

8. FULL APPLICATION FOR ALTERATION AND EXTENSION OF PUBLIC HOUSE, NEW ACCOMMODATION BUILDING, AND CHANGES TO CAR PARK LAYOUT – OLD BULLS HEAD INN, LITTLE HUCKLOW (NP/DDD/0617/0682, P.932, 30/6/17, 416445/378568, MN)

APPLICANT: MICHELLE DYKSTRA

Site and Surroundings

The Old Bull's Head public house is located to the southwest side of Town Gate at the eastern edge of Little Hucklow. The building has been vacant for a long time and has fallen into a state of disrepair.

The building is two storey and is broadly L shaped, with one wing extending along a north-south axis, and the other extending out to the east. The building has been extended at various points throughout its history, with earlier sections dating from at least the 19th century.

The primary elevations are to the east and north, facing towards the road. The building extends to the street. To the south of the public house is a large garden.

To the north-east, across the road from is a further site associated with the public house, comprising a hardstanding formerly used as the pub car park and a single storey structure referred to as 'the piggery'. This small building was erected in the late 20th century, and was previously used as a single holiday cottage

The pub is sited in front of a Grade 2* listed Manor House, which is situated to the west of the pub building. In addition to the Manor House to the west of the pub building, there is a further neighbouring dwelling to the north west of the pub, and another to the south west, spaced further away from the pub.

There are neighbouring properties to the north, north east, and north west of the former car park and piggery.

The site is within the Little Hucklow Conservation Area.

Proposal

- To make alterations to the pub building, including the addition of a glazed 'seed room' extension, the addition of an external stone stair, an extension to the south-west corner of the property, removal of the porch, alterations to openings, and internal layout changes.
- To demolish the piggery building, constructing a larger replacement building on the car park to accommodate six letting rooms associated with the pub. The car park would be altered to accommodate the building and to formalise its layout.

RECOMMENDATION:

That the application be APPROVED subject to the following conditions:

- 1) Development commencement within 3 years**
- 2) Development in complete accordance with amended plans**
- 3) Letting rooms to remain ancillary to the pub, subject to holiday occupancy restriction**
- 4) Details of new boundary walls and gates to be agreed**

- 5) Any external lighting to be agreed
- 6) Access visibility maintained in accordance with approved plans
- 7) Construction site layout to be agreed
- 8) Parking provided prior to use commencing
- 9) The redundant vehicular access closed and the highway margin reinstated
- 10) Scheme of archaeological works to be agreed
- 11) Details of drainage to be agreed
- 12) Details of how the tree to eastern boundary of site will be protected to be agreed
- 13) Details of hard and soft landscaping of car park to be agreed
- 14) Minor architectural and design details

Key Issues

- Whether the principle of extending the pub through the construction of a new building on the car park is acceptable
- The impacts of the development on the character and appearance of the building, the adjacent listed Manor House, and the Conservation Area
- The impacts of the development on highway safety and amenity

History

The site has a long planning history, the most relevant entries to the current application are as follows;

1997 – Planning permission granted for change of use of outbuildings from storage to 2 bed & breakfast rooms.

2006 – Planning permission refused for change of use of public house to dwelling for a disabled person. The decision was Appealed, and the Appeal was dismissed.

Consultations

Derbyshire County Council - Highways

Objections were raised based on the submitted plans. Revised plans were subsequently submitted, and the following revised response has been provided:

The proposals would now appear to be utilising the eastern end of the site to gain access which was previously recommended. The majority of the frontage is currently open and vehicles can currently emerge anywhere and so this would appear a better solution.

The proposed building has been set back and with the fronting walls kept to a maximum 1m in height meaning that levels of exit visibility are not impeded.

The parking layout has now been formalised with spaces and manoeuvring space meeting the recommended standards.

The submitted layout provides manoeuvring space to ensure vehicles leave the site in a forward gear and the formal layout of the spaces is likely to be of a similar level to existing, should the

pub re-open.

In view of the above a highway objection would not be sustainable.

Seek conditions to ensure that:

1. the letting units remain ancillary to the pub
2. the parking layout as demonstrated is provided prior to the pub/letting rooms being taken into use
3. The redundant vehicular access is formally closed with a physical barrier and the highway margin (kerbs/footway) fully reinstated.

Derbyshire Dales District Council

No response at time of writing

Great Hucklow, Little Hucklow, and Grindlow Parish Council

Support the principle of the application but raise the following concerns:

Concern relating to parking provision and potential for on-road parking arising from the development.

The parking area to the roadside is too small to park six cars on (this area of parking has since been omitted from the proposal).

Consider the scale of development needs to be in keeping with the scale of surrounding development. They have concerns that the new accommodation block in particular does not achieve this and would be overpowering.

Concerns relating to the design of the extension on the southern side of the pub

Historic England

Do not wish to offer any comments. We suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.

PDNPA – Conservation

These comments were provided on the proposal as originally submitted. Revisions to the application have since been made to address some of the issues raised, as detailed more specifically in the Assessment section of this report, below:

The refurbishment of the public house is fully supported as this will help secure the longevity of a non-designated heritage asset and an important community facility within the settlement. The proposal to enhance plots of land, in and adjacent to the Conservation Area, is also welcomed.

However, the proposed design, particularly the size and mass of the extension proposed to the south elevation of the public house coupled with the number of rooflights, will harm the significance of the host building and therefore also the Little Hucklow Conservation Area.

There is no objection to the removal of the building on the plot of land to the north-east of the public house and the introduction of a new structure to provide holiday accommodation. However, the proposed mass, form and design of the new build will detract from the character and appearance of the Conservation Area.

Suggests further discussion with the applicant to resolve the matters highlighted.

(The full response can be viewed on the Authority's website).

PDNPA – Archaeology

Works to the pub site

The work proposed to the pub building will result in minor harm to its significance from the loss of historic fabric. It would be preferred that as much historic fabric as possible is retained, but the harm is more than outweighed by the public benefit of refurbishing the building to secure the long term conservation of its remaining heritage values.

Works to the car park and piggery site

This is the area with the greatest potential for archaeological impact. The ground works associated with the construction of the developments would damage or destroy any archaeological remains that survive at the site, including remains of the barn structure that once occupied that site, remains of historic lead mining activity and remains associated with the history and development of the village. This would result in harm to the archaeological interest of the site.

Therefore, if the planning authority is minded to grant consent I recommend that a condition is attached to the decision notice for a phased scheme of archaeological works. This will ensure that the nature and significance of archaeological remains, which could be of local/regional significance, will be sufficiently characterised initially by means of a small scale archaeological evaluation, and then subsequently appropriately investigated and recorded, prior to the development taking place.

Representations

At time of writing 9 letters of representation have been received. All object to the proposals, although most do support the principle of bringing the pub back in to use as such.

The grounds for objection are summarised as follows:

- The increased vehicular activity would lead to road safety issues and is too much for a small village
- The development would not benefit local people, only visitors
- There are other pubs in the area already
- There is already sufficient levels of holiday accommodation in the area
- The design of the proposals does not conserve the appearance of the built environment
- The property should be converted to a dwelling instead
- The ground is unsound in the car park due to previous excavation works
- The new accommodation building would be too large and out of keeping
- Noise would cause disturbance to neighbouring dwellings
- Harm to the setting of the listed Manor House

Main Policies

Relevant Core Strategy policies: GSP1, GSP2, GSP3, DS1, L3, HC4.

Relevant Local Plan policies: LC4, LC5, LC6, LT10, LT18.

Core Strategy policy GSP1 reiterates that the Authority has a statutory duty to foster the social and economic welfare of local communities in the National Park whilst GSP2 states opportunities to enhance the National Park should be acted upon.

Core Strategy policies DS1 details the development strategy for the National Park. It identifies Baslow as a named settlement.

Core Strategy policy HC4 states that the provision or improvement of community facilities and services will be encouraged within settlements listed in Core Policy DS1 (Little Hucklow is such a settlement). Whilst it encourages the re-use of existing traditional buildings, replacements may be acceptable where enhancement can be achieved.

Core Strategy policy GSP3 and policy LC4 of the Local Plan seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. Policy LC4 also notes, amongst other things, the particular attention will be paid to the impact of developments on the amenity, privacy and security of nearby properties.

Local Plan policy LC5 states that development in conservation areas should assess and clearly demonstrate how the existing appearance of the conservation area will be preserved and, where possible, enhanced.

Core Strategy policy L3 requires development to conserve historic assets. Local Plan policy LC6, which states that any applications for development affecting listed buildings must clearly demonstrate how the building will be preserved and enhanced and why the development is desirable or necessary.

Policy LT10 states that where planning permission is required for an expansion or alteration of a business, parking must be of a very limited nature or accompanied by on-street waiting restrictions, especially in areas served by good public transport.

Policy LT18 states that the provision of safe access arrangements will be a prerequisite of any development.

It is considered that these policies are consistent with the core planning principles set out in paragraph 17 of the National Planning Policy Framework.

Paragraph 28 is also particularly relevant here as it guards against the unnecessary loss of valued facilities and services, particularly where it would reduce a community's ability to meet its day-to-day needs.

Paragraph 70 of the Framework also addresses local services, seeking to ensure that they are able to develop and modernise in a way that is sustainable, and retained for the benefit of the community.

Part 12 of the NPPF addresses the historic environment in detail, stating that in weighing applications that affect non-designated heritage assets, a balanced judgement will be required, having regard to the scale of any harm or loss and the significance of the heritage asset and taking account of other public benefits that a development would result in.

Overall the Development Plan is considered to be in accordance with the policies in the Framework when taken as a whole because both documents seek to support the prosperity of rural communities, and promote the retention and development of local service provision, including public houses. Both documents also seek to secure high quality design that would conserve the valued characteristics of the National Park.

The Little Hucklow Conservation Area Appraisal was adopted in 1996 and is a material consideration. The Bulls Head is situated in character area A as identified in the Appraisal. The appraisal notes, 'The buildings broadly get younger from the east to west, with the original core group in the east.' The appraisal further states, 'The Old Bulls Head is the social centre of the village.' Section K of the development considerations in the appraisal advises, 'All features identified on Drawing No.A4160/3 and/or the accompanying notes should be accepted as being of importance and value within the Conservation Area.'

The Old Bulls Head is referred to in the appraisal and is therefore of significance and contributes to the character and appearance of the Little Hucklow Conservation Area.

The Authority also has a range of adopted supplementary planning documents, including several providing design guidance, which are further material considerations.

Assessment

Principle

The Authority's planning policies do not support new building for holiday accommodation.

However, whilst a new building would be required for the accommodation, it is not proposed as holiday let units. Instead, it would be for letting rooms associated with and ancillary to the pub to support the primary business use.

As such, it does not represent new building holiday accommodation, rather an extension of the existing business premises. This is reinforced by the size and provisions within the rooms. These do not contain facilities for self-contained living and would thus help ensure dependence of visitors on the facilities within the pub.

Public houses are considered to represent community facilities, and as such their provision or improvement is encouraged, as noted by policy HC4 and the proposal is acceptable on this basis, in principle.

In addition, the Authority's Conservation Officer welcomes the refurbishment and use of the structure as it is an important focal building at the eastern entrance to the settlement and the Little Hucklow Conservation Area. Therefore, in principle, the development also serves the purposes of the Authority's conservation focused policies.

Design and appearance

Pub building

A number of alterations to the main pub building are proposed as part of the development.

An external staircase is proposed to the north gable end of the property, to provide access to the first floor living accommodation. An associated new window and door are proposed at first floor level within the north gable end. A new ground floor doorway is to be introduced, directly below a window within the north elevation of the back extension. The modern porch would also be removed and an extension is proposed to the south-west corner of the property to form a beer cellar. A number of rooflights are also proposed, along with replacement of windows and doors.

Some of the alterations - such as replacement of the modern windows and removal of the porch – are welcomed and the Authority's Conservation Officer has suggested some revisions to other elements of the proposed alterations.

The applicant has submitted revised plans accommodating some of the suggested changes,

whilst others remain as submitted. The Conservation Officer has not actually objected to these details as submitted and considering the buildings status as a non-designated heritage asset, Officers consider that the overall impact of these changes largely conserves the character and appearance of the building in accordance with policy LC4. This is subject to conditions to ensure that design details such as window details and stonework are in keeping with the buildings character and appearance.

The only part of the alterations that are still at odds to any significant degree with the Conservation Officer's view is the proposed 'seed room' extension. The Conservation Officer's view is that the extension would be somewhat dominant on this prominent side of the building by virtue of its massing, detracting from the appearance of the building and that of the conservation area. Officers agree that the extension is larger than would be preferred.

In terms of its impact on the parent building, the design of the extension itself generally follows the Authority's design guidance, being a lightweight structure of traditional materials and with a form that reflects that of the parent building.

Officers have tried to negotiate a reduction in size of this part of the proposal, but the applicant advises that any further reduction would prevent the extension fulfilling a useful purpose, and that this extra space is necessary to provide sufficient dining space for the business to be viable.

Officers consider that it would be unreasonable and disproportionate to require the applicant to provide a viability assessment to justify the extension, but based upon the floor plans and layout options it is accepted that it is unlikely that a smaller extension would provide any significant further useable space, and note that the current floorspace within the pub is restrictive in terms of potential dining provision.

The Conservation Officer also considers that it would detract from the setting of the listed Manor House to the west. However, due to the separation between the position of the extension, the screening provided by planting between the two, and the simple form and palette of materials used on the extension it is not considered that this argument could be reasonably upheld. The proposal is therefore considered to accord with policy LC6.

Officers give some weight to the fact that the extension would facilitate the viability of the pub and, given the low level of harm that the extension would result in, it is considered that in this case the extension should be supported as this harm is outweighed by the public benefit of improving the viability of a community facility.

This position also accords with the view of the Authority's Archaeologist in so far as it relates to the buildings historic fabric, with this Officer advising that the minor harm resulting from loss of fabric would be more than outweighed by the public benefit of bringing the building back into beneficial use.

Car park and new accommodation building

The appearance of the carpark is currently unfortunate, comprising an expanse of broken tarmac and concrete that is prominent at the entrance of the conservation area. Whilst the piggery building is modest, its design and appearance is not reflective of local buildings and its location away from the roadside does not follow the general pattern of development found throughout the village.

Whilst the proposed building would be much larger than the piggery, its position and orientation relative to the road would provide a sense of enclosure to the roadside and reduce the prominence of the car park, which would be particularly beneficial in streetscape terms when the car park was occupied. It also shares a similar position and orientation to a former historic building that once stood on the site, providing some historical justification for the arrangement.

Furthermore, the building would much better reflect the local building traditions and those found throughout the village than the existing building, having adopted the basic design elements of a traditional barn, including a relatively limited number of openings of modest size.

Based on the originally submitted plans the Conservation Officer considered the building to be too domineering on approach to the village by virtue of its size and position. The scheme has since been altered by reducing the gable width and introducing a catslide roof off the front elevation. This roof form serves to break up the apparent length of the building whilst introducing some interest by way of a traditional feature of many such buildings. The massing has also been kept to a minimum by maintaining a low eaves height.

The position of the building has also been adjusted (in part to address highway concerns, as discussed below), angling it somewhat away from the road and setting it closer to other buildings to the west.

Officers consider that the revisions would prevent the building from dominating the entrance to the village, especially when considering that the land rises behind the building when approaching the village from this direction, reducing the dominance of the building relative to those beyond it.

Overall, officers consider that the proposed new building and revised car park arrangement would provide a modest enhancement to the character and appearance of this part of the village, complying with policies LC4 and LC5.

The repair of the existing drystone boundary walls and the introduction of boundary treatments to match the existing are welcomed. It is recommended that details of new walls and gates are reserved by condition if permission is granted.

Surfacing to the car park has not been specified. This should be secured by planning condition if permission is granted in order to ensure any treatment respects the appearance of the area.

Highway matters

As originally proposed the Highway Authority raised concerns that the proposal would result in a new access with insufficient exit visibility from the car park, and that the proposed parking layout was sub-standard in terms of size of parking spaces and available manoeuvring space. They also advised that the originally proposed parking spaces to the south side of the road were sub-standard. The scheme has been revised in light of these comments, including moving the car park entrance, re-arranging the parking layout, and omitting the spaces to the south side of the road. The Highway Authority have been re-consulted and no longer object to the proposal, subject to some standard highway conditions.

Some concern has been raised in representations regarding the level of parking that would be available, and the impacts that this could have on on-road parking and highway safety in close proximity to the site.

The existing car park is not marked out and is subdivided by the walls to front of the piggery. Whilst it is therefore difficult to precisely calculate the current level of parking provision Officers estimate that between 15-18 spaces could be provided as a maximum, if these were laid out to meet current highway standards. However, it is of note that the pub business could currently be re-opened without such formalisation of the parking area being carried out. In that case the amount of vehicles that could be accommodated within the existing car park would be likely to be significantly reduced, as there would be no control over where or how these visitors parked.

The current application proposes 17 parking spaces, arranged to meet current highway standards, which is similar to the current level of provision.

Officers have calculated parking requirements for the existing and proposed uses based on floor (and garden) areas, and using current adopted parking standards.

In terms of the existing use, if the pub was to re-open as a drinking establishment with the main downstairs rooms given over to drinking areas (the most intensive use of pub floor space in terms of parking requirements), with one guest room at first floor (which would still leave space for managers accommodation), and with the piggery retained as two letting rooms, then adopted parking standards would require 45 parking spaces to be provided (22 for the drinking area, 4 for the accommodation, and 19 for the beer garden).

The proposed development would require 47 spaces (16 for the drinking area, 6 for the dining area, 7 for the accommodation, and 18 for the beer garden).

Both the existing level of provision and the proposed level of provision are therefore far below the recommended standards.

In this context, and given the lack of control over how the existing car park is utilised by visitors, Officers do not consider that an objection on grounds of a lack of parking provision could be sustained. This position accords with the view of the Highway Authority, who have raised no objection to the proposal on grounds of these grounds.

Amenity

The proposed new building is considered to be sufficiently far from any neighbours so as to not be overbearing or overshadowing. Windows would face towards neighbours in some cases but due to the distances between the proposed building and these existing dwellings it is considered that there would be no significant overlooking of any other property.

The proposal is not considered to raise any concerns in relation to noise – the accommodation is comprises one-bed rooms with limited outdoor space, which would result in low intensity occupation and low potential for disturbance of nearby neighbours.

Comings and goings from the car park would generate some noise, but this would not be significantly different to the situation that would arise were the pub to be re-opened in its current form.

In terms of the alterations and extensions to the pub building, due to the position of new openings, size of the extensions, and distances from neighbours they are not considered to significantly overshadow, overbear or result in any significant loss of privacy to any neighbour.

The development is therefore considered to conserve neighbouring amenity as required by policy LC4.

Other matters

Archaeology

The Authority's Archaeologist advises that the ground works associated with the construction of the developments, including any foundation trenches, new services, landscaping etc., would damage or destroy any archaeological remains that survive at the site, including remains of the barn structure that once occupied that site, remains of historic lead mining activity and remains associated with the history and development of the village. This would result in harm to the archaeological interest of the site.

The archaeologist is satisfied that these impacts could be sufficiently mitigated through a scheme

of archaeological works. This would ensure that the nature and significance of archaeological remains, which could be of local/regional significance, will be sufficiently characterised initially by means of a small scale archaeological evaluation, and then subsequently appropriately investigated and recorded, prior to the development taking place.

This could be secured by planning condition if permission was granted.

Foul water and drainage

No details have been provided regarding the disposal of surface and foul water from the new accommodation building. Given the proximity to the road and other premises it is anticipated that it would be connected to existing drainage provision. For clarity though it is recommended that a condition is imposed to secure appropriate provision if permission is granted.

Environmental management

No environmental management measures have been proposed, although the development would be required to comply with building regulations. Given the scale of extension proposed, this is considered sufficient for the development to comply with the Authority's climate change policies.

Trees

A mature tree is located to the eastern edge of the car park close to the road. This is an important landscape feature. It is considered that if permission is granted a condition should be imposed to ensure that the tree is protected both during works and by any alterations made to the car park access.

Conclusion

The principle of improving the viability of the public use and bringing it back in to use is welcomed, as it would secure the long term future of the building and reinstate this community facility, both of which are supported and encouraged by planning policy.

For the most part, the proposals are considered to conserve the character and appearance of the building, site, conservation area, and nearby listed building as required by planning policy. The minor harm identified in relation to the provision of extension to the pub building is considered to be outweighed by bringing the building back in to use and securing what will be significant enhancement to this end of the village by the resolution of a long standing problem site which was falling into increasing dereliction.

Overall the proposal is considered to be in accordance with the policies of the Development Plan and the Framework.

All other material matters have been considered, and impacts have been found to be acceptable.

The application is therefore recommended for approval.