

APPLICATION NUMBER: 24/00206/HOUS

Application Number:	24/00206/HOUS
Location:	Red Bank House, Birtle Road, Heywood, BL9 6TZ
Proposal:	First floor rear extension
Applicant:	Kirsty Makin
Case Officer:	Bob Melling
DETERMINATION DATE 26.04.2024	EXT OF TIME 30.04.2024
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?	Y

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

Location

The application relates to Red Bank House, a large, detached, two-storey dwelling located to the northwest of Heywood in land designated as Green Belt. It lies on the western side of Birtle Road, which runs northwards from Bury and Rochdale Old Road. The application site is surrounded by countryside, except along its northwestern edge where the rear garden abuts a terrace of houses known as Red Bank Cottages. These are set at a higher level than the application property.

Red Bank House faces roughly southeast and looks across a large garden which slopes gently away from the front of the house. It is set at right angles close to Birtle Road and is of a traditional double fronted appearance being constructed from stone with a slate roof.

The application property has been greatly extended, particularly following a grant of planning permission in 1991 which included the addition of a two-storey side extension, an attached double garage and a single storey rear extension. The property also benefits from a large, L-shape detached outbuilding which is non-original.

Historic maps from 1929 indicate that the scale of the original dwellinghouse has increased significantly (Figure 1).

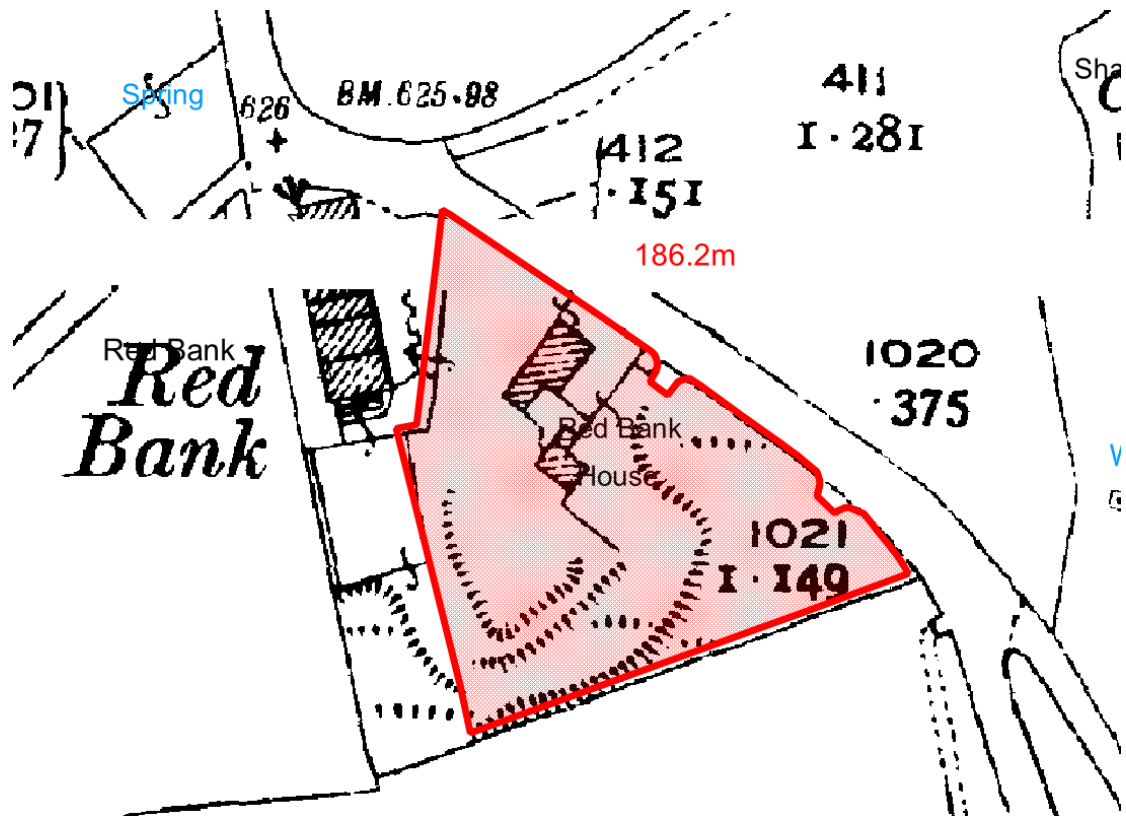


Figure 1 – OS Historic Map, 1929

Description of Proposal

Permission is sought for a first floor extension above the existing single-storey rear extension. The extension would be constructed in materials to match the existing.

Relevant History

<u>18/01139/HOUS</u>	Demolition of existing garage and construction of replacement garage. Grant subject to conditions.
<u>18/00187/CPL</u>	Application for a certificate of lawfulness for the proposed demolition and reconstruction of double garage. Refuse.
<u>00/D38116</u>	Alterations And Extensions To Ground And First Floor Of Existing Dwelling, Including Demolition Of Existing Conservatory. Refuse. Appeal Split Decision.
<u>99/D36474</u>	Single Storey Side Extension To Dwelling. Withdrawn.
<u>91/D26175</u>	Reconstruction And Extension Of Dwelling Involving Partial Demolition Single Storey Rear Extension Two Storey Side Extension And Attached Double Garage. Grant subject to conditions.
<u>90/D24980</u>	1-9M High Stone Boundary Wall To Birtle Road. Refuse. Appeal Dismissed.

85/D17515

Single Storey And Two Storey Extensions To Sides Of Dwellinghouse And Internal Alterations.
Grant subject to conditions.

78/D07026

Two Bedrooms & Toilet Extension At First Floor Level.
Grant subject to conditions.

Township/Member comments

N/A

Consultee responses

Conservation And Design

It would seem from the records that the house has been substantially rebuilt in the late 20th century. It is also, as you have noted, some distance from the actual conservation area. On this basis, no heritage comments.

Tree Officer

No comments received at time of writing.

Highways And Engineering

The proposed development will not impact upon the highway in any significant way. We have no objections to this proposal.

Representations

Letters of notification were sent to surrounding properties and a site notice was posted in the vicinity. The Council has received 3 objections to the proposed development. The letters raised the following concerns:

- ❑ Overdevelopment.

Officer's response: This is assessed under the 'Principle of Development' and 'Design' sections of the report.

- ❑ Overpowering impact on views along Birtle Road.

Officer's response: This is assessed under the 'Principle of Development' and 'Design' sections of the report.

- ❑ Basic design which would contribute to current poor standard of design.

Officer's response: This is assessed under the 'Design' section of the report.

- ❑ Loss of outlook for neighbouring properties, overshadowing impact and overlooking impact.

Officer's response: This is assessed under the 'Amenity' section of the report.

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
JP-G9 The Green Belt

Local

Adopted Rochdale Core Strategy (CS) 2016:

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

G7 Increasing the value of biodiversity and geodiversity
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

N/A

Assessment

Principle of Development – The Green Belt

- ☐ The application site is allocated within the Green Belt under Policy JP-G9 of the Places for Everyone Joint Development Plan (PfE). Policy JP-G9 seeks to restrict 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 152 of the NPPF establishes that, as with previous Green Belt policy, *“inappropriate development is, by definition, harmful to the Green Belt and should not be approved except in very special circumstances”*. Paragraph 153 adds *“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 any other harm resulting from the proposal, is clearly outweighed by other considerations.”*
- ☐ Paragraph 154 of the NPPF establishes that *“a local planning authority should regard the construction of new buildings as inappropriate in the Green Belt. Exceptions to this are:*
 - 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) 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, whether redundant or in continuing use (excluding temporary buildings), which would:

- not have a greater impact on the openness of the Green Belt than the existing development; or
- not cause substantial harm to the openness of the Green Belt, where the development would re-use previously developed land and contribute to meeting an identified affordable housing need within the area of the local planning authority.”

☐ 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.

☐ In respect of the above policy guidance, section 5.20 of the Council’s adopted ‘Guidelines and Standards for Residential Development’ (2016) Supplementary Planning Document states that “normally, in principle, extensions that result in up to a 35% increase in floor space 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 a 35% increase would be considered disproportionate and other occasions when a greater than 35% increase may be considered proportionate.”

☐ The application property has been greatly extended, particularly following a grant of planning permission in 1991 which included the addition of a two-storey side extension, an attached double garage and a single-storey rear extension.

☐ Figure 1 also indicates that the scale of the original dwelling has dramatically changed.

☐ In fact, it was noted by the Planning Inspectorate in a previous appeal decision (ref: APP/P4225/A/01/1059988) that the extensions constructed “clearly resulted in disproportionate additions over and above the size of the original dwelling.” The Inspector concluded that further additions to the

property would, therefore, represent inappropriate development in the Green Belt.

- ② The proposed development, in combination with the previous extensions, would clearly exceed the 35% threshold in respect of floor space and volume and no very special circumstances have been demonstrated.
- ② Very special circumstances to justify inappropriate development will not exist unless the harm is clearly outweighed by other considerations. In short, the development must have substantial and overriding positive benefits.
- ② On this basis the proposal fails to meet inappropriate development exemption c) and therefore constitutes inappropriate development in the Green Belt and no very special circumstances have been identified that may outweigh the harm caused.

Openness

- ② 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.”*
- ② “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.
- ② The proposed extension would be highly visible from public vantage points, particularly within the sightlines of Birtle Road, and would read as a visually intrusive feature within the context of the surrounding open land, particularly to the northwest. As such, it is considered the proposal would unduly harm the visual openness of the Green Belt.

Design: DM1 and P3

- ② 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.”*
- ② 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.”*
- ② 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.”*
- ② It is noted that the character and scale of the original property has been largely subsumed by the extensions constructed in the late 20th century.
- ② Whilst the main facade of the property has retained a strong sense of symmetry, views of the property along Birtle Road (particularly when traversing in a southerly direction) reveal a more irregular arrangement of built forms and window detailing. The existing extensions to the rear have

resulted in an awkward and cumbersome appearance that corresponds poorly with the strong sense of symmetry to the main facade.

- ❑ The original property boasts relatively large rectangular windows with stone cills and lintels. To the contrary, the proposed extension would have a 'squashed' appearance, particularly when viewed from Birtle Road. It would feature three small, single windows and the window heads would abut the eaves. Moreover, the proliferation of roof lights above and the lack of alignment would further compound the visual harm.
- ❑ Whilst it is considered that the existing single storey rear extension does not contribute positively to the host dwelling, this aspect of the design is well-screened by virtue of its sunken position and the presence of a c. 2m high boundary wall.
- ❑ In conclusion, whilst the proposal would incorporate design features to demonstrate subservience to the host dwelling, namely the reduced ridge height, it would continue a pattern of poorly designed additions to the rear of the host property which do not contribute positively to the character of the original building.
- ❑ Whilst it may have been possible to seek amendments to the above design-related concerns, it has not been deemed appropriate to do so as the principle of development is deemed unacceptable.
- ❑ The design of the proposal is therefore unacceptable and contrary to policies DM1 and P3 of the Core Strategy, the SPD, PfE and the NPPF.

Amenity: DM1 and SPD

- ❑ Policy DM1 (c) of the Core Strategy outlines that development should not *"adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy."*
- ❑ At its closest point, the proposed extension would measure approximately 13.35m to the adjacent Red Bank Cottages. There is a notable level change between the application property and Red Bank Cottages, with the application property sited on lower ground. Moreover, it was observed during a site visit that a mature hedge of approximately 2m in height along with other mature trees and shrubs provide a level of screening between the application property and Red Bank Cottages. Therefore, given the separation distance, change in topography and existing mature hedge, it is not considered that the proposed extension would result in an undue loss of light or outlook for Red Bank Cottages.
- ❑ The proposal would include bedroom windows on both the northeast- and southwest-facing side elevations. The proposed fenestration would not directly face Red Bank Cottages and given the aforementioned site conditions, it is not considered that any undue loss of privacy would result from the proposed development.
- ❑ The plans confirm the provision of adequate natural light and outlook to all habitable rooms and that sufficient garden space of a functional layout would be retained. As such, the proposed works would ensure an acceptable standard of living for existing and future occupants.
- ❑ In light of the above, the proposal would not unduly impact the residential amenity of surrounding properties and would provide a satisfactory standard

of amenity for the application property in accordance with policies DM1, the SPD and the NPPF.

Recommendation: Refuse

1. The proposed development comprises inappropriate development in the Green Belt that is harmful by definition and furthermore, fails to preserve the openness of the Green Belt. In addition, the proposed extension would fail to respect the character of the host dwelling and would result in harm to the visual amenity of the street scene. Very special circumstances do not exist as the identified harm (by definition and other harm) is not clearly outweighed by other considerations, and the application is therefore contrary to policies JP-G9 and JP-P1 of the Places for Everyone Joint Development Plan, policies P3 and DM1 of the adopted Rochdale Core Strategy, the Council's 'Guidelines and Standards for Residential Development' SPD and the National Planning Policy Framework.

Notes for Applicant:

For the avoidance of doubt, this Decision Notice relates to the following submitted plans:

- Location Plan. Dwg no. ZT24-196-00
- Existing Site Plan. Dwg no. ZT24-196-01
- Existing Ground Floor Plan. Dwg no. ZT24-196-02
- Existing First Floor Plan. Dwg no. ZT24-196-03
- Existing Elevations. Dwg no. ZT24-196-04
- Proposed Site Plan. Dwg no. ZT24-196-05
- Proposed Ground Floor Plan. Dwg no. ZT24-196-06
- Proposed First Floor Plan. Dwg no. ZT24-196-07
- Proposed Elevations. Dwg no. ZT24-196-08

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.

	Date	Officer
Report Completed	30/04/2024	Signed: BM
Authorisation	30/04/2024	Signed: RC

Report Author Bob Melling

