is Grade II* listed, placing it amongst the most architecturally and historically significant buildings in the country. It is a black and white, timber and plaster hall which was built in the 1580's with additions in C.18 and C.19, and whilst evident that some of the physical significance was lost in the fire that occurred in 2007, the property retains many original features; carved oak beams, inglenook fireplaces and timber paneling, and remains a building of more than special historical interest, being a tangible link to the 16th Century. The listing description for the building is as followed.

'MIDDLETON WILLIAM STREET SD 80 NE 2/28 Tonge Hall 15.3.57 - II House. 1580s with C18 and C19 alterations. Timber-framed with stone plinth, brick alterations and graduated stone slate roof. T-shaped 2-storey plan with a cross passage against the right gable-end. The first floor, eaves and gables all have coved jetties. Bay 1 is a gabled crosswing, bay 2 projecting to the same degree was originally the bay window of the hall and is also gabled. A gabled 2-storey porch in bay 4 was replaced by a plain brick wall and porch in the C19. 4 ground floor windows and a first floor window all with diamond- shaped oak mullions and transoms (some replacements) and between 4 and 6 lights. The projecting hall bay window was fully glazed until the C20. A 2-light window above the bay window has arched heads. The most distinctive feature of the building is the extensive use of quatrefoil panels which extends as far as the framing across the front and left elevations. Casement and horizontally sliding sash windows to left return. The rear and right elevations have been rebuilt in brick in the C18 incorporating various casement windows, some below elliptical brick arches. C20 porches to rear and left. 2 ridge chimney stacks with diagonally set paired brick shafts. Rainwater heads art, inscribed RT 1703 (Richard Tonge). INTERIOR: An inglenook fireplace with massive bressumer beam backs onto the gable-end cross passage which is now split by a partition to form a room. The hall has also been compartmented to allow the insertion of a stair- case in 1936 and to separate the bay window. The beams are chamfered and are braced diagonally on both floors to the principal posts. The beams in the crosswing form a grid pattern and have dragon beams at each corner. The central of the 3 crosswing rooms is fully lined with late C17 bolelection-moulded panel- ling and above a fine bolelection-moulded fire surround is said to be a painting concealed by paint. A spiral oak staircase winds round an octagonal newel post. The house enjoys a commanding position on top of a hill and is an outstanding example of C16 carpentry and planning. Victoria County History of Lancashire, 1911.'*

Description of Proposal

Retrospective permission is sought for the erection of a self-contained annexe building to the rear of Dane House. The annexe would function as a self-contained property with a kitchen and living area, bathroom, and two bedrooms, but its use would however be ancillary to the main dwelling.

The proposal is to be sited approximately where the pre-existing coach house once stood, to the north of the rear curtilage adjacent to Tonge Hall Close.

The design of the annexe seeks to replicate some of the design values present in Dane House, being built with a hipped roof, in red brick with sandstone quoins, lintels and cills. All windows and entrance door would be positioned southwest, facing across the driveway.

Planning permission (20/00261/HOUS) was granted in May 2020 for an annexe in the same location measuring 13.04m by 5.23m with a maximum height of 3.94m. The as-built structure, for which permission is now sought, has a footprint of 13.80m by 3.56m with a maximum height of 3.53m.

Relevant History

23/01128/HOUS	Single storey side extension to existing bungalow annexe. Withdrawn
21/01726/HOUS	Erection of canopy to north elevation. Granted subject to conditions.
20/00889/HOUS	Erection of a single storey outbuilding to the rear garden to provide annexe accommodation - resubmission of planning application 20/00261/HOUS. Refused
20/00662/DOC	Submission of details to comply with conditions 3 and 4 on planning permission 20/00261/HOUS Request Completed June 2020
20/00261/HOUS	Erection of a single storey outbuilding within front driveway to provide annexe accommodation (Re-submission 19/00616/HOUS). Granted subject to conditions.
APP/P4225/D/19/3240714	Appeal to the Planning Inspectorate for Planning Ref. 19/00616/HOUS. Appeal Dismissed.
19/00616/HOUS	Erection of a single storey outbuilding within front driveway to provide annexe accommodation. Refused
15/00898/HOUS	Erection of granny annex within front garden. Refused
13/00984/HOUS	Erection of single storey building for use as granny annexe. Refused
08/D51477	Change Of Use And Conversion Of Former House In Multiple Occupation To A Single Dwelling. Granted Subject to Conditions

07/D50249 Change Of Use From House In Multiple Occupation To 5 Flats And Extension And Conversion Of Coach House To 2 Flats. Granted Subject to Conditions

Township/Member comments

N/A

Consultee responses

Conservation And Design

Comments submitted on 2nd April 2024 in response to revised scheme:

No objections to the revised scheme. The revised scheme is similar in its impacts to the originally approved. It would have a neutral impact on significance.

Representations

Letters of notification were sent to all surrounding neighbours as well as a site notice being posted in the vicinity. No representations were received in response to the proposed development.

Policy

National

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

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-P1	Sustainable Places
JP-P2	Heritage

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

Supplementary Planning Documents (SPD): Supplementary Planning Document 'Guidelines and Standards for Residential Development' (2016).

Amendments

An amendment was sought to remove the proposed side extension to the as-built annexe following concerns raised by the Council's Conservation Officer.

Assessment

Impact on Designated and Non-Designated Heritage Assets

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

'Significance' with regard to heritage assets is defined by the NPPF as:

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'

The setting of a listed building is defined by the NPPF as:

'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

Paragraph 203 of the NPPF states that in determining planning applications, local planning authorities should take account of:

- a) The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 of the NPPF states that in considering the impact of a proposed development, great weight should be given to the asset's conservation. Significance can be harmed or lost through alteration of a heritage asset and as they are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building should be exceptional.

Paragraph 207 goes on to state that where a proposed development would lead to substantial harm to or total loss of significance of a designated heritage asset, local

planning authorities should refuse consent unless it is necessary to achieve substantial public benefits that outweigh the harm or loss or where all four criteria set out in the paragraph apply.

Planning practice guidance identifies that substantial harm is a high test and may not arise in many cases. Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

Paragraph 208 of the NPPF directs that where a proposal would lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. The Court of Appeal decision in the case of *Barnwell vs East Northamptonshire DC* [2014] (2) clarified that decision makers should give "considerable importance and weight" to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise'.

The adjacent Tonge Hall is Grade II* listed, placing it amongst the most architecturally and historically significant buildings in the country. It is a black and white timber and plaster hall which was built in the 1580's with additions in C.18 and C.19, and whilst evident that some of the physical significance was lost in the fire that occurred in 2007, the property retains many original features; carved oak beams, inglenook fireplaces and timber panelling and remains a building of more than special historical interest, being a tangible link to the 16th Century.

The property is not only an outstanding heritage asset in the local context of Middleton's extensive and rich history, forming part of the '*Golden Cluster*' and complementing the nearby Alkrington and Hopwood Halls, but is also a building of national importance.

The applicant dwelling, Dane House, forms part of the setting of Tonge Hall. It was the first major addition to the setting of Tonge Hall and was built in C.19 out of red brick utilising sandstone quoins, cills and lintels and was originally separated from Tonge Hall by the red brick boundary wall prior to the addition of Tonge Hall Close which leads south from William Street between the side boundaries of the properties.

The dwelling has been identified as a Non-Designated Heritage Asset (NDHA). Whilst this judgement was disputed in the previous appeal decision, the Council and its Conservation Officer remain of the view that the dwelling is a NDHA. Additional supporting information has been identified by virtue of the discovery of an archived building report which was submitted to the Historic Environment Report, a comprehensive database archiving sites of archaeological significance in Greater Manchester. The record for Dane House can be found under HER No. 17264.1.0, with the historical significance of the dwelling being founded in its association with the local milling family.

It is noted that there have been various changes to the setting of Tonge Hall and Dane House throughout the C.19 and C.20, transforming the relatively rural setting through the addition of dwellings to the south and west along William Street. It is also noted that a previous stable block/coachhouse was demolished in a similar siting. These factors alone do not however, justify further development within the setting.

The Conservation Officer notes that the as-built structure is similar in its impacts to the originally approved structure. Therefore, the revised scheme would have a 'neutral' impact on the significance of the designated and non-designated heritage assets.

No additional concerns are had with the design of the as-built structure, which is similar in design to the originally approved structure.

In summary, due to its siting, size and design, the proposed annexe would have a neutral impact on the setting of the Grade II* listed Tonge Hall and the non-designated heritage asset Dane House and would not therefore harm their significance. It is considered that the siting, scale and overall design would accord with policies P2, P3 and DM1 of the Adopted Rochdale Core Strategy, the Places for Everyone Joint Development Plan and the relevant paragraphs of the National Planning Policy Framework.

Amenity: DM1 and SPD

The proposal annexe would be positioned a significant distance away from neighbouring properties. By virtue of its size and siting, it would not significantly overshadow or have an oppressive impact upon neighbouring properties and retain a satisfactory level of amenity for the residents of Dane House.

Highways and Parking: DM1 and T2, Appendix 5

The proposed annexe would be positioned within the driveway and could result in the intensification of the site. It is considered that driveways substantial size (dimensions) would continue to provide adequate parking space for the dwelling(s).

Recommendation: Grant subject to the following conditions

1. The permission relates to the following plans:

- Location Plan
- Existing Site Plan
- Proposed (As-Built) Floor Plans and Elevations. Drg no. 3328-02

Reason: For the avoidance of doubt, and to ensure a satisfactory standard of development in accordance with the policies contained within the adopted Rochdale Core Strategy and the National Planning Policy Framework.

Article 35 Statement

The Local Planning Authority worked proactively with the applicant to identify various solutions during the application process to ensure that the proposal comprised sustainable development and would improve the economic, social and environmental conditions of the area and would accord with the development plan. These were incorporated into the scheme and/or have been secured by planning condition.

	Date	Officer
Report Completed	04/04/2024	Signed: BM
Authorisation	18/04/2024	Signed: RC

Report Author Bob Melling