

APPLICATION NUMBER: 24/00008/HOUS

Application Number:	24/00008/HOUS
Location:	23 Rhodes Green, Middleton, M24 4SL
Proposal:	Two-storey side and rear extension, creation of new vehicle access and car parking
Applicant:	Ms Rebecca Siddall
Case Officer:	Bob Melling
DETERMINATION DATE 04.06.2024	EXT OF TIME
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?	N

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

Location

The application relates to no. 23 Rhodes Green, a detached, two-storey dwelling located within an irregularly shaped plot of land to the south of Ellis Lane in Middleton. The area surrounding it is primarily open in character, although there are several other residential properties in close proximity, including two terraces of residential dwellings which lie to the southeast and three detached dwellings (two of which are currently under construction) which stand further along Ellis Lane to the northwest, beyond which lie a linear development of 11 dwellings which run parallel to the A6045 (Heywood Old Road).

Open land surrounds the application site which is designated, along with the site itself, as Protected Open Land and a Greenspace Corridor under the saved Rochdale Unitary Development Plan. This land provides a buffer zone between the linear development along Heywood Old Road and the western edge of the Langley estate, bordered by Rowrah Crescent. The application site is also located within a strategic housing allocation (Policy JP Allocation 1.2) as identified by the Places for Everyone Joint Development Plan (Figure 1).

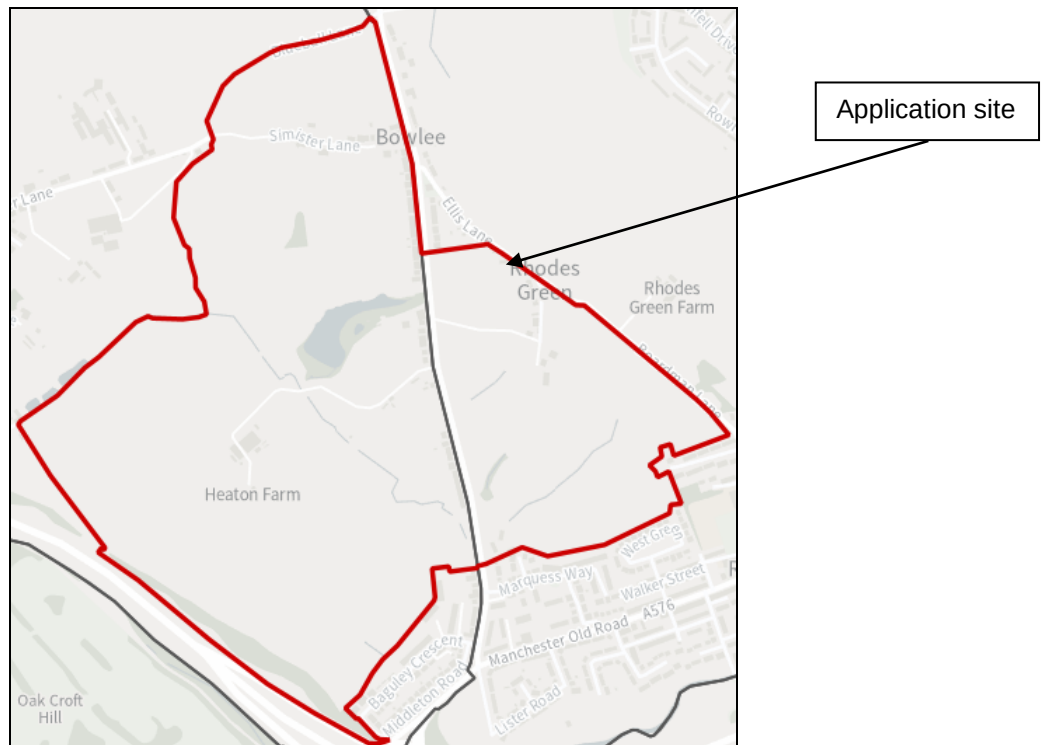


Figure 1 - JPA 1.2 Allocation (Mapping GM)

Description of Proposal

Permission is sought for a two-storey side and rear extension that would be set back approximately 5.95m from the existing principal elevation and extend 5m from the existing north-facing side elevation. It would also project 1m beyond the existing rear elevation. It would be characterised by a dual-pitched roof with an overall height of approximately 5.73m, which is 1.95m lower than the main ridgeline. Construction materials for the proposed extension would match those used in the host dwelling, including stone heads and cills for the windows.

Relevant History

23/00599/CPE	Application for certificate of lawfulness for the use of land as a garden for purposes incidental to the enjoyment of a dwelling house Grant
22/00557/VRCON	Application to to remove condition 14 (restricting permitted development rights) of planning permission 19/00256/FUL Appeal Allowed (appeal ref: APP/P4225/W/22/3306051)
21/01622/HOUS	Single storey side extension Withdrawn
19/00256/FUL	Demolition of existing dwelling and construction of replacement dwelling Grant subject to conditions
18/00289/FUL	Demolition of existing dwelling and construction of replacement dwelling - Resubmission of 17/01046/FUL Withdrawn

17/01046/FUL

Demolition of existing dwelling and construction of replacement dwelling

Withdrawn

Township/Member comments

N/A

Consultee responses

Highways And Engineering

No objections.

Representations

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

Policy

National

National Planning Policy Framework (NPPF) – December 2023

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

Local

Saved Rochdale Unitary Development Plan (UDP) 2006:

G/8 Greenspace Corridors

D/10 Protected Open Land

Adopted Rochdale Core Strategy (CS) 2016:

SO3 **Improving design, image and quality of place**
P3 Improving design of new development

SO4 **Promoting a Greener Environment**
G4 Protecting Green Belt
G5 Managing Protected Open Land

SO5 **Improving accessibility and delivering sustainable transport**
T2 Improving accessibility

DM1 General development requirements

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

Amendments

N/A

Assessment

Principle of Development

The proposed application site is located within an area designated as Protected Open Land under saved policy D/10 of the Rochdale Unitary Development Plan, which should be read in conjunction with policy G5 of the adopted Core Strategy. Saved policy D/10 allows inter alia for development which would be acceptable were it in Green Belt. Policy G5 of the Core Strategy states that development on open land outside the urban area and not in the Green Belt will be resisted unless it is limited development that would be acceptable if it were in the Green Belt.

Policy G4 of the Core Strategy restricts development within the Green Belt to the limited types of development which are deemed appropriate by national planning policies, unless very special circumstances can be demonstrated.

Paragraph 154 of the NPPF establishes that "a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt." However, there are exceptions to this and exception c) states; "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." The definition of 'original building' in the NPPF Glossary does not specifically address replacement dwellings, however it was established by the Planning Inspector (appeal ref: APP/P4225/W/22/3306051) that the 'original building' in this case would be the replacement dwelling rather than the one that was replaced.

Based on calculations by the Case Officer, the proposed extension would result in an approximate 45% increase in the volume of the original building. The Council's Residential Development Supplementary Planning Document states that, as a general guide, an increase of up to 35% in volume would usually be considered as not disproportionate. However, the document acknowledges that there may be instances when a 35% increase would be considered disproportionate and other occasions when a greater than 35% increase may be considered proportionate.

Since the approval of the existing dwelling (ref: 19/00256/FUL), there has been a significant material change in the policy status of the site with the adoption of the Places for Everyone Joint Development Plan. The application site is located within a strategic housing allocation (Policy JPA 1.2), which is expected to deliver around 1,550 homes. Whilst the Protected Open Land designation has not been deleted, a greater degree of flexibility should be applied in light of policy JPA 1.2. Whilst the proposed increase in volume would fail to meet the Green Belt test, this would not be a substantive reason for refusal in isolation given the policy status of the site following the adoption of PfE.

As such, the principle of development need not be unacceptable in principle, although this must be balanced against all other material considerations, including the requirements of saved UDP policy G/8 (Greenspace Corridors), which are addressed in the relevant report sections below.

Design: DM1 and P3

Policy JP-P1 of the Places for Everyone Joint Development Plan (PfE) requires new development to be distinctive with a clear identity that: “Respects and acknowledges the character and identity of the locality in terms of design, siting, size, scale and materials used.” In addition, paragraphs 131 and 135 of the 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.”

Policies DM1 and P3 of the adopted Rochdale Core Strategy require development proposals to be “of high quality design and take the opportunity to enhance the quality of the area” and to “enhance the borough’s identity and sense of place, by respecting context where it is positive and having regard to the scale, density, massing, height, layout, landscape, materials and access of surrounding buildings and areas in general.” In addition, section 5.1 of the SPD states development proposals should be “in keeping with the host property and generally should be subservient to it.”

The isolated, semi-rural rural context of the site means that the application property is readily visible from surrounding public vantage points, particularly within the sightlines of Ellis Lane. It is also visible from Heywood Old Road (A6045) to the west and Boardman Lane (a Public Right of Way) to the south. Therefore, the application property has a heightened level of exposure.

Whilst the proposed extension would demonstrate a degree of subservience to the host dwelling by virtue of its setback from the existing principal elevation and lesser overall height, the extension would sit awkwardly against the host dwelling and would not be in-keeping with the existing proportionality. The roof pitch of the proposed extension would be approximately 7 degrees shallower than the roof pitch of the main dwelling and the spacing between the windows to the front elevation would cause the extension to appear squat. Moreover, the extension would jut out by approximately 1m to the rear and this aspect would be at odds with the simple built form of the host dwelling. This would also be clearly visible on the southeastern approach along Ellis Lane.

Overall, the proposed extension would read as a bulky and awkward addition to the host dwelling that would not function well or be of a high standard of design that would add to the overall quality of the area.

Ultimately, the proposal would represent an incongruous and poor design solution that would not function well or add to the overall quality of the area.

As such the proposal would fail to meet the requirements for high quality design contained within policies DM1 and P3 of the Core Strategy and JP-P1 of Places for Everyone. It would also be contrary to guidance contained within the Council’s Guidance and Standards for Residential Development SPD and the aspirations for high quality design as advanced in the revised NPPF.

Amenity: DM1 and SPD

Due to the significant separation distance to any other existing residential dwellings, no amenity impacts would arise for occupiers of surrounding buildings. The first floor habitable room windows in the west-facing rear elevation would be positioned very close to the site boundary and significantly below the 10.5m to the boundary required by the SPD. However it is acknowledged that land to the south and west is open agricultural land which would not be unduly affected by overlooking.

All habitable rooms would be supplied with sufficient natural light and the dwelling would retain sufficient outdoor amenity space.

Therefore, for the above reasons, the proposal is not considered to result in undue amenity impacts for occupiers of surrounding land and buildings and the application therefore accords with the relevant parts of Core Strategy policy DM1, the Council's Guidance and Standards for Residential Development SPD and the NPPF.

Highways and Parking: DM1 and T2, Appendix 5

The proposals would retain sufficient off-street parking and access arrangements. No objections have been received from the Highways Authority. As such, the proposals are considered to be acceptable in terms of parking and highways impacts and the application duly accords with policies DM1 and T2 of the Core Strategy and the NPPF.

Impact on Greenspace Corridor

The application site falls within an area of Greenspace Corridor under the saved Rochdale Unitary Development Plan. Policy G/8 states that Greenspace Corridors will be protected, with developments only permitted where they will enhance the recreational, ecological or landscape and amenity value of the corridor. Criteria (e) and (f) of saved UDP policy G/8(A) state that development will not be permitted within the Greenspace Corridor where it would result in unacceptable harm to:

- (e) "the better landscape qualities and character of the corridor"; and
- (f) "the amenity value of the corridor where it provides welcome visual relief from urban development, including attractive views in and out of the corridor".

Further to this, policy G6 of the Core Strategy above all seeks to sustain and enhance a green network to support growth and regeneration in the borough, with specific reference to enhancing recreational links between urban areas and open countryside for purposes incidental to wildlife and local opportunities for recreation as well as improving visual amenity.

The site, although separate from the main built form of surrounding settlements, is nevertheless quite closely associated with other properties on Rhodes Green and is seen in conjunction with them when viewed from the surrounding area, including from vantage points along Ellis Lane, Heywood Old Road and Boardman Lane. Consequently, the extension to the dwelling would not appear as an unexpected sight in this context. As such, it is not considered that the extension would have a harmful impact on the visual, recreational or ecological value of the Greenspace Corridor.

Other Matters

Unauthorised works - It was noted during a site visit that the existing structure has not been built in accordance with the approved plans (planning permission ref: 19/00256/FUL). This matter has been passed to the Council's Planning Enforcement service.

Plans - There is a discrepancy between the plans regarding the placement of the fenestration on the east-facing elevation. The placement of the fenestration differs between the proposed floor plans and the proposed elevations. Any future application will need to amend the plans so they are consistent.

Recommendation: Refuse

1. By virtue of its size, scale and design, the proposed development would constitute poor design and would be an incongruous addition to the host property. The extension would not be sufficiently in-keeping with the host property and would have a prominence which would harmfully alter the character and appearance of the host property and wider street scene. The proposed development therefore fails to improve the character and quality of the area, contrary to policies DM1 and P3 of the adopted Rochdale Core Strategy, policy JP-P1 of the Places for Everyone Joint Development Plan, the Council's adopted Supplementary Planning Document 'Guidelines and Standards for Residential Development' and the National Planning Policy Framework.

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.

INFORMATIVES

1. For the avoidance of doubt, this Decision Notice relates to the following submitted plans:
 - Location Plan.
 - Existing Site Plan.
 - Proposed Site Plan.
 - Existing Floor Plans. Dwg no. 34. 'A' B.R.
 - Proposed Floor Plans. Dwg no. 34. 'A' B.R. 2.
 - Existing Elevations. Dwg no. 34. 'C' B.R.
 - Proposed Elevations and Roof Plan. Dwg no. 34. 'C' B.R. 2.
 - Proposed Layout Plan. Dwg no. 34. 'D' B.R.
2. The existing dwelling has not been built in accordance with the approved plans (planning permission ref: 19/00256/FUL). You are advised to contact the Council's Planning Enforcement Team at dme@rochdale.gov.uk to discuss.

	Date	Officer
Report Completed	28/05/2024	Signed: BM
Authorisation	04/06/2024	Signed: RC

Report Author Bob Melling