

APPLICATION NUMBER: 24/01128/FUL

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.

24/01128/FUL

CASE OFFICER

Sam Yuen

DETERMINATION DATE 13.01.2025 EXT OF TIME 14.03.2025

Address: Land East Of Fairview Cottages, 63 Broad Lane, Rochdale, OL16 4PL

Proposal: Erection of ancillary garage including boundary wall following demolition of existing garage

PUBLICITY	Weekly list expired?	Y	Site notice expired?	Y
	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
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CONDITIONS	Pre-commencement conditions proposed?	N
	Pre-commencement conditions agreed (or notification period expired)?	N/A

RECOMMENDATION

GRANT SUBJECT TO CONDITIONS

CHECKED AND SIGNED OFF BY: RK

DATE: 13/03/2025

SITE

The application relates to a parcel of land to the east of no. 63 Broad Lane, also known as Fairview Cottages, a two-storey end terrace dwelling located in a semi-rural context in Burnedge. The site currently comprise a single garage outbuilding and is accessible via an unadopted access road.

The adjacent buildings comprising nos. 63-67 Broad Lane, nos. 69-73 Broad Lane and the former 'The Fairview' public house provide group value and are surviving evidence of Rochdale's agricultural and industrial heritage. As such, the buildings have been identified by the Council's Conservation Officer as non-designated heritage assets (NDHAs).

The site is located within the Green Belt and faces Broad Lane/B6194 which is a classified road and a prominent thoroughfare connecting Rochdale and Shaw.

PROPOSAL

Planning permission is sought for the erection of a replacement ancillary garage outbuilding, following the demolition of the existing garage. The garage, as amended, is characterised by a dual-pitched roof form and measures 14m in length, 7.15m in depth with a ridge height of 4.02m and a height to eaves of 2.68m.

The submitted plans also indicate the construction of a 0.87m-high front boundary wall along Broad Lane.

RELEVANT PLANNING POLICY

National Guidance

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:

Policy JP-G9 The Green Belt
Policy JP-P1 Sustainable Places
Policy JP-P2 Heritage

Local

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
T2	Improving Accessibility
Appendix 5	Schedule of Parking Standards

RELEVANT SITE HISTORY

N/A

CONSULTATION RESPONSES

Highways and Engineering

Highways have no objections to the proposal.

Conservation and Design

The proposed roof formation is uncharacteristic of the surrounding ancillary structures in that it would be gable fronted to Broad Lane. The applicant should consider re-engineering the roof structure so that it slopes down towards Broad Lane to reduce the visual impact.

The proposed design utilises a timber fence structure atop a low boundary wall. The Officer cannot see any necessity for this structure and would recommend its omission from the plans which would reduce building and long term costs, along with a reduction in materials usage. The proposed window detailing on the Broad Lane elevation bears little in responding to local context; it is recommended a number of smaller high level windows be utilised which would reflect the surroundings whilst also providing a degree of privacy, without the provision of an unattractive fence.

The proposed garage would sit just behind the porch of No. 63 Broad Lane, but forward of the main building line of Nos. 63-67, to which the building would most closely relate. It is recommended elevation is set forward slightly behind the main building line of with Nos. 63-67 to reduce the visual impact and create a staggered building line across the whole row. At a minimum, it would be expected that the forward elevation of the proposed garage does not breach the main building line of Nos. 63-67.

UPDATE:

The Officer offer no historic environment conservation objection in relation to the revised plans. The roof formation would accord with the surroundings and there would be clear enhancement to the character and appearance of the area through the removal of the existing dilapidated garage structure. The removal of the

previously proposed fence structure is a welcome amendment to the proposed scheme.

The Conservation Officer raises no objection to the revised plans.

REPRESENTATIONS

Neighbour notifications via letters were sent to surrounding properties and a notice was posted within the vicinity of the host property. No comments were received.

AMENDMENTS

Following comments from the Council's Conservation Officer, the applicant has agreed to the subsequent amendments:

- ☐ Alteration of the roof form from gable-fronted to a dual-pitched roof;
- ☐ Omission of the previously proposed timber fencing above the boundary wall; and
- ☐ Alteration of fenestration to the north-facing elevation.

ANALYSIS

Principle of Development – Green Belt

The application site is allocated as Green Belt under Policy JP-G9 of the recently adopted Places for Everyone Joint Development Plan, which establishes a revised Green Belt in the Borough and supersedes Policy G/D/2 of the Rochdale Unitary Development Plan and Policy G4 of the Rochdale Core Strategy. Policy JP-G9 does not set out specific requirements for development proposals within the Green Belt and as such the provisions of the NPPF apply.

Paragraph 153 of the NPPF establishes that, as with previous Green Belt policy, *“local planning authorities should ensure that substantial weight is given to any harm to the Green Belt, including harm to its openness. Inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. ‘Very special circumstances’ will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations.”*

Paragraph 154 of the NPPF establishes that *“development in the Green Belt is inappropriate unless one of the following exceptions applies:*

- a) *buildings for agriculture and forestry;*
- b) *the provision of appropriate facilities (in connection with the existing use of land or a change of use), including buildings, for outdoor sport, outdoor recreation, cemeteries and burial grounds and allotments; as long as the facilities preserve the openness of the Green Belt and do not conflict with the purposes of including land within it;*
- c) *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;*

- d) the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces;**
- e) *limited infilling in villages;*
- f) *limited affordable housing for local community needs under policies set out in the development plan (including policies for rural exception sites); and*
- g) *limited infilling or the partial or complete redevelopment of previously developed land (including a material change of use to residential or mixed use including residential), whether redundant or in continuing use (excluding temporary buildings), which would not cause substantial harm to the openness of the Green Belt"*

Therefore, the main consideration in assessing the principle of development is whether the proposed scheme constitutes inappropriate development within the Green Belt and, if so, whether very special circumstances have been demonstrated which may outweigh the presumption against development.

The proposal seeks to erect a replacement garage outbuilding following the demolition of the existing garage. The proposed outbuilding is intended to be used as a garage/workshop space and would therefore be of the same use as the building it replaces which passes the first test of exception (d).

The Framework does not define 'materially larger' and therefore the second test is a matter of fact and degree. The proposed garage comprises a floor space of 45.85m² which constitutes a considerable enlargement from the 17.65m² of the existing garage. It would also be 1.74m taller than the existing. Notwithstanding, the proposed garage would occupy the footprint of the existing structure and would be sited within the confines of an established cluster of built development along Broad Lane which is clearly delineated from the surrounding open farm land. With this in mind, it is considered the increased scale of the proposed garage would not be so significant as to undermine the existing spatial relationship it shares with no. 63 and would remain as an ancillary structure in relation to the adjacent properties. On this basis, the proposal would not be considered to be materially larger and would satisfy the second test of exception (d).

Openness

Paragraph 142 of the NPPF states that *"the fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open; the essential characteristics of Green Belts are their openness and their permanence."*

"Openness", for the purpose of Green Belt policy is not formally defined within Planning Policy or legislation but is taken to mean the absence of built development. The term "openness", comprises a spatial and visual component which should be assessed in considering whether a proposal preserves the openness of the Green Belt.

No harm has been identified in terms of the spatial component of openness as it is considered the proposed garage would not be materially larger than the structure it replaces.

By virtue of its increase height, the proposed garage would obscure long-distance views of the open farm land towards the south-west when viewed from Broad Lane. Notwithstanding, taking into account of the key views of the garage, it would be seen in the context of the established buildings and ancillary structures which surround the site. The immediate vicinity of the site is also notably enclosed by the adjacent properties and tree cover which lessens the visual impact of the garage. As such, the proposal is not considered to significantly harm the visual openness of the Green Belt.

Planning Balance

In light of the above assessment, it is considered the proposed development would meet inappropriate development exception (d) which would allow for the replacement of a building, provided the new building is in the same use and not materially larger than the one it replaces. Paragraph 153 of the NPPF states that inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. No harm through inappropriateness has been identified and no additional harm with regard to the openness of the Green Belt has been identified. The proposal therefore accords with Policy JP-G9 of the PfE and the NPPF.

Design and Appearance

Achieving good design to achieve sustainable development is a key component of the NPPF, whereby decisions should ensure developments are visually attractive and sympathetic to local character. This is also reflected in Policy JP-P1 of the PfE and Policies DM1 and P3 of the adopted Rochdale Core Strategy, which require development to respect local context with regard to siting, size, scale, massing, height and materials.

The existing dilapidated garage structure does not make a positive contribution to the street scene and thus its removal would be supported. The replacement garage outbuilding represents an increase in overall footprint and scale to the existing but would nonetheless maintain the spatial relationship with no. 63 and would appear as a subservient form of development. The amended dual-pitched roof form would also appear in keeping with the existing buildings.

Whilst it is noted the chamfered wall constitute a somewhat incongruous and unresolved feature, it is acknowledged the site boundary restricts the amount of space for the garage to accommodate a single car parking space. Owing to its siting to the rear, the chamfered wall would also not be readily visible from public vantage points on the highway and would therefore be acceptable on balance.

The proposed garage would be constructed in materials to match no. 63 and would be considered appropriately designed for its context.

The design of the proposal is therefore acceptable in accordance with Policy P3 of the CS, Policy JP-P1 of the adopted PfE and the NPPF.

Heritage

The application site is within the vicinity of nos. 63-67 Broad Lane, nos. 69-73 Broad Lane and the former 'Fairview Inn' public house which have been identified as non-designated heritage assets due to their architectural and historic interest. The heritage value is also derived from its group value as evidence of the agricultural and industrial heritage of Rochdale. Paragraph 216 of the NPPF therefore applies, which requires a balanced judgement regarding the scale of any harm and the significance of the heritage asset.

It is unclear the exact age of the buildings, although the footprint of the nos. 63-73 Broad Lane appears on the 1893 edition OS map. A stone plaque above no. 65 also indicates the property to be circa 19th century. Nos. 69-73 and the 'Fairview Inn' public house are both of stone construction, whilst nos. 63-67 appears to have been altered over time, with a mix of stone, redbrick and off-white render construction.

Amendments have been accepted in relation to the roof form and fenestration which would respond more appropriately to the surrounding context. The proposed replacement garage would retain its ancillary relationship with no. 63 despite its increased scale and would not detract from the group value of the adjacent heritage assets. The use of render is considered to be acceptable as the garage would be understood in the context of the immediate rendered properties.

Subject to conditions requiring materials to match no. 63, the proposed development would have a neutral impact on the significance of the adjacent non-designated heritage assets and would accord with Policy P2 of the adopted CS, Policy JP-P2 of the adopted PfE and the NPPF.

Residential Amenity

Considering the isolated location of the application site, no harm has been identified in relation to impacts to residential amenity. The proposed garage would not affect any habitable room windows of the adjacent dwellings. The proposal would therefore be acceptable in accordance with Policy DM1 of the adopted CS, the SPD and the NPPF.

Highways and Parking

Policy DM1 of the adopted Rochdale Core Strategy requires development proposals to *"provide satisfactory vehicular access with adequate parking, manoeuvring, and servicing arrangements taking into account of the proposed use and location."*

Concerns have been raised regarding the width of the access road in accommodating vehicles manoeuvring in and out of the garage. However, as the access road does not form part of the adopted highway which would not be directly impacted, a refusal on highway safety grounds cannot be reasonably substantiated. The Council's Highways Officer was consulted and raised no objections. The

proposal is therefore acceptable in accordance with Policies T2 and DM1 of the adopted CS.

RECOMMENDATION: GRANT SUBJECT TO CONDITIONS

1. The development must be begun not later than three years beginning with the date of this permission.

Reason: Required to be imposed by Section 91 of the Town and Country Planning Act 1990 (as amended).

2. The permission relates to the following plans:

- ☐ Location Plan – received 24/02/2025
- ☐ Existing and Proposed Site Plan – Drawing no. 24.3334.3C received 24/02/2025
- ☐ Existing Site Plan, Elevations and Street Scene Drawing – Drawing no. 24.3334.1D received 24/02/2025
- ☐ Proposed Site Plan, Floor Plan, Elevations and Street Scene Drawing – Drawing no. 24.3334.2E received 24/02/2025

and the development shall be carried out in accordance with these drawings hereby approved.

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, the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

3. The materials used in the construction of the exterior of the development hereby permitted shall match those used in the construction of the exterior of the no. 63 Broad Lane in colour, form, type, size and texture.

Reason: In order to ensure a satisfactory appearance in the interests of visual amenity in accordance with Policies P3 and DM1 of the adopted Rochdale Core Strategy, Policy JP-P1 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

Procedure 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.

