

MEETING:	PLANNING AND REGULATORY COMMITTEE
DATE:	12 July 2017
TITLE OF REPORT:	170409 - PROPOSED ACCOMMODATION BLOCK, REMODELLED CAR PARK AND IMPROVEMENTS TO ACCESS AT NEW INN, FOWNHOPE, HEREFORD, HR1 4PE For: Mrs Gummery c/o Agent per Mr John Phipps, Bank Lodge, Coldwells Road, Holmer, Hereford, Herefordshire HR1 1LH
WEBSITE LINK:	https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=170409&search=170409
Reason Application submitted to Committee - Redirected	

Date Received: 2 February 2017

Ward: Backbury

Grid Ref: 357895,234433

Expiry Date: 30 March 2017

Local Member: Councillor J Hardwick.

1. Site Description and Proposal

- 1.1 The site comprises the New Inn Public House (which is an unlisted period painted render and tiled building) set back into the site from the main B4224 which runs through the centre of Fownhope.
- 1.2 To the rear of the site lie open fields with a car-park (in different ownership) to the west, beyond which lies a Grade II listed building. On the opposite side of the road to the north lies another Grade II listed building and the site and wider area lies within a Conservation Area and the Wye Valley Area of Outstanding Natural Beauty.
- 1.3 Access off the B4224 road is via a shared access which also serves a small modern cul-de-sac.
- 1.4 The proposal comprises a detached two storey holiday lodge (some 17.5m by 8.5m floor plan, and 6m to eaves and 8.5 m to ridge height). This is shown to be finished in brick to ground floor, timber cladding to first floor and tiled roof. The building contains 8 holiday rooms with ensuite bathroom facilities (no cooking facilities). 'Juliet' balconies are detailed on the rear elevation. No external amenity space is detailed.
- 1.5 In addition a widened vehicle access into the site from the B4224 road and a revised car-park layout for 29 vehicles (2 of which for blue badge) are proposed.

2. Policies

2.1 Herefordshire Local Plan: Core Strategy

SS1	-	Presumption in Favour of Sustainable Development
SS4	-	Movement and Transportation
SS5	-	Employment Provision
SS6	-	Environmental Quality and Local Distinctiveness
SS7	-	Addressing Climate Change
SD1	-	Sustainable Design and Energy Efficiency
LD1	-	Landscape and Townscape
LD2	-	Biodiversity and Geodiversity
LD4	-	Historic Environment and Heritage Assets
MT1	-	Traffic Management, Highway Safety and Promoting Active Travel
E4	-	Tourism
RA6	-	Rural Economy
SD3	-	Sustainable Water Management and Water Resources
SD4	-	Waste Water Treatment and River Water Quality

2.2 Neighbourhood Development Plan

The development plan also comprises the made Fownhope Neighbourhood Development Plan Policies:

FW1	-	Sustainable Development
FW2	-	AONB
FW5	-	Biodiversity
FW7	-	Historic Character
FW16	-	Design Criteria
FW17	-	Settlement Boundary
FW18	-	Supporting Local Businesses

<https://myaccount.herefordshire.gov.uk/fownhope>

2.3 National Planning Policy Framework (NPPF)

- Paragraph 28- Protecting the rural environment;
- Paragraph 56- Requiring good design;
- Conserving and enhancing the natural environment
- Conserving and enhancing the Historic Environment

2.4 The Core Strategy policies together with any relevant supplementary planning documentation can be viewed on the Council's website by using the following link:-

<https://www.herefordshire.gov.uk/planning-and-building-control/planning-policy/core-strategy/adopted-core-strategy>

3. Planning History

3.1 152955/F - New Dwelling in form of 2 storey extension to Public House – Approved 6 January 2016 and unimplemented.

4. Consultation Summary

Statutory Consultations

4.1 Welsh Water: No objection subject to condition

No surface water and/or land drainage shall be allowed to connect directly or indirectly with the public sewerage network.

Reason: To prevent hydraulic overloading of the public sewerage system, to protect the health and safety of existing residents and ensure no pollution of or detriment to the environment

Internal Council Consultations

4.2 Transportation Manager: Proposal acceptable, subject to the following conditions and/or informatives: CAL

4.3 Conservation Manager (Building Conservation): Recommend Refusal/Request further information: Whilst the principle of some sort of new building on the site to house accommodation is not precluded on heritage grounds, the current proposals do not respond sufficiently to the character of the conservation area. We would recommend that a short heritage statement is prepared describing the character of the conservation area and the opportunities on the site for new development and that amendments are considered with the aim of an enhancement to the character of the conservation area.

Reason: The proposal does not accord with policies 131 & 134 of the NPPF and policy LD4 of the Hereford Core Strategy.

The Proposals are for an accommodation block adjacent to the New Inn, Fownhope.

The site is situated within the Fownhope Conservation Area. Opposite the site is Fownhope Cottage a GII listed building dating from 1836, adjacent to the site is the Green Man Inn, also GII listed.

When considering any planning application that affects a conservation area a local planning authority must pay special attention to the desirability of preserving or enhancing the character or appearance of that area.

The set back of the proposals from the existing building fits well within the existing pattern of development and whilst it does limit the views to the fields beyond to some extent, it doesn't restrict these to such an extent which would greatly harm the character of the conservation area. It may be that allowing a glimpse of the fields beyond, for example by changing the plan form, could enhance the proposals.

The design of the building offers an opportunity for responding to the characteristics of the layout and design of buildings in the Conservation Area. Contemporary design is not precluded and there are several examples of high quality contemporary design in Fownhope which both respond to the character of the Conservation Area and enhance it.

We would seek for a response in the design to the following characteristics:

- Roof Pitch & Detail. Traditional buildings generally have a steeper roof pitch
- Span Depth. The depth of traditional buildings is generally less.
- Proportions or openings and ratio of solid to void.
- Views, to the site from the road and glimpses to the fields beyond should be considered as part of the design.

- 4.4 Conservation Manager (Landscape Officer): The proposal is for a two storey accommodation block of brick and timber construction with slate roofing. The proposed block is laid out along the rear boundary of the New Inn. Currently the site forms part of a tarmacked parking area and will replace a dilapidated tin shed.

Within the local landscape the site lies within Fownhope Conservation Area and forms part of its historic core; the site is overlooked by the grade II listed heritage asset; Fownhope House. At a wider level the site forms part of the Wye Valley AONB, paragraph 115 of the NPPF states that great weight should be given to conserving the landscape and its scenic beauty. Policy LD1 of the Core Strategy sets out that the area's character should be conserved and enhanced through appropriate design, use and management.

At a local level the policy FW7 of the recently adopted Fownhope Neighbourhood Development Plan states that proposals should not adversely affect views across Whiterdine to the Wye Valley.

I have visited the site and its surroundings taking in views from the B4224 as well as from the FWD1 and have the following comments to make in respect of the proposal. The proposal will not adversely effect the frontage of the New Inn; its stone walling with grassed areas and the sense of openness that the parking area provides, in terms of replacing the features currently in existence there is opportunity for enhancement.

In respect of the views of the wider AONB, from the pavement views of the countryside are possible however these views are currently confined by the presence of the shed and form a small element of the overall vista. Glimpsed views into the settlement from the PROW FWD1 into the settlement also offer opportunity to take in the historic assets of the settlement however once again this view could be enhanced.

I have no objection to the principle of development upon the site, however I do consider that the design could be more sympathetically laid out in relation to the surrounding environment. In my view an L shaped layout would resolve many of the conflicts arising from the current design. There is potential for a two storey element to be laid out parallel to the boundary with the Green Man, this could be lowered to single storey against the southern boundary retaining a gap between built form and open countryside. An attractive courtyard could be formed which would enhance the outside space.

5. Representations

- 5.1 Fownhope Parish Council: No objection following extraordinary meeting.
- 5.2 To date 16 letters of objection have been received and 8 of support.

Concerns raised are as follows:-

- Effect on Conservation Area;
- Highway Safety;
- Flood Risk;
- Waste Water;
- Impacts on protected views in Policy FW7 of the adopted Neighbourhood Plan (namely view across Winterdene between New Inn and Green Man Public House);
- Design does not enhance conservation area;
- Legal agreement should tie proposal to the New Inn Public House;
- More traffic;
- Overdevelopment of the site;
- Light pollution;

- Surface water run-off concerns.

Support is as follows:-

- Access would be safer;
- Will support employment and tourism;
- Will keep New Inn public house running.

5.2 The consultation responses can be viewed on the Council's website by using the following link:-

https://www.herefordshire.gov.uk/info/200142/planning_services/planning_application_search/details?id=170409&search=170409

Internet access is available at the Council's Customer Service Centres:-

<https://www.herefordshire.gov.uk/government-citizens-and-rights/customer-services-enquiries/contact-details?q=customer&type=suggestedpage>

6. Officer's Appraisal

Principle of Development

6.1 In broad policy terms, Policy E4 of the Core Strategy seeks to encourage new accommodation in appropriate locations within the county. The supporting commentary to the policy states that small scale tourism development in rural areas may be appropriate. Furthermore adopted NDP Policy FW18 supports tourism related activities for businesses.

6.2 Fownhope is recognised as a locationally sustainable settlement identified in Policy RA2 of the Core Strategy. Therefore the principle of this development and the type of accommodation proposed is supported subject to the site specific considerations.

6.3 The key issues arising from this proposal relate to the impacts of the development as proposed upon the local landscape/townscape, the historic environment/ heritage assets (in view of the site's location within the Fownhope Conservation Area, residential amenity and highway safety.

Landscape/Townscape/Heritage Assets

6.4 Policy FW7 of the adopted Fownhope NDP states:

Proposals will be supported that:

a) *Do not adversely affect the following views and vistas valued by residents from and into the village:*

- *The vista in both directions from the Church along the main street the Green Man;*
- *The street scene from the Church down Capler Lane;*
- *From the riverside and Lea Brink over Malthouse & Whiterdine fields to the village and the wooded backdrop of Cherry Hill and Nover Wood;*
- *Views from Common Hill over the village and the river;*
- *The hills and rising land at the north and south ends of the village;*
- *form the village setting;*
- *The views across Whiterdine between the New Inn and Green Man public houses which provide uninterrupted views out from the village centre to the Wye valley"*

6.5 In broader terms this policy also requires proposals to preserve or enhance the Conservation Area and make a positive contribution through high quality design and respecting and respecting the height, size, scale and massing of adjacent buildings.

- 6.6 The proposal sits in the built confines of Fownhope and is not considered to have any wider landscape implications within the Wye Valley Area of Outstanding Natural Beauty (AONB) and due to the separation distances would have no adverse effect on the setting of the nearby listed buildings.
- 6.7 In respect of the views of the wider AONB, no pavement views of the countryside are possible as these views are currently restricted by the presence of the shed and form a small element of the overall vista. Glimpsed views into the settlement from the PROW FWD1 offer opportunity to take in the historic assets of the settlement. The current proposal does little to enhance this view from within the site closer to the public house building, and it is considered that this would be significantly improved by an alternative, more appropriate design proposal.
- 6.8 The set back of the proposals from the existing building fits well within the existing pattern of development and whilst it does limit the views to the fields beyond to some extent, it doesn't restrict these to such an extent that it would significantly harm the character of the conservation area. This said, allowing a glimpse of the fields beyond, for example by changing the plan form, would enhance the proposals and respond more positively to the site's context.
- 6.9 Policy SD1 of the Herefordshire Local Plan Core Strategy states (amongst other matters) that:
- “...new buildings should be designed to maintain local distinctiveness through incorporating local architectural detailing and materials and respecting scale, height, proportions and massing of surrounding development, while making a positive contribution to the architectural diversity and character of the area including where appropriate, through innovative design.”*
- 6.10 Policy LD1 of the Herefordshire Local Plan Core Strategy requires proposals to demonstrate that the character of the townscape has positively influenced the design, scale and nature and protection and enhancement of the setting of settlements and designated areas. Additionally Policy LD4 requires proposals to protect, conserve and where possible enhance heritage assets and contribute to the character and local distinctiveness of the townscape.
- 6.11 The present design of the building does not respond to the characteristics of the layout and design of buildings in Fownhope Conservation Area in that the massing is overlarge in comparison to the host public house which immediately adjoins where a smaller outbuilding of single storey may more usually be found. The use of modern brick and wood cladding on a large block building again detracts from the simple appearance of the adjoining public house (which is a painted render with period advertisements).
- 6.12 To enhance the design the following are key aspects for consideration.
- Roof Pitch & Detail. Traditional buildings generally have a steeper roof pitch
 - Span Depth. The depth of traditional buildings is generally less.
 - Proportions or openings and ratio of solid to void.
 - Views, to the site from the road and glimpses to the fields beyond should be considered as part of the design.
- 6.13 It is considered that the proposal would also obstruct to a degree the limited views out through the site, whilst an amended scheme on a re-orientated and smaller footprint would address these concerns bringing the proposal into line with Policy FW7 of the adopted NDP and Policies LD1, LD4 and SD1 of the Herefordshire Local Plan Core Strategy.

Residential Amenity

- 6.14 As there are no residential dwellings in proximity no amenity concerns arise from the siting of the building. The increase in vehicle movements to the site is variable where residents are subject to traffic disturbance already from lawful visits to the public house.

Highway Safety

- 6.15 There is an existing access to the site and there is a large car-park which is to be improved (which can be secured by way of planning condition). No objection to this proposal is raised by the Transportation Manager.

Drainage

- 6.16 The proposal will utilise the existing sewage treatment network to which Welsh Water do not raise objection. A condition could secure an appropriate foul and surface water scheme to serve the site alongside the existing infrastructure.

Conclusion

- 6.17 The proposal would add to the accommodation offer in Herefordshire and there are no adverse neighbouring amenity, highway or drainage implications that cannot be dealt with by way of a planning condition.
- 6.18 However, the design of the proposal does not satisfy the requirements of Policies LD1, LD4 and SD1 of the Herefordshire Local Plan: Core Strategy by reason of its scale in comparison to the host building and the use of materials at this particular location. In terms of the overall balance, it is considered that the proposal fails to conserve or enhance the environmental assets that contribute to local distinctiveness, specifically the character and appearance of the Fownhope Conservation Area. It is assessed that the proposal would cause less than substantial harm and in accordance with paragraph 134 of the NPPF, the harm should be weighed against the public benefits.
- 6.19 In this case officers maintain that the less than substantial environmental harm caused by this proposal outweighs the economic and social benefits identified and, as such, it is not representative of sustainable development.
- 6.20 The applicant has been given the opportunity to withdraw the present scheme (in order to reflect on the advice given by this Council's Historic Building Officer and Landscape Officer respectively). This offer has not been taken up so whilst there are potential revisions possible which would be more sympathetic to the historic and landscape environment at this location, the application stands to be determined as submitted.

RECOMMENDATION

That planning permission be refused for the following reasons:

- 1. The proposal fails to demonstrate that the character of the landscape/townscape has positively influenced its design and scale and does not protect, conserve or enhance the Fownhope Conservation Area contrary to Policies SD1, LD1 and LD4 of the Herefordshire Local Plan: Core Strategy, Policies FW1 and FW7 of the Fownhope Neighbourhood Development Plan and the National Planning Policy Framework.**

INFORMATIVES:

- 1. **The Local Planning Authority has acted positively and proactively in determining this application by assessing the proposal against planning policy and any other material considerations by identifying matters of concern with the proposal and discussing those with the Applicant. Unfortunately, it has not been possible to resolve those matters within the timescale allocated for the determination of this planning application. However, the Local Planning Authority has clearly set out, within its report, the steps necessary to remedy the harm identified within the reasons for refusal – which may lead to the submission of a more acceptable proposal in the future. The Local Planning Authority is willing to provide pre-application advice in respect of any future application for a revised development.**

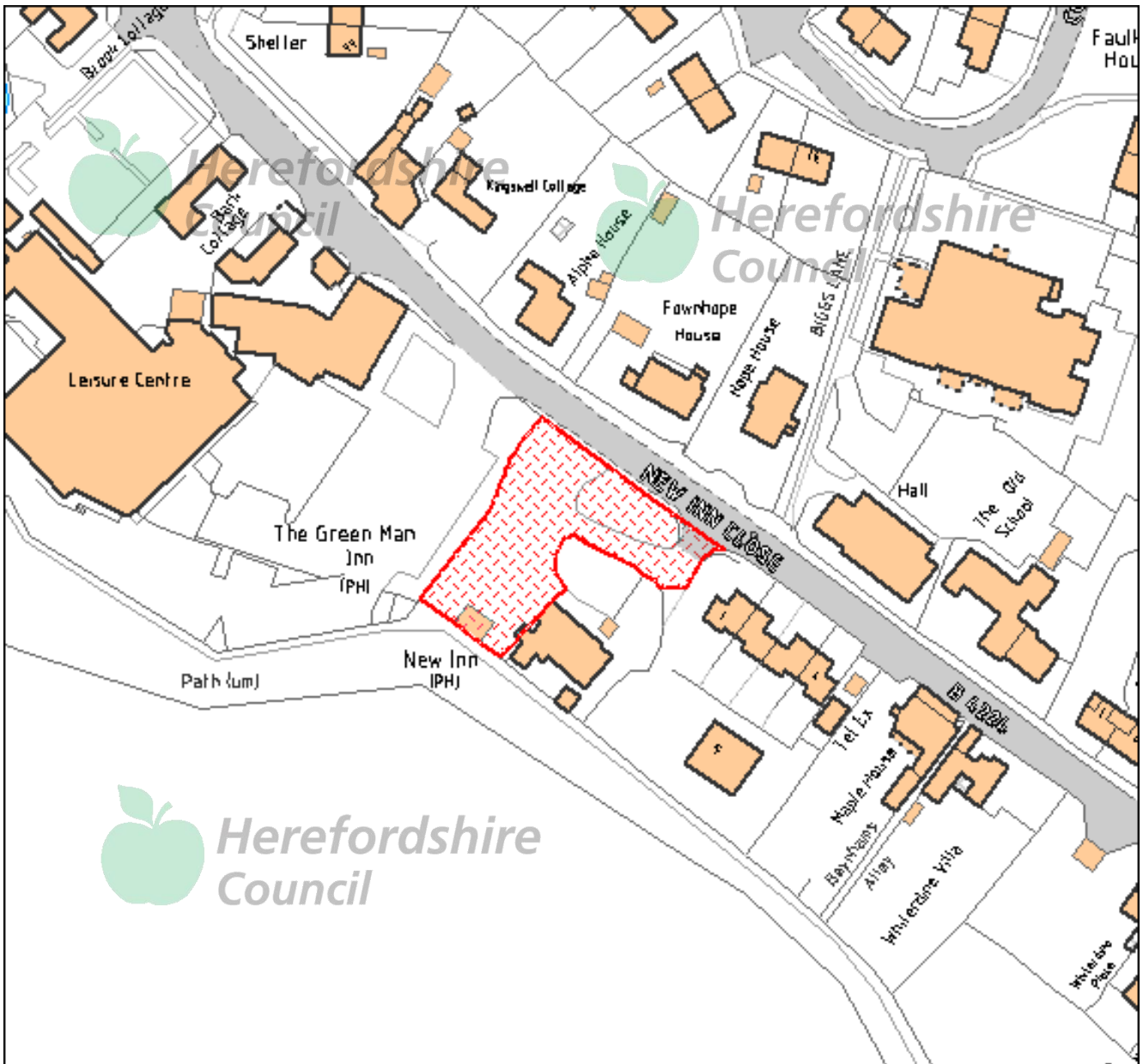
Decision:

Notes:

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Background Papers

Internal departmental consultation replies.



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APPLICATION NO: 170409

SITE ADDRESS : NEW INN, FOWNHOPE, HEREFORD, HR1 4PE

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