



**REPORT of
CHIEF EXECUTIVE**

**to
SOUTH EASTERN AREA PLANNING COMMITTEE
17 JULY 2017**

Application Number	FUL/MAL/17/00437
Location	White Horse Hotel, 20 North Street, Southminster
Proposal	Proposed replacement of barn and outbuildings with 2 Motel Style Rooms and 1 Manager's flat linked to the Public House
Applicant	Mr. V Heron
Agent	Ms. Sarah Threlfall - TMA Chartered Surveyors
Target Decision Date	16.06.2017 – E.O.T agreed until 21.07.2017
Case Officer	Julia Sargeant, TEL: 01621 875730
Parish	SOUTHMINSTER
Reason for Referral to the Committee / Council	Member Call In Parish Trigger

1. RECOMMENDATION

APPROVE subject to the conditions (as detailed in Section 8 of this report).

2. SITE MAP

Please see overleaf.

White Horse Hotel - 20 North Street
Southminster FUL/MAL/17/00437



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 Maldon District Council 100018588 2014

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Scale: 1:1,250

Organisation: Maldon District Council

Department: Planning Services

Comments: SE Committee

Date: 06/07/2017

MSA Number: 100018588

3. SUMMARY

3.1 Proposal / brief overview, including any relevant background information

- 3.1.1 Planning permission is sought for the demolition of existing outbuildings to the rear of the White Horse Hotel and the erection of an accommodation block which would contain two motel style letting rooms and a manager's flat which would be occupied by the manager of the White Horse Hotel.
- 3.1.2 Currently on the site is a two and a half storey public house/hotel known as the White Horse Hotel which is positioned hard up against the public footway. The hotel has recently had planning permission granted under reference FUL/MAL/16/01012 for a two storey side extension. To the rear of the hotel is a yard area which contains two outbuildings as well as an area of hardstanding where a timber barn stood until it was destroyed by a fire in 2016.
- 3.1.3 The agent has submitted a statement in support of the application advising that the White Horse Hotel needs to diversify to ensure its long term viability. The proposal includes a flat for the Manager of the business. The agent has advised that the growth in the operation of the business, including the additional hotel rooms inside the building necessitates that appropriate accommodation is available for the Manager. The increased number of rooms for letting places greater emphasis on a member of staff being available on site at all times. Under the present arrangements the only overnight accommodation available for staff are the existing lettings rooms in the hotel which offers no privacy for staff and detracts from the potential income of the business.
- 3.1.4 The proposed accommodation block would be positioned along a section of the western boundary and would measure 13.7 metres wide by 6.6 metres deep for 8.1 metres of its length and 8.2 metres deep for the remaining 5.6 metres of its length. It would have a ridge height of 5.96 metres with dormer windows on the east facing elevation towards the rear of the hotel. The accommodation block would be constructed in brick with an eternity slate roof to the main section and upvc windows and doors.
- 3.1.5 The block would be split into three separate units of accommodation each containing a lounge/kitchen area and bathroom on the ground floor with a bedroom at the first floor. The larger unit of accommodation at the southern end of the row would form the accommodation for the hotel manager.
- 3.1.6 Planning permission was previously granted in 2001 for a similar scheme under reference FUL/MAL/01/00067 although this was never implemented.

3.2 Conclusion

- 3.2.1 It is considered that the proposed development, by reason of its scale and design would not harm the appearance or character of the immediate locality and would not materially harm the amenity of the neighbouring residents. In addition, the proposed development does not detrimentally impact on the provision of car parking and would

result in a boost to the local economy through additional tourist and business accommodation.

- 3.2.2 Overall it is considered that the proposal would represent a sustainable form of development and would not conflict with policies of the adopted Maldon District Replacement Local Plan, the emerging Local Development Plan or the core planning principles and guidance contained within the National Planning Policy Framework and the National Planning Practice Guidance.

4 MAIN RELEVANT POLICIES

Members' attention is drawn to the policy advice note at the beginning of this report.

4.1 National Planning Policy Framework 2012 including paragraphs:

- 17
- 19
- 56
- 58
- 59

4.2 Maldon District Replacement Local Plan 2005 – Saved Policies:

- S1 – Development Boundaries and New Development
- BE1 - Design of New Development and Landscaping.
- BE18 – Control of Development at a Site of Local Archaeological Value
- T8 - Vehicle Parking Standards.

4.3 Maldon District Local Development Plan.

The Maldon District Local Development Plan 2014-2029 was found to be sound, with modifications, by the Inspector, Mr. Simon Berkeley, as set out in his Report dated 30 June 2017. The Inspector's Report will now be considered by the Secretary of State who will make the final decision on the LDP's approval.

- S1 - Sustainable Development
- D1 - Design Quality and Built Environment
- D3 – Conservation and Heritage Assets
- E5 - Tourism
- T2 - Accessibility

4.4 Relevant Planning Guidance / Documents:

- National Planning Policy Guidance (NPPG)
- Essex Design Guide
- Car Parking Standards

5 MAIN CONSIDERATIONS

5.1 Principle of Development

- 5.1.1 The application site is located within the development boundary for Southminster where there is no objection in principle to new development. Furthermore one of the core planning principles within the National Planning Policy Framework (NPPF) is to support sustainable economic development. The NPPF also supports developments that widen the viability and vitality of town centres and providing visitor accommodation close to Southminster High Street will support activity in the area and local businesses, particularly in the evenings.
- 5.1.2 There are no specific policies within the adopted Local Plan which relate to hotel/guest accommodation within development boundaries. However submitted LDP policy E5 relates to Tourism and is relevant to this application. This policy states that The Council will be supportive of developments which contribute positively to the growth of local tourism in a sustainable manner.

5.2 Design and Impact on the Character of the Area

- 5.2.1 The NPPF advises on good design and in paragraph 56 states that:

‘The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.’

- 5.2.2 Such design principles are dealt with by local plan policy BE1 which seeks to ensure that new development is compatible with its surroundings in terms of design, scale, layout, appearance and architectural style, and harmonise with the general character of the area in which they are set. It should be noted that design is not just about how buildings will appear visually but also how buildings function and relate to their surroundings, with regard to sustainable development. Submitted LDP policy D1 deals with design quality and the built environment and is applicable to the consideration of this application.
- 5.2.3 The proposed accommodation block would have a traditional appearance with low eaves and a low ridge height of just under 6 metres. It would appear subservient to the main hotel building whilst still referencing the architecture of the main building with the use of dormer windows and external materials. In terms of layout the accommodation block would be positioned directly behind the main hotel building along the western site boundary and would not be widely visible within the street scene. It is therefore considered that the proposed development would accord with adopted RLP policy BE1 and submitted LDP policy D1.

5.3 Impact on Residential Amenity

- 5.3.1 RLP policy BE1 states that new development will be permitted if they are compatible with their surroundings, and/or improve the surrounding location in terms of the effect on the safety and or amenity of neighbouring properties or the occupiers therein. The

LDP policy relevant to this section is policy D1 which deals with Design Quality and Built Environment and considers similar residential amenity considerations.

- 5.3.2 The neighbouring properties to the application site are No.16 North Street to the south (which is under the same ownership as the application site), No. 20a North Street to the North and No.17 Pump Mead Close to the west.
- 5.3.3 The proposed development would not result in any materially harmful impacts to the occupiers of No. 20a North Street as the proposed accommodation block would be positioned 7.3 metres from the shared boundary and would not contain any windows within the north facing flank elevation. One of the parking spaces would be located adjacent to the shared northern boundary. However, given the limited vehicular movements which this proposal would generate, it is not considered that this would result in any significantly harmful impacts through noise and disturbance.
- 5.3.4 The accommodation block is proposed adjacent to the rear western boundary of the application site, with the majority of the block set approximately 1 metre from the boundary, which also forms the rear boundary to the garden associated with No. 17 Pump Mead Close. No.17 Pump Mead Close is positioned approximately 15 metres from the shared boundary. Due to the design of the proposed accommodation block with low eaves and the roof plane sloping away from No. 17 it is considered that the development would not result in an overbearing impact. No windows or rooflights are proposed within the rear of the proposed accommodation block and therefore the development will not result in any loss of privacy to the occupants of No. 17.
- 5.3.5 Looking at the potential impact upon the occupiers of No. 16 North Street it is considered that the proposal would not result in any overbearing impact or material loss of privacy due to the design of the building and it's positioning towards the rear of the garden of No.16.
- 5.3.6 In terms of land use the proposed accommodation block is considered to be appropriate within the predominantly residential area and it will not result in any materially harmful noise issues.

5.4 Access, Parking and Highway Safety

- 5.4.1 Adopted policy T8 states that new development will only be permitted if it makes provision for off-street parking in accordance with the District's adopted vehicle parking standards. The adopted parking standards for motel units is one space per bedroom.
- 5.4.2 Three off road parking spaces would be provided as part of the development which would accord with the adopted parking standards. Each motel room would have one space each and the manager's accommodation would also have one space which is considered appropriate for a one bedroom unit. Essex County Council Highways have advised that they have no comments to make on the application.
- 5.4.3 It is noted that the Parish Council have objected to the proposal due to '*lack of parking and traffic congestion within the village. The motel will have no parking for cars.*' However there is currently no off road parking for the hotel/public house and

the proposed new accommodation block will have three off road parking spaces which meets the adopted parking standards. There is therefore no objection to the development on parking grounds.

- 5.4.4 The vehicular access to the proposed development will be the existing vehicular access point to the rear courtyard area. No objection is raised to this access.

5.5 Private Amenity Space and Landscaping

- 5.5.1 The proposed accommodation block would be situated to the rear of the existing White Horse Hotel, replacing existing outbuildings within the rear courtyard area. The area currently has a rather run down appearance and the erection of the accommodation block would result in an improvement to the overall appearance of the area.
- 5.5.2 No details of the hard landscaping to the area around the accommodation block and for the parking area have been submitted; this can be controlled by a planning condition to ensure they are appropriate. No additional soft landscaping is proposed as part of the development. However, given the limited space to the rear of the existing White Horse Hotel and the requirement for off street parking provision there is limited space for any additional planting.
- 5.5.3 No amenity space is proposed to serve the development; however, there is no requirement for outside amenity space to serve the hotel accommodation. In terms of the manager accommodation it is considered acceptable for no private amenity space to be provided as the accommodation is a small one bedroom unit and would not be occupied by a family. Furthermore the White Horse Hotel is situated in a sustainable location close to King George V Playing Fields and local allotment gardens. Any future occupier would therefore have access to public outdoor space in the locality.

5.6 Archaeology

- 5.6.1 The proposed development is located within the historic core of Southminster, at the point where the medieval settlement expanded northwards in the post-medieval period. The 1st edition OS map shows that the hotel extended to the rear of the current building. It is probable that archaeological deposits relating to the development of both the historic settlement and the hotel itself will be disturbed or destroyed by the proposed development
- 5.6.2 Archaeological deposits are both fragile and irreplaceable and any approved development on site should therefore be preceded by a programme of archaeological investigation which should be secured by an appropriate condition attached to any forthcoming planning consent. It is recommended that if this proposal is approved that a full archaeological condition is attached to the planning consent. This is in line with advice given in the National Planning Policy Framework Paragraphs 139 and 141.

5.7 Other Material Considerations

- 5.7.1 The Environmental Health Officer has advised that the additional letting rooms provided should not be used as permanent living accommodation and a condition is recommended to that effect. This condition is considered to meet the relevant tests set out in the NPPF (para 206) as the permanent occupation of the units as independent units of accommodation would not be considered appropriate. It is also considered that the proposed managers accommodation should be tied to the White Horse Hotel as otherwise the permanent occupation of the unit would not be considered acceptable.

6 ANY RELEVANT SITE HISTORY

FUL/MAL/01/00067 - Proposed demolition of outbuildings and the erection of a new building to include three bedroom units for overnight accommodation and a utility room – Approved - 29.03.2001

FUL/MAL/01/00586 - Demolition of existing single storey side projection and erection of a two storey extension to provide kitchen and 2 bedrooms together with fire escape. – Approved - 24.10.2001

FUL/MAL/16/01012 - Two storey side extension. Revision following previously approved scheme under reference FUL/MAL/01/00067 – Approved - 26.10.2016

FUL/MAL/17/00045 - Proposed replacement of barn and outbuildings with motel style rooms linked to the Public House together with change of use of part of garden of Number 16 North Street and demolition of garage to permit creation of a Manager's Flat – Withdrawn - 28.03.2017

7 CONSULTATIONS AND REPRESENTATIONS RECEIVED

7.1 Representations received from Parish / Town Councils

Name of Parish / Town Council	Comment	Officer Response
Southminster Parish Council	Recommend refusal of the application due to lack of parking and traffic congestion within the village. The motel will have no parking for cars. Concerns raised regarding congestion in North Street, which is adjacent to this property	Noted – please see section 5.4 of report.

7.2 Statutory Consultees and Other Organisations

Name of Statutory Consultee / Other	Comment	Officer Response
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Organisation		
Essex County Council Highways	No comments to make on the application.	Noted

7.3 Internal Consultees

Name of Internal Consultee	Comment	Officer Response
Archaeology	<p>It is probable that archaeological deposits relating to the development of both the historic settlement and the hotel itself will be disturbed or destroyed by the proposed development.</p> <p>It is recommended that if this proposal is approved that a full archaeological condition is attached to the planning consent.</p>	Please see section 5.6 of report.
Environmental Health	No objection in principle to this application. Advises that the additional letting rooms provided should not be used as permanent living accommodation and a condition is recommended to that effect.	Please see section 5.7 of report.

8 **PROPOSED CONDITIONS**

- 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.
REASON: To comply with Section 91(1) of The Town & Country Planning Act 1990 (as amended).
2. The development hereby permitted shall be carried out in complete accordance with the approved drawings specifically referenced on this decision notice as well as the submitted detailed specifications.
REASON: To ensure that the development is carried out in accordance with the details as approved in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and policy D1 of the submitted Maldon District Local Development Plan.
3. No development shall commence until full details of the new brickwork, including brick type, the bond, mix and colour of the mortar has been submitted to and

approved in writing by the local planning authority. The development shall be carried out in accordance with the details as approved.

REASON: To ensure the external appearance of the development is appropriate to the locality in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and policy D1 of the submitted Maldon District Local Development Plan

4. No development shall commence until details of the materials to be used for the hard surfacing of the site have been submitted to and approved in writing by the local planning authority. The hard landscape works shall be carried out as approved prior to the beneficial occupation of the development hereby approved unless otherwise first agreed in writing by the local planning authority.

REASON: To ensure the external appearance of the development is appropriate to the locality in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and policy D1 of the submitted Maldon District Local Development Plan.

5. The development hereby permitted shall not be occupied until such time as the vehicle parking area indicated on the approved plans, including any parking spaces for the mobility impaired, has been hard surfaced, sealed and marked out in parking bays. The vehicle parking area(s) shall be retained in this form at all times. The vehicle parking area(s) shall not be used for any purpose other than the parking of vehicles that are related to the use of the approved development unless otherwise agreed with the Local Planning Authority.

REASON: To ensure that on street parking of vehicles in the adjoining streets does not occur in the interests of highway safety and that appropriate parking is provided in accordance with policy T8 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and policy T2 of the submitted Maldon District Local Development Plan.

6. A) No demolition/development or groundworks shall commence until a Written Scheme of Investigation, in response to an archaeological brief, has been submitted to and approved by the local planning authority in writing. The scheme shall include an assessment of significance and research questions; and:

1. The programme and methodology of site investigation and recording
2. The programme for post investigation assessment
3. Provision to be made for analysis of the site investigation and recording
4. Provision to be made for publication and dissemination of the analysis and records of the site investigation
5. Provision to be made for archive deposition of the analysis and records of the site investigation

B) No demolition/development shall take place other than in accordance with the Written Scheme of Investigation approved under condition (A).

C) The development shall not be occupied until the site investigation and post investigation assessment has been completed in accordance with the programme set out in the Written Scheme of Investigation approved under condition (A) and the provision made for analysis, publication and dissemination of results and archive deposition has been secured.

REASON: To protect the site which is of archaeological interest in accordance with policy BE18 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and Policy D3 of the submitted Maldon District Local Development Plan.

7. The manager's accommodation unit shall not be occupied other than by a person solely or mainly employed, or last employed in the business The White Horse Hotel a widow or widower of such a person, or any resident dependants.
REASON: To ensure the appropriate use of the manager's accommodation in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and Policies D1 and E5 of the submitted Maldon District Local Development Plan..
8. The accommodation block hereby permitted shall be used for those purposes ancillary to the use of 'The White Horse Hotel' and not as a separate or independent unit of residential accommodation.
REASON: To ensure that the accommodation remains ancillary to 'The White Horse Hotel' and does not create a separate or independent unit in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and Policies D1 and E5 of the submitted Maldon District Local Development Plan.
9. The owners/operators of the White Horse Hotel shall maintain an up to date register of the names of all occupiers of individual holiday/motel accommodation units on the site together with their dates of arrival and departure, and main home addresses. The register shall be made available at all times for inspection and copying by the local planning authority for recording keeping purposes
REASON: To ensure that the accommodation remains ancillary to 'The White Horse Hotel' and does not create a separate or independent unit in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and Policies D1 and E5 of the submitted Maldon District Local Development Plan.
10. No individual unit of holiday/motel accommodation shall be occupied by the same person or persons for a period exceeding 28 days duration.
REASON: To ensure that the accommodation remains ancillary to 'The White Horse Hotel' and does not create a separate or independent unit in accordance with policy BE1 of the adopted Maldon District Replacement Local Plan, the National Planning Policy Framework and Policies D1 and E5 of the submitted Maldon District Local Development Plan.

INFORMATIVE

- 1 The applicant should ensure the control of nuisances during construction works to preserve the amenity of the area and avoid nuisances to neighbours:
 - a. No waste materials should be burnt on the site, instead being removed by licensed waste contractors;
 - b. No dust emissions should leave the boundary of the site;
 - c. Consideration should be taken to restricting the duration of noisy activities and in locating them away from the periphery of the site;
 - d. Hours of works: works should only be undertaken between 0730 hours and 1800 hours on weekdays; between 0800 hours and 1300 hours on Saturdays and not at any time on Sundays and Public Holidays.