

DELEGATED DECISION CHECKLIST AND REPORT

APPLICATION NO.	CASE OFFICER	DATE
24/01238/FUL	Nick Brookman	30 th June 2025

DETERMINATION DATE (EXTENSION OF TIME)

11th July 2025

Address: 1 Gainsborough Drive Rochdale OL11 2QT

Proposal: Change of use of land to form extension to existing curtilage including a single storey detached garage together with alterations to boundary treatments and creation of partial hardstanding for vehicular access for parking area

PUBLICITY	Weekly list expired?	Yes	Site notice expired?	Yes
	Neighbour letters expired?	Yes	Press Notice expired?	N/A

DELEGATION	Significant departure from local plan?	No	Contrary to national policy?	No
	Applicant a Council Member or officer?	No	Contrary to previous decision?	No
	Major with 10 or more objections and recommending approval?	No	Called in or Planning Panel objection?	No

COMMENTS	Planning Panel comments received?	No
	Neighbour comments received?	No

EIA	Screening opinion completed and saved to Onbase?	No
------------	--	----

CONDITIONS	Pre-commencement conditions proposed?	No
	Pre-commencement conditions agreed (or notification period expired)?	N/A

RECOMMENDATION	APPROVE SUBJECT TO CONDITIONS
-----------------------	--------------------------------------

CHECKED AND SIGNED OFF BY: TH

DATE: 01/07/2025

SITE

1 Gainsborough Drive is a two storey end terrace corner plot property located in the Balderstone and Kirkholt Ward of Rochdale benefitting from off-street parking facilitated by a driveway to the front of the dwelling and a rear garden. The dwelling is of a coherent aesthetic with reference to the immediate surrounding short row of terrace dwellings and those within the wider estate, constructed in red brick to the ground floor and white render to the first floor.

The dwelling is attached to No.3 Gainsborough Drive to the north and the site lies adjacent to No.10 Hogarth Road to the west.

The patch of vacant land located on the corner junction between Gainsborough Drive and Hogarth Road to the south of the application property is under the sole ownership of occupiers at 1 Gainsborough Drive, purchased in 2021, to which a solid wooden fence was erected along the boundary of the land prior to this application being submitted.

The land at the corner of the site forms part of the landscaping around the junction of Gainsborough Drive and Hogarth Road. Similar landscaped areas are present at the other three corners of the junction.

PROPOSAL

Planning permission is sought for the change of use of the patch of land, situated on the junction between Gainsborough Drive and Hogarth Road, to residential use including the construction of a 2 door single storey garage attached to the side of the existing dwelling and an associated access driveway.

The scheme has been significantly reduced in size from a larger 4 door garage and the proposed driveway width has also been reduced in size.

The floor area of the proposed garage would measure approximately 6.2m x 6.6m, it would have a height of 3.7m and an eaves height of 2.5m. The roof would be pitched and the garage would be constructed in red brick to match the ground floor external facing materials of the application property. The proposed roof would incorporate a tiled roof to match the adjacent dwelling.

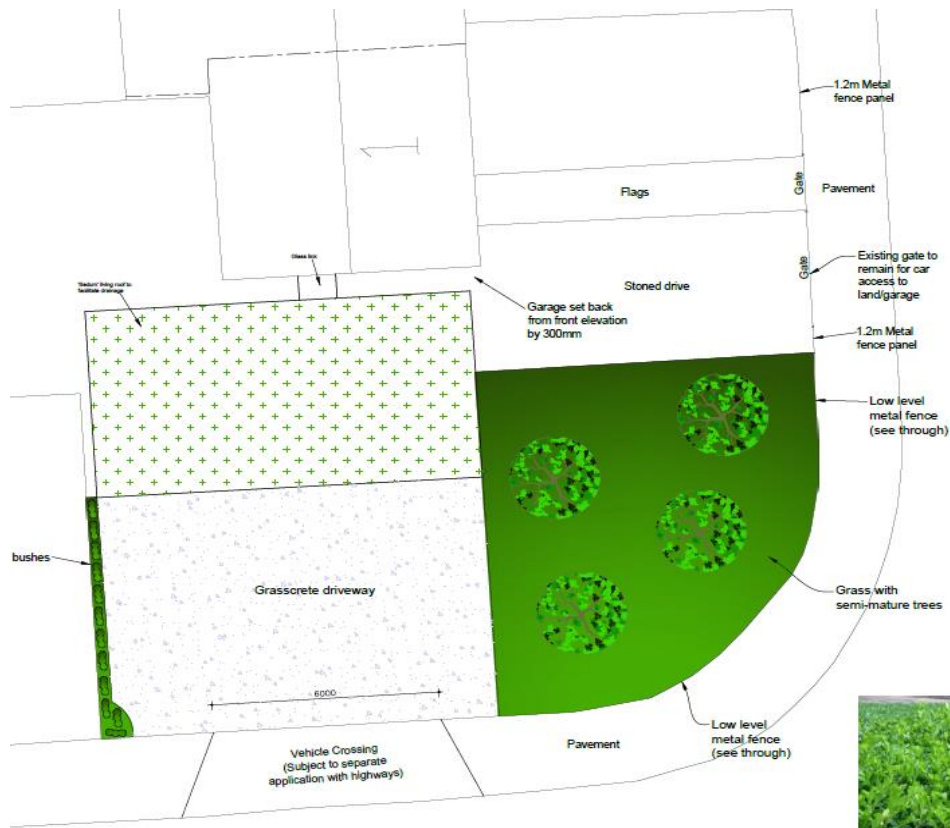
The proposed works would also incorporate alterations to the existing boundary treatment with the existing timber fencing to be removed and replaced with a black metal hoop fencing 1.1m in height.

Trees and low level bushes would be incorporated into the scheme.

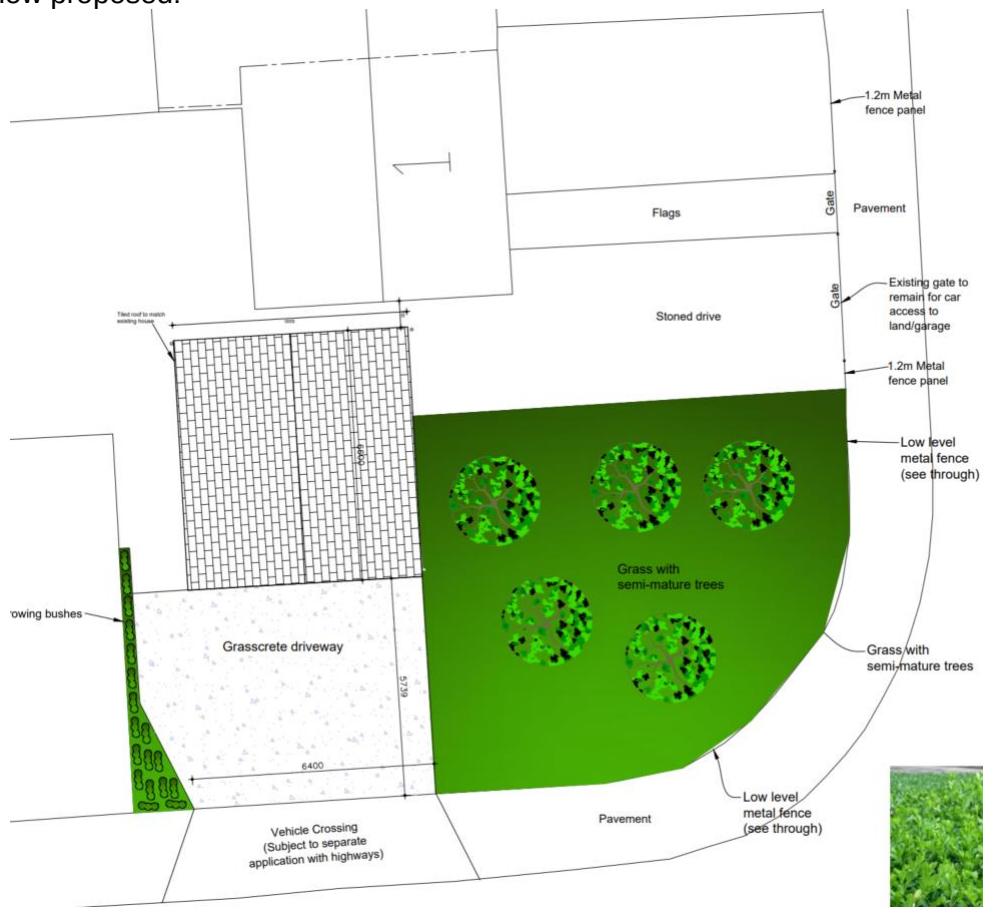
The creation of hardstanding with the addition of a grasscrete driveway fronting the proposed garage is also proposed within the application.

The original and amended scheme are compared below.

As originally proposed:



As now proposed:



RELEVANT PLANNING POLICY

National Guidance

Adopted Rochdale Core Strategy (CS):

P1	Improving Image
P3	Improving Design of New Development
DM1	General Development Requirements
T2	Improving Accessibility
Appendix 5	Schedule of Parking Standards

Unitary Development Plan (UDP):

G/D/1	Defined Urban Area
-------	--------------------

Supplementary Planning Documents (SPD):

Supplementary Planning Guidance note 'Guidelines and Standards for Residential Development' (June 2016).

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-S1	Sustainable Development
JP-G6	Urban Green Space
JP-G8	A Net Enhancement of Biodiversity and Geodiversity

RELEVANT SITE HISTORY

23/00883/FUL	Change of use of land to form extension to existing curtilage including a single storey attached garage, together with alterations to boundary treatments and creation of partial hardstanding for vehicular access for parking area - Resubmission of 23/00131/FUL. Refused November 2023 and dismissed on appeal 3rd June 2024.
--------------	---

1. By virtue of its design and siting, the proposed works are considered to be inappropriate and discordant to the character of the surrounding estate with the erosion of prominent green space on a corner junction resulting in significant visual harm. The extension is not considered to respect the character of the site and would appear disproportionate for a dwelling of this size. The addition of permeable paving over the existing grassed area fails to respect the visual amenity and would be detrimental to the verdant character of the estate. As such, the proposal would not accord with Policies DM1 and P3 of the adopted Rochdale Core Strategy, the Council's adopted Supplementary Planning Document 'Guidelines and Standards for Residential Development' and the National Planning Policy Framework.

23/00131/FUL	Change of use of land to form extension to existing curtilage including a single storey attached garage, together with alterations to boundary treatments and creation of hardstanding. Refused April 2023.
--------------	---

1. By virtue of its design and siting, the proposed works are considered to be inappropriate and discordant to the character of the surrounding estate with the erosion of prominent green space on a corner junction resulting in significant visual harm to the street scene and the character of the local area. The extension is not considered to respect the character of the site and would appear disproportionate for a dwelling of this size. The addition of permeable paving and a 1.5m boundary fence fails to respect the visual amenity and would be detrimental to the verdant character of the estate. As such, the proposal would not accord with Policies DM1 and P3 of the adopted Rochdale Core Strategy, the Council's adopted Supplementary Planning Document 'Guidelines and Standards for Residential Development' and the National Planning Policy Framework
2. By virtue of its siting, the proposed 1.5m boundary fence would pose significant road safety issues regarding the reduced visibility for drivers emerging from the adjacent driveway at 10 Hogarth Road. The proposal would therefore fail to accord with Policy DM1 of the adopted Rochdale Core Strategy and paragraph 111 of the NPPF.

CONSULTATION RESPONSES

Highways and Engineering

Highways have commented that the application site is within a built-up residential area with an issue of on street parking present. The proposed improvements would help reduce this issue in close proximity to a junction and they have no objections to the proposed development.

Lead Local Flood Authority (LLFA)

No comments have been provided by the LLFA.

United Utilities

United Utilities have not provided any comments on this application but on previous iterations they commented as follows:

The applicant should be aware that a public sewer runs underground across the site to which United Utilities have an easement over and will not permit building over it. An access strip is required for maintenance or replacement of this pipe and access must not be compromised in any way. It is the applicant's responsibility to seek and determine the precise location, size, depth and condition of the pipeline before any development takes place to and liaise with the relevant statutory body.

The full United Utilities consultation response can be found on the public website under 'Supporting Report'.

Greater Manchester Ecology Unit (GMEU)

GMEU have commented that the LPA can be reasonably confident that the statutory biodiversity condition can be discharged. After construction of the garage, onsite biodiversity remediation and the 10% net gain requirement there is due to be a gain of 0.012 area habitat units (23%). In the event of an approval, the Biodiversity Gain

Plan and basic Habitat Management and Monitoring Plan (HMMP) should be completed to show how biodiversity gain will be managed.

REPRESENTATIONS

Letters of notification were sent to surrounding neighbours and a Site Notice was posted adjacent to the site on the 27th January 2025. No public comments were received.

ANALYSIS

Principle of Development

The application site is located within a residential area of Rochdale, within the Defined Urban Area as allocated under saved UDP Policy G/D/1. The change of use element relates to a parcel of vacant land located to the south-side of the application property fronting both Gainsborough Drive and Hogarth Road. It is noted that the land is not under any present lawful use however, but it is currently enclosed by a close boarded timber fence.

The land formerly contributed to the visual and coherent aesthetic of the area to which vacant parcels of land are commonly sited on many corner plots within the Kirkholt estate therefore crucial for retaining the character of the area. This is demonstrated by the first street view image below.

The two street view photographs below show the site before and after the works to enclose the former open space.



March 2021



August 2024

The principle of the proposed development has formerly been accepted under applications 23/00131/FUL and 23/00883/FUL insofar as to it being in accordance with Saved Policy G/D/1 and subject to an assessment of other material planning considerations and the overall intended use of the residential curtilage to be extended.

Design and Appearance

Paragraph 131 of the NPPF states that *“the creation of high quality, beautiful and sustainable buildings is fundamental to what the planning and development process should achieve”*. Paragraph 135 goes on to state that planning policies and decisions should ensure that developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping and are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change.

Additionally, paragraph 139 sets out that development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design.

The above considerations are largely reflected within Policies DM1 and P3 of the Council’s adopted Core Strategy which ultimately require development proposals to demonstrate high quality design.

CS Policy P1 sets out that high quality design will be required in all new developments, requiring that under-used land and buildings are re-used and creating people-friendly and safe environments. CS Policy C3 requires new development to adhere to high standards of design, respecting context (scale, density, massing, height, layout) and contributing positively to the townscape. CS Policy DM1 states that all development proposals should be of a high quality design and take the opportunity to enhance the quality of the area.

The previously applied for development that was dismissed under appeal 3334632 was described by the Planning Inspector as having a detrimental visual impact upon the host property, the street scene and the character and appearance of the area in general. To be more specific, the Inspector set out that *“given its siting on a corner plot it would appear as a prominent feature on the street scene. As a result of its depth, scale and overall massing, the proposed extension would represent an incongruous, excessive, and disproportionate feature that dominates the side elevation of the host property and does not appear as a subordinate addition to the dwelling when viewed from the side. Additionally, the large garage doors in the side elevation represent harsh and oppressive features which only add to the visual harm arising from the proposed extension”*.

The proposed development now before the Council has significantly addressed previous reasons for refusal and has been subject to several design revisions.

The proposed development has been significantly reduced in scale and size so that it now constitutes a subordinate extension and subservient addition to the existing dwelling. Whilst the matter of fact still exists insofar as the application site is located in a prominent location on this corner plot and would be highly visible within the context of the current street scene, the proposed development would no longer dominate the existing dwelling and the reduction in the scale of the garage would not create visual harm.

The overall bulk of the proposed garage has been addressed significantly to such an extent whereby it would not appear oppressive or obtrusive in its proposed setting and it would constitute a much more acceptable addition to the host dwelling and application site.

The proposed development now incorporates a pitched roof which is considered to be a much more appropriate design addition to respect the character of the area and the roof form of the host dwelling and existing built environment.

Windows are limited within the proposed development with the exception of one window to the front elevation and one on the rear but their proportions would be in keeping with those on the existing dwelling.

It is also acknowledged that the extension would not extend beyond the front elevation of the dwellings along both Gainsborough Drive and Hogarth Road therefore preserving the building line. The proposed development seeks to incorporate soft landscaping into the development which would only add to the visual improvement of this corner plot location.

PfE Policy JP:G6 (Urban Green Space) seeks to ensure that there is an appropriate scale, type, quality and distribution of accessible urban green space that can support a high quality of life and other important green infrastructure functions. This includes protecting existing urban green space. With this in mind, it is still noted that many of the corner plots in the immediate and adjacent wider setting host a patch of green vacant land to the front and side of the plots which is preferable for the upkeep and coherent aesthetic of the wider estate. These areas do provide an attractive landscape buffer between the dwellings and the back of the highway which make a positive contribution to the street scene.

Owing to the benefit of a site visit, it was acknowledged that the existing boundary treatment consisting of the timber fencing bounding the corner plot is excessive and this boundary treatment is overbearing and it does unfortunately screen the existing green space behind. However, the proposed development necessitates the removal

of a significant proportion of the existing boundary timber fencing to facilitate the proposed grasscrete driveway.

The benefit of this is twofold, firstly, the grasscrete driveway has been reduced in width and overall size therefore decreasing its plain and hardened impact on the street scene.

Secondly, the removal of the existing fence would significantly improve the appearance of this corner plot reintroducing the former pleasant appearance of this landscaped area. For that reason in accordance with Policy DM1 of the Core Strategy and Paragraph 135 of the NPPF, it is considered that the removal of this boundary treatment and the construction of the proposed development which looks to add a low level metal see through fence, would now function well and add to the overall quality of the area, be visually attractive as a result of good architecture, layout and appropriate and effective landscaping and be sympathetic to the surrounding built environment.

It is recognised that the removal of the existing close boarded timber fence and replacement of this with a 1.1 metre high low level metal fence would be a much more appropriate addition and this would allow and facilitate fully unobstructed views into the green space. These proposed works would significantly enhance the street scene and immediately improve the urban green space in this location.

Accordingly, following significant design amendments to the proposed development, the proposal is acceptable in terms of design and appearance and consistent with adopted Rochdale Core Strategy policies P1, C3 and DM1 and the National Planning Policy Framework.

Neighbouring Amenity

Overshadowing and Overbearing Impact

Paragraph 4.10 of the SPD states “when considering applications for the change of use of a building or part of a building to residential use, the Council will take into account the impact of residential use on the area and will also seek to secure a good standard of amenity for the future occupants”. In addition, Paragraph 5.6 sets out guidance for maximum projection standards to which it requires “For attached properties, a point 3 metres along the common boundary measured from the rear elevation of the adjoining or adjacent dwelling(s)”. In this instance, the development is set sufficiently away from the common boundary shared with 3 Gainsborough Drive and this is therefore acceptable.

By virtue of its siting, size and design, the proposed extension would remain in accordance with paragraphs 4.10 and 5.6 of the SPD and the development is not considered to result in an undue loss of light or outlook for surrounding occupiers.

Loss of Privacy

The resubmission of the application proposes two windows with one each on the front and rear elevations and both are proposed to be frosted glass. Section 4 of the SPD sets out the Space Standards which requires “(ii) *10m between a principal window and any directly facing single storey elevation which does not contain a principal window to a habitable room*”. Whilst it is unknown what the ground floor window on the east-side elevation of the adjacent property to the rear, 10 Hogarth Road, currently hosts, the obscure glazing and modest size of the window is acceptable.

Occupier Amenity

The change of use of the area to the side ensures the provision of a suitably sized rear garden would be retained post-development. The proposed works would not propose any habitable rooms which would require the provision of adequate light or outlook.

The proposal would not unduly impact on the amenity of the occupants of the application property or that of neighbouring properties and is therefore in accordance with policies DM1, the SPD and the NPPF.

Landscaping and Biodiversity Net Gain

Core Strategy Policy G6 sets out that development proposals and other proposals affecting green infrastructure will be required to replace removed trees from a site at a ratio of 2:1 and Core Strategy Policy G7 requires that sites and features of biodiversity and geodiversity importance are given full and appropriate recognition and protection and that opportunities for enhancing biodiversity and geodiversity will be supported. It is expected that development proposals will protect and include existing biodiversity and take opportunities to promote biodiversity and create new habitats using landscaping and building and construction features wherever possible. CS Policy G7 requires that no development should result in a net loss of biodiversity and geodiversity.

PfE Policy JP-G8 seeks to deliver a net enhancement of biodiversity resources through a collective of measures which are broadly aligned with the approach to BNG outlined within the Environment Act (2021), the NPPF and supporting guidance documents. The provisions of the Environment Act in respect of BNG are now a statutory requirement for planning applications and so the proposed development should achieve net gains for biodiversity via species enhancement as guided by the NPPF (paragraphs 187d and 192 b) to achieve demonstrable net gain for biodiversity.

The application is accompanied by a small sites statutory Biodiversity Metric which found the site had some ecological value consisting of residential garden / grassland. Greater Manchester Ecology Unit were consulted on the application and they have confirmed that they are satisfied with the calculations provided. After the construction of the proposed development, onsite biodiversity remediation and the statutory 10% net gain requirement, there is due to be a gain of 0.012 area habitat units (23%). Based on the submitted information GMEU are satisfied that this is a realistic achievement for the site subject to condition.

Subject to condition, there would be no conflict with adopted CS policies G6 and G7, PfE and the NPPF.

Highways and Parking

Policy T2 of the Core Strategy requires development to comply with the Council's car parking standards and policy DM1 requires that development provides satisfactory vehicular access with adequate parking, manoeuvring and servicing arrangements, taking into account the proposed use and location.

Highways Services have raised no objections and the proposals comply with the requirements of CS Policies T2 and the NPPF.

Drainage

Paragraph 3.17 of the SPD states “The impact of new developments, including residential developments and extensions, upon underground utilities infrastructure should be taken into consideration by those designing and carrying out the development. The relevant legislation should be complied with, and it should be noted that gaps left between properties may be due to the presence of such infrastructure.”

In the event of an approval and in line with the consultation received from United Utilities, the applicant would be advised to retain a strip of land between the parcel of land and the adjacent property, 10 Hogarth Road to facilitate the easement that United Utilities have to this land by virtue of a sewer pipe line running beneath.

The grasscrete driveway is considered an acceptable addition from a drainage perspective with reference to surface rainwater and in the event of an approval, the applicant would be required to submit full details of the permeable paving proposed to the Local Planning Authority to be approved in writing in order to secure proper drainage and manage the risk of flooding.

RECOMMENDATION

Grant subject to the following 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. This permission relates to the following plans and documents:

- ☐ Existing Location Plan and Block Plan DWG No 1 Gainsborough – 01 Rev A
- ☐ Proposed Ground Floor Plan DWG No 1 Gainsborough – 04 Rev B
- ☐ Proposed Elevations DWG No 1 Gainsborough – 05 Rev B
- ☐ Proposed Site Plan DWG No 1 Gainsborough – 06 Rev B
- ☐ Proposed Fencing Details DWG No 1 Gainsborough – 07 Rev B
- ☐ Proposed Block Plan DWG No 1 Gainsborough – 08 Rev B

and the development shall be carried out in accordance with these details hereby approved unless otherwise required by the conditions below.

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 saved Rochdale Unitary Development Plan and the National Planning Policy Framework.

3. Prior to first use of the development hereby approved, a detailed soft landscaping scheme and full landscaping specification (notwithstanding any such detail shown on previously submitted plans) shall be submitted to and agreed in writing by the Local Planning Authority. The scheme shall indicate the types and numbers of trees, plants and shrubs to be planted, their distribution and arrangement on the site and those areas to be seeded.

All proposed planting shall be carried out in accordance with the approved details within the first planting and seeding seasons following the completion of the development. Any trees, plants or shrubs which within a period of 5 years from the completion of the development die, are removed or become

seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: To ensure that the site is satisfactorily landscaped having regard to its location and the nature of the proposed development and in accordance with Policy G7 of the adopted Rochdale Core, Policies JP-P1 and JP-G2 of the Places for Everyone Plan and the NPPF.

4. Prior to first use of the development hereby approved, the proposed boundary treatments shall be carried out in strict accordance with the approved drawing Proposed Fencing Details DWG No 1 Gainsborough – 07 Rev B. All proposed fencing shall thereafter be retained in accordance with the approved details at all times.

Reason: In the interests of residential and visual amenity in compliance with PfE Policy JP-P1, Policies DM1 and P3 of the adopted Rochdale Core Strategy, the Guidelines and Standards for Residential Development SPD (2016) and the National Planning Policy Framework.

5. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) (Schedule 2, Part 1, Classes A, E or F) or any subsequent re-enactment thereof, no extension, outbuilding, garden shed, greenhouse, or garage shall be erected nor any hardstanding area extended, on land within the curtilage beyond the south-facing side elevation of the house, other than the development expressly authorised by this permission.

Reason: In the interests of residential and visual amenity in compliance with PfE policy JP-P1, Policies DM1 and P3 of the adopted Rochdale Core Strategy, the Guidelines and Standards for Residential Development SPD (2016) and the National Planning Policy Framework.

6. Prior to first use of the development hereby approved, a Habitat Management and Monitoring Plan (the HMMP), shall have been submitted to, and approved in writing by the Local Planning Authority. The HMMP shall be prepared in accordance with the approved Biodiversity Gain Plan and include:
 - (a) a non-technical summary;
 - (b) the roles and responsibilities of the people or organisation(s) delivering the [HMMP];
 - (c) the planned habitat creation and enhancement works to create or improve habitat to achieve the biodiversity net gain in accordance with the approved Biodiversity Gain Plan;
 - (d) the management measures to maintain habitat in accordance with the approved Biodiversity Gain Plan for a period of 30 years from the completion of development; and
 - (e) the monitoring methodology and frequency in respect of the created or enhanced habitat to be submitted to the local planning authority,

The development shall thereafter be undertaken in accordance with the approved plan.

Reason: To ensure that the requirements of The Biodiversity Gain (Town and Country Planning) (Modifications and Amendments) (England) Regulations

2024 are fulfilled and in order to ensure the delivery of a net gain in biodiversity in accordance with the requirements of Policy G7 of the adopted Rochdale Core Strategy, Policy JP-G8 of the adopted Places for Everyone Joint Development Plan and the National Planning Policy Framework.

BIODIVERSITY NET GAIN

The effect of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990 is that planning permission granted for development of land in England is deemed to have been granted subject to the condition (biodiversity gain condition) that development may not begin unless:

- a) A Biodiversity Gain Plan has been submitted to the planning authority,
- and;
- b) The planning authority has approved the plan.

The planning authority, for the purposes of determining whether to approve a Biodiversity Gain Plan, if one is required in respect of this permission would be Rochdale Borough Council.

Based on the information available this permission is considered to be one which will require the approval of a biodiversity gain plan before development is begun because none of the statutory exemptions or transitional arrangements are considered to apply.

For the purposes of paragraph 13 of Schedule 7A to the Town and Country Planning Act 1990, a biodiversity gain plan is a plan which:

- (a) relates to development for which planning permission is granted, and;
- (b) specifies the matters referred to below:

The matters are:

- (a) information about the steps taken or to be taken to minimise the adverse effect of the development on the biodiversity of the onsite habitat and any other habitat;
- (b) the pre-development biodiversity value of the onsite habitat;
- (c) the post-development biodiversity value of the onsite habitat;
- (d) any registered offsite biodiversity gain allocated to the development and the biodiversity and the biodiversity value of that gain in relation to the development;
- (e) any biodiversity credits purchased for the development; and
- (f) any such other matters as the Secretary of State may by regulations specify.

Procedure Statement

The proposal complies with the development plan and would improve the economic, social and environmental conditions of the area. It therefore comprises sustainable development and the Local Planning Authority worked proactively to issue the decision without delay.

Report Author Nick Brookman