

Application Number 18/00304/FUL

Proposal	Erection of a 48 bedroom extension with link bridge connecting to the existing Village Hotel Ashton including reconfiguration of the existing car park, landscaping and associated works.
Site	Village Hotel Ashton, Pamir Drive, Ashton-Under-Lyne, OL7 0LY
Applicant	VUR Village Trading No 1 Limited
Recommendation	Grant planning permission subject to conditions and completion of a section 106 agreement to secure offsite highway improvements.
Reason for report	A Speakers Panel decision is required because the application constitutes a major development.

1. APPLICATION DESCRIPTION

- 1.1 The application seeks full planning permission for the construction of a five storey extension to the exiting village hotel. The extension would accommodate 48 bedrooms increasing the overall accommodation within the hotel to 168 bedrooms. The extension would be located on the eastern elevation of the building across the existing car park. Undercroft parking would be provided in addition to landscaping works.
- 1.2 The application has been accompanied with the following documents in support of the planning application:
- Planning and Design and Access Statement;
 - Flood Risk and Drainage Impact Assessment;
 - Arboricultural Impact Assessment;
 - Arboricultural Survey;
 - Transport Statement;
 - Preliminary Ecological Appraisal;
 - Sustainability Statement;
 - Full Plans Package including 3D montage;
- 1.3 The supporting statement identifies that occupancy levels within the Hotel have been consistently approaching 100% throughout 2017. The additional accommodation would therefore respond directly to meeting this demand.
- 1.4 As a major planning application the site meets the qualifying criteria for developer contributions towards Highway improvements. These contributions would be secured within a section 106 agreement.

2. SITE & SURROUNDINGS

- 2.1 The Village is an established hotel within the Ashton Moss complex. The main hotel building stands at five storeys in height with a single storey conference facility to the rear. The building occupies a prominent position fronting Lord Sheldon Way within the Ashton Moss leisure complex. In addition to overnight accommodation the hotel offers a modern banqueting suite, Gym and Pub/Restaurant facilities. The building has a very distinct design within the principle elevation comprising of a large louvered glazed façade. There is a large surface car park located to the front and side of the building which is set within a landscaped boundary.
- 2.2 Levels across the site are flat, it is bordered by the embankment to the M60 motorway to the west, Lord Sheldon Way to the north, commercial and leisure developments to the east

to the rear of the building there is a large landscaped area and pond beyond which is the Manchester / Huddersfield Railway line.

- 2.3 The nearest residential properties (Thornway Drive) are located approximately 140m to the south east of the site. These are separated by the railway line.
- 2.4 The site is located off Junction 23 of the M60 and is accessible by a range of transport options. Ashton West Metrolink tram stop is located within a 5 minute walk to the north.

3. PLANNING HISTORY

- 3.1 The Ashton moss complex was established under an outline planning consent granted by the Secretary of State following a Public Inquiry in June 1999.
- 3.2 06/01840/REM – Construction of De Vere Village hotel comprising 123 bedrooms, health and fitness facilities and ancillary banqueting and conference facilities - RESERVED MATTERS – Approved 19.02.2007
- 3.3 11/00183/ADV – Replacement Sign – Approved 06.05.2011
- 3.4 14/00394/FUL – Erection of a temporary marquee from 14th November to 9th January on an annual basis – Approved 16.06.2014

4. RELEVANT PLANNING POLICIES

- 4.1 National Planning Policy Framework (NPPF)
- 4.2 Planning Practice Guidance (PPG)
- 4.3 **Tameside Unitary Development Plan (UDP) Allocation**
Strategic Employment Development Site
- 4.4 **Part 1 Policies**
 - 1.1: Capturing Quality Jobs for Tameside People;
 - 1.3: Creating a Cleaner and Greener Environment;
 - 1.5: Following the Principles of Sustainable Development;
 - 1.6 Securing Urban Regeneration;
 - 1.8: Retaining and Improving Opportunities for Sport, Recreation and Leisure;
 - 1.12: Ensuring an Accessible, Safe and Healthy Environment;
- 4.5 **Part 2 Policies**
 - E1: regional Investment Site / Strategic Regional Site
 - S8: Built Recreation, Leisure and Tourism Developments;
 - S9: Detailed Design of Retail and Leisure Developments;
 - T1: Highway Improvement and Traffic Management;
 - T7: Cycling;
 - T10: Parking;
 - T11: Travel Plans;
 - N5: Trees within Development Sites;
 - U3: Water Services for Developments
 - U4 Flood Prevention
 - U5 Energy Efficiency
- 4.6 **Other Policies**
Trees and Landscaping on Development Sites Supplementary Planning Document

4.7 **National Planning Policy Framework (NPPF)**

Section 1 Delivering sustainable development

Section 6 Delivering a wide choice of high quality homes

Section 7 Requiring good design

Section 8 Promoting healthy communities

Section 11: Conserving and enhancing the natural environment

4.8 **Planning Practice Guidance (PPG)**

This is intended to complement the NPPF and to provide a single resource for planning guidance, whilst rationalising and streamlining the material. Almost all previous planning Circulars and advice notes have been cancelled. Specific reference will be made to the PPG or other national advice in the Analysis section of the report, where appropriate.

5. **PUBLICITY CARRIED OUT**

5.1 Neighbour notification letters were issued in accordance with the requirements of the Town and Country Planning (Development Management Procedure) (England) Order 2015 and the Council's adopted Statement of Community Involvement.

5.2 Local residents and businesses were notified in writing on the 12th April 2018.

5.3 A press notice was published on the 19th April 2018

5.4 A site notice was erected on the 18th April 2018 on a lamppost opposite the site entrance.

6. **RESPONSES FROM CONSULTEES**

6.1 Local Highway Authority – No objections to the proposals subject to conditions requiring the parking to be laid out as shown on the approved plans prior to the occupation of the development. Recommend that conditions are applied to secure cycle parking and the provision of electric vehicle charging points.

6.2 Greater Manchester Ecology Unit – No objections. The submitted ecology appraisal concludes that the site to be generally of low ecological interest. Based on the findings of the report, recommendation that biodiversity enhancement measures are secured by a condition.

6.3 Environmental Health Officer – No objection subject to construction hours being restricted.

6.4 Greater Manchester Police (Design Out Crime Officer) – no objections to the proposals as no communal parking areas or rear alleyways are proposed.

6.5 Tree Officer – Confirms that the two trees to be removed are of low amenity value and the loss will have a negligible effect on the area. The replanting proposed is limited but adequate for the nature of the development.

6.6 United Utilities – No objections recommend that the recommendations of the submitted Flood Risk Assessment are carried out / secured by a planning condition.

7. **SUMMARY OF THIRD PARTY RESPONSES RECEIVED**

7.1 One letter of objection including a request to speak has been received the reasons for which are summarised as follows:

- Noise and disturbance during and post construction of the extension;
- Pollution from work vehicles and extra traffic whilst building works are taking place;
- Increase in traffic and impact upon road safety;
- Loss of light and views to residential property;
- Loss of trees;
- Loss of open space;
- Impact upon wildlife in the area as we have newts/birds and other wildlife in our garden as well as bats/squirrels and others in the immediate area; and,
- Loss of privacy to residential property.

8. ANALYSIS

- 8.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that planning applications be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 8.2 The current position is that the Development Plan consists of the saved policies and proposals maps of the Unitary Development Plan and the Greater Manchester Joint Waste Plan Development Document.
- 8.3 The National Planning Policy Framework (NPPF) is also an important consideration. The NPPF states that a presumption in favour of sustainable development should be at the heart of every application decision. For planning application decision taking this means:-
- approving development proposals that accord with the development plan without delay; and
 - where the development plan is absent, silent or relevant policies are out of date, granting planning permission unless:-
any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole; or specific policies in the Framework indicate development should be restricted.

9. PRINCIPLE OF DEVELOPMENT

- 9.1 The site has an established C1 (Hotel Use) which also includes an events and conference venue and gymnasium. The Hotel has operated from the site for over 10 years and makes a significant contribution to the local economy. Whilst located outside of the defined Town Centre Boundary for Ashton, Saved UDP policy E1 allocates the site along with that of the wider Ashton Moss area as part of a Regional Investment Site/Strategic Regional Site. Policy E1 identifies appropriate land uses outside of traditional employment functions to include C1 Hotel uses.
- 9.2 The additional 48 bedrooms which are proposed represents a 40% increase in the onsite accommodation. Paragraph 24 of the National Planning Policy Framework [NPPF] requires the sequential test is applied to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up to date Local Plan. Hotels are identified as a town centre use.
- 9.3 Whilst Policy E1 precedes the publication of the NPPF the policy nonetheless endorses a town centre first strategy. It is noted that the policy places a restriction on B1a Uses (in the interests of the Health and Vitality of Ashton centre) but this does not extend to Hotel (C1) uses. For the purposes of the decision making process the applicants view is supported in that the Hotel use / expansion is consistent with the sites allocation policy negating the need for a sequential assessment to be undertaken. The proposals are therefore not considered to be in conflict with policy S8 which strives to locate new leisure and tourism proposals within existing town centres.

- 9.4 The subtext of UDP policy S8 identifies the importance of the leisure and tourism industry to the local economy. Traditionally Tameside had underperformed in this sector, the development of the Ashton Moss leisure complex and arrival of the Metro-link service sought address this imbalance and has on reflection been very successful. The applicant confirms that the Hotel has been operating at near 100% capacity, the multiplier effect of this will result increased spend within the local economy. There are currently 434 hotel rooms offered within Tameside, the proposed 48 rooms would increase this total by 11%. It is accepted that there is growing local and regional need for further hotel accommodation. The additional rooms would contribute to meeting local demand by complimenting nearby employment uses as well as the wider visitor economy, which analysts identify generates up to £8.1bn to the Greater Manchester economy. The principle of the development is therefore supported.

10. LAYOUT AND DESIGN

- 10.1 The Council's adopted UDP policy C1 requires new buildings to reflect the character and style of the area, it promotes the enhancement of landmark buildings which form distinctive elements within the local skyline and townscape. The Village Hotel is locally distinctive. At five storeys in height it stands above many of its contemporaries and presents a prominent elevation to Lord Sheldon Way. As such, it is considered to be a landmark building within the Ashton Moss mixed Use development.
- 10.2 The design has evolved through discussions with the applicant. It is recognised that the existing hotel has a purposeful design which has a distinctive balance and symmetry to its form, this is impressed by its horizontal emphasis, fenestration treatment, detail of external materials and lighting strategy. The design has been revisited and refined from the original submission. The initial concerns were that the extension would upset the balance and appearance of its host, appearing in comparison somewhat monolithic due to its simple form.
- 10.3 To address concerns a glazed link has been provided to the host building, the intention of which is to provide a visual 'break' and allow the extension to read more as a 'standalone' structure. In addition to this, the extension would be recessed from the front elevation of the host building, and would have a depth of approximately one third of the hotel which taken with the presence of the undercroft parking would ensure that it assumes a subservient appearance. As a reference to the host building the front elevation would be clad with a 'brise soleil' which mirrors the host building, further to this horizontal emphasis would be achieved through the detailing of the external cladding materials, along with the addition of the recessed fenestration and parapet detailing would provide welcomed texture to the elevations.
- 10.4 The majority of the extension would be accommodated on the sites existing car park and would result in the loss of minimal areas of soft landscaping. The position within the site means it would not have an overly domineering appearance the five storey nature sits comfortably within the context of the site and would forge a successful relationship to the existing hotel. Overall the extension would form a contemporary addition which would complement the appearance and setting of the existing hotel. Subject to materials being approved prior to the commencement of development then no objections are taken to the design and the visual impact would be acceptable with regard to UDP policy C1.

11. ACCESS AND HIGHWAYS

- 11.1 The hotel is currently served by 304 parking spaces 18 of which are disabled spaces. The car park layout is to be reconfigured in part to accommodate the extension which would result in the loss of 14 car parking spaces. There would be a total of 290 car parking

spaces retained at the site. The access and servicing arrangements would remain unchanged from the current situation.

- 11.2 The proposals would see accommodation at the site increased by 40% and the resultant car parking losses would equate to a 4.6% onsite reduction. The application has been accompanied with a Transport Statement which reviews the highways and access arrangements. This also includes a parking survey which identifies current occupancy levels as being approximately 69%.
- 11.3 UDP policy T10 (Parking) established the parking standards for all development. It recommends that 1 space is provided for each bedroom on hotel developments but that additional consideration should also be given to conference or other public facilities. Even with the loss of the 14 spaces the overall onsite parking provision would exceed the parking guidelines of policy T10 by a total of 22 spaces.
- 11.4 The site is within a sustainable location benefiting from good connectivity to Ashton Town Centre, motorway and public transport networks. Bus and Tram connections are located within 350m of the site and there are also established pedestrian and cycle routes within the immediate vicinity. It is reasonable to assume that a proportion of staff and visitors alike would arrive by sustainable means.
- 11.5 The highways officer comments that there is adequate capacity on the local network. The loss of the parking spaces can be tolerated recognising that there is current parking capacity within the site and that direct mitigation is provided by the sites access to the public transport network. It is recommended that the provision of additional onsite (covered) cycle storage for 18 cycles. In addition, an updated Travel Plan (to be conditioned) would provide further mitigation to encourage sustainable travel.
- 11.6 The applicant has agreed to enter into a section 106 agreement to secure payment of £16,992. Highways have requested that this is allocated towards cycle improvements on Lord Sheldon Way. The monies would help to encourage sustainable travel in accordance with policy T1 and T7.
- 11.7 To conclude, the access and parking arrangements have been assessed as being acceptable. The site is within a sustainable location which benefits from immediate access to services and transport options. As such in the absence of any demonstrable adverse impacts, and subject to recommended conditions, the development is considered to adhere to the provisions of policies T-1, T-7, T10 and the relevant chapters of the NPPF.

12. RESIDENTIAL AMENITY

- 12.1 The Hotel represents an established use within the Ashton Moss Leisure Complex. The nearest residential properties are those located to the south east on Thornaway Drive which is approximately 140m away. This distance is separated by car parking and a railway line in addition to boundary treatments and partial tree planting. It is noted that a representation has raised concerns over the design and scale of the extension and the influence which this might have upon amenity levels. In this regard the extension would be sited at an oblique angle to the nearest properties. The intervening distance mitigates the impact in terms of overlooking and shadowing to ensure that acceptable levels of outlook and privacy would be retained.
- 12.2 In comparison to the existing hotel and level of activity associated across the wider Ashton Moss complex the extension represents a modest addition. The activity associated with this would be absorbed by that already taking place at the complex consequently it is not considered that it would give rise to additional disturbance to residents. This view is

supported through the consultation with the Environmental Health Officer. The proposals therefore satisfy the requirement of policy 1:12.

13. TREES & ECOLOGY

- 13.1 The site is an established urban environment. Commensurate to the current use the area of car parking where the extension would be sited is laid mainly to hard standing. A small landscaping strip would be lost to the development which includes 2 ornamental trees and shrub planting. The trees are not of high amenity value, a single replacement tree would be planted which is considered adequate to satisfy the requirements of UDP policy N5.
- 13.2 With respect to biodiversity value then a preliminary ecological appraisal was carried out in March 2018 and submitted with the application. The habitats within the site boundary are low in species diversity and are considered to have low ecological value with negligible-low potential for protected/notable species. The offsite but directly adjacent pond has some potential to support newts. The report recommends that bat and bird boxes are installed within the vicinity of the pond and this supported by the GMEU Ecologist.

14. DRAINAGE

- 14.1 In terms of assessing drainage and flood risk Policy U4 applies. In recognition of the site area a FRA has been prepared. The site is not in an area classed to be at risk of flooding and United Utilities have confirmed that the foul water drainage flows from the development can be accommodated into the existing network. Surface water from the hotel extension would discharge to the existing SUDS pond located to the rear of the Hotel.
- 14.2 Albeit for some incidental areas of soft landscaping, the site is in the main completely hard-surfaced in its current capacity, this situation will therefore not be altered significantly. Subject to details being conditioned no objections are raised from a drainage perspective.

15. OTHER ISSUES

- 15.1 Noise:- The majority of noise is transport based. The railway line to the south and M60 to the West of the site are the main generators. The EHO is satisfied that the accommodation will be appropriately insulated. With regard to existing residents and the representation made then all plant would be accommodated within the building. Noise would be commensurate to that of existing ambient levels. Some disturbance could be attributed to that associated with the construction phase but the application of a Construction Management Plan (condition) could ensure that best practice measures are employed to ensure disturbance is at a minimum in accordance with UDP policy 1.12.
- 15.2 Ground Conditions:- The site is not within a vulnerable location to former mining works. The ground was suitable remediated as part of the original Ashton Moss development. No issues are therefore raised in this regard.

16. CONCLUSION

- 16.1 The site has an established Hotel Use. The extension would contribute positively to local hotel capacity which would in turn complement the Business and Leisure economy.
- 16.2 The design has evolved in a response to initial concerns to create a proportionate addition to the site. The overall scale, siting and appearance of the extension has been approached in a sensitive manner and would not result in any visual harm.

- 16.3 The site has sufficient car parking capacity and the location is well served by public transport which will offset any additional visitor demand by sustainable means. The extension would be wholly compatible with the sites' land use allocation and would also be readily compatible with the commercial nature of adjoining uses.
- 16.4 Taking into account the relevant development plan policies and other material considerations, subject to the identified mitigation measures, it is not considered that there are any significant and demonstrable adverse impacts that would outweigh the benefits associated with the granting of planning permission.

17. **RECOMMENDATION:**

Members Resolve to grant planning permission subject to the completion of a section 106 agreement securing offsite highway improvements and the imposition of the following conditions:

Grant planning permission, subject the following conditions:

1. The development hereby permitted shall be begun before the expiration of 3 years from the date of this permission.

Reason: In order to comply with the provision of Section 91 of the Town and Country Planning Act 1990.

2. The development hereby approved shall be carried out strictly in accordance with the following amended plans and specifications as approved unless required by any other conditions in this permission.

Site Location Plan 1:1250 Rev B
Existing Site Layout Plan 1:500 Rev B
Existing Site Layout Plan (extension area) 1:100 Rev A
Proposed Site Layout 1:500 Rev C
GA - Level 00 1:100 Rev E
GA - Level 01 1:100 Rev F
GA - Level 02 1:100 Rev A
GA - Level 03 1:100 Rev A
GA - Level 04 1:100 Rev A
GA - Level 05 Roof 1:100 Rev A
GA - Elevations 1:100 Rev H
GA - Elevations 1:100 Rev H
GA - Sections 1:100 Rev E

Design and Access Statement
Transport Statement (WYG March 2018)
Arboricultural Survey Rev B Dated 19/03/2018
Preliminary Ecological Appraisal Rev C 19/03/2018
Flood Risk and Drainage Impact Assessment March 2018

Reason: In the interests of the visual amenities of the locality and in accordance with UDP Policies E1: regional Investment Site / Strategic Regional Site, S8: Built Recreation, Leisure and Tourism Developments; S9: Detailed Design of Retail and Leisure Developments; T1: Highway Improvement and Traffic Management; T7: Cycling; T10: Parking; T11: Travel Plans; N5: Trees within Development Sites; U3: Water Services for Developments; U4 Flood Prevention; U5 Energy Efficiency

3. No above ground development shall take place until full details of the proposed external materials have been submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details.

Reason: In the interests of the character and visual amenities of the locality, in accordance with UDP C1: Townscape and Urban Form.

4. Prior to the completion of the extension details shall be submitted to the Local Planning Authority for the design and location of at least one Electric Vehicle Charging point. The electric charging point shall be provided prior to the first occupation of the approved extension and thereafter maintained.

Reason: In the interest of highway safety, in accordance with UDP policy T1Highways Improvement and Traffic Management and T10 Parking.

5. The parking/manoeuvring facilities, indicated on the submitted plan, shall be surfaced in a solid bound material (i.e. not loose chippings) and made available for the manoeuvring and parking of motor vehicles prior to the extension being brought into use, and shall be retained for that sole purpose at all times.

Reason: In the interest of highway safety, in accordance with UDP Policy T1Highways Improvement and Traffic Management and T10 Parking.

6. No development shall take place, including any works of demolition, until a Construction Method Statement has been submitted to, and approved in writing by, the Local Planning Authority. The approved Statement shall be adhered to throughout the construction period. The Statement shall provide for:

- The parking of vehicles of site operatives and visitors
- Means of access for construction traffic
- Loading and unloading of plant and materials
- Storage of plant and materials used in constructing the development
- Wheel washing facilities
- Measures to control the emission of dust and dirt during construction
- Measures to control noise levels during construction

Reason: In the interests of highway safety, residential amenity and visual amenity, in accordance with UDP Policies 1:12 and T1Highways Improvement and Traffic Management

7. No work shall take place in respect to the provision of cycle parking within the site until details of proposals to provide the following cycle parking facilities within the site have been submitted to and approved in writing by the Local Planning Authority:

- 1) Long-stay cycle parking (a covered and secure cycle store/s) for a minimum of 18 cycles

The development shall not be occupied until the cycle parking facilities have been provided in accordance with the approved details. The cycle parking facilities shall then be retained and shall remain available for use at all times thereafter.

Reason: To ensure that safe and practical cycle parking facilities are provided so as to ensure that the site is fully accessible by all modes of transport in accordance with Policies T10 Parking.

8. The approved development shall not be occupied until a travel plan for the development has been submitted to and approved in writing by the Local Planning Authority and has been brought into operation. The approved travel plan shall be operated at all times that the development is occupied and shall be reviewed and updated on an annual basis in accordance with details that shall be outlined in the approved plan. The travel plan and all updates shall be produced in accordance with current national and local best practice guidance and shall include details on the method of operation, appointment of a Travel Plan Coordinator/s, targets, infrastructure to be provided, measures that will be implemented, monitoring and review mechanisms, procedures for any remedial action that may be required and a timetable for implementing each element of the plan.

Reason: To ensure that measures are implemented that will enable and encourage the use of alternative forms of transport to access the site, other than the private car, in accordance with Policies, T-1 Highways Improvement and Traffic management and T10 Parking.

9. Prior to commencement of development full details of the mitigation measures identified in the Ecological Survey prepared by Viewpoint Associates LLp Rev C, including a timetable for their implementation, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be implemented in accordance with the approved details.

Reason: To conserve and enhance biodiversity in accordance with UDP Policy N3 Nature Conservation Factors.

10. In accordance with the approved details there shall be no plant or equipment externally mounted onto the building.

Reason: In the interest of visual and residential amenity in accordance with Part One UDP policy 1:12