

Planning Reference No:	10/1657N
Application Address:	Holly Bush Inn, Crewe Road, Winterley, Sandbach, CW11 4RF
Proposal:	New Building on Land to the Rear of Existing Public House Incorporating 15 Bedroom Guest Accommodation and Conference Facility. The Enclosing of Existing Deck Area.
Applicant:	Mr & Mrs R Williams
Application Type:	Full Planning
Grid Reference:	374834 357752
Ward:	Doddington
Earliest Determination Date:	25 th June 2010
Expiry Dated:	29 th June 2010
Date of Officer's Site Visit:	11 th June 2010
Date Report Prepared:	16 th June 2010
Constraints:	

SUMMARY RECOMMENDATION

Approve with Conditions

MAIN ISSUES

- Principle of Development
- Appropriateness of Design and Impact on Character and Appearance of Streetscene
- Impact on Amenity of adjacent properties
- Impact on Highway Aafety

1. REASON FOR REFERRAL

This application was to be dealt with under the Council's delegation scheme. However Cllr Hammond has requested it be referred to Committee. The reason for call-in being:

"To address concerns regarding the effect of the development upon the character and amenity of neighbouring properties and the impact on the surrounding area particularly relating to policies BE.1 and BE.2.

The Committee need to consider the compatibility of the proposed development alongside neighbouring properties within the Community and its proximity to open countryside."

2. DESCRIPTION OF SITE AND CONTEXT

The application site is a large public house known as the Holly Bush Inn located within the settlement boundary for Winterley as defined by the Borough of Crewe and Nantwich Replacement Local Plan 2011 Proposals Map. The public house is set within a large curtilage. Much of the land is used for car parking or beer garden. There are a number of trees within and along the boundaries of the site, none of which are covered by a Tree Preservation Order. The site is bound to the north and south by residential properties, to

the west are fields which are in the Open Countryside (as defined by the Proposals Map) and the eastern boundary is defined by Crewe Road.

3. DETAILS OF PROPOSAL

The application proposes the construction of a building for guest accommodation. The building would incorporate 15 en-suite rooms and a conference facility room. The building would be 'L' shaped with a maximum width of 26.9m and maximum depth of 16m and would consume a total footprint of 315.84sqm. The building would be single storey in appearance with an eaves height of 2.8m and a height to ridge of 6.5m. There would however be two dormer windows within the rear roof for two rooms in the loft space. The appearance of the building would comprise long sash windows with brick and render elevations and a roof style that is half hipped. There would also be a net increase of 14 additional car parking spaces on the site.

The application also proposes an extension to the dining area by providing a cover to the existing external decked area. The extension would have a lantern in its roof and have sliding/folding doors which fully open.

4. RELEVANT HISTORY

P07/0734 – Planning permission approved for Rear Awnings and Decked Terrace on 6th July 2007

P03/0721 – Outline Planning permission refused for the Conversion and Extension of Former Public House to Form 3 no. Residential Dwellings and Provision of 7 no. Two Storey Dwellings at Rear on 19th August 2003

P97/0366 – Planning permission approved for a single storey extension on 1st August 1997

P94/0199 – Planning permission approved for single storey extension on 2nd June 1994

P91/0251 – Planning permission approved for Kitchen/dining extension and construction of additional car parking area on 9th January 1992

7/20205 – Planning permission refused for Extensions to form dining room, kitchen and store on 31st October 1991

7/18894 – Planning permission approved for the extension of lounge area on 1st November 1990

7/15199 – Planning permission approved for Erection of double pitched roof garage to accommodate licensees cars on 7th April 1988.

7/06894 – Planning permission approved for alterations and Extensions approved on 3rd July 1980

5. POLICIES

The development plan includes the North West of England Plan Regional Spatial Strategy 2021 (RSS) and the Borough of Crewe and Nantwich Replacement Local Plan 2011 (LP). The relevant development plan policies are:

Local Plan policy

BE.1 Amenity

BE.2 Design Standards

BE.3 Access and Parking

BE.4 Drainage, Utilities and Resources

BE.5 Infrastructure
TRAN.9 Car Parking Standards
RT.7 Visitor Accommodation

Other Material Considerations

PPS.1 Delivering Sustainable Development
PPS.4 Planning for Sustainable Economic Growth

Good Practice Guide on Planning for Tourism (*DCLG: 2006*)

6. CONSULTATIONS (External to Planning)

Strategic Highways Manager: No objection

United Utilities: No objection to the proposal

Environmental Health: Recommends conditions - No development shall commence until a Noise Impact Assessment has been submitted to and approved by the Local Planning Authority. The noise impact assessment shall address; hours of operation; noise from moving and stationary vehicles; impact noise from slamming car doors; noise from vehicles moving to and from the site in terms of volume increase; and current background levels of noise. Any recommendations within the report shall be implemented prior to the development being brought into first use.

A scheme for the acoustic enclosure of any fans, compressors or other equipment with the potential to create noise, to be submitted to, and approved by, the Local Planning Authority prior to the commencement of development.

Conditions also suggested for construction hours and pile driving.

7. VIEWS OF THE PARISH COUNCIL

Haslington Parish Council request that the application be called in and a site visit be undertaken by the planning committee.

The application could be considered in two sections firstly the enclosing of the dinning patio/decking area which appears to fit in with the existing Public House building and will reduce outside noise levels, this part of the application is supported by Haslington Parish Council and we understand most of the residents in neighbouring properties. The second part of the application proposing the accommodation building has raised concerns from the immediate residents, many of which are shared by the Haslington Parish Council.

Given that all the Holly Bush site is within the settlement boundary of Winterley, some additional development appears inevitable, however the current proposed hotel development is not compatible with the neighbouring residential area and its proximity to the open countryside. The application includes a photo-mock-up of the accommodation block adjacent to No 5 Hollyfields, this is very misleading; although the Holly Bush site loses about 1.5m in ground level from Crewe Road to the proposed building, the property at No 5 is also built at the same lower level; the height and overall impact of the new building would therefore be much greater than indicated by the picture. The height of the accommodation block needs to be reduced to a true single storey and reduced in depth to

more closely match the building line at Hollyfields, removing the need for 1st floor windows or bedroom windows facing the neighbouring houses, a lower pitch of the roof, closer in style to that of the original pub would be more acceptable.

Lighting within the site needs to be reviewed, utilising low level lighting poles that do not spill over into neighbouring property. A substantial screening hedge needs to be maintained between the car park and existing houses. The hours of operation for the accommodation block need to be clearly defined to minimise disturbance from guest arrivals and departures, the application states that hours of opening are not known, the Haslington Parish Council request that the A3 and A4 uses are restricted to the licensed hours of the pub and the C1 Hotel use is restricted to say 07:30 to 22:00 to minimise the disturbance to neighbouring residents.

The application submitted for accommodation fails to meet policy RT.7 since it fails the associated policies BE.1 and BE.2, specifically the loss of amenity for neighbouring residential properties by reason of overlooking, visual intrusion, potential noise and disturbance and failure of the design to respect the pattern, character and form of the surroundings.

8. OTHER REPRESENTATIONS

7 representations of objection received from 9 Alsager Road, 390, 491 Crewe Road, 3, 4, 5, 6 Hollyfields, and 1 from an unknown address. The salient points being:

- Noise problem from the existing pub, with late opening, traffic noise, car doors, raised voices
- Smoking area with noise and passive smoking
- Late night functions have caused numerous complaints
- At busy times there is a problem with onstreet parking
- Junction with Alsager Road is already a traffic black spot
- Land on which the building is proposed is prone to flooding
- Extra traffic generated at all hours
- Design of building would not maintain village image
- Building would be totally out of place bounding close to neighbouring properties
- Whole site in summer is fully utilised
- Neighbour consultation not carried out
- Building is two storey and projects several metres forward
- Windows to side and rear which would be able to see into garden.
- Is there a requirement for additional rooms
- No provision for fire escapes
- Building would be visually overbearing and overlook nearby properties leading to a loss of privacy
- Building would not sit well within Winterley
- Would not enhance the character of the area
- Rooms within 5 miles are in excess of 700 and not occupied anywhere near 100%, none of which are within close proximity to residential properties
- Massing and physical presence would affect the streetscene
- Boundary is a deciduous hedgerow and windows would have full view of building
- Increased noise and disturbance and air pollution
- Development does not discourage use of private car
- Loss of pub garden is garden grabbing
- Can be no control over arrival and departure times

- Lighting of car park
- Loss of privacy due to CCTV

Two letters of support received from 29 Alsager Road, Winterley and 687 Crewe Road, Wheelock Heath. The salient points being:

- Pub is an asset to the village
- Guest rooms would improve the village
- Many pubs closing in the area
- Guest rooms would provide a facility which would allow visitors to enjoy the village
- Would not cause any issues and would bring new business to the area

9. APPLICANT'S SUPPORTING INFORMATION

Design and Access Statement – Salient points being:

- Site within settlement boundary for Winterley
 - Accessed via main road out of Winterley within close proximity to M6. Site has good existing access with visibility splays
 - Inn on a cycle route and has a bus stop adjacent
 - On site guest accommodation served by the Inn increase viability of site
 - Land is underused and brownfield site and proposed use is compatible.
 - Pre-application discussions held with Local Planning Authority, Strategic Highways Manager and Environmental Health. Also consultation with neighbours
 - Substantial landscape buffer will remain between the development and open countryside
 - Not a noise generating use
 - Building respects existing building lines. Building is 4.5m from flank elevation of nearest residential building.
 - Mature hedge and two trees along rear boundary, building to be sited outside root protection zone for the trees.
 - Demarcated pedestrian link between the Public House and guest accommodation to be provided.
 - Additional overflow parking has been sited away from residential properties.
 - Building in a natural hollow in land – lower than public highway
- Design captures period feeling of the Public House and also style of neighbouring properties and windows have traditional feel which mimic inn
- Overflow car park will be paved in grass blocks and divided off with 1.2m high see through CLD Ultimate profiled panel fence
 - Proposal will incorporate cycle parking

10. OFFICER APPRAISAL

Principle of Development

The Holly Bush Inn is located within the Settlement Boundary for Winterley as identified by the Local Plan Proposals Map. Policy RT.7 (Visitor Accommodation) states that development proposals for hotels and guest houses within settlement boundaries are acceptable where they are appropriately located and of a suitable design in accordance with other Local Plan Policies, namely BE.1 (Amenity), BE.2 (Design Standards), BE.3 (Access and Parking), BE.4 (Drainage, Utilities and Resources) and BE.5 (Infrastructure). It is therefore considered that the proposed development of the guest accommodation is acceptable in principle. Furthermore, the development of guest accommodation for 15 rooms associated to a public house is an appropriate pairing of uses. The main

considerations therefore are whether the proposed development would result in a detrimental impact on the amenities of neighbouring properties, would be of an appropriate siting and design, and would not result in highway danger.

The proposed extension to the Public House is acceptable in principle in this location provided that it is of appropriate design and would not result in a detrimental impact on the amenities of neighbouring properties.

Appropriateness of Design and Impact on Character and Appearance of Streetscene

The application proposes the construction of a one and half storey 'L' shaped structure which would have a maximum width of 26.9m and maximum depth of 16m and would consume a total footprint of 315.84sqm. The building would be single storey in appearance with an eaves height of 2.8m and a height to ridge of 6.5m. The building would be lower than the two storey residential property adjacent and would be modest in scale. The proposed guest accommodation unit would largely follow the building line of units 5-7 Hollyfields and as such would be sited to the western end of the site at a distance of 65m from the public highway. Furthermore, the site slopes away slightly from the highway to the western boundary. Between the public highway are two rows of established landscaping. The siting of the building in the plot, change in land levels, extent of existing landscaping and scale of the proposed unit mean that the proposed guest accommodation would respect the pattern of development and would not be a prominent form of development. It would therefore cause no considerable harm to the character and appearance of the streetscene. The roof of the proposed structure would be visible from Hollyfields however it is not considered that this would be significant enough to justify a refusal of the application.

The proposed porch canopy and proposed low sill level of the window openings reflect the design detail that can be found in the Public House. The half hip roof design is consistent with the design of neighbouring dwellings to the north. With the LPA maintaining control over the materials used, through condition, it is considered that the proposed structure would be of an appropriate appearance.

A large area of additional car parking is also proposed and the LPA has some concern over the total area of hardstanding at the site. By conditioning the submission of surfacing materials the LPA can control the appearance of this area of hardstanding with surfaces of a softer appearance.

It is considered that the siting of the proposed development would mean that a green buffer is still retained between the open countryside to the west and the built development. There is also scope for additional landscaping throughout the site to soften the impact of the proposed development.

The proposed extension to the public house would be located on the existing decked area to the rear of the property. The application proposes enclosing this area with a single storey structure with glazed elevations and roof. The extension is designed with sliding/folding glazed doors and would therefore appear as a fairly lightweight structure. The height of the proposed extension would be similar to the existing single storey extensions to the Public House and would therefore appear as a subordinate addition to the host building.

It is considered that both aspects of the proposed development will satisfy the criteria for design set out in Policy BE.2.

Impact on Amenity of Adjacent Properties

Policy BE.1 (Amenity) states that development should not have an adverse impact on adjoining properties through overshadowing, overlooking, visual intrusion, noise and disturbance, odour or in any other way.

Noise and Disturbance

A development of this type has the potential to cause an impact on neighbouring amenity through noise and disturbance, and this is therefore the main amenity consideration. This can come from increased activity, and vehicular movements, to and from the site. The existing relationship between the site and those neighbouring properties to the north is that of car parking spaces sited adjacent to rear gardens. There is a mature tall hedgerow along this boundary. This relationship would not alter as a result of the proposed development and the car park would be fully occupied in busy periods. Whilst there may be an increase in activity, Environmental Health have made no objection to the proposed development. They have, however, suggested that a Noise Impact Assessment be submitted as a condition to determine the level of impact of the development generated from the proposed guest accommodation development, particularly relating to hours of operation; noise from moving and stationary vehicles; impact noise from slamming car doors; noise from vehicles moving to and from the site in terms of volume increase; and current background levels of noise. The NIA should detail any recommendations within the report deemed appropriate to mitigate against any significant increase in noise. These measures should be implemented prior to the development being brought into first use. A condition to that end is therefore considered appropriate. In the absence of any objection from Environmental Health it is considered that it would not be expedient to refuse the application on adverse impact on amenity.

The additional car parking would be sited over 30m from the properties to the north and 40m from the properties to the east. However, this would be adjacent to the rear garden of No.s 495 and 497. The applicant identifies that this would be overspill car parking and those spaces closest to the curtilage boundary would only be used in busy periods. Given the proposed nature of development it is considered that details of lighting should be submitted, through condition, to ensure that this does not cause nuisance to neighbouring properties.

The proposed conference facility measures 4m x 6.3m and would not therefore be of a size to accommodate functions such as weddings.

Overlooking/Loss of Privacy

All windows within the proposed guest accommodation would face towards the existing car park to the east or the open countryside to the west, with the exception of one window which would face towards an existing mature 2m high boundary hedge shared with No.5 Hollyfields. With the exception of 2 dormer windows within the rear elevation all windows would be at ground floor level. It is therefore considered that there would be no significant loss of privacy or overlooking resulting from the proposed guest accommodation building.

Overshadowing

The proposed guest accommodation would be sited in line with the rear building line of No.5 Hollyfields. It would, however, project forward of the front building line of this property by 6.8m. The building would be sited almost 3m from the boundary and would have a height to eaves of 2.8m with the roof then sloping away from the boundary. Given the height to eaves and ridge of the proposed structure, the boundary treatment and spacing it is not considered that there would be any significant overshadowing resulting.

Visual Intrusion

Given the scale of the proposed guest accommodation and the boundary treatment along the northern boundary there would be no visual intrusion resulting from the proposed development.

Given the siting of the proposed extension to the Public House it is not envisaged that there would be any amenity issues arising.

Impact on Highway Safety

The proposed guest accommodation would be accessed from the existing public house access from Crewe Road. There has been no objection raised from the Strategic Highways Manager with regard to the access proposals which has acceptable visibility in either direction. The scheme includes a net increase in the number of car parking spaces of 14 to accommodate for the maximum demand for the public house and guest accommodation operations. In the absence of Strategic Highways Manager objections it is considered that the access and parking arrangements are acceptable.

11. CONCLUSIONS

Policy RT.7 allows developments for visitor accommodation within settlement boundaries providing they are appropriately located and of a suitable design. In this instance it is considered that, as conditioned, the proposed development would not have a significantly detrimental impact on the amenities of neighbouring properties. The siting and overall design and appearance of the building would not have a detrimental impact on the character and appearance of the streetscene. Access to the site and the proposed parking provision is considered to be appropriate. There are no issues arising from the construction of the single storey extension to the Public House.

12. RECOMMENDATIONS

Approve subject to conditions

- 1. Commence Development within 3 years**
- 2. Development in Accordance with Approved Plans**
- 3. Materials to be submitted and approved**
- 4. Details of hard and soft Surfacing Materials to be submitted and approved**
- 5. Scheme of Landscaping to be submitted and approved**
- 6. Scheme of Landscaping to be implemented**
- 7. Scheme of drainage to be submitted and approved**
- 8. Notwithstanding submitted information details of boundary treatment to be submitted**

- 9. Parking to be provided prior to first occupation of the Guest Accommodation**
- 10. Noise Impact Assessment to be submitted to the Local Planning Authority and approved. Any Noise Attenuation Measures to be implemented prior to development being first brought into use**
- 11. Scheme for the acoustic enclosure of any fans, compressors or other equipment with the potential to create noise, to be submitted to, and approved by prior to the commencement of development.**
- 12. Hours of Construction to 08:00 – 18:00 Monday to Friday, 08:00 – 13:00 on Saturdays and not at all on Sunday or BH Monday**
- 13. Details of Pile Driving to be submitted**
- 14. Details of any floodlighting or security lighting to be submitted and approved**
- 15. Details of Cycle Storage to be submitted and approved**

Location Plan: Cheshire East Council Licence No. 100049045

