

Officer Report

Case Reference: 24/00522/HOUS
Location: Dean Cottage, Dean Bank Drive, Rochdale, OL16 4RW
Proposal: Conversion of existing rear outbuilding together with two storey extension with juliet balcony to form additional living space, including single storey link to host dwelling following demolition of existing detached garage. Resurfacing of existing driveway and alteration to fenestration on rear elevation
Recommendation: Approve with Conditions
Officer: Sam Yuen

SITE LOCATION

The application relates to Dean Cottage; a semi-detached late 19th century villa located in Balderstone. The dwelling is adjoined by North Dean to the north, adjacent to no. St. Cuthbert's Roman Catholic High School to the south and faces the highway south-west. The site is accessible from an unadopted road, Dean Bank Drive and is set back in excess of 130m from Oldham Road. The land to the rear of the property falls away to an open woodland and brook to the north-east. Part of the rear curtilage falls within Green Belt land. The property benefits from a large garden space, private driveway and a detached single garage to the east of the dwelling.

The dwelling has been identified as a non-designated heritage asset (NDHA) by the Council's Conservation Officer due to its architectural and historic interest.

PROPOSAL DESCRIPTION

Planning permission is sought for a number of enlargements to the host dwelling to provide additional accommodation space. This includes a two-storey extension to the rear of the host dwelling which, as amended, measures 14.8m in width and a maximum 9.28m in depth, following the demolition of the existing detached garage. It is characterised by a dual-pitched roof form with a ridge height of 7.64m and height to eaves of 5.53m. The extension comprises three bedrooms and an attached garage/workshop space on the ground level.

The proposed two-storey extension would be joined by single-storey link extension connecting to the host dwelling. It is characterised by a dual-pitched roof form and measures 5.72m in width and 8.1m in depth with a ridge height of 4.07m and height to eaves of 2.59m. The resultant extension would have an L-shaped form which extends beyond the side elevation of the host dwelling.

The proposals would be constructed in materials to match the host dwelling.

The submitted plans also indicate the extension of the hardstanding and landscaping to the front garden space.

RELEVANT HISTORY

N/A

CONSULTEE RESPONSES

Conservation and Design

The property is an attractive, high-quality villa and would meet the criteria for consideration as an NDHA. While there is scope for some form of extension, there are concerns with the scale, height and design of the current proposal. It would read as an unduly dominant feature, which would detract from the quality of the host dwelling.

The Conservation Officer recommends amendments to reduce the height of the extension, introduce a simple glazed link between the historic and newbuild, simplify the design of the extension insofar as it reads as a subservient outbuilding, and relocate the garage opening to the side elevation to improve the proportions

Windows, doors and materials should be conditioned.

Urban Design

The extension as amended is disproportionately large, detracting from the character and appearance of the original Dean Cottage. Its excessive scale and lack of architectural quality undermine the integrity of the Victorian property. The design of the extension falls significantly short of the architectural standard set by the original building, further emphasizing its unsympathetic nature. There are concerns that this will be incongruent to the older brickwork of the original property. To address these issues, the extension should be reduced in size, and it would be preferable to carry through the original building's floor-to-ceiling height into the extension. This would enhance both the proportions and placement of the windows. The Officer is unsupportive of the proposal that has been submitted.

Highways and Engineering

No comment.

REPRESENTATIONS

Neighbour notifications via letters were sent to surrounding properties. No comments were received.

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:

Policy JP-P1 Sustainable Places

Local

Saved Rochdale Unitary Development Plan (UDP) 2006:

G/D/1 Defined Urban Area

G/D/2 Green Belt

Adopted Rochdale Core Strategy (CS) 2016:

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

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

Following comments from the Urban Design Officer and Conservation Officer, amendments were made to the following:

- The width of the two-storey extension reduced by 2.6m; and

- Alterations to the built form, fenestration and architectural detailing of the two-storey extension.

PRINCIPLE OF DEVELOPMENT - GREEN BELT

A rear portion of the application site measuring 8m by 57m is allocated as Green Belt under Policy JP-G9 of the recently adopted Places for Everyone Joint Development Plan, which 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.”

The proposal relates to extensions to an existing semi-detached dwelling. The host dwelling itself and its associated outbuildings do not fall within the Green Belt boundary, however, a rear section of the extension measuring 4.6m by 2.42m would project into the Green Belt. In considering the principle of the development, it would be pertinent to assess the proposal against its impact on the openness of the Green Belt.

The application site is located in an established ribbon development along Oldham Road. It is noted the rear boundary of the site falls away sharply into Sudden Brook to the north-east and is separated by a heavy line of mature trees. It is evident there is a clear delineation between the existing built development and the adjacent Green Belt land.

The section of the extension which sits within the Green Belt boundary would be heavily screened by the adjacent line of trees and it is considered any potential views from the north-east into the building would be limited. In addition, in both visual and spatial terms, the extension would clearly be understood to form part of the host property, the curtilage boundary of which is clearly marked by the landscaping surrounding the site, and part of the wider urban development.

Given this site context, it is considered the proposed extension would not result in substantial harm to the openness of the Green Belt and the principle of the development is acceptable in accordance with Policy JP-G9 of the adopted PfE and the National Planning Policy Framework.

DESIGN AND APPEARANCE

The NPPF states achieving good design is a key aspect of sustainable development, and decisions should ensure developments are visually attractive and sympathetic to local character. This is also reflected in PfE Policy JP-P1 and CS Policies DM1 and

P3, which require development to respect local context with regard to siting, size, scale, massing, height and materials. 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 proposal seeks to substantially enlarge the host dwelling through a two-storey rear extension and a single-storey link extension. The resultant development is an L-shaped building which would project beyond the side elevation of the host dwelling by circa 12.26m.

It is noted the proposed two-storey extension would considerably increase the horizontal emphasis of the villa building comprising the host dwelling and adjoining North Dean. There are also concerns regarding the scale, built form and height of the extension which would appear somewhat disproportionate with the original villa. Notwithstanding, regards have been had to the form of the original building, which is a large, detached villa with prominent front gables, bay windows and considerable ceiling height sited in a large curtilage space. Substantial enlargements have been constructed to the rear and side of North Dean which exacerbates the overall sense of scale. Whilst the extension does not match the floor to ceiling height of the host dwelling, it would nonetheless be set down from the ridge line and would not be viewed as an addition which wholly dominates the host dwelling. Given this spatial relationship between the extension and the host dwelling, it is considered that the proposed enlargements would not amount to a level of harm which would amount to undue impact to the visual amenity of the host dwelling to warrant refusal and would be acceptable on balance.

It is also acknowledged that following discussions with the Urban Design Officer and Conservation Officer, the applicant has worked with the LPA in reducing the width of the extension by 2.6m, which has reduced the overall bulk of the building.

The proposed dwelling is substantially set back from the highway and therefore does not form part of any established street scene. The proposed extension would not be readily visible from any public vantage points on the highway. With this context in mind, it is considered the visual impact of the proposed extensions and alterations to the character and appearance of the wider street scene and area is limited.

The proposal would be constructed in timber windows and brickwork and other material finish to match the host dwelling. In the interest of visual amenity, suitable materials can be achieved via condition as not to harm the character and appearance of the host dwelling.

Likewise, the applicant has made amendments to the architectural details and window arrangements of the extension to match those of the villa which would constitute a satisfactory appearance. The submission of material samples would be required to ensure the external finish is completed to a high standard.

On balance, subject to conditions, the design of the proposal is therefore acceptable and accords with Policies DM1 and P3 of the adopted Rochdale Core Strategy, the SPD, Policy JP-P1 of the PfE and the NPPF.

AMENITY

Protection of residential amenity is considered under Policy DM1 of the adopted Rochdale Core Strategy, which states development proposals should ensure they do not adversely affect the amenity of residents or users through visual intrusion, overbearing impact, overshadowing or loss of privacy.

The proposed extension is sited in an isolated location away from the adjacent property and high school grounds and does not comprise habitable room windows facing adjacent North Dean. As such, no harm has been identified in relation to overlooking or loss of privacy to neighbouring occupiers.

The proposed two-storey rearward projection is sited 5m away from the common boundary of North Dean and would comply with the maximum space standard of Section 5.9 of the SPD. As such, the proposal would not result in adverse amenity harm by way of overshadowing or overbearing impact.

The submitted plans indicate the provision of natural light to all habitable rooms and that ample 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.

The proposal is therefore acceptable in terms of residential amenity and accords with Policy DM1 of the adopted Rochdale Core Strategy, 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.

The proposed plans indicate sufficient space for at least two off-street parking space which would constitute satisfactory arrangements for the host occupants.

The proposal is therefore acceptable in terms of highways and parking and accords with Policy T2 and Appendix 5 of the adopted Rochdale Core Strategy and the NPPF.

HERITAGE

The host property has been identified as a non-designated heritage asset (NDHA) due to its architectural and historic interest as late 19th century Victorian style villa. Paragraph 216 of the NPPF therefore applies, where it states “the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.”

Concerns have been raised with regard to the scale, height and design of the proposed extensions, which would appear disproportionate with the scale and height of the original villa. Notwithstanding, regards have been had to historic enlargements and alterations to the building, most notably to adjoining North Dean, where a number of large and disproportionate extensions have been built to the rear and side elevation. The effect of this is that the overall bulk of the building and extensions has been increased and the poor built forms of the existing extensions have detracted from the significance of the villa.

Whilst the horizontal emphasis of the proposed two-storey extension is noted, the extension as a whole comprises a scale and height which is considerably reduced from the villa as to not read as a dominant structure which detracts from the host dwelling. It is also substantially set back from the front elevation of the villa which further reduces its prominence.

The proposed single-storey link extension would be located behind the host dwelling and would not be readily visible. It is also noted the extension has been sited in such a way that the original architectural features to the rear elevation, including the high arched window, would remain visible.

In reaching a balanced judgement between any harm and the significance of the heritage asset, it is considered the proposed enlargements would not amount to harm which would warrant refusal on heritage grounds and would have a neutral impact on Dean Cottage as a non-designated heritage asset.

Suitable materials, and windows and doors, can be secured via condition as to safeguard the significance of the heritage asset.

Subject to conditions, the proposed development would be acceptable in accordance with Policy P2 of the adopted Core Strategy, Policy JP-P2 of the adopted PfE and the NPPF.

Recommendation: Approve with Conditions

Condition(s) (5)

- 1 The development hereby permitted shall begin no later than three years from the date of this planning permission.

Reason: For the avoidance of doubt and to ensure that any conditions imposed on the original permission remain in force other than as expressly hereby varied and development must be started in accordance with Section 73(5) of the Town & Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004.

2 The development shall be carried out in accordance with the following drawings and documents hereby approved:

- Location Plan - drawing no. d392/01 received 04/06/2024
- Existing Site Plan - drawing no. d392/02 Rev. A received 04/06/2024
- Proposed Site Plan - drawing no. d392/05 Rev. F received 10/04/2025
- Existing Floor Plans - drawing no. d392/03 Rev. A received 04/06/2024
- Existing Elevations - drawing no. d392/04 Rev. B received 17/06/2024
- Proposed Floor Plans - drawing no. d392/06 Rev. I received 10/04/2025
- Proposed Elevations - drawing no. d392/07 Rev. H received 10/04/2025
- Proposed Elevations and Sections - drawing no. d392/08 Rev. F received 10/04/2025
- Proposed Front Elevation - drawing no. d392/09 Rev. A received 07/05/2025

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

3 No above ground works shall take place until such time as a detailed specification and/or samples of materials to be used externally in the construction of the development have first been submitted to and approved in writing by the Local Planning Authority. Such details shall include the type, colour and texture of the materials. The development shall be carried out in accordance with the duly approved details thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development and to safeguard the significance of the non-designated heritage asset and in accordance with Policies P2, P3 and DM1 of the adopted Rochdale Core Strategy, Policies JP-P1 and JP-P2 of the adopted Places for Everyone Joint Development Plan, and the National Planning Policy Framework.

4 No above ground works shall take place until full product specifications for the windows, external doors, roof lights, and detailed designs of the window and door reveals, at a scale of not less than 1:50, to be used on the development hereby approved, have been submitted to and approved

in writing by the Local Planning Authority. The windows and doors shall be installed in accordance with the approved details thereafter.

Reason: In the interests of ensuring a satisfactory visual appearance to the development and to safeguard the significance of the non-designated heritage asset and in accordance with Policies P2, P3 and DM1 of the adopted Rochdale Core Strategy, Policies JP-P1 and JP-P2 of the adopted Places for Everyone Joint Development Plan, and the National Planning Policy Framework.

- 5 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended), or any equivalent Order following the amendment, re-enactment or revocation thereof, prior to first occupation of the extension, all windows to the north-west facing side elevation at upper floor level(s) on the development hereby approved shall be fitted with textured glass, which obscuration level is no less than Level 3 of the Pilkington Glass scale (or equivalent), and shall be non-opening below 1.7m from the internal floor level. The windows shall be retained as such thereafter:

Reason: In the interest of amenity and in compliance with Policy 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.

Approval Reason(s) (1)

- 1 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.