Rob Duncan
Planning
Consultancy

PLANNING STATEMENT

THE HOLLY BUSH PUBLIC HOUSE, HIGH LANE, BROWN EDGE

JUNE 2017

Site Address:
The Holly Bush Public House, 181 High Lane, Brown Edge, Staffordshire, ST6 8QA

Applicant:
The Peacock Group SIPP

Proposal:
Erection of 3no. detached dwellings and creation of new car park and vehicular access to serve public house

Planning Statement:
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1. Introduction

1.1 Rob Duncan Planning Consultancy Ltd. has been instructed by The Peacock Group SIPP to submit a full planning application for the erection of three detached, two storey dwellings on the car park of the Holly Bush Public House, High Lane, Brown Edge, along with the creation of a new car park and vehicular access to the rear of the public house.

1.2 The application represents a re-submission following the previous approval of a similar form of development under application SMD/2015/0427. That proposal also encompassed a scheme for the erection of three dwellings, along with the creation of a new car park and vehicular access to serve the public house. The application was submitted in outline and secured permission for matters of layout, scale and means of access.

1.3 This full application entails the same quantum of development as the previous approval, but with the dwellings sited slightly further back into the site. The detailed design of the proposed dwellings and details of landscaping is also submitted for consideration. All other aspects of the proposal, e.g. the creation of the new vehicular access and car park to serve the public house, remain as per that which the Local Authority has previously approved under application SMD/2015/0427.

1.4 The proposed dwellings will each occupy a footprint of 89 square metres, and encompass an open plan kitchen / dining room, lounge, study, utility, w.c. and hallway at ground floor, with four bedrooms (two ensuite) and bathroom at first floor. The dwellings will be two storey in nature, and stand to a maximum ridge height of 8 metres, as per that which was approved under the previous application. Each property will furthermore benefit from a large

area of private amenity space to their rear, along with parking and manouvering space for up to 3 vehicles on their respective site frontages.

2. Site & Surroundings

2.1 The application site is located within settlement boundary of Brown Edge and comprises the Holly Bush Public House and its extensive car park and beer garden. The site does not lie within a Conservation Area, nor does the building constitute a Listed Building. The public house has nevertheless been registered as an Asset of Community Value (ACV) and has been classified as a non-designated heritage asset by the Local Authority.

2.2 The application site fronts onto High Lane and benefits from two vehicular access points which serve either end of the existing car park. The public house itself sits forward within the site towards its north-easternmost end. To the south-west of the site lies a vehicle repair garage, whilst to the north-west lies an area of public open space. Beyond High Lane to the south-east lies residential development, whilst to the north-east lies the vehicular access to the Brown Edge playing fields. The site is previously developed and therefore constitutes a brownfield site. The village benefits from good public transport connections to the wider area.

3. Planning Policy

3.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires proposals to be determined in accordance with the Development Plan taking into consideration any material considerations relevant to the determination of the application. The Development Plan for this area comprises the Staffordshire Moorlands Core Strategy DPD (2014) of which the following policies are considered to be relevant:

3.2 Policy SS1a of the Core Strategy states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work pro-actively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. Planning applications that accord with the policies in the Core Strategy will be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- *Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole;*

- *or specific policies in that Framework indicate that development should be restricted.*

3.3 Policy SS1 of the Core Strategy relates to Development Principles and states that the Council will expect development to contribute positively to the social, economic and environmental improvement of the Staffordshire Moorlands in terms of delivering, amongst others, easy access to jobs, shops and transport services by all sections of the community; development which maintains the distinctive character of the Staffordshire Moorlands, its individual towns and villages and their settings, and development that secures high quality, sustainable environments.

3.4 Policy SS3 of the Core Strategy states that development will be located in accordance with the Spatial Strategy and will be distributed between the towns and rural areas. In identifying land for new development or in considering planning applications, development shall also be compatible with the settlement hierarchy identified in policies SS5-SS6 which seek to distribute new residential development between the thee market towns of Leek, Cheadle and Biddulph (72% in total), with the remaining 28% distributed within the rural areas, focused on the 'larger villages'.

3.5 Policy SS6A of the Core Strategy relates to the 'Larger Villages Area Strategy' and states that these settlements (of which Brown Edge is one) shall retain and enhance their role as rural service centres, providing for the bulk of the local housing needs of the rural areas. The policy goes on to state that their role as rural service centres will be enhanced by protecting services and facilities which are essential to sustain rural living, and that local housing needs will be met by increasing the range of available and affordable housing types and allocating a range of deliverable housing types primarily within the urban area in location across the village with good accessibility to local services and facilities.

3.6 Policy C1 of the Core Strategy states that the District Council will resist proposals involving the loss of community facilities unless:

i. an alternative facility of the same type is available or can be provided in an accessible location in the same locality; *or*

ii. a viability appraisal including a marketing exercise by a qualified professional demonstrates that there are no options for continued use Staffordshire Moorlands as a community facility which are financially

viable and it can be demonstrated that loss of the facility would not disadvantage local residents.

3.7 Policy H1 of the Core Strategy states that new housing development should provide for a mix of housing sizes, types and tenure including a proportion of affordable housing as set out in policy H2 of Core Strategy. Policy H1 goes on to state that all development will be assessed according to the extent to which it provides for high quality, sustainable housing and to which it meets identified local housing market needs and the strategy for the area, having regard to the location of the development, the characteristics of the site and the economics of provision. It adds that residential development on unidentified 'windfall' sites will be permitted up to a maximum size of 9 dwellings within the Development Boundaries of the towns and larger villages. The policy also states that new dwellings should be of sufficient size to provide satisfactory levels of amenity for future occupiers, whilst respecting the privacy and amenity of existing occupiers.

3.8 Policy DC1 of the Core Strategy relates to 'Design Considerations' and states that all development should be well designed and reinforce local distinctiveness by positively contributing to and complementing the special character and heritage of the area in line with the Council's Design SPD. It goes on to state that new development should (amongst others):

- *be of a high quality and add value to the local area, incorporating creativity, detailing and materials appropriate to the character of the area;*

- *be designed to respect the site and its surroundings and promote a positive sense of place and identity through its scale, density, layout, siting, landscaping, character and appearance;*

- *protect the amenity of the area, including residential amenity, in terms of satisfactory daylight, sunlight, outlook, privacy and soft landscaping;*

- *provide for safe and satisfactory access and make a contribution to meeting the parking requirement arising from necessary car use; ensure that existing drainage, waste water and sewerage infrastructure capacity is available.*

4 Other Material Considerations

National Planning Policy Framework

4.1 The National Planning Policy Framework seeks to significantly boost the supply of new housing throughout the country, and encourages the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value. It also promotes the retention and development of local services and community facilities in villages. The content of this document is explored in more detail within the Planning Assessment below.

Staffordshire Moorlands Housing Land Supply Statement (March 2016)

4.2 This document sets out the Local Authority's performance in respect of housing land supply and housing delivery. It confirms that the Local Authority has a deliverable supply of housing land equivalent to 1.87 years, which represents a weaker position than that which was the case when the previous application was determined in 2015 (2.17 years). The content of this document is explored in more detail within the Planning Assessment below.

Planning Application SMD/2015/0427 – Holly Bush Public House

4.3 This planning application relates to the Holly Bush Public House site, and granted outline planning consent for the erection of three detached dwellings on the existing car park, along with the creation of a new vehicular access and car park to the serve the existing public house. That permission remains extant, and thus is a material fall back position against which this latest proposal must be assessed. This previous application is referred to in more detail within the Planning Assessment below.

5 Planning Assessment

Principle of Development

5.1 The principle of re-developing the existing car park for residential purposes has already been established under application SMD/2015/0427. The submitted proposal encompasses the same quantum of development as that which was previously approved, and furthermore proposes the same vehicular access and parking arrangements to serve the public house. The previous permission remains extant, and thus constitutes a material fall back position that should be afforded significant weight. Given this fall back position and the fact that there has been no material changes in circumstance since that previous approval, the principle of development is considered to be acceptable.

Asset of Community Value / Heritage Asset

5.2 The submitted proposal retains the existing public house, and furthermore proposes the provision of a new vehicular access and car park to serve the facility. The previous application concluded that the new car park was sufficient to offset the loss of the existing car park and would afford sufficient car parking for pub patrons. It was also concluded that the proposal would safeguard the non-designated heritage asset. These aspects of the proposal

are identical to that which the Local Authority has previously approved under SMD/2015/0427, and as a consequence it can be reasonably concluded that the asset of community value / heritage asset will continue to be safeguarded by this latest proposal.

Design & Layout

5.3 The previous outline application on the site secured approval for the erection of three dwellings of two storey form, and standing to a maximum ridge height of 8 metres. The submitted proposal reflects this previous permission, and encompasses the same quantum of development, with the dwellings standing to a height of 8 metres. There is accordingly no material difference between the two schemes in this regard.

5.4 The siting of the dwellings however differs from that previously approved, in that the proposed dwellings are to be located slightly further back into the site compared to the approved outline permission. The siting of these dwellings further back within the site is not considered to raise any substantive planning concerns, as the resultant effect will be to retain and reinforce the presence and prominence of the public house within the streetscene.

5.5 The space achieved between the proposed dwellings is reflective of the previous permission and the surrounding area. Existing dwellings in the local area typically have a distance between themselves that ranges between 1-4 metres. The proposed development by comparison exhibits distances well within this established range (typically 2 metres) and will therefore reinforce the character of the local area. Low-level frontage walls, supplemented by soft landscaping are also proposed, as per the previous application, in order to further reinforce the character of the local area. The overall layout of the site will also continue to reinforce the existing linear pattern of development

that prevails within the local area, and as a consequence will not result in harm to the character and appearance of the area in this regard.

5.6 The proposed layout has also been designed to ensure that it meets the Local Authority's informal amenity standards that are set out in Appendix 3 to the now redundant Local Plan. These require that an interface distance of 22 metres be achieved between dwellings that have principal windows facing one another. The proposed development will comfortably accord with this standard, and will achieve a distance that is greater than that previously approved under the outline permission.

5.7 The standards in Appendix 3 also require a minimum garden area of 65sq.m. to be achieved, with a mean length of 11 metres. The proposed development will comfortably meet these two requirements and as a consequence the proposed development is considered unlikely to detract from the amenity of neighbouring occupiers. The relationship of the dwellings to the adjacent repair garage and beer garden has been considered under the previous application and was found to be acceptable. Future occupiers of the dwellings would be aware of the presence of the public house and repair garage when purchasing the dwelling, and any impacts could be mitigated through the provision of landscaping/planting and fencing along site boundaries. In doing so the residential amenity of future occupiers will be satisfactory.

5.8 In terms of the detailed design of the dwellings it is noted that the character of the surrounding area is particularly varied. There is a wide variance in the architectural styles and ages of dwellings, and a mixed palette of materials, including facing brickwork, render or a mixture of the two. Properties exhibit either gabled or hipped roofs, and there is a wide variety of fenestration

designs. As a consequence there is no strong, prevailing vernacular to respond to.

5.9 The proposed dwellings adopt a two-storey form which reflects the predominant scale of development within the locality, and encompass a gable style of design with the roof pitching front to back as per that exhibited by the majority of the dwellings in the immediate vicinity. The dwellings also encompass modest front projecting gables, a feature which is also not out-of-keeping with the character of the surrounding area. The proposed fenestration details also take their cues from developments in the locality, and as a consequence the proposal is considered to be of an appropriate, high quality design that will not detract from the character and appearance of the surrounding area.

Highway Safety

5.10 The proposed new vehicular access to serve the public house is the same as that which was previously approved under application SMD/2015/0427, and proposes the same number of car parking spaces (20). This aspect of the proposal is therefore considered to be acceptable from a highway safety perspective.

5.11 The accesses to serve the proposed dwellings are based on the approach which was approved under the previous application, and encompass parking provision for up to three vehicles on the respective site frontages, along with manouvering space to enable those vehicles to exit the site in a forward gear. In doing so the proposed development will not give rise to harm to highway safety within the locality.

Other Material Considerations

5.12 As with the previously approved scheme, the merits of this proposal have to be considered in the context of the presumption in favour of sustainable development. This is owing to the Local Authority's continued inability to demonstrate a five year deliverable supply of housing, a situation which has worsened since the previous application was determined.

5.13 Paragraph 14 of the National Planning Policy Framework confirms that where a Local Authority is unable to demonstrate a five year deliverable supply of housing, planning permission should be granted unless:

> *"any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole" (my emphasis)*

5.14 The submitted proposal will contribute positively to the social and economic dimensions of sustainable development through the retention of the public house (a non-designated heritage asset and asset of community value) and the support that occupants of the dwellings will give to other services on offer within the village and the wider area through additional household expenditure. The erection of the new dwellings will also derive significant social benefits associated with helping the Local Authority to meet its significant shortfall in housing land supply. The proposal will furthermore fulfil the environmental role of sustainable development owing to its reuse of previously developed land, something which is explicitly supported by the NPPF.

5.15 The submitted proposal furthermore has to be considered in the context of the extant outline permission on the site, and does not raise any substantive planning issues over and above those which were considered and found to be

acceptable in the determination of that application. The planning balance is therefore tipped firmly in favour of the proposed development.

6 Conclusion

6.1 It is considered that the proposed development represents an appropriate form of sustainable development having regard to the following conclusions:

- The principle of residential development on the site has already been established under application SMD/2015/0427, and this constitutes a material fall back position of the highest weight;

- The proposal entails the retention of the existing public house, thereby safeguarding the Asset of Community Value and non-designated heritage asset;

- The proposed new vehicular access and parking area to serve the public house is the same as that previously approved on the site;

- The proposed siting of the three dwellings and their two storey form is also based on the scheme previously approved on the site;

- The proposed dwellings encompass a high quality design that will not give rise to harm to the character and appearance of the surrounding area

- The proposed layout is in-keeping with the established development pattern that characterises the surrounding area, including its relationship to surrounding development and plot/development ratios;

- The proposed layout will not result in any harm to neighbouring amenity, or the amenity of future occupiers of the dwellings;

- The proposal provides adequate parking and manouvering space in accordance with the Local Authority's standards and will not have an adverse impact on highway safety.

- The Local Authority is unable to demonstrate a five year deliverable supply of housing and as such the presumption in favour of sustainable development is engaged;

- The proposed development will contribute positively to meeting the Local Authority's recognised shortfall in housing supply, will result in economic benefits associated with additional household expenditure, will safeguard the asset of community value, and will secure the reuse of previously developed land;

- Planning permission should be granted unless any adverse impacts arising would significantly and demonstrably outweigh the aforementioned benefits. No such adverse impacts are considered to exist.

6.2 As a consequence of the above points it is considered that the proposed development meets the requirements of policies SS1, SS3, SS6A, C1, H1 and DC1 of the Staffordshire Moorlands Core Strategy, as well as meeting the requirements of the relevant provisions of the National Planning Policy Framework.

6.3 The Local Authority is therefore respectfully requested to grant full planning permission for the proposed development.