DELEGATED

AGENDA NO
PLANNING COMMITTEE

25 FEBRUARY 2015

REPORT OF CORPORATE DIRECTOR, DEVELOPMENT AND NEIGHBOURHOOD SERVICES

14/3073/FUL

The Masham, Hartburn Village, Stockton-On-Tees
Proposed single storey extension to rear and provision of fire escape on first floor

Expiry Date 26th February 2015

SUMMARY

The application seeks planning permission for a single storey extension to the rear at the Masham Public House, Hartburn.

There have been 4 letters of neighbour objections to the application and also an objection from one of the Ward Councillors Councillor Lupton.

Applications for similar proposals for extensions have been previously refused on highway and amenity grounds.

The material considerations of the application relate to the impact of the proposals on highway safety, the impact on the amenities of neighbouring properties and the impact on designated heritage assets and have there been any material change in circumstances since the previous refusal.

The main area of concern from neighbours relate to the potential highway and car parking implications of the development. The Head of Technical services offers no objection to the application as he considers the development is in accordance with the guidance in the National Planning Policy Framework,

The application is considered to be acceptable in regards to the impacts of car parking and highway safety, the impact on the amenities of neighbouring properties, the Hartburn Conservation Area and the significance of the grade II listed building.

The application is recommended for **Approval with conditions**.

RECOMMENDATION

That planning application 14/3073/FUL be approved subject to the following conditions and informatives below;

01. Timescale for implementation

The development hereby permitted shall be begun before the expiration of Three years from the date of this permission.

Reason: By virtue of the provision of Section 91 of the Town and Country Planning Act 1990 (as amended).

02 Approved Plans

The development hereby approved shall be in accordance with the following approved plan(s);

Plan Reference Number Date on Plan

W/366/01 25 November 2014 W/366/02 25 November 2014

Reason: To define the consent.

3. Construction Hours

Construction/Demolition operations including delivery/removal of materials on/off site shall be restricted to 08:00 ' 18:00Hrs on weekdays, 09.00 ' 13:00Hrs on a Saturday and no Sunday or Bank Holiday working.

Reason:- In the interests of the amenities of the occupiers of adjoining properties

4. ` Rear door closure

Notwithstanding the submitted information the rear folding doors of the extension hereby approved shall be kept closed and not used after 9pm in the evening, for the life of the development.

Reason:- In the interests of the amenities of the neighbouring properties

5. Live Music

There shall be no recorded or live entertainment played in the proposed orangery. During live or recorded entertainment in other areas of the Masham, the sliding concertina doors serving the proposed orangery shall remain closed in order to prevent egress of noise. Before the extension is brought into use the side door to the external area shall be fitted with a lobby and/ or self-closing device in accordance with details to be submitted to and approved in writing and installed to the reasonable satisfaction of the Local Planning Authority to prevent the egress of noise and retained for the life of the building.

Reason: To ensure that the development hereby permitted is not detrimental to the amenity of the future residents by reason of undue external noise where there is insufficient information within the submitted application.

6. Use of the beer garden

Food and drink from the extension shall not be consumed in the external seating/ smoking area after 23:00 and there shall be no music played in the external seating area at any time.

Reason:- To define the consent in the interests of the amenities of the neighbouring properties

7. Light spillage

Adequate screening shall be provided to protect residential properties from light intrusion from the development. The lighting provided shall be arranged so as not to shine directly towards any dwelling and shall be shielded or reduced to such a level which prevents light spillage beyond the boundary of the property.

Reason:- to prevent light spillage to neighbouring properties

8. Cycle stands

Before the orangery hereby approved is brought into use there shall be provided at the site cycle stands for the provision of safe and secure storage of cycles. The details of the cycle stands shall be submitted to and agreed in writing with the Local Planning Authority and the works shall be carried out in accordance with the agreed details.

Reason: - to ensure secure cycle storage in support of sustainable travel is provided as part of the planning approval

9. Precise details of finishing materials shall be submitted to and approved in writing by the Local Planning Authority before development commences

Informative 1: National Planning Policy Framework

The Local Planning Authority has implemented the requirements of the National Planning Policy Framework.

Informative 2: Smokeless Fuels

As the property is located in smoke control area the applicant ought to comply with the Clean Air Act 1991 which requires no smoke be emitted from chimneys in smoke control areas. Only 'authorised smokeless fuels' are allowed to be used within a smoke control area such as coke, coalite, sunbrite, gas and oil.

Informative 3: Smoking Shelter

The applicant is advised that they will need to comply with the requirements of the Health Act 2006 and The Smokefree (Premises and Enforcement) Regulations 2006

BACKGROUND

There is extensive planning history associated with the site and relevant planning applications are set out below:-

<u>93/1982/P</u> Internal alterations and erection of two single storey extensions and conservatory to the rear, Refused 18th February 1994

The reasons for refusal were:

1) The proposal would be overdevelopment of the site which would be detrimental to the character and appearance of the listed building

- 2) The proposal would be detrimental to the amenity of the occupants of the nearby residential properties by virtue of increased noise and disturbance and increased generation of vehicular and pedestrian activity particularly at times during which such residents might reasonably expect the peaceful enjoyment of their homes
- 3) The proposal makes no provision for additional incurtilage parking and therefore is likely to exacerbate the current on-street parking problems in the area to the detriment of highway safety and would result in a deterioration in the general amenities of the area
- <u>93/1983/P</u> Listed Building Consent for internal alterations and erection of two single storey extensions and conservatory to rear, Refused 18th February 1994.

The reason for refusal was:

 The size, design and height of the proposed extensions are unsympathetic to the character and appearance of this Grade II listed building and would therefore be seriously detrimental to the special architectural character of the listed building

95/2046/P Ground floor alterations and extension to rear to provide new toilets, kitchen and lounge area for the pub and part change of use of ground floor of 89 Hartburn Village from residential to storage area in association with the pub use, Refused. 22nd March 1996.

The reasons for refusal were:

- The proposal would be detrimental to the amenity of neighbouring residential properties by virtue of increased noise, disturbance, smell and increased generation of vehicular and pedestrian activity
- 2) The proposal makes no provision for additional incurtilage parking and therefore is likely to exacerbate the current on-street parking problems in the area to the detriment of highway safety and would result in a deterioration in the general amenity of Hartburn Conservation area.

This application was upheld at appeal

Other applications relating to the site:

95/2047/P	Listed Building Consent for extensions to rear and internal/external alterations Approved with conditions, 22nd March 1996
96/1755/P	Listed Building Consent to remove skylights and re-roof Approved with conditions, 29th November 1996
96/1820/P	listed building consent for internal alterations to extend bar area, installation of new door and removal of internal staircase. Approved with conditions, 20th December 1996
99/1518/P	Erection of single storey extension to rear (to include demolition of store room) Approved with conditions, 18th November 1999

- 99/1523/P Listed building consent for the erection of a single storey extension to rear (to include demolition of store room)
 Approved with conditions, 18th November 1999
- 03/2622/LBC Listed Building Consent for internal alterations, replacement windows to front elevation, erection of rear fire escape from first floor flat and erection of 3 no. 4m x 3m parasols in beer garden.

 Approved with conditions, 5th December 2003
- 03/2623/FUL Erection of fire escape at rear of first floor flat, lowering of flat roof, installation of replacement windows to front elevation (to match existing) and erection of 3 no. 4m x 3m parasols in beer garden Approved with conditions, 3rd December 2003
- 05/0342/LBC Revised application for listed building consent for erection of single storey extension to kitchen
 Approved with conditions, 8th April 2005
- 05/0353/REV Revised application for single storey extension to rear to form extension to kitchen Approved with conditions, 8th April 2005
- 07/2125/FUL Erection of conservatory to rear enclosing rear courtyard and bin store to front Withdrawn, 26th September 2007
- 07/2316/LBC Listed building consent for the erection of conservatory to rear enclosing rear courtyard and bin store to front
 Withdrawn, 27th September 2007
- 13/3034/FUL Commercial bin storage to rear of premises removing part of existing boundary fence and installation of proposed access gate, to allow for access into proposed bin store area only.

 Approved with conditions, 7th March 2014

SITE AND SURROUNDINGS

- The application site relates to The Masham public house within Hartburn Village (No 87), Stockton on Tees. The main building is a Grade II Listed Building and is located within the Hartburn Conservation Area.
- 2. Hartburn Village is predominantly a residential access road on the periphery of the built up area of Hartburn, approximately 3km from Stockton Town Centre. The application site fronts the south side of the Village and forms a two storey 18th century terrace. Except for the public house the terrace is wholly in residential use. The frontage of the pub is set to tarmac which provides limited incurtilage car parking for the pub.
- 3. The public house is also adjoined to No 89, which is residential in use and is understood to be occupied by the landlord of the public house (and applicant). Beyond this, the application site is adjoined to No's 85 (east) and 91 (west), which are both residential. The public house curtilage extends to the south through a beer garden and this abounds 4 Fraser Road and the highway of Village Paddock (west) which serves several residential properties. No 93 Hartburn Village is present beyond the road to the west with 4 Village Paddock to the south west.

4. The surrounding land-uses are predominately residential although Hartburn Shops, which include a grocery store, florist, chip shop and hairdresser, are located approximately 130m walking distance (two minutes walk) to the north of The Masham. Public car parking is available at the shopping parade.

PROPOSAL

- 5. The application seeks planning permission for a single storey extension to rear and provision of fire escape on first floor.
- 6. The proposed development looks to extend the existing public house by replacing an existing outdoor seating area, which is currently covered by 2 large parasols (approved under applications 03/2622/LBC & 03/2623/FUL), by a structure which will extend the building line to the rear elevation of the kitchen. The structure will be connected to the existing flat roof of the kitchen.
- 7. At the time of the case officer site visit it was noted that a ply boarded frame and double door had been erected at the rear and the sides of the parasols enclosed by white tarpaulin sheets to create an enclosed seating area, these works are unauthorised and subject to investigation and do not form part of the consideration of this planning application.
- 8. The external experience of the proposal will consist of a flat roof with glazed lanterns supported by structural steels. Bi-folding doors are proposed in the rear elevation with two steps leading out into the existing beer garden with a single door proposed to the east elevation.
- 9. The existing floor area of the public house is approximately 113sqm, excluding the outdoor seating area which provides a further 56sqm. The new orangery will replace the outdoor seating area and will be approximately 62sqm in floor area. Due to the historic nature of the property the existing public areas are spilt across the bar and snug areas and the original room proportions remain largely intact with the bar centrally and kitchen and toilet extension to the rear.
- 10. Presently the upper floor of the property which is in residential use has a fire escape stair which is within the east corner of the site to be extended. The proposal therefore looks to run a new fire escape over the flat roof kitchen extension, to the west of the rear extension and will terminate to the rear of the kitchen in the rear alley which leads to Village Paddock.
- 11. An accompanying application for listed building consent has been submitted (application 14/3074/LBC).

CONSULTATIONS

The following Consultations were notified and any comments received are set out below:-

Head Of Technical Services

General Summary

The Head of Technical Services is unable to object to the proposed development, on transport grounds, as the residual cumulative impacts of the development are not considered to be severe.

Highways Comments

The application being considered is for a proposed extension, to the Masham public house, which will replace the existing outdoor seating area with an Orangery. A Transport Report has been submitted in support of the application which considers the impact of the proposed development within the context of the NPPF which states that:

Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

The Transport Report has been informed by a travel survey (see Table 1), which sets out the mode of transport chosen by existing customers, and a survey of the available car parking (see Table 2), located at the two council owned car parks at Hartburn Village shops which are approximately 130 m from the application site (see plan below).

Plan showing Application Site in relation to the existing Public Car Park

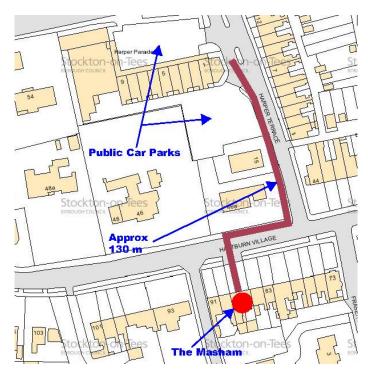


Table 1 – Mode of Transport (Existing Customers)

Date	Surveys	Car Driver	Car Passenger	Car Drop Off	Bus	Taxi	Bicycle	On-foot	Responses
Friday 24 October	115	10 (7.7%)	12 (9.2%)	1 (0.8%)	1 (0.8%)	15 (11.5%	1 (0.8%)	90 (69.2%)	130
Saturday 25 October	32	8 (12.7%	6 (9.5%)	1 (1.6%)	0 (0%)	0 (0%)	1 (1.6%)	47 (74.6%)	63
Wednesday 29 October	37	5 (10.6%	10 (21.3%	0 (0%)	0 (0%)	3 (6.4%)	0 (0%)	29 (61.7%)	47
Friday 31 October	97	22 (16.4%	26 (19.4%	1 (0.7%)	3 (2.2%)	8 (6.0%)	1 (0.7%)	73 (54.5%)	134
Saturday 1 November	47	6 (9.5%)	7 (11.1%	0 (0%)	0 (0%)	3 (4.8%)	0 (0%)	47 (74.6%)	63
Total	328	51	61	3	4	29	3	286	437
Proportion	1	11.7%	14.0%	0.7%	0.9%	6.6%	0.7%	65.4%	

Table 2 - Hartburn Shops Surveys - Parking Availability

Date	Time	North Car Park	South Car Park	Total Spaces Available		
		Number of Spaces Available				
Saturday 1 November	19:00	15	13	28		
	20:00	16	12	28		
Sunday 2 November	12:00	16	24	40		
	13:00	10	23	33		
Tuesday 4 November	12:00	1	5	6		
	13:00	1	3	4		
	19:00	20	14	34		
	20:00	16	17	33		

Applying the modal split set out in Table 1, which although only gives a 'snap shot' is considered to be reasonable, to the proposed Orangery it can be demonstrated that at peak periods there would be an additional demand for 5 car parking spaces. This is higher than the figure proposed within the Transport Report, which identifies an additional requirement for 3 parking spaces, as it is based on the peak demand rather than the average. It is considered that this approach is more robust.

From the data submitted, in relation to parking availability within the public car parks, it can be seen that at the peak period for the car parks, which is a weekday lunch time, 4 parking spaces were available. The peak period for the car park use does not however coincide with the peak period for the application site. It would therefore be more reasonable to look at the parking availability during the peak

period for the application site. This demonstrates that during the peak period for the application site there is more than adequate car parking available at the nearby public car parks.

A survey has also been undertaken of the available 'on street' parking along the road immediately adjacent to the application site over a distance of 100m. This information, which although is only a 'snap shot' is considered to be reasonable, demonstrates that approximately 28 vehicles could be accommodated within this area and that on average the occupancy level was less than 50%.

It is anticipated that the majority of visitors, arriving by car, will initially attempt to park, on the highway, in the immediate vicinity of the application site and that the public car parks will only be used when no parking is available in the immediate vicinity of the application site. It is not envisaged that this will result in a highway safety issue, with no recorded accidents in the vicinity of the application site, or be detrimental to the free flow of traffic as it is a common everyday occurrence in this and similar locations.

It is also worth noting, as set out in Manual for Street, that street features and human activity can have an influence on the speed at which people choose to drive and that features likely to be effective include on-street parking, particularly when the vehicles are parked in echelon formation or perpendicular to the carriageway.

Taking the above into account, within the context of the NPPF which represents a material change in planning policy, the residual cumulative impacts of the proposed development, on transport grounds, are not considered to be severe and therefore do not warrant an objection

Environmental Health Unit

Comments

I have no objection in principle to the development. However, I have concerns that the proposed glass concertina doors will not provide a sufficient noise barrier from amplified music and general noise. I also have concerns that the sliding concertina doors, when opened, will enable smoke ingress.

I would therefore request that the following conditions be imposed should the development be approved;

Noise disturbance from access and egress to the premises

There shall be no recorded or live entertainment played in the proposed orangery. During live or recorded entertainment, the sliding concertina doors serving the proposed orangery shall remain closed in order to prevent egress of noise. Access and egress from doors to the external area shall be fitted with a lobby and or self-closing device to prevent the egress of noise. Reason: To ensure that the development hereby permitted is not detrimental to the amenity of the future residents by reason of undue external noise where there is insufficient information within the submitted application.

Food and drink shall not be consumed in the external seating/ smoking area after 23:00.

There shall be no music played in the external seating/smoking area, and no use of lighting likely to cause a nuisance to adjacent premises. Receptacles for the purpose of containing litter will be provided adjacent to the smoking shelters for use by the patrons of the premises and maintained in a tidy condition to the satisfaction of the Local Authority.

Light Intrusion

Adequate screening shall be provided to protect residential properties from light intrusion from the development. The lighting provided shall be arranged so as not to shine directly towards any dwelling and shall be shielded or reduced to such a level which prevents light spillage beyond the boundary of the property.

Construction/Demolition Noise

Due to the close proximity of residential premises, I am concerned about the short-term environmental impact on the surrounding dwellings during construction/demolition, should the development be approved. My main concerns are potential noise, and dust emissions from site operations and vehicles accessing the site. I would recommend working hours all Construction/Demolition operations including delivery/removal of materials on/off site shall be restricted to 08:00 ' 18:00Hrs on weekdays, 09.00 ' 13:00Hrs on a Saturday and no Sunday or Bank Holiday working. Advisory

Smoke Free The beer garden area that is to be replaced by the orangery which was used for smoking will no longer be eligible to be used as such, as it will not comply with the requirements of the Health Act 2006 and The Smokefree (Premises and Enforcement) Regulations 2006, as to comply with these requirements the orangery will be "enclosed" or "substantially enclosed.

Wood Burning Stove

As the property is located in smoke control area the applicant ought to comply with the Clean Air Act 1991 which requires no smoke be emitted from chimneys in smoke control areas. Only 'authorised smokeless fuels' are allowed to be used within a smoke control area such as coke, coalite, sunbrite, gas and oil.

In addition, some types of coal and wood can be burnt in smoke control areas but only on specially designed appliances which appear on a list of exempted fireplaces in the legislation. A full list of exempted fireplaces can be found on the DEFRA website: http://smokecontrol.defra.gov.uk/appliances.php

Councillor Ken Lupton

I do believe that there has been a significant error in the number of residents notified of the application, particularly missing those living in The Paddock and the properties in Hartburn Village that will be most affected by the increased parking problems, this should be rectified before final consideration is given to the application.

This proposal gives a significant increase in the restaurant floor area, I would suggest at least of 100% of the current floor space, and will therefore increase the number of visitors to the premises considerably.

You will appreciate that there is little "on site" parking provision at these premises and experience shows that visitors park as close as they can to the "pub" which denies the opportunity for local people to park close to their own property. Many of whom do not have off street parking provision. Your officers should take photographic evidence of the parking situation currently on a late evening which will identify that there is obstruction of Fraser Road, The Paddock and at the Junction of Harper Terrace. The parking of vehicles on both sides of the road prevents two way traffic movement and therefore congestion. The car parks at Harper Parade are available but will only be used once on street parking spaces have been taken.

This is a popular venue and in summer months the garden is well used but the area of the proposed extension is also used as smoking shelter during inclement weather and I am concerned that as this area will no longer be available for this purpose customers will spill out into the garden during other times of the year causing possible nuisance to nearby neighbours.

I would request that this application be considered by the Planning Committee due to the concerns expressed by residents

PUBLICITY

Neighbours were notified by letter, site notice and press advert and comments received are set out below:-

Mr and Mrs Crooks

10 Village Paddock

Please treat this letter as objection to the proposed re development of Masham Public House.It remains a mystery to me why we are repeatedly missed from the distribution to neighbours notified when these Masham Planning applications are published. In Village Paddock we are at least as badly affected by the noise and traffic as those on the distribution.

This application is very similar to a previous application to that submitted some years ago which was not approved. My objections are based on a number of grounds.

1/ The planning application section 22 which details the changes in floor space concerns me as it is suggesting an increase of public floor space is only in the region of 50%. Referring to plan drawing W/366/O2. This indicates that the 50% increase in public floor space is not correct. As can be seen the 113 meters square includes areas not having public access. These areas include the area behind the bar, kitchen, bottle store, office and lounge in the adjacent cottage. At a push the public toilets could be included in the public accessed areas. I believe that the increase in the bar and dining room public area would be almost 100% and not the suggested 50%.

2/A further concern is that the adjacent cottage lounge has been included in the plan as shown on the above plan drawing. This indicates a desire for a creeping development into this next property as appears to have already begun. I am not aware of an application to convert the rear room into an office connected to the pub via the bottle store.

3/ Finally I note the effort which has been put into the transport report.

The report does not acknowledge that there are cars parked regularly in Village Paddock. This parking requires them to turn at the bottom of the Paddock. In the past this has required me to fit automated gates to avoid them using my drive with their turn manoeuvring.

The transport report was carried out in October prior to publication at the end of November. At this time of the year the pub is not as busy as during the summer months when more people are attracted by the pubs garden. If the traffic surveys had taken place during the summer months the level of parking is very much increased both in Hartburn Village and the Village Paddock.

Finally it should be remembered that the Masham Public House is located in the centre of a conservation area. This conservation area is a special amenity within the town boundary and it should not be spoilt by an increase of the pub floor space for commercial reasons.

G Carmichael 4 Village Paddock

The Masham is central to this village and more people travel in cars to visit the Masham, creating parking problems, congestion and noise. Previous developments do not appear to be working as all parties had hoped. It is for these reasons that I do not support the application. I would support residents parking for the village, in particular Village Paddock might benefit from double yellow lines which would alleviate future complaints.

A Knox & J Edwards 75 Hartburn Village

No objections to renovations or single storey extension

G Hopper 95 Hartburn Village (in summary)

Objects to the application. We are in the locality affected by noise emanating from the garden on summer evenings. The current application appears to be repeat of the application made in August 2007. That application was withdrawn presumably on the grounds that officers had indicated that it

would not be approved. There is an acknowledgement in the application that the public house only has 5 car parking spaces, that it does not meet planning criteria at the present time and the effect is that customers park in Hartburn Village and the Paddock to the detriment of residents. The proposed increase of floor space by 55% would only add to the existing problems.

The main problems are the inability for residents to access the front of their properties and the noise arising from customers leaving the pub late at night, who tend to be 'loud' having spent the evening drinking, The proposed orangery will lead to those persons who currently sit outside in that area to more further into the garden and that will increase the garden which is an issue particularly in summer.

You will be aware of the involvement of the planning inspectorate in the past and they have suggested principles to be adhered to where there is any suggestion that the ground area of the public's drinking are is to be increased and they are:

"Any such proposal would be detrimental to the amenity of the occupants of the nearby residential properties by virtue of increased noise and disturbance and increased generation of vehicle and pedestrian activity, particularly at time during which such residents might reasonable expect the peaceful enjoyment of their homes,

Where a proposal makes no provision for additional incurtilage parking and therefore is likely to exacerbate the current on street parking problems in the area to the detriment of highway safety and would result in a deterioration in the general amenities of the area."

Apart from the due consideration of residents this is a conservation area and the proposed development leading to increased car traffic would be incompatible with that situation. Some years ago the council planted flower tubs on the grass verges with a view to preventing people parking in the grass verge and to a large degree it has been successful but there are still some individuals who park on the grass verge. These are not residents, they are people visiting the pub who do not necessarily have any regard for the special nature of the village.

So far as the application is accompanied by reports, to the extent that these are inaccurate or irrelevant, it is necessary to comment.

Transport Report

2.1 and 2.2

The existing number of table scheduled included the 29 places which are outside, This appears to be an attempt to suggest that the proposed number of tables following development will be 92, that is one less than the current situation. The real comparison is 64 internal places with 92 if developed. There is also no recognition that the people who currently choose to sit outside will move further into the garden which will lead to futher footfall compared to that scheduled.

The 28 seats arising from the development does not appear to be a realistic figure in so far as the proposed extension is larger than the current canopy area and the development overall is an increase in the order of 55% in the internal floor space.

3.2.2 The criteria for parking spaces spelt out details the fact that the Masham as it is now does not meet planning criteria. There is reference to the availability of public car parking at the Hartburn Shops. Such parking is not available mid-day as the car parks tend to be fully occupied. On an evening there is no evidence that customers of the Masham park at these shops. They invariable drive as close as they can and park in the Village or in the Paddock.

5.1This details the suggested results from a customer survey. I would hope that not too much credibility is given to the figures detailed, in so far as they have been compiled by the Landlord who was in a

position to choose who he wished to take part. The number of car drivers scheduled in that survey do not fit with the facts. If you were to Carr out a survey with the residents of Hartburn and seek clarification as to whether there is a parking problem there would be an emphatic yes. The landlords survey would be more credible if addresses had been provided, The survey at the end of October is fairly meaningless as the main attraction of the Masham is the food and the attractive pub garden at the rear. In the summer traffic is much increase as people come to enjoy the garden facilities.

- 6.4.1 This details the public car parking availability at Hartburn shops, but the reality is that the Masham customers do not use that car park at all.
- 6.2 This is an interesting approach, it sets out to suggest that the street parking adjacent to the Masham should all be available for customers of the business. It ignores the fact that residents might wish to park outside their properties. It also ignores the fact that the landlords vehicles are invariably parked in the areas referred to.

If the planning authority approve the proposed development in the garden of number 46 Hartburn Village then the access to that property will presumably eliminate another two of the existing spaces.

There is a reference in the application to 15 cycle stands, presumably they will be at the front of the premises and if that is the case then that will reduce the 5 car parking spaces currently provided.

Planning Statement

The thrust of the argument appears to be that past planning criteria should be set aside and that the authority should detriment the application on the grounds that the proposal represents an appropriate form of sustainable development. There is probably little doubt, that the proposed development would enhance the business, otherwise they would not be considering the investment that they are seeking to makes, Such development, however should not have adverse consequences as regards residents, The Masham Pub, unfortunately is located not in a commercial area but amongst a historic residential area,

There are two other public houses within 400 yards of the Masham, both of which have adequate parking on their own property.

The application is almost identical to that submitted 7 years ago, The thrust of the application appears that it should be determined under new criteria. There are parking problems, noise issues from the street parking and from the pub garden and it is hoped that the authority will give due consideration to the concerns of residents. Is Hartburn Village meant to be a special place or not?

Mr J Gribben 85 Hartburn Village

Stance: Customer made comments neither objecting to or supporting the Planning Application Comment Reasons:

- close proximity
- smell/fumes

Comment: As I am a direct neighbour to the Masham Pub I and my partner feel that we must be included in any development process and decisions as these could affect certain aspects of our property. These plans will have a direct impact on our property and Mr Eddy will indeed require party wall agreement from ourselves before any extension can move forward. After looking at the proposed plan in detail we have a few stipulations and questions that will need to be addressed before we agree to these proposals.

Firstly the new party wall will need to be soundproofed to meet required regulations; the windows on the roof do not allow any excess noise or light. The windows need to be designed in such a way that they do not allow any excess noise, light or indeed music to adversely affect our daily living.

The light from the glass roof could be eliminated with filtered glass or blinds. The party wall will need to be knocked down to facilitate this build. I have a few concerns with regards this. Firstly, in knocking down the wall this could cause damage to the render to the rear of our property. If this is cracked or damaged then this will need to be fixed. Secondly the destruction of the wall could and possibly will damage the existing decking in my garden. This will also need to be replaced. I also have concerns over the damage this may cause to the garden itself but this is minor to the others as this can be fixed at minimal cost. Thirdly I am slightly concerned at the dirt and mess that this could cause to the rear of my property and the shared access alleyway that will need to be accessed if this plan goes ahead. In the rebuilding of the wall I think it is important that it is in keeping with the back wall of my property and that the right brick is used for this. After looking at the plan of the extension I do have a major concern over one proposed development. The drawing includes a new chimney for a log burner. If you look at its position it suggests that the billowing smoke from this will be in line with our bedroom and bathroom window and close to our patio doors that lead to the garden. Given the smoke pollution that this could cause at such a low level I believe this violates anti-pollution regulations, and would unquestionably be detrimental to the health and well-being of residents of number 85 Hartburn Village. In order for my support to be added to this proposal. I would need to be satisfied that this aspect of the proposal would not damage the quality of life of myself and other residents in the immediate vicinity of The Masham Public House. Overall I do agree that this extension is a good thing and will, if done right, will be a positive development for Mr Eddy and indeed myself; theoretically it will be mutually beneficial.

PLANNING POLICY

Where an adopted or approved development plan contains relevant policies, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that an application for planning permissions shall be determined in accordance with the Development Plan(s) for the area, unless material considerations indicate otherwise. In this case the relevant Development Plan is the Core Strategy Development Plan Document and saved policies of the Stockton on Tees Local Plan Section 143 of the Localism Act came into force on the 15 Jan 2012 and requires the Local Planning Authority to take local finance considerations into account, this section s70(2) Town and Country Planning Act 1990 as amended requires in dealing with such an application [planning application] the authority shall have regard to a) the provisions of the development plan, so far as material to the application, b) any local finance considerations, so far as material to the application and c) any other material considerations

The following planning policies are considered to be relevant to the consideration of this application:-

National Planning Policy Framework

<u>Paragraph 14.</u> At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both planmaking and decision-taking;

For decision-taking this means:

approving development proposals that accord with the development without delay; and where the development plan is absent, silent or relevant policies are out-of-date, granting permission 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; or-
- -specific policies in this Framework indicate development should be restricted.

<u>Paragraph 17</u>: always seek to secure a high quality of design and a good standard of amenity for all existing and future occupants of land and buildings.

Paragraph 32- Promoting Sustainable Transport

All developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment. Plans and decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure
- ii) safe and suitable access to the site can be achieved for all people; and
- iii) improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe.

Paragraph 131: Heritage Assets

In determining planning applications, local planning authorities should take account of:

the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

-the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

the desirability of new development making a positive contribution to local character and distinctiveness. .

<u>Paragraph 134</u>.: Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Core Strategy Policy 2 (CS2) - Sustainable Transport and Travel

- 1. Accessibility will be improved and transport choice widened, by ensuring that all new development is well serviced by an attractive choice of transport modes, including public transport, footpaths and cycle routes, fully integrated into existing networks, to provide alternatives to the use of all private vehicles and promote healthier lifestyles.
- 2. All major development proposals that are likely to generate significant additional journeys will be accompanied by a Transport Assessment in accordance with the 'Guidance on Transport Assessment' (Department for Transport 2007) and the provisions of DfT Circular 02/2007, 'Planning and the Strategic Road Network', and a Travel Plan, in accordance with the Council's 'Travel Plan Frameworks: Guidance for Developers'. The Transport Assessment will need to demonstrate that the strategic road network will be no worse off as a result of development. Where the measures proposed in the Travel Plan will be insufficient to fully mitigate the impact of increased trip generation on the secondary highway network, infrastructure improvements will be required.
- 3. The number of parking spaces provided in new developments will be in accordance with standards set out in the Tees Valley Highway Design Guide. Further guidance will be set out in a new Supplementary Planning Document.

- 4. Initiatives related to the improvement of public transport both within the Borough and within the Tees Valley sub-region will be promoted, including proposals for:
- i) The Tees Valley Metro;
- ii) The Core Route Corridors proposed within the Tees Valley Bus Network Improvement Scheme:
- iii) Improved interchange facilities at the existing stations of Thornaby and Eaglescliffe, including the introduction or expansion of park and ride facilities on adjacent sites; and
- iv) Pedestrian and cycle routes linking the communities in the south of the Borough, together with other necessary sustainable transport infrastructure.
- 5. Improvements to the road network will be required, as follows:
- i) In the vicinity of Stockton, Billingham and Thornaby town centres, to support the regeneration of these areas:
- ii) To the east of Billingham (the East Billingham Transport Corridor) to remove heavy goods vehicles from residential areas;
- iii)Across the Borough, to support regeneration proposals, including the Stockton Middlesbrough Initiative and to improve access within and beyond the City Region; and
- iv) To support sustainable development in Ingleby Barwick.
- 6. The Tees Valley Demand Management Framework will be supported through the restriction of long stay parking provision in town centres.
- 7. The retention of essential infrastructure that will facilitate sustainable passenger and freight movements by rail and water will be supported.
- 8. This transport strategy will be underpinned by partnership working with the Highways Agency, Network Rail, other public transport providers, the Port Authority, and neighbouring Local Authorities to improve accessibility within and beyond the Borough, to develop a sustainable transport network and to increase choice and use of alternative modes of travel.

Core Strategy Policy 3 (CS3) - Sustainable Living and Climate Change

- 2. All new non-residential developments will be completed to a Building Research Establishment Environmental Assessment Method (BREEAM) of `very good' up to 2013 and thereafter a minimum rating of `excellent'.
- 3. The minimum carbon reduction targets will remain in line with Part L of the Building Regulations, achieving carbon neutral domestic properties by 2016, and non-domestic properties by 2019, although it is expected that developers will aspire to meet targets prior to these dates.
- 4. To meet carbon reduction targets, energy efficiency measures should be embedded in all new buildings. If this is not possible, or the targets are not met, then on-site district renewable and low carbon energy schemes will be used. Where it can be demonstrated that neither of these options is suitable, micro renewable, micro carbon energy technologies or a contribution towards an off-site renewable energy scheme will be considered.
- 8. Additionally, in designing new development, proposals will:
- _ Make a positive contribution to the local area, by protecting and enhancing important environmental assets, biodiversity and geodiversity, responding positively to existing features of natural, historic, archaeological or local character, including hedges and trees, and including the provision of high quality public open space;
- _ Be designed with safety in mind, incorporating Secure by Design and Park Mark standards, as appropriate;
- _ Incorporate 'long life and loose fit' buildings, allowing buildings to be adaptable to changing needs. By 2013, all new homes will be built to Lifetime Homes Standards;

_Seek to safeguard the diverse cultural heritage of the Borough, including buildings, features, sites and areas of national importance and local significance. Opportunities will be taken to constructively and imaginatively incorporate heritage assets in redevelopment schemes, employing where appropriate contemporary design solutions.

9. The reduction, reuse, sorting, recovery and recycling of waste will be encouraged, and details will be set out in the Joint Tees Valley Minerals and Waste Development Plan Documents.

Saved Policy EN24 of the adopted Stockton on Tees Local Plan

New development within conservation areas will be permitted where:

- (i) The siting and design of the proposal does not harm the character or appearance of the conservation area; and
- (ii) The scale, mass, detailing and materials are appropriate to the character and appearance of the area

Saved Policy EN26 of the adopted Stockton on Tees Local Plan

Alterations, extensions and changes of use to listed buildings will be permitted where the proposals are in keeping with the character and appearance of the original building, and its architectural or historic interest is not adversely affected.

SPD 3 Parking Provision for new developments

MATERIAL PLANNING CONSIDERATIONS

- 12. The main planning considerations with respect to this application are the impact on car parking and highway safety, the impact on the character appearance and significance of the existing building and surrounding conservation area and the impact on the amenity of neighbouring properties. These and any other matters are considered below.
- 13. There have been a number of objections raised to the proposal by neighbouring residents which have been set out in full in the publicity section of this report and also the ward councillor the main concerns relate to:

Increases in car parking with Hartburn Village Displacement for residents' car parking Impact on Hartburn Conservation Area Over development of the site Smell/fumes Impact on residential amenity

Principle of development

- 14. The development proposes an extension to the existing public house, The Masham. Hartburn Village within the built up residential area of Hartburn.
- 15. The proposal represents an extension to an existing commercial use of an operating business in what is regarded to be a sustainable transport location within the defined limits to development as set out in the Stockton-On-Tees Local Plan.
- 16. The principle of extension in this location is therefore considered to be acceptable subject to all other material considerations discussed in turn:

Character and appearance

- 17. The proposal is a single storey extension to the rear of the existing public house. The extension will infill an area of existing terrace currently occupied by two large parasols and picnic tables. The footprint of the proposed /orangery will measure approximately 62m2 and the proposal will adjoin the existing flat roof of the kitchen.
- 18. The external appearance of the proposal will consist of a flat roof with glazed lanterns supported by structural steels. Bi-folding doors are proposed in the rear elevation with two steps leading out into the existing beer garden with a single door proposed to the east elevation.
- 19. The scale and form of the orangery extension is generally considered to be acceptable. Although a sizeable extension it will not project to the rear any further than the existing kitchen block and will be of a form and design that is considered to be visually acceptable for the host property. It is considered that the height and scale of the proposal will not have an adverse impact on the amenities of the neighbouring properties. The beer garden to the rear will be retained and it is not considered that the development would constitute an over development of the site.
- 20. It is therefore not considered that the extension would appear as an incongruous feature when viewed from neighbouring properties.

Highway and car parking implications

- 21. The pub has limited incurtilage car parking provision therefore it is acknowledged that it relies on the majority of parking demand being accommodated off site and there is a shortfall in car parking provision.
- 22. As detailed above, planning application 95/2046/P (which was for an extension to the seating area of the pub) was refused on the on the grounds that:
 - The proposal would be detrimental to the amenity of neighbouring residential properties by virtue of increased noise, disturbance, smell and increased generation of vehicular and pedestrian activity
 - 2) The proposal makes no provision for additional incurtilage parking and therefore is likely to exacerbate the current on-street parking problems in the area to the detriment of highway safety and would result in a deterioration in the general amenity of Hartburn Conservation area.
- 23. The subsequent appeal was also dismissed by the Planning Inspectorate as set out in the Background of this report. As such, the above refusal and associated appeal decision are therefore material considerations in the assessment of the current application.
- 24. The application is accompanied by a Transport Report and Travel Survey and the Head of Technical Services has provided comments in relation to the assessment and the application.
- 25. The NPPF states that when considering transport assessments, the review should consider if the opportunities for sustainable transport modes have been taken up to reduce the need for major infrastructure. Developments should be designed to give priority to pedestrian and cycle movements and minimise conflict between traffic and cyclists or pedestrians

In achieving sustainable development the guidance advocates a mix of uses and recommends that key community facilities should be located within walking distance of residential properties. The proposed development is supportive of *NPPF* policies by:

•	•	•		•		•	,	
	Being	located in ar	area c	f good	public	transport	accessibility	y with
	walkin	a and cycline	a conne	ctions	to surr	ounding a	areas:	

Retaining a community use within walking distance for many local
residents; and
Limiting car parking and encouraging visitors to arrive by other modes, thereby encouraging
sustainable travel patterns and reducing the need to travel by car.

- 26. It is considered that The Masham's location in the centre of Hartburn Village places it in a accessible location with access available by sustainable modes, supporting the principles of sustainable transport *Core Strategy Policy 2*.
- 27. A number of concerns have been raised by residents and the ward councillor that due to the limited incurtilage car parking provision at the pub that the proposal will lead to an increase in car parking with the Village and Village Paddock leading to an adverse impact on amenity. There are also concerns that residents will be unable to park outside of their own properties in an area where incurtilage car parking is not readily available.
- 28. Car parking at the site is limited and it is recognised that visitors the pub are likely to park in the immediate vicinity of the pub on the public highway. Although some terraced houses to the west of the application site have garages the terraced houses to the east have no incurtilage car parking facilities. Owing to this, demand for on street car parking by residents of the village is at peak times in the evening and weekends when people return from work.
- 29. It therefore is probable that extension to the pub and an increase in trade that could result may increase the demand for car parking on the highway in close proximity to the pub. However, the transport report demonstrates that although only a snap shot in time, any additional demand for on street car parking at peak times can be met by the current provision for on street car parking and in nearby public car parks. In particular the likelihood of the pattern of use of the public house will be at its peak during the summer months particularly Fridays and Weekends when the traffic generation by the existing beer garden would more than likely exceed that generated by what is being proposed.
- 30. The Head of Technical Services also comments that parking on either side of the highway is not envisaged to result in a highway safety issue, with no recorded accidents in the vicinity of the application site, or be detrimental to the free flow of traffic as it is a common everyday occurrence in this and similar locations. It is also worth noting, as set out in Manual for Street, that street features and human activity can have an influence on the speed at which people choose to drive and that features likely to be effective including on-street parking. It is therefore not considered that the proposal would adversely impact on the free flow of traffic on the highway.
- 31. The submitted Transport Report states that the pub are encouraging customers to use the available off street public car parks and will provide cycle parking outside the pub entrance and that these measures will assist in reducing the long-term demand for car parking associated with the public house. Concerns are raised by neighbours that cycle stand could reduce the parking availability at the site however these can be designed to affix to the building therefore not taking up needed parking provision and details of cycle stands can be conditioned as part of any forthcoming planning approval.
- 32. The Head of Technical Services comments are set out in full above. Notwithstanding the previous planning refusal and appeal decision which refused a similar application on car parking grounds. The Head of Technical Services has concluded that in light of the accompanying supporting transport information, together with the context of the NPPF, the residual cumulative impacts of the development are not considered to be severe and therefore considers that the application is acceptable in regards to the impacts on car parking and will not have an adverse impact on highway safety.

Impact on neighbours

- 33. The extension will be located along the rear adjoining boundary with 85 Hartburn Village with a blank wall proposed on this elevation. Single storey in height it is not considered that the proposed structure would have an obvious adverse impact on the residential amenity of the neighbour at 85. Enclosing this space along this shared boundary may improve the amenities of the neighbour by somewhat reducing noise and nuisance emanating from the existing beer garden area which adjoins this property. Although the orangery would be capable of being used throughout the year any noise created from the use of the structure would be contained within the building.
- 34. A chimney is shown on this eastern elevation to number 85 and the neighbour comments that this may result in issues with billowing smoke adjacent to the windows and patio doors of the property. The Head of Environmental Health has provided comments on the application noting that Hartburn Village is in a smoke control area and the applicant ought to comply with the Clean Air Act 1991 which requires no smoke be emitted from chimneys in smoke control areas. Only 'authorised smokeless fuels' are allowed to be used within a smoke control area subsequently due to control under this provision it is not considered that the chimney would result in any adverse impact on amenity in terms of fumes and smoke.
- 35. The enclosure of the outdoor area suggests that it will be used more extensively throughout the year rather than the existing patio area which is generally used in more clement weather. Although there is no evidence that trade will increase as a result of the proposal. However, there is currently no planning or licensing control in regards to the number of patrons that can use the premises at any one time and due to the scale of the proposed extension it is not considered that this will be materially different from the current situation. It is therefore considered that the resulting impact on amenities of neighbours through an increase in comings and goings from the premises is not significant to warrant refusal of the application.
- 36. The orangery will not be any closer towards the properties to the rear than the existing kitchen extension. Directly to the rear of the site is 4 Fraser Road and a separation distance of approximately 20m will be retained between the orangery and the garden boundary of this property.
- 37. Bi-fold doors are proposed from the rear of the extension into the beer garden area. The Head of Environmental Health has concerns that the proposed glass concertina doors will not provide a sufficient noise barrier from amplified music and general noise. He therefore requests that there shall be no recorded or live entertainment played in the proposed orangery. During live or recorded entertainment, the sliding concertina doors serving the proposed orangery shall remain closed in order to prevent egress of noise. He also requests that access and egress from doors to the external area shall be fitted with a lobby and or self-closing device to prevent the egress of noise
- 38. Therefore subject to controlling conditions in relation to the above and closure of the doors in the late evenings it is considered that the proposal can be controlled to prevent any noise emanation from inside the pub into the beer garden and beyond to neighbours.

Use of the beer garden

- 39. The ward councillor raises concerns that the outdoor seating area is presently used as a smoking area and that extension here would remove the current provision encouraging further spill out of patrons into the beer garden throughout the year. This in turn could further impact on the properties to the rear boundaries of the site.
- 40. However, the Local Authority has no control over the use of the existing beer garden in this respect and this could be utilised throughout the year.

41. The Head of Environmental health comments that the area occupied by the parasols can no longer comply with the requirements of the Health Act 2006 and The Smokefree (Premises and Enforcement) Regulations 2006, as to comply with these requirements the orangery will be "enclosed" or "substantially enclosed. The applicant can be made aware of the need to comply with this act by means of an informative.

It is therefore considered that the proposal would not be materially different from the existing situation in terms of the impact on the amenities of adjacent resident properties and the application is considered acceptable in this respect.

Impact on heritage assets

- 42. Section 16(2) of the Town and Country Listed Buildings and Conservation Areas Act 1990 states that the Local Planning Authority are required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses
- 43. Additionally saved policies EN26 and EN24 set out the material considerations to consider when determining works to listed buildings and conservation areas.
- 44. It is recognised that any additional demand for car parking within the village may in turn increase pressure on the fabric of the village setting to manage parking issues. The conservation area is an area that is sensitive to change and any changes to the fabric of the conservation area would have to be carefully considered. The conservation area is covered by an article four direction therefore any additional works such as incurtilage residential car parking can be controlled through these measures.
- 45. The visual impact of car parking within the conservation area is not something that can be controlled and the local Planning Authority has no control over on street car parking on the public highway.
- 46. The application is accompanied by an application for Listed Building Consent for the physical works to the listed building, application number 14/3074/LBC. The application is accompanied by a heritage impact statement in accordance with paragraph 128 of the NPPF.
- 47. The works of the extension will adjoin to later extensions and therefore will not affect historic fabric of the building. Internal works such as to the bar area are proposed however the room proportions will still be readable and it is not considered that the works would adversely impact on the significance of the grade II listed building. The application is therefore considered to be acceptable in this respect

Residual matters

Neighbour consultation

48. Concerns were raised in the application process in regards to the number of neighbour consulted on the application. The neighbour consultation exercise was widened to reflect that of previous planning application consultations at the Masham and neighbours were also notified by site notice and press advert.

The Local Planning Authority has therefore fulfilled its consultation requirements.

Party wall

- 49. The neighbouring adjoining property (Number 85 Hartburn Village) raises concerns over the construction of the proposal and the resulting impact on the dividing wall and garden decking and disturbance/mess during construction.
- 50. These are all civil issues which can be addressed under the Party Wall Act and are not material planning considerations of the application.

Use of the residential property as part of the pub

- 51. A neighbours raises concerns that the pub use is creeping into the adjoining residential property. The issues of the office use of the adjoining residential property and bottle store were considered in 2005 through planning application 05/0353/REV.
- 52. The case officer considered at that time that the office shown in the residential property could be used in connection with the public house as it was reasonable to expect a degree of working from home in relation to a business. It also referenced that a bottle store connected the residential and commercial units and that due to the compromise to meet the needs of the pub and to address the amenity issues of neighbours that this was acceptable.

There was a planning condition placed at that time which states that:

The ground floor of no. 89 Hartburn Village and the remaining land within the curtilage of 89 Hartburn village and the first floors of 87 and 89 Hartburn village shall be used only for domestic purpose. No materials, access or equipment associated with the operation of the public house shall be stored or used in these areas.

Reason:- To avoid excessive noise and disturbance to the occupants of nearby premises.

53. Planning permission for change of use would be required to use any additional areas of the residential curtilage for commercial use, there is no suggestion of change of use of any of the residential areas for commercial use as part of the current proposal and it is considered that there is sufficient planning control in place to control these aspects.

CONCLUSION

- 54. It is considered that the scheme will not adversely affect highway or pedestrian safety or the character and appearance of the existing listed building and the surrounding conservation area.
- 55. The proposal is therefore considered to accord with the provisions of saved Policy EN24,EN26 and Core Strategy Policy CS3 (8).
- 56. Having regard to the supporting information accompanying the planning application and the National Planning Policy Framework it is considered that the scheme will not lead to an unacceptable impact on the amenity of neighbouring residents or an adverse impact on highway safety and addresses the previous reasons for refusal and appeal decision. The proposal is therefore considered to be in accordance with the relevant Development Plan polices and is considered to be an acceptable form of development.
- 57. It is recommended that the application be Approved with Conditions for the reasons specified above.

Corporate Director of Development and Neighbourhood Services Contact Officer Mrs Fiona Bage Telephone No 01642 526271

WARD AND WARD COUNCILLORS

Ward Hartburn

Ward Councillor Councillor Laing

Ward Hartburn

Ward Councillor Councillor K.A. Lupton

IMPLICATIONS

Financial Implications:

As Report

Environmental Implications:

As report

Human Rights Implications:

The provisions of the European Convention of Human Rights 1950 have been taken into account in the preparation of this report

Community Safety Implications:

The provisions of Section 17 of the Crime and Disorder Act 1998 have been taken into account in the preparation of this report.

Background Papers

Compulsory Purchase Act 2004
Core Strategy Development Plan Document 2010
Stockton on Tees Local Plan (STLP) 1997
National Planning Policy Framework
Conservation and Historic Environment Folder 2006
SPD 3 Parking Provision for New Developments