

Steven Abbott Associates LLP
Chartered Town Planners

PLANNING APPEAL

Donelan Trading Ltd

Change of Use of Land to create a 15 no. Pitch Static Caravan
Holiday Park

Land to the rear of the former Punch Bowl Inn, Longridge Road,
Hurst Green

June 2022



REPORT DETAILS

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1. INTRODUCTION

- 1.1. Steven Abbott Associates LLP are instructed by Donelan Trading Ltd (“the Appellant”) to provide professional planning advice in relation to the production and submission of a planning appeal (“the appeal”) against the refusal of Ribble Valley Borough Council (“the Council” or “the LPA”) to grant planning permission for the Change of Use of Land to create a 15 no. Pitch Static Caravan Holiday Park at Land to the rear of the former Punch Bowl Inn, Longridge Road, Hurst Green (“the Appeal Site”).
- 1.2. The development proposed under the appeal is considered to be completely acceptable and compliant with both local and national planning policy. However, on 11th March 2022, the LPA refused the planning application 3/2021/1118 (Appendix 1).
- 1.3. Having reviewed the application submission documents and the LPA’s reasons for refusal, it is our view that the appeal proposals are fully compliant with both local and national planning policy and planning permission should have been granted by the LPA.
- 1.4. The reasons why we take this view will be set out in the main section of this report.

2. APPEAL SITE DESCRIPTION

- 2.1 This planning appeal relates to the land to the rear of the former Punch Bowl Inn, Longridge Road, Hurst Green. The former pub was a Grade II Listed Building located in the open countryside and directly adjacent to the Forest of Bowland Area of Outstanding Natural Beauty (AONB). The southern boundary of the AONB is located on the opposite side of Longridge Road (B6243).
- 2.2 The pub has now been demolished and matters surrounding this are being dealt with separately between the appellant, their legal advisors and the Council.
- 2.3 The appeal site comprises of the car parking area and surrounding land associated with the former Punch Bowl Inn.
- 2.4 Access to the site is obtained via an existing access point directly to the west of where the former building stood.
- 2.5 The site is well screened from the south, east and west by existing vegetation.
- 2.6 The settlement of Hurst Green is approximately 1km to the east of the site.

3. PLANNING HISTORY

3.1. Listed below are the most recent and relevant planning applications on the site:

- 3/2021/1118 Change of use of land to create a 15-pitch static caravan holiday park. REFUSED - **SUBJECT OF THIS APPEAL.**
- 3/2019/0470 (LBC) Removal of unsafe roof and replace with new truss and slate roof. Removal of defective render to assess the quality of stonework beneath. If good quality stonework to be cleaned and kept. If not suitable rendered areas to renewed with K render. REFUSED.
- 3/2019/0260 (DISCHARGE OF CONDITIONS) Application for the discharge of condition 3 (details of the Proposed Elevations of the South Elevation and First Floor Plan), 4 (storage area), 5 (revised parking layout), 6 (Heritage Statement), 7 (specifications of proposed windows and doors including elevations cross - sections, glazing type, opening mechanism and surface finish) and 8 (phasing plan) from planning permission 3/2018/0363. CONDITIONS APPROVED.
- 3/2018/0363 (LBC) Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15 units within curtilage. GRANTED.
- 3/2018/0362 Conversion of the former Punch Bowl Inn (Grade II listed) into five holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 15 units within curtilage. GRANTED.
- 3/2017/0607 - (LBC) - Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15No units within curtilage - WITHDRAWN.

- 3/2017/0606 – (FULL) – Conversion of the former Punch Bowl Inn (Grade II listed) into five holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 15 no units – WITHDRAWN.
- 3/2017/0295 – (LBC) – Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units – WITHDRAWN.
- 3/2017/0294 – (FULL) – Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units – WITHDRAWN.
- 3/2016/0057 – (LBC) – Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units – REFUSED.
- 3/2016/0056 – (FULL) – Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units – REFUSED.

4. PLANNING POLICY CONTEXT

The Ribble Valley Local Plan (Core Strategy) 2008-2028

4.1. The Core Strategy Key Statements and Policies relevant to the Proposed Development and against which the planning appeal should be assessed are set out below:

- Key Statement DS2 – Sustainable Development
- Key Statement EN2 – Landscape
- Key Statement EN4 – Biodiversity and Geodiversity
- Key Statement EC1 – Business and Employment Development
- Key Statement EC3 – Visitor Economy
- Key Statement DMI2 – Transport Considerations
- Policy DMG1 – General Considerations
- Policy DMG2 – Strategic Considerations
- Policy DMG3 – Transport and Mobility
- Policy DME1 – Protecting Trees and Woodlands
- Policy DME3 – Site and Species Protection and Conservation
- Policy DMB1 – Supporting Business Growth and Local Economy
- Policy DMB3 – Recreation and Tourism Development
- Policy DMG3 – Transport and Mobility

The National Planning Policy Framework (NPPF)

- 4.2. The three roles of sustainable development are listed in paragraph 8 of the NPPF i.e. economic, social and environmental.
- 4.3. Paragraph 10 in the NPPF highlights the point that at the heart of the Framework is a presumption in favour of sustainable development.
- 4.4. Paragraph 84 supports sustainable rural tourism and leisure developments which respect the character of the countryside.
- 4.5. Paragraph 176 requires great weight to be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas.

5. APPELLANTS CASE

Reasons for Refusal

5.1. For ease of reference, the planning application subject to this appeal (3/2021/1118) was refused by the LPA for the following two reasons:

1. *The proposed development is harmful to the setting of the listed building because it is unduly prominent, incongruous, conspicuous, discordant and dominant in location, scale, form and materials. This is contrary to Key Statement EN5 and Policy DME4 and DMG1 of the Ribble Valley Core Strategy.*
2. *The proposed development is harmful to the character of the open countryside in the immediate setting of the Forest of Bowland AONB because it is unduly prominent, incongruous, conspicuous and discordant in the landscape. This is contrary to Key Statement EN2 and Policy DMG2 and DMG1 of the Ribble Valley Core Strategy.*

Reason for Refusal no. 1 – Harmful to the setting of the listed building

5.2. As part of the proposed development under planning application 3/2018/0362 and listed building consent 3/2018/0363 (see Appendix 2), 15 no. static caravan pitches were granted planning permission and listed building consent by the LPA. A Heritage Statement was submitted with those applications (Appendix 3).

5.3. Because of the demolition of the listed building, planning permission 3/2018/0362 and listed building consent 03/2018/0363 can no longer be implemented. The undertaking of the holiday park (in its own right) under these recent permissions would thereby be unlawful and consequently the Appellant submitted the planning application subject of this appeal, which concentrated on the holiday park element only.

5.4. At the time planning application 3/2018/0362 and listed building consent 3/2018/0363 were being determined by the Council, the Planning Committee report stated at paragraphs 5.3.16 – 5.3.17 that:

“With regard to the setting of the listed building, it is considered that the siting of 15 static caravans/lodges, with associated parking may not be harmful but more information should be obtained to enable a more comprehensive assessment. It is recognised that due to the positioning of the listed building, the topography and the boundary treatment of the site the static caravans/lodges would be partial screened from view from the surrounding public highways and footpaths.

It is important to assess whether there would be any substantial harm in relation to the proposed development and the heritage asset of the former Punch Bowl Inn. It is clear that the listed building is in a poor condition and when taking into account the level of development, the changes in topography of the application site and the screening provided by the boundary treatment, the development would have less than significant harm upon the designated heritage asset and due to the building being brought back into use there would be a public benefit to the development. The proposal is therefore considered to be compliant to Key Statement EN5, Policies DME4 and DMG1 of the Ribble Valley Core Strategy and the national guidance contained within the NPPF, NPPG and Listed Building Act 1990.”

- 5.5. These comments suggest that the topography and boundary treatment on the site played a large role in ensuring the proposed holiday park would have less than significant harm upon the designated heritage asset.
- 5.6. Turning now to the Planning Committee report for this appeal scheme, paragraph 5.1.6. of this states that:
- 5.7. *“NPPF paragraph 199 identifies that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. The submitted Planning Supporting Statement does not consider the impact of the development to the listed building and no justification is offered in respect to its harm to its setting.”*

5.8. Paragraph 5.1.7 goes on to say:

5.9. *“Therefore, the proposals are contrary to Ribble Valley Core Strategy Policy DME4. This states that in considering development proposals the council will make a presumption in the favour of the conservation and enhancement of heritage assets and their settings. Development proposals on sites within the setting of a listed building which cause harm to the significance of the heritage asset will not be supported”.*

5.10. At paragraph 5.1.10 it refers to:

5.11. *“The supporting information does not set out the substantial public benefit associated with the development nor has any such benefit been identified contrary to the above guidance”.*

5.12. And at paragraph 5.1.11

“Members will note that both planning permission and listed building consent were previously granted at this site for development which included 15 holiday lodges. As part of the assessment of those applications the harm to the heritage asset was outweighed by the benefit of bringing the Punch Bowl back into use. Such a consideration cannot be attributed to this application as the application does not include the Punch Bowl”.

5.13. The proposed holiday park scheme under this appeal remains exactly as per the 3/2018/0362 scheme wherein planning permission and listed building consent was granted by the Council for 15 no. static/lodge pitches.

5.14. Given that the listed building is no longer present on the site, we contend that the Council should have granted planning permission for this planning application - How can there be any harm to a heritage asset which no longer exists? Notwithstanding this, even if the listed building is rebuilt, the same conclusions ought to be reached as the 3/2018/0362 planning permission.

- 5.15. We understand that enforcement proceedings are ongoing which require the rebuilding of the listed building. If the listed building is rebuilt, and the appellant applied for the same scheme, then the site circumstances will be exactly as they existed on the site at the time planning application and listed building consent were granted for the holiday park. We are therefore perplexed as to why the Council rejected the holiday park on the grounds that it would be harmful to the setting of the listed building which no longer exists.
- 5.16. Consequently, we would contend that given the holiday park aspect of the previously approved scheme remains identical under this planning appeal, the same conclusions should have been reached when determining this planning application, as the proposed holiday park remains compliant with the relevant policies within the Core Strategy.
- 5.17. Thus, we would respectfully ask the Inspector to consider the lack of consistency the LPA have applied here. Within planning law is a “principle of consistency” in decision-taking: see *North Wiltshire District Council v Secretary of State for the Environment* (1993) 65 P & CR 137 (Appendix 3). The principle is not that like cases must be determined alike, but a decision-taker ought, when considering a materially similar proposal, to have regard to the principle of consistency, to have good reason if deciding to depart from the previous decision, and to give reasons for any such departure.
- 5.18. Since the proposed holiday park is no different to the previously approved scheme, when applying the principle of consistency, the Council ought to have reached no other conclusion than that this proposed development will not be harmful to the setting of the listed building, particularly as it no longer exists.

Reason for refusal no. 2 – Harmful to the character of the open countryside in the immediate setting of the Forest of Bowland AONB

- 5.19. The Planning Committee report associated with the approved planning application states at paragraph 5.2.8 that –

*“The application site is surrounded by open fields and pasture land, and is located within a small dip/valley as a result of the adjacent brook. At present the building and rear car parking area is **well screened** by a row of mature/tall conifer trees along the eastern boundary. It is noted that the previous application (3/2016/0056) included the removal of these trees however, the proposals have since been amended and the trees along the eastern boundary are to remain. It is also noted that the majority of the existing landscaping/boundary treatment to the west and southern boundary of the site would remain and that there is no proposals to remove any trees covered by a tree protection order.”*

5.20. Paragraph 5.2.10 goes on to state that -

“Members must determine whether they consider there would be any significant adverse impact upon visual amenity, the character of the area or the ANOB in relation to the proposal. Officer advice is that the surrounding area displays the key landscape characteristics defined in the Forest of Bowland AONB Landscape Character Area Appraisal and these characteristics should be protected. The proposal has also been amended with the extension that was to form part of the café being deleted. It is officer opinion when taking into account the location, the changes in topography of the application site, level of development, the screening which would now be retained that it is considered that the proposed development complies with Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy”.

5.21. It is clear from the above extracts of the 3/2018/0362 Planning Committee report that the topography of the site and the retained boundary screening played a fundamental role in the Council reaching its conclusion that the proposed holiday park would be acceptable within this location. Image 1 below illustrates this point, with the site being located within a low point within the landscape and also being well screened by existing trees.



Image 1 – View looking eastwards towards the site.

5.22. Image 2 below shows how the site is well screened on its western boundary by the existing tall conifers and views from the site at the tip of the brow are unachievable.



Image 2 – View looking westwards towards the site descending from the tip of the brow.



Image 3 – Further eastwards from the site with the tops of the conifers in view and the site out of view.

- 5.23. As referred to previously in this statement, the scheme is identical to the holiday park formerly granted planning permission and listed building consent, with its location on the site remaining the same and the boundary treatment being retained. There is no reference in the 3/2018/0362 Planning Committee report which implies that the existing building would act as a screen to the proposed development. Therefore, its absence from the site now, should not make a material difference in terms of impact of the proposed development upon the open countryside and setting in relation to the AONB. Notwithstanding this the Council refer to the proposed development as being –

“...prominent, incongruous, conspicuous (public footpath and roadside visual receptors) and discordant in location and scale (immediately around the historic building; much larger footprint than historic building; dominates historic building setting), form (overtly modern) and materials (overtly modern)” (paragraph 5.2.3).

- 5.24. These comments are confusing and again show a lack of consistency from the Council.
- 5.25. It is our view, that even with the removal of the listed building from the site, the proposed holiday park would remain well screened because of the topography of the site and the existing screening on and around the site, and therefore, the key landscape characteristics defined in the Forest of Bowland AONB Landscape Character Area Appraisal would be protected and the proposed development is compliant with Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy.

6. CONCLUSION

- 6.1. Planning application 3/2018/0362 and listed building consent 3/2018/0363 were granted planning permission by the Council for the conversion of the former Punch Bowl Inn (listed building) to five holiday lets, along with the creation of a 15 no. pitch static holiday park.
- 6.2. The listed building has since been demolished and we do not act for the appellant in relation to those matters. Subsequently, planning permission 3/2018/0362 is no longer extant and cannot be implemented.
- 6.3. This appeal relates to the obtaining of planning consent once again for the holiday park element.
- 6.4. This Appeal Statement has demonstrated that the proposed holiday park is identical to the previously approved holiday park in that it is of the same scale, design, positioning on the site and retains the existing boundary treatments. In the interests of consistency, planning permission ought to have been granted for this, as the policy context in which this has been determined remains unchanged.



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Appendix 1:

3/2021/1118 Decision Notice and Committee Report



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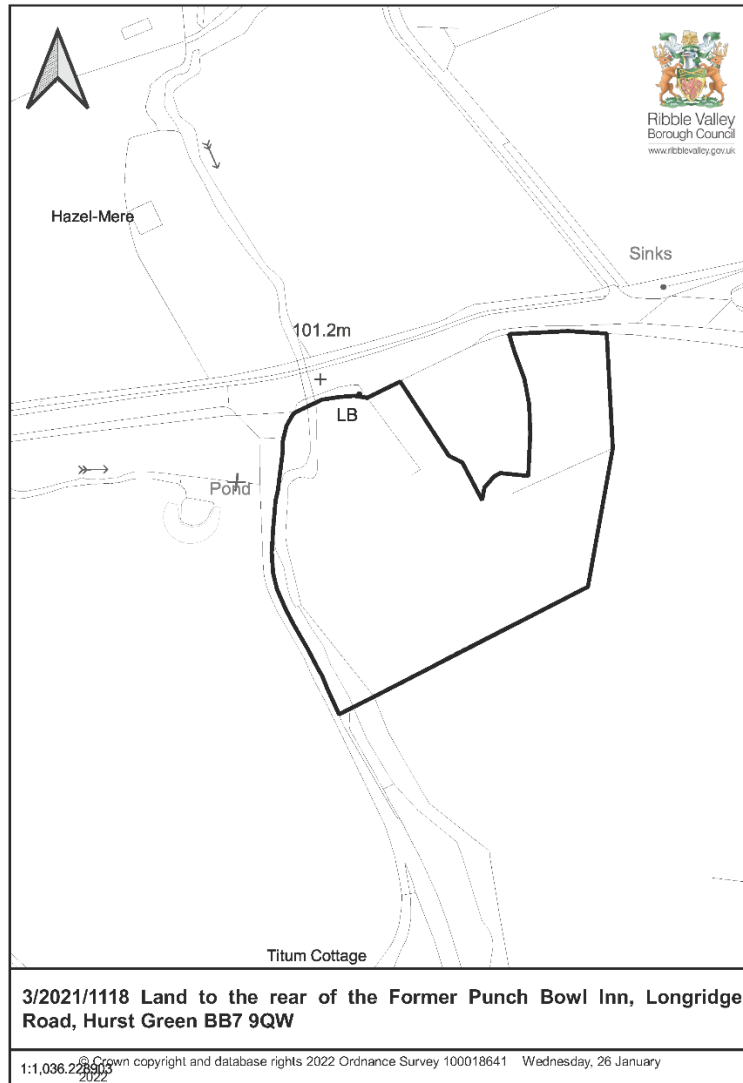
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APPLICATION REF: 3/2021/1118

GRID REF: SD 367396 437862

DEVELOPMENT DESCRIPTION:

CHANGE OF USE OF LAND TO CREATE A 15 PITCH STATIC CARAVAN HOLIDAY PARK AT LAND TO THE REAR OF THE FORMER PUNCH BOWL INN LONGRIDGE ROAD HURST GREEN.



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

Object because of over-development of the site, highway safety, demolition of the Punch Bowl as a grade two listed building, visual amenity (no screening; obtrusive; design of static caravans) and harm to AONB. Can no longer piggy-back a holiday park on the back of an existing hospitality venue.

LCC HIGHWAYS:

No objection subject to conditions (implementation of access arrangements; visibility splay; surfacing; implementation of parking and turning facilities; preventing site materials on public highway).

LANCASHIRE FIRE AND RESCUE SERVICE:

Recommendations to applicant.

ENVIRONMENT AGENCY:

No objection. Informatives suggested.

LANCASHIRE LOCAL LEAD FLOOD AUTHORITY:

No comment.

UNITED UTILITIES:

Informatives suggested.

ADDITIONAL REPRESENTATIONS:

11 letters of objection have been received which make the following points:

- Demolition of listed building;
- Not in-keeping with a re-built Punch Bowl Inn;
- Highway safety;
- Visual amenity, no longer screened; intrusive;
- Site not accurately marked;
- Overdevelopment;
- Detached from Hurst Green;
- Boundary of AONB and adjoining public footpath – design and density do not conserve landscape or reflect local distinctiveness, vernacular style, scale, features and building materials;
- Ensure holiday homes are not occupied permanently

1. Site Description and Surrounding Area

- 1.1 As Members are aware the application site forms part of the curtilage of the former Punch Bowl Inn (listed Grade II) which was demolished in 2021. Whilst the component materials of the building are retained in situ the demolition of the building has resulted in the loss of an important heritage asset recognised by its listed status. The demolition is subject to separate legal action.
- 1.2 The site is within open countryside immediately adjacent the Forest of Bowland Area of Outstanding Natural Beauty.
- 1.3 The site is at a nodal point in respect to the public rights of way network. Public footpath FP13 runs north-south following the west site boundary (and coinciding with the tree-lined

Bailey Brook). Bridleway BW5 and footpath FP15 (within the AONB) run north-south and end at the Longridge Road near to the site.

- 1.4 Trees lining the Bailey Brook are an Ancient Woodland (Ribble Valley Core Strategy DME1).

2. **Proposed Development for which consent is sought**

- 2.1 Planning permission is sought for change of use of the Punch Bowl curtilage to a 15 pitch static caravan holiday park. The static caravans are arranged in a semi-circle around the south of the listed building.

- 2.2 Two static caravan types are proposed – Eight 12.8m length x 5.8m width and seven 12.8m length x 4m width. The agent has confirmed that the static caravans will be raised on average 0.75m off the ground (dependant on site contours) and will measure 2.7m to the eaves and 3.2m to the ridge from decking level (land levels would be secured by condition in the event of a positive recommendation). Walls – timber cladding/‘timber effect boarding’; roof – ‘tile effect’; windows and doors – upvc.

3. **Relevant Planning History**

3/2019/0470- Removal of unsafe roof and replace with new truss and slate roof. Removal of defective render to assess the quality of stonework beneath. If good quality stonework to be cleaned and kept. If not suitable rendered areas to renewed with K render. Refused 24/03/2020.

3/2019/0260- Application for the discharge of condition 3 (details of the Proposed Elevations of the South Elevation and First Floor Plan), 4 (storage area), 5 (revised parking layout), 6 (Heritage Statement), 7 (specifications of proposed windows and doors including elevations cross - sections, glazing type, opening mechanism and surface finish) and 8 (phasing plan) from planning permission 3/2018/0363.

3/2018/0363- Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15 units within curtilage. Listed Building Consent Granted

3/2018/0362- Conversion of the former Punch Bowl Inn (Grade II listed) into five holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 15 units with curtilage. Permitted 11/10/2018.

3/2017/0607- Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15No units within curtilage. Withdrawn 14/09/2017.

3/2017/0294- Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units. Withdrawn 19/06/2017.

3/2016/0056- Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units. Refused 26/05/2016.

4. **Relevant Policies**

Ribble Valley Core Strategy

Key Statement DS1 – Development Strategy
Key Statement DMI2 – Transport Considerations
Key Statement EC1 – Business and Employment Development
Key Statement EN5 – Heritage Assets
Key Statement EC3: Visitor Economy
Policy DME4 – Protecting Heritage Assets
Policy DMB1 – Supporting Business Growth and the Local Economy
Policy DMG1 – General Considerations
Policy DMG2 – Strategic Considerations
Policy DMG3 – Transport and Mobility
Policy DME1 - Protecting Trees and Woodlands
Policy DME2 – Landscape and Townscape Protection
Policy DME3 – Site and Species Protection and Conservation
Policy DME6 – Water Management
Policy DMB5 – Footpaths and Bridleways

National Planning Policy Framework (NPPF)
National Planning Practice Guidance (NPPG)

5. **Assessment of Proposed Development**

5.1 **Impact upon the special architectural and historic interest and setting of the listed building:**

5.1.1 Whilst the application is not accompanied by a heritage statement the heritage statement accompanying application 3/2019/0470 identifies:

- In 1793 a row of three single unit adjoined cottages were built. Early – mid C19 the buildings became the Fenton Arms Inn. Mid-late C19 a tall addition of classical design built (landlord's house?; 2.6-2.8);
- The building provides illustrative historic value as a countryside inn (3.12);
- The building's rural setting is a key contributor to its aesthetic value (3.20);
- The westerly approach is more open and the land to the south is more prominent (3.21);

5.1.2 The 1840s and 1890s OS maps show the Punch Bowl to have outbuildings (now demolished) to the west and southwest of the principle building. These maps show that the site has a long-established visual association with the open countryside to the south.

5.1.3 NPPG 'Historic Environment' identifies that whilst views of or from an asset will play an important part in the assessment of impacts on setting the contribution that setting makes to the significance of a heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting (paragraph 13). The above significance identifies the proposed development to be prominent, incongruous, conspicuous (public footpath and roadside visual receptors) and discordant in location (immediately around the listed building), scale (much larger footprint than listed building), form (overtly modern) and materials (overtly modern) and harmful to the setting of the listed building.

- 5.1.4 Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 5.1.5 NPPF paragraph 199 requires that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 5.1.6 NPPF paragraph 199 identifies that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. The submitted Planning Supporting Statement does not consider the impact of development to the listed building and no justification is offered in respect to harm to its setting.
- 5.1.7 Therefore, the proposals are contrary to Ribble Valley Core Strategy Policy DME4. This states that in considering development proposals the council will make a presumption in favour of the conservation and enhancement of heritage assets and their settings. Development proposals on sites within the setting of a listed building which cause harm to the significance of the heritage asset will not be supported.
- 5.1.8 The proposals are also contrary to Ribble Valley Core Strategy Policy DMG1 states that in determining planning applications, all development must: Design: 1. be of a high standard of building design which considers the 8 Building in Context Principles (from the CABE/English Heritage Building on Context Toolkit). 2. be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials. Environment ... 3. all development must protect and enhance heritage assets and their settings.
- 5.1.9 The harm to the setting of the listed building is substantial. NPPF paragraph 201 identifies of 'substantial harm' to designated heritage assets:

Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

a) the nature of the heritage asset prevents all reasonable uses of the site; and

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and

d) the harm or loss is outweighed by the benefit of bringing the site back into use.

5.1.10 The supporting information does not set out the substantial public benefit associated with the development nor has any such benefit been identified contrary to the above guidance.

5.1.11 Members will note that both planning permission and listed building consent were previously granted at this site for development which included 15 holiday lodges. As part of the assessment of those applications the harm to the heritage asset was outweighed by the benefit of bringing the Punch Bowl back into use. Such a consideration cannot be attributed to this application as the application does not include the Punch Bowl.

5.2 Impact upon the character of the Forest of Bowland AONB:

5.2.1 The Longridge Road forms the southern boundary of the AONB. The transition from AONB to open countryside is gradual with the historic Punch Bowl Inn and fields to the south contributing to an almost imperceptible change in character. The Forest of Bowland AONB Management Plan (April 2014 - March 2019) identifies "The natural beauty of AONBs is partly due to nature, and is partly the product of many centuries of human modification of 'natural' features ... The area was designated as a landscape of national significance due to a variety of factors, including... The landscape's historic and cultural associations ... Collectively these historic and cultural elements of the environment serve to enrich the landscape's scenic quality, meaning and value". The proposed development will result in a conspicuous and incongruous intrusion into this landscape.

5.2.2 NPPG Natural Environment identifies that the duty to have regard to their purposes for which the AONB was designated is relevant in considering development proposals that are situated outside the AONB boundary, but which might have an impact on its setting or protection.

5.2.3 The proposed development is prominent, incongruous, conspicuous (public footpath and roadside visual receptors) and discordant in location and scale (immediately around the historic building; much larger footprint than historic building; dominates historic building setting), form (overtly modern) and materials (overtly modern).

5.2.4 The proposals are contrary to Ribble Valley Core Strategy Key Statement EN2 which identifies that "the landscape and character of those areas that contribute to the setting and character of the Forest of Bowland Areas of Outstanding Natural Beauty will be protected and conserved and wherever possible enhanced. As a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials".

5.2.5 Ribble Valley Core Strategy Policy DMG2 identifies "in protecting the designated Area of Outstanding Natural Beauty the council will have regard to the economic and social wellbeing of the area. However, the most important consideration in the assessment of any development proposals will be the protection, conservation and enhancement of the landscape and character of the area avoiding where possible habitat fragmentation. Where possible new development should be

accommodated through the re-use of existing buildings, which in most cases is more appropriate than new build. Development will be required to be in keeping with the character of the landscape and acknowledge the special qualities of the AONB by virtue of its size, design, use of material, landscaping and siting. The AONB Management Plan should be considered and will be used by the council in determining planning applications". It is not considered that the introduction of 15 modern holiday lodges on this site will protect or enhance either the landscape or the character of the area contrary to Policy DMG2.

5.2.6 Ribble Valley Core Strategy Policy DMG1 also requires that all development to be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials. The introduction of 15 holiday lodges within this landscape area will create a prominent and conspicuous development which does not assimilate into the area contrary to policy DMG1.

5.3 Employment and Economy:

5.3.1 Ribble Valley Core Strategy Policy DMB1 identifies that proposals that are intended to support business growth and the local economy will be supported in principle.

5.3.2 Ribble Valley Core Strategy DMB3 identifies that planning permission will be granted for development proposals that extend the range of tourism and visitor facilities in the Borough. However, this is subject to criteria being met including: the proposal must not conflict with other policies of this plan, the proposal must be physically well related to an existing main settlement or village or to an existing group of buildings and the development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design. Furthermore, in the Forest of Bowland Area of Outstanding Natural Beauty the following criteria will also apply:

1. the proposal should display a high standard of design appropriate to the area.
2. the site should not introduce built development into an area largely devoid of structures (other than those directly related to agriculture or forestry uses).

5.3.4 For the reasons set out within the preceding section the proposals do not meet the criteria in the Core Strategy.

5.4 Highway Safety and Accessibility:

5.4.1 The comments of LCC Highways identify that the development would have an acceptable impact on highway safety and accessibility subject to conditions.

5.5 Ecology:

5.5.1 The submitted Ecological Assessment makes recommendations in respect to habitats (buffer area; pollution prevention plan; new planting), Himalayan Balsam, Breeding Birds and Otters.

5.5.2 The submitted Arboricultural Implications Assessment makes recommendations to minimise any negative factors of development affecting trees.

6. **Observations/Consideration of Matters Raised/Conclusion**

- 6.1 Therefore, in giving considerable importance and weight to the duty at section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and in consideration to NPPF and Key Statement EN5 and EN2 and Policy DME4, DMG2 and DMG1 of the Ribble Valley Core Strategy it is recommended that planning permission be refused.

RECOMMENDATION: That the application be REFUSED for the following reasons:

1. The proposed development is harmful to the setting of the listed building because it is unduly prominent, incongruous, conspicuous, discordant and dominant in location, scale, form and materials. This is contrary to Key Statement EN5 and Policy DME4 and DMG1 of the Ribble Valley Core Strategy.
2. The proposed development is harmful to the character of the open countryside in the immediate setting of the Forest of Bowland AONB because it is unduly prominent, incongruous, conspicuous and discordant in the landscape. This is contrary to Key Statement EN2 and Policy DMG2 and DMG1 of the Ribble Valley Core Strategy.

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2021%2F1118

RIBBLE VALLEY BOROUGH COUNCIL

Development Department

Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA

Telephone: 01200 425111 www.ribblevalley.gov.uk planning@ribblevalley.gov.uk

Town and Country Planning Act 1990

REFUSAL OF PLANNING PERMISSION

APPLICATION NO: 3/2021/1118

DECISION DATE: 11 March 2022

DATE RECEIVED: 26/11/2021

APPLICANT:

Donelan Trading Ltd
Whalley Road
Wilpshire
Blackburn
BB1 9LJ

AGENT:

Richard Bramley
Bramley Pate and Partners
184-186 Station Road
Bamber Bridge
Preston
PR5 6SE

DEVELOPMENT PROPOSED: Change of use of land to create a 15 pitch static caravan holiday park.

AT: Land to the rear of the Former Punch Bowl Inn Longridge Road Hurst Green BB7 9QW

Ribble Valley Borough Council hereby give notice in pursuance of the provisions of the Town and Country Planning Act 1990 that permission **has been refused** for the carrying out of the above development for the following reason(s):

- 1 The proposed development is harmful to the setting of the listed building because it is unduly prominent, incongruous, conspicuous, discordant and dominant in location, scale, form and materials. This is contrary to Key Statement EN5 and Policy DME4 and DMG1 of the Ribble Valley Core Strategy.
- 2 The proposed development is harmful to the character of the open countryside in the immediate setting of the Forest of Bowland AONB because it is unduly prominent, incongruous, conspicuous and discordant in the landscape. This is contrary to Key Statement EN2 and Policy DMG2 and DMG1 of the Ribble Valley Core Strategy.

P.T.O.

APPLICATION NO: 3/2021/1118

DECISION DATE: 11 March 2022

Note(s)

- 1 Applications for planning permission are assessed against the National Planning Policy Framework and the policies within the Core Strategy for the Ribble Valley. The Local Planning Authority adopts a positive and proactive manner and will consider representations, liaise with consultees, and seek amendments to proposals where appropriate within statutory timescales.
- 2 The proposal does not comprise sustainable development and there were no amendments to the scheme, or conditions that could reasonably have been imposed, which could have made the development acceptable. It was therefore not possible to approve the application.

John Machole

pp NICOLA HOPKINS

DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING

Notes

Right of Appeal

If you are aggrieved by the decision of your local planning authority to refuse permission for the proposed development or to grant it subject to conditions, then you can appeal to the Secretary of State under section 78 of the Town and Country Planning Act 1990.

- If you want to appeal against your local planning authority's decision then you must do so within 6 months of the date of this notice.
- If this is a decision to refuse planning permission, or approve with conditions, a householder application, if you want to appeal against your local planning authority's decision then you must do so within 12 weeks of the date of this notice.
- If this is a decision to refuse planning permission, or approve with conditions, a minor commercial application, if you want to appeal against your local planning authority's decision then you must do so within 12 weeks of the date of this notice.

Appeals can be made online at: <https://www.gov.uk/planning-inspectorate>. If you are unable to access the online appeal form, please contact the Planning Inspectorate to obtain a paper copy of the appeal form on tel: 0303 444 5000. The Secretary of State can allow a longer period for giving notice of an appeal but will not normally be prepared to use this power unless there are special circumstances which excuse the delay in giving notice of appeal. The Secretary of State need not consider an appeal if it seems to the Secretary of State that the local planning authority could not have granted planning permission for the proposed development or could not have granted it without the conditions they imposed, having regard to the statutory requirements, to the provisions of any development order and to any directions given under a development order. If an enforcement notice is served relating to the same or substantially the same land and development as in your application and if you want to appeal against your local planning authority's decision on your application, then you must do so within: 28 days of the date of service of the enforcement notice, or within 6 months [12 weeks in the case of a householder appeal] of the date of this notice, whichever period expires earlier. In certain circumstances, a claim may be made against the local planning authority for compensation, where permission is refused or granted subject to conditions by the Secretary of State on appeal or on a reference of the application to him. The circumstances in which such compensation is payable are set out in section 114 of the Town and Country Planning Act 1990.

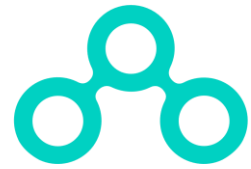
**RIBBLE VALLEY BOROUGH COUNCIL
REFUSAL OF PLANNING PERMISSION CONTINUED**

APPLICATION NO: 3/2021/1118

DECISION DATE: 11 March 2022

Purchase Notices

If permission to develop land is refused or granted subject to conditions, whether by the local planning authority or by the Secretary of State for the Environment and the owner of the land claims that the land has become incapable of reasonably beneficial use in its existing state and cannot be rendered capable of reasonably beneficial use by the carrying out of any development which has been or would be permitted, they may serve on the Council of the county borough or county district in which the land is situated a purchase notice requiring that Council to purchase their interest in the land in accordance with the provisions of Part VI of the Town and Country Planning Act 1990.



Steven Abbott Associates LLP
Chartered Town Planners

Appendix 2:

3/2018/0362 & 3/2018/0363 Decision Notice and Committee Report



Steven Abbott Associates LLP

Offices in Lancashire, Cumbria and Cornwall

www.abbott-associates.co.uk



RTPI

Chartered Town Planners

RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE

DEFER AND DELEGATE

DATE:

REF:

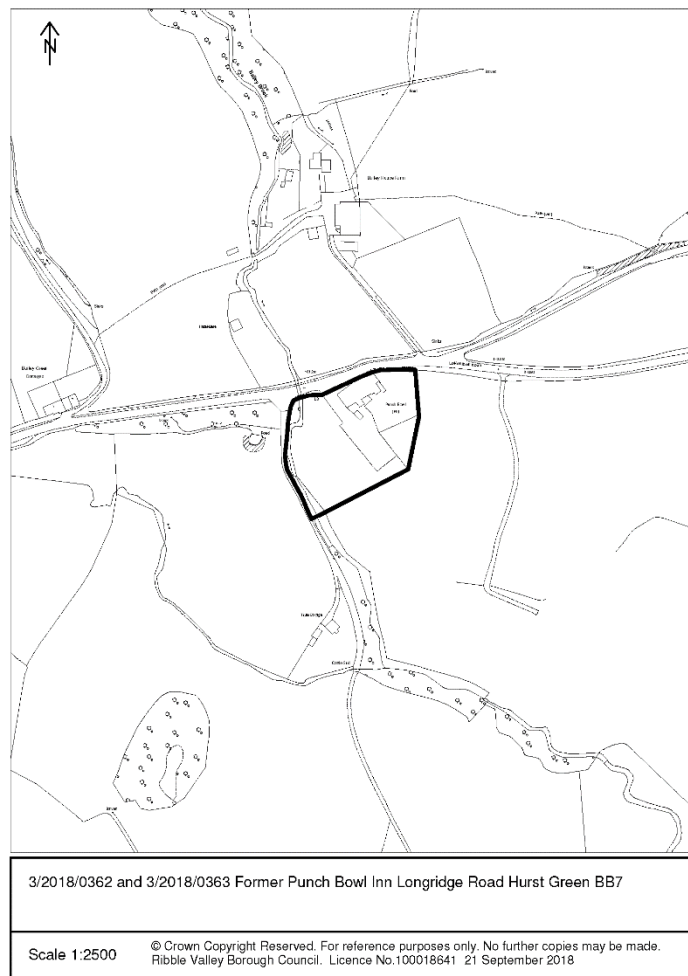
CHECKED BY:

APPLICATION REF: 3/2018/0362 (Full Planning Application)

GRID REF: 367396 437862

DEVELOPMENT DESCRIPTION:

CONVERSION OF THE FORMER PUNCH BOWL INN (GRADE II LISTED) INTO FIVE HOLIDAY LETS AND STORAGE AREA INCLUDING DEMOLITION AND EXTENSIONS. NEW PITCH STATIC CARAVAN HOLIDAY PARK WITH 15 UNITS WITH CURTILAGE AT FORMER PUNCH BOWL INN, LONGRIDGE ROAD, HURST GREEN BB7 9QW



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

The Parish Council's concerns have not changed from the previous application. Objection on Highways (dangerous) and over development.

COUNCIL'S COUNTRYSIDE OFFICER:

This will require planning conditions for bats and trees in accordance with the recommendations of the survey findings.

LANCASHIRE LOCAL LEAD FLOOD AUTHORITY:

The Lead Local Flood Authority (LLFA) has no comment to make on the above applications for the following reason:

- LLFA Flood Risk Standing Advice should have been applied; and
- It is not listed in the 'When to Consult the LLFA' document or in the Development Management Procedure Order 2010.

LANCASHIRE ARCHAEOLOGICAL ADVISORY SERVICE (LAAS):

Do not object to the proposed development but raise concerns that the comments made previously (on previous applications) do not appear to have been addressed.

The response also recommends that should planning permission be granted a condition relating to the formal archaeological recording and analysis the building is compiled prior to any development work on site.

UNITED UTILITIES:

Drainage Comments In accordance with the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG), the site should be drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way. The NPPG clearly outlines the hierarchy to be investigated by the developer when considering a surface water drainage strategy. We would ask the applicant to consider the following drainage options in the following order of priority:

1. into the ground (infiltration);
2. to a surface water body;
3. to a surface water sewer, highway drain, or another drainage system;
4. to a combined sewer.

No objections subject to imposition of conditions.

LANCASHIRE COUNTY COUNCIL (LCC) HIGHWAYS:

Initially objected and recommended refusal but based on the amended plan which deleted the café area and substituted it for a storage no longer object on the basis that the traffic generated by the scheme would not be materially different from the previous use as a public house.

ADDITIONAL REPRESENTATIONS:

Four additional representations have been received from members of the public and the grounds for objection (3) and support (1) are included below:

Objection:

- Continue to object to this series of applications - all very similar - for this site.
- The parking allowed remains totally inadequate for the proposed café, staff, and overflow for the residents.
- Any parking on the road would be very dangerous. The traffic safety survey is for a period when the pub was often closed or had very little business.
- The plan, as with previous applications, is an over-development of the site. A more imaginative, less intensive development is required for this site.
- The area proposed is too small for the number of static units and all people using these facilities will have more than one vehicle.
- It will increase the probability of road traffic accidents.
- The site also threatens to encroach on the overall village environment of Hurst Green.
- No need for the development due to the existing café and holiday homes within Hurst Green.

Support:

- I support this application with the reduced number of static caravans.
- This is the last chance to save this property and everything should be done to embrace the commitment shown by the developer.
- The condition of this listed building is now in a very poor state and will only get worse.
- Having read the attached reports it appears compromises have been made. This application should be approved.

It should be noted that no formal reconsultation of the objectors has been carried out since the receipt of the amended plans.

1. Site Description and Surrounding Area

- 1.1 The application relates to the 'former' Punch Bowl Inn on Longridge Road, Hurst Green. The property is a Grade II Listed Building located in the open countryside and directly adjacent to the Forest of Bowland Area of Outstanding Natural Beauty (AONB). The southern boundary of the AONB is located on the opposite side of Longridge Road (B6243).
- 1.2 The application site measures 0.69 hectares and comprises of the main building and its associated land which includes the former car parking area. The Punch Bowl Inn was previously a Public House, but has been unused for a number of years (approximately five years).
- 1.3 The former Public House building fronts directly onto the highway of Longridge Road with the car parking area to the rear. Access to the car park is obtained via an existing access point directly to the west of the building. The building itself comprises a pitched roof section at the western end with a taller, more recent, section at the eastern end which has a hipped design. The front elevation facing the highway is finished in natural

stone, the side and rear elevations have a render finish, with the exception of part of the east facing side elevation which is also stone.

- 1.4 To the west of the site runs Bailey Brook and there are a number of trees on the site protected under the Ribble Valley Borough Council Punch Bowl Tree Preservation Order (TPO) 2016 (198). This TPO covers six individually protected trees and one group.

2. **Proposed Development for which consent is sought**

- 2.1 The application seeks consent to convert the former Public House into five holiday lets, storage area and 15 static caravans/lodges, with associated car parking and access roads, to the side and rear of the building.
- 2.2 The proposed conversion of the building to storage area and holiday lets (five units) would include the demolition of single storey sections of the building at the rear. Other alterations include the re-opening of a number of blocked up openings in the front elevation, including the opening of the former arched barn entrance that would be glazed. To the front of this new opening the application includes the installation of entrance steps/ramp and associated handrails.
- 2.3 In terms of the static caravans/lodges, these would occupy the external area associated with this former public house and the application includes the access roads and turning areas. Each caravan/lodge would be provided with its own designated car parking space and the plans detail a further 24 parking spaces to the rear of the former public house. However it is likely that this car parking provision will change as 19 of the spaces were allocated for the café which has been removed from the scheme. This is addressed by condition. Access would continue to be obtained via the existing point off Longridge Road to the west of the building.

3. **Relevant Planning History**

3/2017/0607 – (LBC) - Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15No units within curtilage – Withdrawn, dated 14.09.17;

3/2017/0606 – (FULL) - Conversion of the former Punch Bowl Inn (Grade II listed) into five holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 15 no units – Withdrawn, dated 14.09.17;

3/2017/0295 – (LBC) - Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units – Withdrawn, dated 19.06.17;

3/2017/0294 – (FULL) - Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units – Withdrawn, dated 19.06.17;

3/2016/0057 – (LBC) - Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units – Refused, dated 26.05.16; and

3/2016/0056 – (FULL) - Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units – Refused, dated 26.05.16.

4. **Relevant Policies**

Ribble Valley Core Strategy:

Key Statement DS2 – Sustainable Development

Key Statement EN2 – Landscape

Key Statement EN4 – Biodiversity and Geodiversity

Key Statement EN5 – Heritage Assets

Key Statement EC1 – Business and Employment Development

Key Statement EC3 – Visitor Economy

Key Statement DMI2 – Transport Considerations

Policy DMG1 – General Considerations

Policy DMG2 – Strategic Considerations

Policy DMG3 – Transport and Mobility

Policy DME1 – Protecting Trees and Woodlands

Policy DME3 – Site and Species Protection and Conservation

Policy DME4 – Protecting Heritage Assets

Policy DMB1 – Supporting Business Growth and Local Economy

Policy DMB3 – Recreation and Tourism Development

Policy DMG3 – Transport and Mobility

National Planning Policy Framework (NPPF) (July 2018)

National Planning Practice Guidance (NPPG)

Planning (Listed Building and Conservation Areas) Act 1990

5. **Assessment of Proposed Development**

5.1 **Principle of Development:**

5.1.1 In relation to the principle Core Strategy Policy DMG2 states that development proposals outside the defined settlement boundary must meet at least one of six considerations. Of these considerations point 4 states “the development is for small scale tourism or recreational developments appropriate to a rural area”.

5.1.2 Additionally, Core Strategy Policy DMB1 generally seeks to support business growth and the local economy, and Policy DMB3 relates specifically to recreation and tourism uses. Policy DMB3 requires new tourism development to be physically well related to an existing main settlement or village; or to an existing group of buildings, except where the proposed facilities are required in conjunction with a particular countryside attraction.

5.1.3 In this respect the application site is not located within an existing main settlement or village, and when traveling along the B6243 (Longridge Road), however the site is approximately 1 kilometre from the edge of the Hurst Green Settlement Boundary and therefore it can be argued that the site is reasonably well located to a settlement/village.

5.1.4 It is the opinion that on balance the site could be suitable for a tourism use in accordance with the relevant “principle” sections of Policies DMG2, DMB1 and DMB3 and therefore the proposal is considered to be acceptable, subject to compliance with other policies of the Core Strategy.

5.2 Visual impact on the surrounding area:

5.2.1 It is acknowledged that the representations received raise objection to the proposal in relation to visual impact of the proposal, the impact upon the surrounding area and the considered over-development of the site.

5.2.2 Paragraph 172 of the NPPF considers the potential impact of development within an AONB and notes that “great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks and the Broads.” It should be noted that this site is adjacent to the AONB and not within it.

5.2.3 Paragraph 127 of the NPPF encourages good design by stipulating that planning policies and decisions should aim to ensure that developments:

- a) “will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁴⁶; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.”

5.2.4 Key Statement EN2 (Landscape) states “The landscape and character of the Forrest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. Any development will need to contribute to the conservation of the natural beauty of the area. As a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials.”

- 5.2.5 Additionally, Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy all seek to ensure development is in keeping with the character of the landscape and surrounding area by virtue of scale, siting, layout, design and materials.
- 5.2.6 Whilst the application is not located within the AONB, it is located only a matter of metres away from the southern boundary of the AONB which starts on the opposite side of Longridge Road. The site itself is including in the Forest of Bowland AONB Landscape Character Area Appraisal which categorises this specific area as a Undulating Lowland Farmland with Wooded Brooks. Such areas are characterised by a pasture fields deeply incised by wooded troughs and gorges, hedgerows and stone walls delineate field boundaries, scattered cottages and clustered villages.
- 5.2.7 More specifically the New Row area, within which the application site is located, is described within the Character Appraisal as a small area which extends beyond the southern edge of the AONB and encompasses several patches of mature mixed woodland, which contribute to an intermittent sense of enclosure within views across the landscape. The area consists of matured deciduous woodland which is a feature of this landscape and contributes to recognisable sense of place within views.
- 5.2.8 The application site is surrounded by open fields and pasture land, and is located within a small dip/valley as a result of the adjacent brook. At present the building and rear car parking area is well screened by a row of mature/tall conifer trees along the eastern boundary. It is noted that the previous application (3/2016/0056) included the removal of these trees however, the proposals have since been amended and the trees along the eastern boundary are to remain. It is also noted that the majority of the existing landscaping/boundary treatment to the west and southern boundary of the site would remain and that there is no proposals to remove any trees covered by a tree protection order.
- 5.2.9 It is also acknowledged that the previous application (3/2016/0056) included the erection of 20 static holiday caravans/lodges and the Council indicated that this would represent an overdevelopment of the site and introduce an incongruous form of development within the open countryside, which would have a significant negative impact on the visual quality of the adjacent AONB and the surrounding area in general. However, in addition to the proposed changes to retain the boundary treatment mentioned above it is noted that the proposed development has been reduced to now include 15 static holiday caravans/lodges.
- 5.2.10 Members must determine whether they consider there would be any significant adverse impact upon visual amenity, the character of the area or the ANOB in relation to the proposal. Officer advice is that the surrounding area displays the key landscape characteristics defined in the Forest of Bowland AONB Landscape Character Area Appraisal and these characteristics should be protected. The proposal has also been amended with the extension that was to form part of the café being deleted. It is officer opinion when taking into account the location, the changes in topography of the application site, level of development, the screening which would now be retained that it is considered that the proposed development complies with Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy.

5.3 Listed Building and external alterations to the building:

5.3.1 The applicant has also submitted an application for Listed Building Consent for the same proposed development. In support of both applications a Historic Building Impact Assessment and a Heritage Statement, have been submitted. It should be noted that the Heritage statement is incomplete and it is the view of the Conservation Officer that it is inadequate to allow a proper and detailed assessment of the heritage implications. The applicant has been asked to supply additional information but this has not been forthcoming.

5.3.2 The application relates to a Grade II Listed Building and the proposal must therefore be assessed in relation to Section 66 of the Planning (Listed Buildings and Conservation Area) Act 1990. This section places a duty on the local planning authority in considering whether to grant permission for development that affects a listed building or its setting, to have special regard to the desirability of preserving the building and any features of special architectural or historic interest. Furthermore, the Court of Appeal has held that decision-makers should give considerable importance and weight to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise.

5.3.3 The listing description is as follows:

“C Public House, '1793 R E, on plaque above door, with mid C19th addition to the east. Possibly originally a pair of cottages with a barn to the west now converted to form part of the pub. Squared watershot sandstone with slate roof. 2 storeys. The C18th portion comprises 2 bays with end stacks having sashed windows with glazing bars in plain stone surrounds, and 2 central plain stone door surrounds, the right-hand one being blocked. To the right is the possible former barn, with a double sash in plain stone surround with a similar single sash to its right. At the left is a taller bay which appears to be of the same build, with sashed windows with glazing bars in plain stone surrounds and a blocked doorway to the left. At the far left is the C19th addition, of larger sandstone blocks with moulded cornice. The left-hand bay has blank plain stone window surrounds, the right-hand bay having a door and 1st floor window, both with similar surrounds, the window being sashed with glazing bars. The left-hand return wall, visible from the road, is of 2 bays with plain stone surrounds to sashed windows with glazing bars, except for the central 1st floor window which is modern.”

5.3.4 The NPPF states within paragraph 189 “in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”

- 5.3.5 National guidance in the NPPF requires that local planning authorities take into account the particular significance of the heritage asset when considering the impact of a proposal to avoid or minimise conflict between the heritage asset and its conservation (paragraph 190).
- 5.3.6 Paragraph 192 indicates that when local planning authorities are determining planning applications, they should take account of:-
- *“The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - *The desirability of new development making a positive contribution to local character and distinctiveness.”*
- 5.3.7 Paragraph 193 of NPPF establishes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification (paragraph 194).
- 5.3.8 The NPPF sets out that harm can either be ‘substantial’ or ‘less than substantial.’ Where a development proposal will lead to ‘less than substantial harm’ to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 196)
- 5.3.9 Case law has established that there can be degrees of less than substantial harm. There will also be cases where development affects heritage assets but from which no harm arises; in such cases as no harm has been identified, there is no requirement to assess this against any public benefits of the proposals.
- 5.3.10 The duties of the Listed Building and Conservation Area Act and the NPPF are also incorporated into the Ribble Valley Core Strategy.
- 5.3.11 Policy DMG1 sets out the general consideration which must be taken into account in the determination of all planning applications. Such considerations include the enhancement of heritage assets and their settings.
- 5.3.12 Key Statement EN5 states that there will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. The Historic Environment and its Heritage Assets and their settings will be conserved and enhanced in a manner appropriate to their significance for their heritage value; their important contribution to local character, distinctiveness and sense of place; and to wider social, cultural and environmental benefits.
- 5.3.13 Policy DME4 states that alterations or extensions to listed buildings or development proposals on sites within their setting which cause harm to the significance of the heritage asset will not be supported. In addition, any proposals involving the demolition or loss of important historic fabric from listed buildings

will be refused unless it can be demonstrated that exceptional circumstances exist.

5.3.14 The Lancashire Archaeological Advisory Service do not object to the application however, they have raised concerns and requested further information regarding the following areas:

- The loss of the rear barrel Vaulted Cellar (unless this can be shown to be modern);
- The loss of much of the rear wall of the right-hand former barn section and partial demolition of the outshut under the catslide roof;
- The loss of the rear stair in the former cottages and the subsequent changes to the circulation pattern; and
- The works required to eradicate and repair the dry rot and other damage that has occurred to the building.

5.3.15 The concerns from the LAAS are noted however it is considered that externally the application proposes to demolish more recent rear extensions to the building (including the rear barrel Vaulted Cellar). It is considered that the recent rear extensions are not of high quality design and do not enhance the significance of the listed building. The applicant has submitted a "Historic Building Impact Assessment" and a "Heritage Statement" in relation to the proposed development which indicates history of the listed building and the current condition stating that the building is of "dilapidated, but visually sound condition." The assessment states that "the rear of the buildings is architecturally without merit, being a conglomeration of rendered extensions of various dates." The assessment furthers this by stating "there is virtually nothing left of any features and fittings (etc.) inside any of these buildings that is of architectural or historical interest" and that, "the proposals to convert the property to holiday let accommodation would replace and replicate the original cellular plan, retain the front elevations as existing and remove some of the existing extensions to the rear and replace them with a more orderly and less impactful arrangement." It is also proposed to "open up a previously blocked arched entrance doorway into the front elevation of the former barn element to convert this to formerly proposed Café use now shown as a storage area. The structure of this is still evident in the front elevation." The proposed reinstatement of arched entrance doorway would be constructed of timber framing windows and doors.

5.3.16 With regard to the setting of the listed building, it is considered that the siting of 15 static caravans/lodges, with associated parking may not be harmful but more information should be obtained to enable a more comprehensive assessment. It is recognised that due to the positioning of the listed building, the topography and the boundary treatment of the site the static caravans/lodges would be partially screened from view from the surrounding public highways and footpaths.

5.3.17 It is important to assess whether there would be any substantial harm in relation to the proposed development and the heritage asset of the former Punch Bowl Inn. It is clear that the listed building is in a poor condition and when taking into account the level of development, the changes in topography of the application site and the screening provided by the boundary treatment, the development

would have less than significant harm upon the designated heritage asset and due to the building being brought back into use there would be a public benefit to the development. The proposal is therefore considered to be compliant to Key Statement EN5, Policies DME4 and DMG1 of the Ribble Valley Core Strategy and the national guidance contained within the NPPF, NPPG and Listed Building Act 1990.

5.4 Impact Upon Residential Amenity:

5.4.1 The application site occupies open countryside within an isolated location, away from neighbouring residential properties.

5.4.2 Due to its location the development would not have any undue impact upon the amenity of neighbouring land users. The proposal is considered to be acceptable and the proposal complies with Policy DMG1 of the Ribble Valley Core Strategy in relation impact upon residential amenity of neighbouring properties.

5.5 Highway Safety and Accessibility:

5.5.1 It is now evident based on the changes and the additional information that there are no longer any concerns in relation to highway matters.

5.5.2 Paragraph 109 of the NPPF states that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

5.5.3 Policy DMG1 of the Adopted Core Strategy states that “in determining planning applications, all development must:

1. Consider the potential traffic and car parking implications.
2. Ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated.
3. Consider the protection and enhancement of the public rights of way and access.”

5.5.4 Policy DMG3 of the Adopted Core Strategy states that in making decisions on development proposals the Local Planning Authority attach considerable weight to “the relationship of the site to the primary route network and the strategic road network.”

5.5.5 The access to and from the site would continue to be obtained via the existing point off Longridge Road to the west of the building and would retain the existing visibility splays.

5.5.6 Based on the additional information and amended plan and whilst noting the concerns expressed by the local representations there is no longer any objection from LCC as the Local Highway Authority on highway safety grounds.

5.6 Landscape/Ecology:

- 5.6.1 The application is accompanied by an Arboricultural Assessment and a Phase 1 Habitat Survey. There are a number of trees on the site protected under the Ribble Valley Borough Council Punch Bowl Tree Preservation Order 2016 (198). This TPO covers six individually protected trees and one group. The application has been amended since the previous decision (3/2016/0056), it is noted that none of the trees under the TPO are proposed for removal and the majority of the trees on site are now to be retained. The Council's Countryside Officer has provided a response in relation to the application and confirms that planning conditions relating to tree protection measures should be included within any potential grant of planning permission.
- 5.6.2 The application is also accompanied by a Phase 1 Habitat Survey. In terms of ecology, the submitted phase one report states that the building has a moderate-high bat roost potential and the appendices to the bat survey indicate evidence of bat activity during the surveys. The Council's Countryside Officer has provided a response in relation to the application and confirms in accordance with the submitted survey, planning conditions relating to bats should be included within any potential grant of planning permission.
- 5.6.3 It is considered that subject to the requested conditions in relation to bats and tree protection measures the proposal would not have significant adverse impact upon Landscape/Ecology. Therefore the proposal is considered to be in accordance with Policy DME3 of the Core Strategy.

Other Matters:

5.7 Drainage and Flood Risk:

- 5.7.1 The consultation responses received from the LLFA and United Utilities raise no objection to the application subject to appropriate conditions being attached to any potential grant of planning permission.
- 5.7.2 It is considered that subject to suitable conditions, the proposal would not represent unacceptable risk of flooding or exacerbate flooding elsewhere therefore it would accord with Policy DME6 of the Ribble Valley Core Strategy.

6. Observations/Consideration of Matters Raised/Conclusion

- 6.1 Members may be aware that the reason this application is to be determined by Planning and Development Committee is because of a Member call in. It is clear that many of the issues have been resolved to address concerns on highway matters however Officers consider that insufficient information has been submitted to enable a full heritage assessment.
- 6.2 If Members are satisfied that the information is adequate it is an option for them to approve this application. However it is also an option to defer and delegate the application to the Director of Economic Development and Planning on the basis of receipt of an updated Heritage Statement and consideration of its details justifying the proposal as well as suitable conditions which is included in the following recommendation.

RECOMMENDATION: That the application be DEFERRED and DELEGATED to the Director of Economic Development and Planning for approval subject to the satisfactory completion of a revised Heritage Assessment and satisfactory justification and the following conditions:

1. The works to which this application relates shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the requirements of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. The development to which the permission relates shall be carried out in complete accordance with the following approved plans and specifications:

- Application form, including materials, dated 13.03.18;
- Site Location Plan, Ref. SD6737NW, dated 21.12.15 (1:1250);
- Proposed Site Plan, dated 21.03.17 (1:500);
- Proposed Side Elevations, dated 06.04.17 (1:100);
- Proposed Front / Side Elevations, dated 19.09.18 (1:100);
- Proposed Ground Floor Plan Rev C, dated 17.09.18 (1:100)

REASON: To ensure that the development as carried out does not vary from the approved plans.

3. Notwithstanding the submitted plans prior to commencement of development further details of the Proposed Elevations of the South Elevation and First Floor Plan showing the omission of the extension to incorporate a café area shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with the approved plans.

REASON: For avoidance of doubt since no amended elevations have been submitted to reflect the submitted alterations.

4. The proposed storage area shown on approved Floor Plan, dated 17/09/18, shall only be used in connection with the holiday let and holiday lodge park the subject of this application and for no other purpose.

REASON: In the interest of highway safety and to comply with Policy DMG1 of the Core Strategy.

5. Notwithstanding the submitted Site Plan prior to the commencement of the development a revised parking layout shall be submitted to and approved in writing by the Local Planning Authority.

Thereafter the parking and associated manoeuvring facilities shown on the approved plans shall be surfaced or paved, drained and marked out and made available in accordance with the approved plan prior to the occupation development hereby approved; such parking facilities shall thereafter be permanently retained for that purpose (notwithstanding the Town and Country Planning (General Permitted Development) Order 2015).

REASON: Due to the changes in the nature of the application following the removal of the café element from the scheme, or avoidance of doubt and in the interest of visual and highway amenity. To comply with Policy DMG1 of the Core Strategy.

6. Notwithstanding the submitted Heritage Statement prior to the commencement of the development a further Heritage Statement shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with any agreed mitigation measures set out within the approved Statement.

REASON: In order to assist the Local Planning Authority as the submitted Heritage Statement was considered inadequate to allow a full and proper assessment.

7. Precise specifications of proposed windows and doors including elevations cross – sections, glazing type, opening mechanism and surface finish shall have been submitted to and approved in writing by the Local Planning Authority before their use in the proposed development. The approved windows shall be implemented within the development in strict accordance with the approved details.

REASON: In order that the Local Planning Authority may ensure that the detailed design of the proposal safeguards the special architectural and historic interest of the listed buildings, the character and appearance of the conservation area and that the detailed design of the proposal is appropriate to the locality area in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

8. Prior to commencement of the development a phasing plan shall be submitted to and agreed in writing by the Local Planning Authority. This plan shall incorporate measures to safeguard the Listed Building at an early stage of the programme and shall be completed prior to commencement of use of any holiday caravans the subject of this application.

REASON: In the interest of safeguarding the integrity of the Listed Building and in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

9. The landscaping proposals hereby approved shall be implemented in the first planting season following occupation or use of the development unless otherwise required by the reports above, whether in whole or part and shall be maintained thereafter for a period of not less than 10 years to the satisfaction of the Local Planning Authority. This maintenance shall include the replacement of any tree or shrub which is removed, or dies, or is seriously damaged, or becomes seriously diseased, by a species of similar size to those originally planted.

REASON: To ensure the proposal is satisfactorily landscaped and appropriate to the locality in accordance with Policy DMG1 of the Ribble Valley Core Strategy.

10. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site unless and until a scheme for protective fencing for trees within and adjacent to the site, has been submitted to and approved in writing by the Local Planning Authority.

Such fencing shall be in accordance with BS5837 (2012): 'Trees in Relation to Construction'. Such fencing shall be erected in its entirety prior to any other operations taking place on the site. This fencing should not be breached or removed during development. Furthermore within the areas so fenced the existing ground level shall be neither raised nor lowered and there shall be no development or development-related activity of any description including the deposit of spoil or the storage of materials unless expressly agreed by the Local Planning Authority.

REASON: To protect trees/hedging of landscape and visual amenity value on and adjacent to the site or those likely to be affected by the proposed development in accordance with Policies DMG1 and DME3 of the Ribble Valley Core Strategy.

11. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site until a European Protected Species Mitigation Licence has been submitted to and obtained from Natural England. A copy of the licence obtained shall then be submitted to and agreed in writing by local planning authority in consultation with Natural England.

The actions, methods & timings included in the mitigation measures identified and the conditions of the Natural England Licence shall be fully implemented and adhered to throughout the lifetime of the development.

REASON: To ensure the protection of species/habitat protected by the Wildlife and Countryside Act 1981 (as Amended) and in the interests of biodiversity and to enhance habitat opportunities for species of conservation concern/protected species and to minimise/mitigate the potential impacts upon protected species resultant from the development in accordance with Key Statement EN4 and Policy DME3 of the Ribble Valley Core Strategy.

12. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site until details of the provisions to be made for building dependent species of conservation concern, artificial bird nesting boxes / artificial bat roosting sites have been submitted to, and approved in writing by the Local Planning Authority.

For the avoidance of doubt these details shall be in accordance with Paragraph 5.9 of the Bagshaw Ecology report dated 9/06/17 submitted with the application and identify the nature and type of the nesting boxes/artificial roosting sites and the locations(s) on the trees into which the above provisions shall be incorporated.

The artificial bird/bat boxes shall be incorporated before the development is first brought into use.

REASON: In the interests of biodiversity and to enhance nesting/roosting opportunities for species of conservation concern and to minimise/mitigate the potential impacts upon protected species resultant from the development in accordance with Key Statement EN4 and Policies DMG1 and DME3 of the Ribble Valley Core Strategy.

13. Foul and surface water shall be drained on separate systems. Surface water shall be drained in accordance with the hierarchy of drainage options in National Planning

Practice Guidance. In the event of surface water discharging to public sewer, the rate of discharge shall be restricted to the lowest possible rate which shall be agreed with the statutory undertaker prior to connection to the public sewer.

REASON: To secure proper drainage and to manage the risk of flooding and pollution and to comply with Policy DMG1 of the Core Strategy.

14. No development, site clearance, preparation, strip-out or demolition shall commence until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological recording and analysis. This must be carried out in accordance with a written scheme of investigation, which shall first have been submitted to and agreed in writing by the Local Planning Authority.

REASON: To ensure and safeguard the recording and inspection of matters of archaeological/historical importance associated with the site and to comply with Policy DME4 of the Core Strategy.

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2018%2F0362

RIBBLE VALLEY BOROUGH COUNCIL

Department of Development

Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA

Telephone: 01200 425111 Fax: 01200 414488

Planning Fax: 01200 414487

Town and Country Planning Act 1990

PLANNING PERMISSION

APPLICATION NO: 3/2018/0362

DECISION DATE: 11 October 2018

DATE RECEIVED: 30/04/2018

APPLICANT:

Donelan Trading Ltd
Whalley Road
Wilpshire
Blackburn
BB1 9LJ

AGENT:

DEVELOPMENT PROPOSED: Conversion of the former Punch Bowl Inn (Grade II listed) into five holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 15 units with curtilage.

AT: Former Punch Bowl Inn Longridge Road Hurst Green BB7 9QW

Ribble Valley Borough Council hereby give notice that **permission has been granted** for the carrying out of the above development in accordance with the application plans and documents submitted subject to the following condition(s):

1. The works to which this application relates shall be begun before the expiration of three years from the date of this consent.

REASON: Pursuant to Section 91 of the Town & Country Planning Act 1990.

2. The development to which the permission relates shall be carried out in complete accordance with the following approved plans and specifications:

- Application form, including materials, dated 13.03.18;
- Site Location Plan, Ref. SD6737NW, dated 21.12.15 (1:1250);
- Proposed Site Plan, dated 21.03.17 (1:500);
- Proposed Side Elevations, dated 06.04.17 (1:100);
- Proposed Front / Side Elevations, dated 19.09.18 (1:100);
- Proposed Ground Floor Plan Rev C, dated 17.09.18 (1:100)

REASON: To ensure that the development as carried out does not vary from the approved plans.

P.T.O.

3. Notwithstanding the submitted plans prior to commencement of development further details of the Proposed Elevations of the South Elevation and First Floor Plan showing the omission of the extension to incorporate a café area shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with the approved plans.

REASON: For avoidance of doubt since no amended elevations have been submitted to reflect the submitted alterations.

4. The proposed storage area shown on approved Floor Plan, dated 17/09/18, shall only be used in connection with the holiday let and holiday lodge park the subject of this application and for no other purpose.

REASON: In the interest of highway safety and to comply with Policy DMG1 of the Core Strategy.

5. Notwithstanding the submitted Site Plan prior to the commencement of the development a revised parking layout shall be submitted to and approved in writing by the Local Planning Authority.

Thereafter the parking and associated manoeuvring facilities shown on the approved plans shall be surfaced or paved, drained and marked out and made available in accordance with the approved plan prior to the occupation development hereby approved; such parking facilities shall thereafter be permanently retained for that purpose (notwithstanding the Town and Country Planning (General Permitted Development) Order 2015).

REASON: Due to the changes in the nature of the application following the removal of the café element from the scheme, or avoidance of doubt and in the interest of visual and highway amenity. To comply with Policy DMG1 of the Core Strategy.

6. Notwithstanding the submitted Heritage Statement prior to the commencement of the development a further Heritage Statement shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with any agreed mitigation measures set out within the approved Statement.

REASON: In order to assist the Local Planning Authority as the submitted Heritage Statement was considered inadequate to allow a full and proper assessment.

P.T.O.

7. Precise specifications of proposed windows and doors including elevations cross - sections, glazing type, opening mechanism and surface finish shall have been submitted to and approved in writing by the Local Planning Authority before their use in the proposed development. The approved windows shall be implemented within the development in strict accordance with the approved details.

REASON: In order that the Local Planning Authority may ensure that the detailed design of the proposal safeguards the special architectural and historic interest of the listed buildings, the character and appearance of the conservation area and that the detailed design of the proposal is appropriate to the locality area in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

8. Prior to commencement of the development a phasing plan shall be submitted to and agreed in writing by the Local Planning Authority. This plan shall incorporate measures to safeguard the Listed Building at an early stage of the programme and shall be completed prior to commencement of use of any holiday caravans the subject of this application.

REASON: In the interest of safeguarding the integrity of the Listed Building and in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

9. The landscaping proposals hereby approved shall be implemented in the first planting season following occupation or use of the development unless otherwise required by the reports above, whether in whole or part and shall be maintained thereafter for a period of not less than 10 years to the satisfaction of the Local Planning Authority. This maintenance shall include the replacement of any tree or shrub which is removed, or dies, or is seriously damaged, or becomes seriously diseased, by a species of similar size to those originally planted.

REASON: To ensure the proposal is satisfactorily landscaped and appropriate to the locality in accordance with Policy DMG1 of the Ribble Valley Core Strategy.

P.T.O.

10. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site unless and until a scheme for protective fencing for trees within and adjacent to the site, has been submitted to and approved in writing by the Local Planning Authority.

Such fencing shall be in accordance with BS5837 (2012): 'Trees in Relation to Construction'. Such fencing shall be erected in its entirety prior to any other operations taking place on the site. This fencing should not be breached or removed during development. Furthermore within the areas so fenced the existing ground level shall be neither raised nor lowered and there shall be no development or development-related activity of any description including the deposit of spoil or the storage of materials unless expressly agreed by the Local Planning Authority.

REASON: To protect trees/hedging of landscape and visual amenity value on and adjacent to the site or those likely to be affected by the proposed development in accordance with Policies DMG1 and DME3 of the Ribble Valley Core Strategy.

11. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site until a European Protected Species Mitigation Licence has been submitted to and obtained from Natural England. A copy of the licence obtained shall then be submitted to and agreed in writing by local planning authority in consultation with Natural England.

The actions, methods & timings included in the mitigation measures identified and the conditions of the Natural England Licence shall be fully implemented and adhered to throughout the lifetime of the development.

REASON: To ensure the protection of species/habitat protected by the Wildlife and Countryside Act 1981 (as Amended) and in the interests of biodiversity and to enhance habitat opportunities for species of conservation concern/protected species and to minimise/mitigate the potential impacts upon protected species resultant from the development in accordance with Key Statement EN4 and Policy DME3 of the Ribble Valley Core Strategy.

P.T.O.

12. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site until details of the provisions to be made for building dependent species of conservation concern, artificial bird nesting boxes / artificial bat roosting sites have been submitted to, and approved in writing by the Local Planning Authority.

For the avoidance of doubt these details shall be in accordance with Paragraph 5.9 of the Bagshaw Ecology report dated 9/06/17 submitted with the application and identify the nature and type of the nesting boxes/artificial roosting sites and the location(s) on the trees into which the above provisions shall be incorporated.

The artificial bird/bat boxes shall be incorporated before the development is first brought into use.

REASON: In the interests of biodiversity and to enhance nesting/roosting opportunities for species of conservation concern and to minimise/mitigate the potential impacts upon protected species resultant from the development in accordance with Key Statement EN4 and Policies DMG1 and DME3 of the Ribble Valley Core Strategy.

13. Foul and surface water shall be drained on separate systems. Surface water shall be drained in accordance with the hierarchy of drainage options in National Planning Practice Guidance. In the event of surface water discharging to public sewer, the rate of discharge shall be restricted to the lowest possible rate which shall be agreed with the statutory undertaker prior to connection to the public sewer.

REASON: To secure proper drainage and to manage the risk of flooding and pollution and to comply with Policy DMG1 of the Core Strategy.

14. No development, site clearance, preparation, strip-out or demolition shall commence until the applicant, or their agent or successors in title, has secured the implementation of a programme of archaeological recording and analysis. This must be carried out in accordance with a written scheme of investigation, which shall first have been submitted to and agreed in writing by the Local Planning Authority.

REASON: To ensure and safeguard the recording and inspection of matters of archaeological/historical importance associated with the site and to comply with Policy DME4 of the Core Strategy.

P.T.O.

15. No phase of development shall be occupied until a management plan for the site has been submitted to and approved in writing by the local planning authority. The site shall be operated at all times in accordance with the approved plan. As a minimum, the management plan shall provide details of:

1. Access arrangements
2. Security arrangements
3. Site maintenance arrangements
4. Site rules and regulations for residents
5. Booking in and arrival arrangements.

REASON: In the interests of the amenity of the area and to comply with Policies DMG1 of Ribble Valley Core Strategy (Adoption Version).

16. The holiday lodges, cottages and cabins shall be used and occupied as holiday accommodation only and shall not be occupied as a person's sole or primary place of residence. The site operator shall maintain an up-to-date register of the names of all owners / occupiers of individual lodges, cottages and cabins on the site and of their main home addresses at all times, and shall make this information available to the local planning authority upon request.

REASON: In the interests of the amenity of the area and to comply with Policies DS1 and DMG1 of Ribble Valley Core Strategy.

Note(s)

1. For rights of appeal in respect of any condition(s)/or reason(s) attached to the permission see the attached notes.
2. The applicant is advised that should there be any deviation from the approved plan the Local Planning Authority must be informed. It is therefore vital that any future Building Regulation application must comply with the approved planning application.
3. The Local Planning Authority operates a pre-planning application advice service which applicants are encouraged to use. Whether or not this was used, the Local Planning Authority has endeavoured to work proactively and positively to resolve issues and considered the imposition of appropriate conditions and amendments to the application to deliver a sustainable form of development.

JOHN HEAP
DIRECTOR OF COMMUNITY SERVICES

RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE

DEFER

DATE: 4 OCTOBER 2018

REF: JM

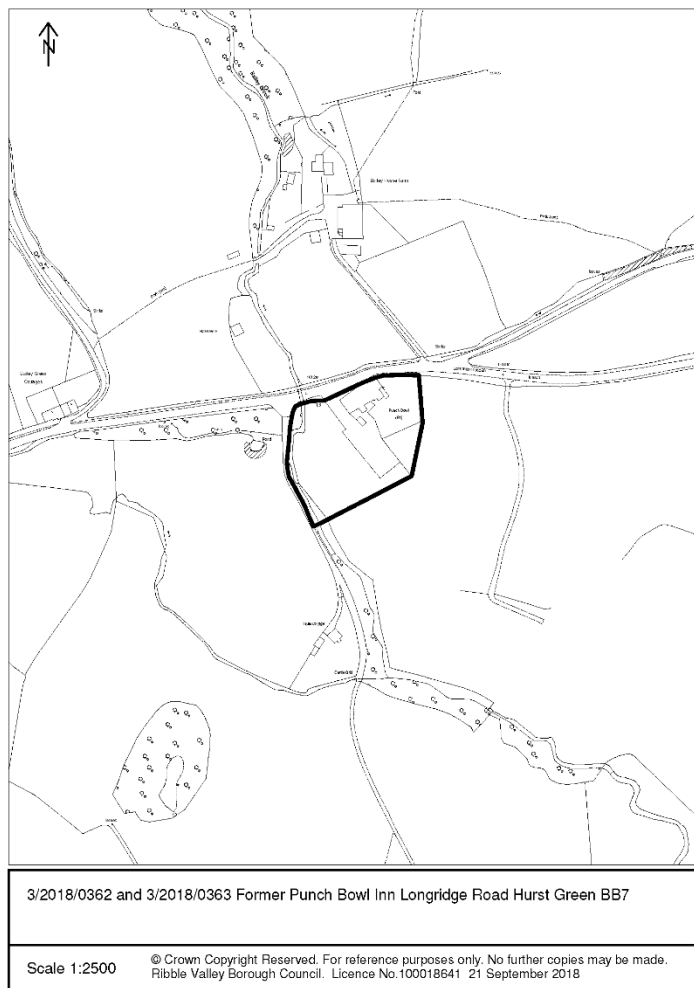
CHECKED BY:

APPLICATION REF: 3/2018/0363 (Listed Building Consent)

GRID REF: 367396 437862

DEVELOPMENT DESCRIPTION:

CONVERSION OF THE FORMER PUNCH BOWL INN (GRADE II LISTED) INTO FIVE HOLIDAY LETS AND STORAGE AREA INCLUDING DEMOLITION AND EXTENSIONS. NEW PITCH STATIC CARAVAN HOLIDAY PARK WITH 15 UNITS WITH CURTILAGE AT FORMER PUNCH BOWL INN, LONGRIDGE ROAD, HURST GREEN BB7 9QW



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

The Parish Council's concerns have not changed from the previous application. Objection on Highways (dangerous) and over development.

COUNCIL'S COUNTRYSIDE OFFICER:

This will require planning conditions for bats and trees in accordance with the recommendations of the survey findings.

LANCASHIRE LOCAL LEAD FLOOD AUTHORITY:

The Lead Local Flood Authority (LLFA) has no comment to make on the above applications for the following reason:

- LLFA Flood Risk Standing Advice should have been applied; and
- It is not listed in the 'When to Consult the LLFA' document or in the Development Management Procedure Order 2010.

LANCASHIRE ARCHAEOLOGICAL ADVISORY SERVICE (LAAS):

Do not object to the proposed development but raise concerns that the comments made previously (on previous applications) do not appear to have been addressed.

The response also recommends that should planning permission be granted a condition relating to the formal archaeological recording and analysis the building is compiled prior to any development work on site.

LANCASHIRE COUNTY COUNCIL HIGHWAYS:

Initially objected and recommended refusal but based on the amended plan which deleted the café area and substituted it for a storage no longer object on the basis that the traffic generated by the scheme would not be materially different from the previous use as a public house.

ADDITIONAL REPRESENTATIONS:

Four additional representations have been received from members of the public and the grounds for objection (3) and support (1) are included below:

Objection:

- Continue to object to this series of applications - all very similar - for this site.
- The parking allowed remains totally inadequate for the proposed café, staff, and overflow for the residents.
- Any parking on the road would be very dangerous. The traffic safety survey is for a period when the pub was often closed or had very little business.
- The plan, as with previous applications, is an over-development of the site. A more imaginative, less intensive development is required for this site.

- The area proposed is too small for the number of static units and all people using these facilities will have more than one vehicle.
- It will increase the probability of road traffic accidents.
- The site also threatens to encroach on the overall village environment of Hurst Green.
- No need for the development due to the existing café and holiday homes within Hurst Green.

Support:

- I support this application with the reduced number of static caravans.
- This is the last chance to save this property and everything should be done to embrace the commitment shown by the developer.
- The condition of this listed building is now in a very poor state and will only get worse.
- Having read the attached reports it appears compromises have been made. This application should be approved.

1. **Site Description and Surrounding Area**

- 1.1 The application relates to the 'former' Punch Bowl Inn on Longridge Road, Hurst Green. The property is a Grade II Listed Building (first listed: 22.11.83).
- 1.2 The application site is located in the open countryside and directly adjacent to the Forest of Bowland Area of Outstanding Natural Beauty. The southern boundary of the AONB is located on the opposite side of Longridge Road (B6243).
- 1.3 The application site measures 0.69 hectares and comprises of the main building and its associated land which includes the former car parking area. The Punch Bowl Inn was previously a Public House but has been unused for a number of years (approximately five years).
- 1.4 The former Public House building fronts directly onto the highway of Longridge Road with the car parking area to the rear. Access to the car park is obtained via an existing access point directly to the west of the building. The building itself comprises a pitched roof section at the western end with a taller, more recent, section at the eastern end which has a hipped design. The front elevation facing the highway is finished in natural stone, the side and rear elevations have a render finish, with the exception of part of the east facing side elevation which is also stone.
- 1.5 To the west of the site runs Bailey Brook and there are a number of trees on the site protected under the Ribble Valley Borough Council Punch Bowl Tree Preservation Order 2016 (198). This TPO covers six individually protected trees and one group.

2. **Proposed Development for which consent is sought**

- 2.1 The application seeks consent to convert the former Public House into five holiday lets and a storage area along with the siting of 15 static caravans/lodges, with associated car parking and access roads, to the side and rear of the building.
- 2.2 The proposed conversion of the building to a storage area and holiday lets (five units) would include the demolition of single storey sections of the building at the rear. Other alterations include the re-opening of a number of blocked up openings in the front

elevation, including the opening of the former arched barn entrance that would be glazed and used as the access to the storage area. To the front of this new opening the application includes the installation of entrance steps/ramp and associated handrails.

- 2.3 In terms of the static caravans/lodges, these would occupy the external area associated with this former public house and the application includes the access roads and turning areas. Each caravan/lodge would be provided with its own designated car parking space and a further 5 car parking spaces would be provided for the five holiday units and a further 19 spaces. Access would continue to be obtained via the existing point off Longridge Road to the west of the building.

3. **Relevant Planning History**

3/2017/0607 – (LBC) - Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15No units within curtilage – Withdrawn, dated 14.09.17;

3/2017/0606 – (FULL) - Conversion of the former Punch Bowl Inn (Grade II listed) into five holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 15 no units – Withdrawn, dated 14.09.17;

3/2017/0295 – (LBC) - Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units – Withdrawn, dated 19.06.17;

3/2017/0294 – (FULL) - Conversion of former Punch Bowl Inn into five holiday lets and cafe including demolition and extensions. Creation of new caravan park with fifteen units – Withdrawn, dated 19.06.17;

3/2016/0057 – (LBC) - Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units – Refused, dated 26.05.16; and

3/2016/0056 – (FULL) - Conversion of the former Punch Bowl Inn (Grade II Listed) into 5 no. holiday lets and cafe including demolition and extensions. New pitch static caravan holiday park with 20 units – Refused, dated 26.05.16.

4. **Relevant Policies**

Ribble Valley Core Strategy:
Key Statement EN5 – Heritage Assets

Policy DMG1 – General Considerations
Policy DME4 – Protecting Heritage Assets
Policy DMB1 – Supporting Business Growth and Local Economy

National Planning Policy Framework (NPPF) (July 2018)
National Planning Practice Guidance (NPPG)
Planning (Listed Building and Conservation Areas) Act 1990

5. **Assessment of Proposed Development**

- 5.1.1 The applicant has also submitted an application for planning permission for the same proposed development. In support of both applications a Historic Building Impact Assessment and a Heritage Statement, have been submitted. The main issue for consideration as part of this application is the impact of the proposal on the designated heritage asset. It is considered that the submitted statements are inadequate and more details should be provided in relation to the impacts of the heritage asset.
- 5.1.2 The application relates to a Grade II Listed Building and the proposal must therefore be assessed in relation to Section 66 of the Planning (Listed Buildings and Conservation Area) Act 1990. This section places a duty on the local planning authority in considering whether to grant permission for development that affects a listed building or its setting, to have special regard to the desirability of preserving the building and any features of special architectural or historic interest. Furthermore, the Court of Appeal has held that decision-makers should give considerable importance and weight to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise.
- 5.1.3 The listing description is as follows:
- “C Public House, '1793 R E, on plaque above door, with mid C19th addition to the east. Possibly originally a pair of cottages with a barn to the west now converted to form part of the pub. Squared watershot sandstone with slate roof. 2 storeys. The C18th portion comprises 2 bays with end stacks having sashed windows with glazing bars in plain stone surrounds, and 2 central plain stone door surrounds, the right-hand one being blocked. To the right is the possible former barn, with a double sash in plain stone surround with a similar single sash to its right. At the left is a taller bay which appears to be of the same build, with sashed windows with glazing bars in plain stone surrounds and a blocked doorway to the left. At the far left is the C19th addition, of larger sandstone blocks with moulded cornice. The left-hand bay has blank plain stone window surrounds, the right-hand bay having a door and 1st floor window, both with similar surrounds, the window being sashed with glazing bars. The left-hand return wall, visible from the road, is of 2 bays with plain stone surrounds to sashed windows with glazing bars, except for the central 1st floor window which is modern.”
- 5.1.4 The NPPF states within paragraph 189 “in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.”

- 5.1.5 National guidance in the NPPF requires that local planning authorities take into account the particular significance of the heritage asset when considering the impact of a proposal to avoid or minimise conflict between the heritage asset and its conservation (paragraph 190).
- 5.1.6 Paragraph 192 indicates that when local planning authorities are determining planning applications, they should take account of:-
- *“The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
 - *The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
 - *The desirability of new development making a positive contribution to local character and distinctiveness.”*
- 5.1.7 Paragraph 193 of NPPF establishes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification (paragraph 194).
- 5.1.8 The NPPF sets out that harm can either be ‘substantial’ or ‘less than substantial.’ Where a development proposal will lead to ‘less than substantial harm’ to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (paragraph 196)
- 5.1.9 Case law has established that there can be degrees of less than substantial harm. There will also be cases where development affects heritage assets but from which no harm arises; in such cases as no harm has been identified, there is no requirement to assess this against any public benefits of the proposals.
- 5.1.10 The duties of the Listed Building and Conservation Area Act and the NPPF are also incorporated into the Ribble Valley Core Strategy.
- 5.1.11 Policy DMG1 sets out the general consideration which must be taken into account in the determination of all planning applications. Such considerations include the enhancement of heritage assets and their settings.
- 5.1.12 Key Statement EN5 states that there will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. The Historic Environment and its Heritage Assets and their settings will be conserved and enhanced in a manner appropriate to their significance for their heritage value; their important contribution to local character, distinctiveness and sense of place; and to wider social, cultural and environmental benefits.
- 5.1.13 Policy DME4 states that alterations or extensions to listed buildings or development proposals on sites within their setting which cause harm to the significance of the heritage asset will not be supported. In addition, any proposals involving the demolition or loss of important historic fabric from listed buildings

will be refused unless it can be demonstrated that exceptional circumstances exist.

5.1.14 The Lancashire Archaeological Advisory Service do not object to the application however, they have raised concerns and requested further information regarding the following areas:

- The loss of the rear barrel Vaulted Cellar (unless this can be shown to be modern);
- The loss of much of the rear wall of the right-hand former barn section and partial demolition of the outshut under the catslide roof;
- The loss of the rear stair in the former cottages and the subsequent changes to the circulation pattern; and
- The works required to eradicate and repair the dry rot and other damage that has occurred to the building.

5.1.15 The concerns from the LAAS are noted however it is considered that externally the application proposes to demolish more recent rear extensions to the building (including the rear barrel Vaulted Cellar). It is considered that the recent rear extensions are not of high quality design and do not enhance the significance of the listed building. The applicant has submitted a "Historic Building Impact Assessment" and a "Heritage Statement" in relation to the proposed development which indicates history of the listed building and the current condition stating that the building is of "dilapidated, but visually sound condition." The assessment states that "the rear of the buildings is architecturally without merit, being a conglomeration of rendered extensions of various dates." The assessment furthers this by stating "there is virtually nothing left of any features and fittings (etc.) inside any of these buildings that is of architectural or historical interest" and that, "the proposals to convert the property to holiday let accommodation would replace and replicate the original cellular plan, retain the front elevations as existing and remove some of the existing extensions to the rear and replace them with a more orderly and less impactful arrangement." It is also proposed to "open up a previously blocked arched entrance doorway into the front elevation of the former barn element to convert this to area used for storage. The structure of this is still evident in the front elevation." The proposed rear extension would be constructed of stone and would have an aluminium framed, glazed element. The proposed roof to the rear extension would be a hipped pitch and would be of natural slate. The proposed reinstatement of arched entrance doorway would be constructed of timber framing windows and doors.

5.1.16 With regard to the setting of the listed building, it is considered that the proposed 15 static caravans/lodges, due to the positioning of the listed building, the topography and the boundary treatment of the site, would be partially screened from view from the surrounding public highways and footpaths.

5.1.17 Members must determine whether they consider there would be any substantial harm in relation to the proposed development and the heritage asset of the former Punch Bowl Inn. Officer advice is that the listed building is in a current dilapidated condition and when taking into account the level of development, the changes in topography of the application site and the screening provided by the

boundary treatment, the development would have less than significant harm upon the designated heritage asset and due to the building being brought back into use there would be a public benefit to the development. The proposal is therefore considered to be compliant to Key Statement EN5, Policies DME4 and DMG1 of the Ribble Valley Core Strategy and the national guidance contained within the NPPF, NPPG and Listed Building Act 1990.

5.2 Other Matters:

5.2.1 It is acknowledged that consultation responses and additional representations have been received regarding a number of areas of development. It is considered that other than the matters discussed above in relation to the listed building the other areas of discussion are outside of the scope of a listed building consent application and therefore will be discussed and considered within the submitted full planning application reference 3/2018/0362.

6. Observations/Consideration of Matters Raised/Conclusion

6.1 Having regard to the above, the proposed development is considered to be acceptable in terms of the impact on the historic and architectural interest of the listed building. The proposal is therefore considered to be compliant to Key Statement EN5, Policies DME4 and DMG1 of the Ribble Valley Core Strategy and the national guidance contained within the NPPF, NPPG and Listed Building Act 1990.

6.2 Members may be aware that the reason this application is to be determined by Planning and Development Committee is because of a Member call in. It is clear that many of the issues have been resolved to address concerns on highway matters however Officers consider that insufficient information has been submitted to enable a full heritage assessment.

6.2 If Members are satisfied that the information is adequate it is an option for them to approve this application. However it is also an option to defer and delegate the application to the Director of Economic Development and Planning on the basis of receipt of an updated Heritage Statement and consideration of its details justifying the proposal as well as suitable conditions which is included in the following recommendation.

RECOMMENDATION: That the application be DEFERRED and DELEGATED to the Director of Economic Development and Planning or approval subject to the satisfactory completion of a revised Heritage Assessment and satisfactory justification and the following conditions:

1. The works to which this application relates shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the requirements of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2 The development to which the permission relates shall be carried out in complete accordance with the following approved plans and specifications:

- Application form, including materials, dated 13.03.18;

- Site Location Plan, Ref. SD6737NW, dated 21.12.15 (1:1250);
- Proposed Site Plan, dated 21.03.17 (1:500);
- Proposed Side Elevations, dated 06.04.17 (1:100);
- Proposed Front / Side Elevations, dated 19.09.18 (1:100);
- Proposed Ground Floor Plan Rev C, dated 17.09.18 (1:100)

REASON: To ensure that the development as carried out does not vary from the approved plans.

- 3 Notwithstanding the submitted plans prior to commencement of development further details of the Proposed Elevations of the South Elevation and First Floor Plan showing the omission of the extension to incorporate a café area shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with the approved plans.

REASON: For avoidance of doubt since no amended elevations have been submitted to reflect the submitted alterations.

- 4 The proposed storage area shown on approved Floor Plan, dated 17/09/18, shall only be used in connection with the holiday let and holiday lodge park the subject of this application and for no other purpose.

REASON: In the interest of highway safety and to comply with Policy DMG1 of the Core Strategy.

5. Notwithstanding the submitted Site Plan prior to the commencement of the development a revised parking layout shall be submitted to and approved in writing by the Local Planning Authority.

Thereafter the parking and associated manoeuvring facilities shown on the approved plans shall be surfaced or paved, drained and marked out and made available in accordance with the approved plan prior to the occupation development hereby approved; such parking facilities shall thereafter be permanently retained for that purpose (notwithstanding the Town and Country Planning (General Permitted Development) Order 2015).

REASON: Due to the changes in the nature of the application following the removal of the café element from the scheme, or avoidance of doubt and in the interest of visual and highway amenity. To comply with Policy DMG1 of the Core Strategy.

6. Notwithstanding the submitted Heritage Statement prior to the commencement of the development a further Heritage Statement shall be submitted to and approved in writing by the Local Planning Authority. The development thereafter shall be carried out in accordance with any agreed mitigation measures set out within the approved Statement.

REASON: In order to assist the Local Planning Authority as the submitted Heritage Statement was considered inadequate to allow a full and proper assessment.

7. Precise specifications of proposed windows and doors including elevations cross – sections, glazing type, opening mechanism and surface finish shall have been submitted to and approved in writing by the Local Planning Authority before their use in the

proposed development. The approved windows shall be implemented within the development in strict accordance with the approved details.

REASON: In order that the Local Planning Authority may ensure that the detailed design of the proposal safeguards the special architectural and historic interest of the listed buildings, the character and appearance of the conservation area and that the detailed design of the proposal is appropriate to the locality area in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

8. Prior to commencement of the development a phasing plan shall be submitted to and agreed in writing by the Local Planning Authority. This plan shall incorporate measures to safeguard the Listed Building at an early stage of the programme and shall be completed prior to commencement of use of any holiday caravans the subject of this application.

REASON: In the interest of safeguarding the integrity of the Listed Building and in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2018%2F0362

RIBBLE VALLEY BOROUGH COUNCIL

Department of Development

Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA

Telephone: 01200 425111

Fax: 01200 414488

Planning Fax: 01200 414487

Town and Country Planning Act 1990

LISTED BUILDING CONSENT

APPLICATION NO: 3/2018/0363

DECISION DATE: 11 October 2018

DATE RECEIVED: 30/04/2018

APPLICANT:

Donelan Trading Ltd
Whalley Road
Wilpshire
Blackburn
BB1 9LJ

AGENT:

PARTICULARS OF PROPOSED WORKS: Conversion of the former Punch Bowl Inn (Grade II listed building) into 5 Holiday Lets and Café, including demolition and extensions. New pitch holiday lodge park with 15 units within curtilage.

AT: Former Punch Bowl Inn Longridge Road Hurst Green BB7 9QW

Ribble Valley Borough Council hereby give notice that **Listed Building Consent has been granted** for the execution of the works referred to above in accordance with the application and plans submitted subject to the following condition(s):

- 1 The works to which this application relates shall be begun before the expiration of three years from the date of this consent.

REASON: To comply with the requirements of Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

- 2 The development to which the permission relates shall be carried out in complete accordance with the following approved plans and specifications:

- Application form, including materials, dated 13.03.18;
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REASON: To ensure that the development as carried out does not vary from the approved plans.

P.T.O.

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REASON: For avoidance of doubt since no amended elevations have been submitted to reflect the submitted alterations.

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REASON: In order to assist the Local Planning Authority as the submitted Heritage Statement was considered inadequate to allow a full and proper assessment.

- 7 Precise specifications of proposed windows and doors including elevations cross - sections, glazing type, opening mechanism and surface finish shall have been submitted to and approved in writing by the Local Planning Authority before their use in the proposed development. The approved windows shall be implemented within the development in strict accordance with the approved details.

REASON: In order that the Local Planning Authority may ensure that the detailed design of the proposal safeguards the special architectural and historic interest of the listed buildings, the character and appearance of the conservation area and that the detailed design of the proposal is appropriate to the locality area in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

P.T.O.

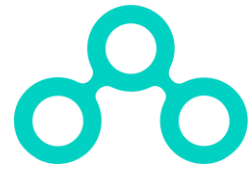
- 8 Prior to commencement of the development a phasing plan shall be submitted to and agreed in writing by the Local Planning Authority. This plan shall incorporate measures to safeguard the Listed Building at an early stage of the programme and shall be completed prior to commencement of use of any holiday caravans the subject of this application.

REASON: In the interest of safeguarding the integrity of the Listed Building and in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

Note(s)

- 1 For rights of appeal in respect of any condition(s)/or reason(s) attached to the permission see the attached notes.
- 2 The applicant is advised that should there be any deviation from the approved plan the Local Planning Authority must be informed. It is therefore vital that any future Building Regulation application must comply with the approved planning application.
- 3 The Local Planning Authority operates a pre-planning application advice service which applicants are encouraged to use. Whether or not this was used, the Local Planning Authority has endeavoured to work proactively and positively to resolve issues and considered the imposition of appropriate conditions and amendments to the application to deliver a sustainable form of development

**JOHN HEAP
DIRECTOR OF COMMUNITY SERVICES**



Steven Abbott Associates LLP
Chartered Town Planners

Appendix 3: **Heritage Statement**



Steven Abbott Associates LLP

Offices in Lancashire, Cumbria and Cornwall

www.abbott-associates.co.uk



RTPI

Chartered Town Planners

Heritage Statement
in connection with
Proposed conversion and lodge development at
The Former Punch Bowl Inn, Longridge Road,
Hurst Green BB7 9QW

Prepared by
C.J.O'Flaherty MRICS, MSc

October 2018

320180362

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5	SUMMARY & CONCLUSION.....	ERROR! BOOKMARK NOT DEFINED.

1 INTRODUCTION

Purpose and Format

- 1.1 This heritage statement has been prepared to assess proposals to convert the vacant and dilapidated grade II listed Punchbowl Inn, Hurst Green and erect 15 lodges on adjacent land. Owing to the building's designated heritage status, care is needed to avoid harming the significance of the building in line with the requirements of planning law and policy. Given that the building has lain vacant and deteriorating for 6 years, an opportunity to sustain and enhance the building in line with policy is also being explored.
- 1.2 The statement assesses heritage significance and guides proposals for change in a manner that conserves significance and avoids harm. The approach adheres to the principle of managing change intelligently, which lies at the heart of national planning policy for conservation of the historic built environment.
- 1.3 The statement has been prepared in accordance with the general guidelines set out in the Historic England publications 'Informed Conservation'¹ and 'Conservation Principles, Policies and Guidance'² and in particular responds to heritage policies outlined in Chapter 16 of the National Planning Policy Framework (DCLG, 2018). The legal context is set by the Planning (Listed Buildings and Conservation Areas) Act of 1990.

The Author

- 1.4 Chris O'Flaherty, the author, is a Chartered Building Surveyor and professional member of the Royal Institution of Chartered Surveyors (MRICS). With a background in the recording, analysis and conservation of historic buildings, the author holds a Master's Degree in Building Heritage and Conservation and specialises in heritage planning matters.

Methods of Research and Investigation

- 1.5 Inspections of the site were carried out in January and September 2017 to assess its physical nature. Interior inspection was limited due to the unsafe condition of the building with first floor access and passage to the rear parts of the building not possible.
- 1.6 Background research has also been conducted to ascertain all relevant contextual matters appertaining to the proposals. In accordance with the NPPF, background research has been proportionate to the nature of the proposed works and their likely impact.

2 GENERAL DESCRIPTION

Location

- 2.1 The property is located on the south side of the B6243 Longridge Road to the west of the village of Hurst Green, Lancashire. A location plan is given below in figure 1.

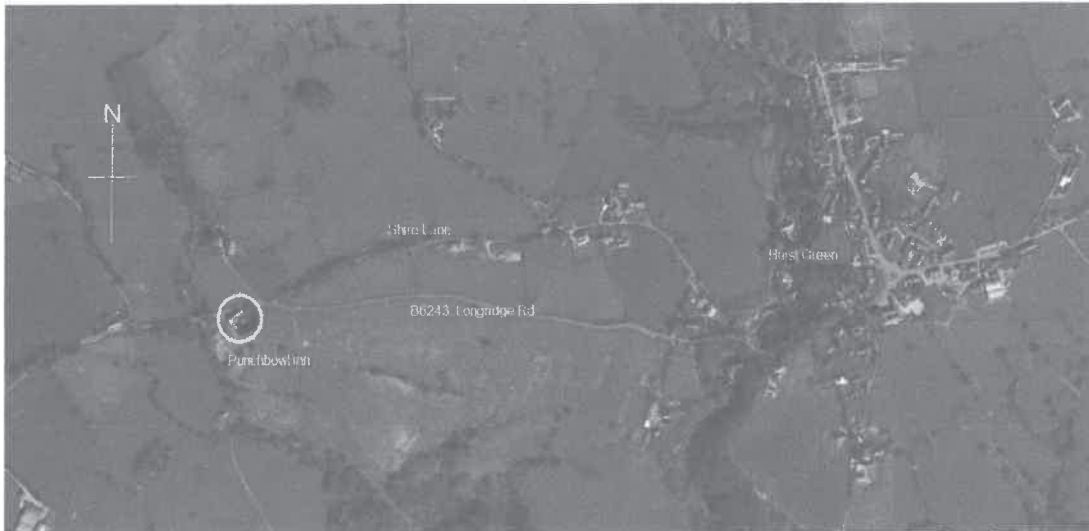


Figure 1) Location Plan, aerial view (Google 2017)

Outline Description & Historical Background

- 2.2 The former Punch Bowl Inn has an elongated irregular plan form extending along the southern side of Longridge Road. The building is much altered and extended and comprises various parts of differing age, all built of stone with watershot coursing (stones varying in size) beneath pitched and slated roofs.
- 2.3 Historic mapping (figure 13) first depicts the building in 1844, at which time it was called the Fenton Arms Inn, a name it retained on later mapping of 1892. By 1910 the building had been renamed the Punchbowl Inn, a name it retained until its closure in 2012.
- 2.4 Historic mapping provides some help in tracing the development of the building from the mid C19th, however it would appear that prior to this date the building had already undergone a series of changes including extensions and alterations. Somewhat unusually, it also appears that Ordnance Survey mapping through the C20th depicted the eastern end of the building incorrectly by failing to show that it is set at a slight angle to the remainder of the building. The accuracy of historic mapping is therefore questionable.
- 2.5 Whereas external inspection provides some evidence as to the nature of past change, it is very difficult to determine with accuracy exactly how and why the building evolved.

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Nevertheless, with reference to the physical evidence of the building as it now exists together with archival sources such as the aforementioned maps, the listing description (see later) and old photographs, the following passages suggest an interpretation of the possible series of changes the building went through since its original construction. The descriptions are later supplemented by annotated maps, photos and drawings

- 2.6 1793 – A row of three single unit adjoined cottages was built, the date being derived from a datestone situated centrally between the adjacent central and western cottage doors which is marked 'R^CE 1793' (the datestone appears to have been mis-transcribed on the listing description). Each cottage was single bay in width with an entry door and ground and first floor windows above to the front (northern) elevation. The cottages may have had small narrow rear outshuts as indicated on the map of 1844. The front (northern) doors into the western and eastern cottage were later blocked and remain so to this day. Whereas the datestone might not necessarily commemorate the year the cottages were built (it might for example celebrate a marriage or later alterations) a late C18th date would not seem an inaccurate estimate given the features of these buildings. The cottages were perhaps tenanted by workers employed on the Dutton Manor estate prior to the buildings becoming an Inn.
- 2.7 Early to mid C19th – The building(s) became the Fenton Arms Inn as shown on the first edition OS map of 1844. The name Fenton Arms was probably derived from Joseph Fenton of Rochdale who bought the manors of Dutton, Bailey and Ribchester in 1831ⁱⁱⁱ. Whether the row had either in part or in full been an inn before this period is not known. On the 1844 map, there are separate small structures of unknown function to the west of the building.
- 2.8 Mid-to late C19th - A tall addition of classical design was built on the eastern end of the building at a slight angle to the remainder (the angle of the front wall is shown on mapping but not the angle of the rear). The addition appears to have been built as a separate dwelling (possibly the landlord's house) with rear outrigger and front entrance door. During this period map evidence suggests general alterations/extensions to the rear parts of the adjacent cottages and the arrival of a new part to the western end with a rear outshut. This western part (it was later converted) may well have been built as a barn or perhaps as a coach house with rear stabling. In addition at his time, buildings along the western boundary appear to have been enlarged.
- 2.9 1919 – By this time the property had been renamed the Punchbowl Inn and was sold to Browns Brewery of Blackburn. The sale included 33 acres of adjacent landholding, which supports the theory of farming on the site.
- 2.10 Later C20th – The building was extended and altered with the barn/coach house at the

Punchbowl Inn



Figure 3) Front elevation showing indication of various phases



Figure 4) Centre and western cottages with right hand blocked door beneath datestone



Figure 5) Eastern cottage (shown here to the right) with blocked door (behind notice board) and left hand later C19th addition (dwelling) at the eastern end of the building.



Figure 6) *Later C19th addition to the east with rear outrigger (left)*



Figure 7) *Later C19th eastern addition with rear service outrigger. The combination of main front part and rear outrigger indicates that this was probably a separate dwelling.*



Figure 8) *Rear parts viewed from the east showing various ad-hoc additions*



Figure 9) Western elevation of former barn range with catslide roof and rear outshut

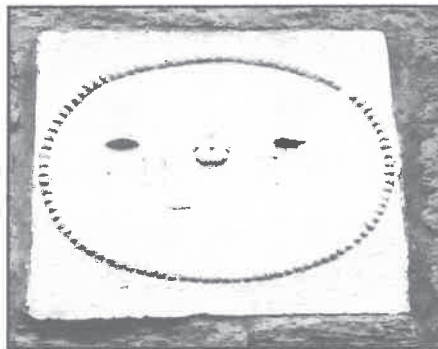


Figure 10) Datestone



Figure 11) Interior of pub, ground floor level



Figure 12) Function room in converted barn

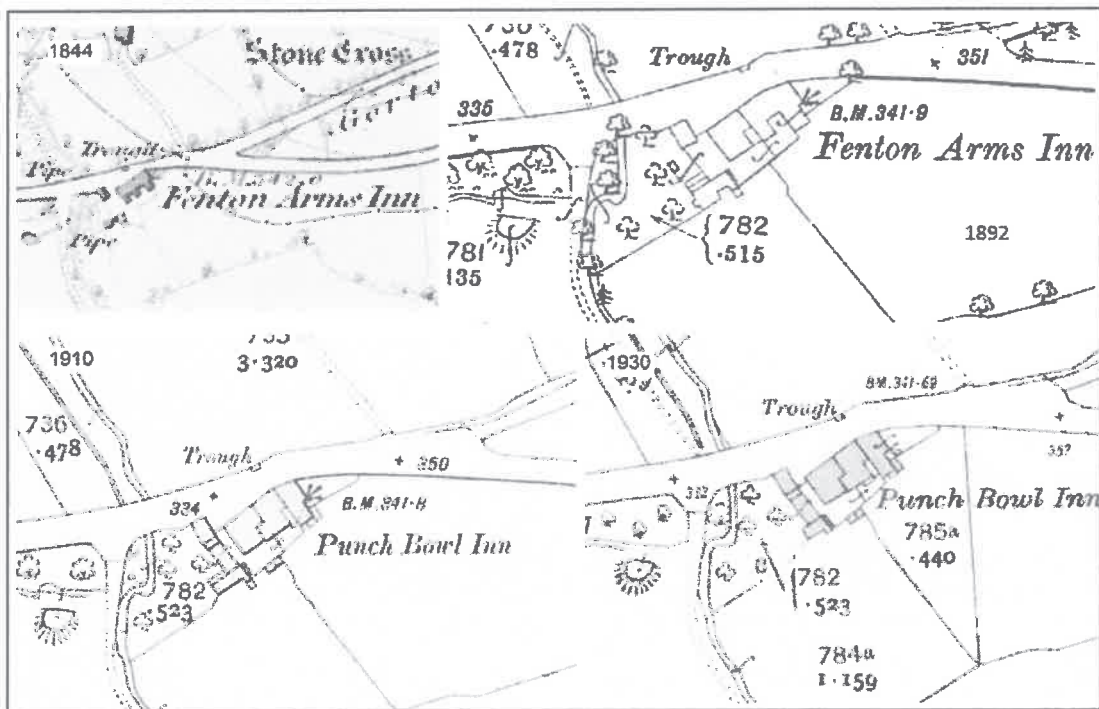


Figure 13) Ordnance survey mapping from 1844 to 1930 showing various changes and also buildings on the west side of the site and original rear field boundaries close to building



Figure 14) The building in the early C20th

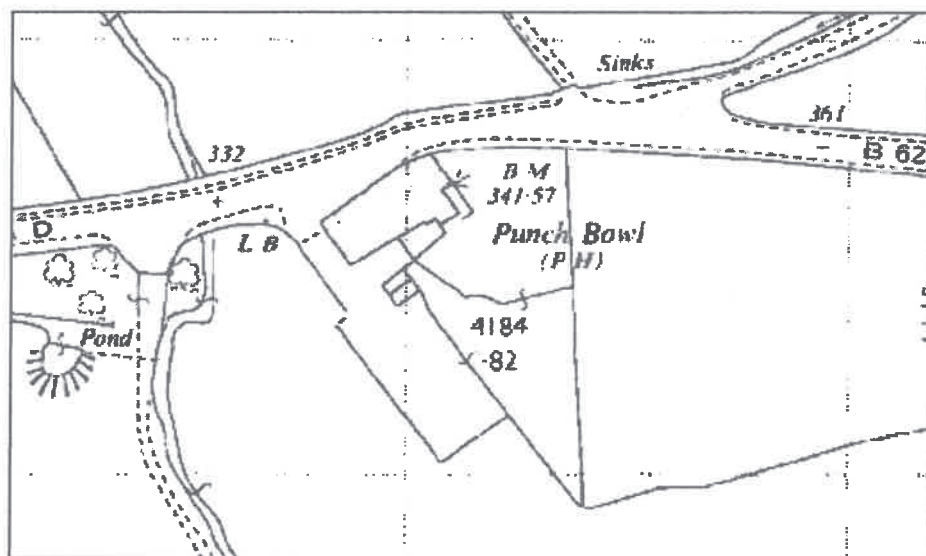


Figure 15) OS map from c1970 shows loss of buildings to the west of the Punchbowl and some boundary changes towards the south



Figure 16) Site boundary (aerial view) and inset of 1910 OS map

2.14 Owing to the dilapidated condition of the interior it has been difficult to determine the extent and nature of any authentic building fabric in the property. The building would need to be made safe to allow this to happen and it is understood that outbreaks of timber decay have left upper floors and staircases hazardous. A reported cellar to the rear part of the building has also not been inspected and this again requires further safe investigation.

Heritage Asset Designations

2.15 The property is grade II listed and the listing description follows.

2.16 "C Public House, '1793 R E, on plaque above door, with mid C19th addition to the east. Possibly originally a pair of cottages with a barn to the west now converted to form part of the pub. Squared watershot sandstone with slate roof. 2 storeys. The C18th portion comprises 2 bays with end stacks having sashed windows with glazing bars in plain stone surrounds, and 2 central plain stone door surrounds, the right-hand one being blocked. To the right is the possible former barn, with a double sash in plain stone surround with a similar single sash to its right. At the left is a taller bay which appears to be of the same build, with sashed windows with glazing bars in plain stone surrounds and a blocked doorway to the left. At the far left is the C19th addition, of larger sandstone blocks with moulded cornice. The left-hand bay has blank plain stone window surrounds, the right-hand bay having a door and 1st floor window, both with similar surrounds, the window being sashed with glazing bars. The left-hand return wall, visible from the road, is of 2 bays with plain stone surrounds to sashed windows with glazing bars, except for the central 1st floor window which is modern."

3 HERITAGE APPRAISAL

Introduction

- 3.1 The following appraisal adheres to guidance published by Historic England (2008) and relates specifically to the requirement contained in paragraph 189 of the National Planning Policy Framework (2018), given in extract below:
- 3.2 *“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.”*
- 3.3 The appraisal begins by identifying and assessing any heritage values which might be affected by the proposals, before evaluating these values and expressing them concisely within a ‘Statement of Significance’. The essential purpose of this Statement is to set priorities for conservation of significance and enable an objective assessment on the likely impact of the proposals.

Heritage Values

- 3.4 The heritage values explored below are distilled under the following headings: *evidential value; historic value; communal value; aesthetic value*^{iv}. The exploration focusses specifically on those values deemed of relevance to the proposals, and is therefore not an exhaustive assessment of the relevant heritage assets.

Evidential Value

- 3.5 Historic England (2008) suggests that “Evidential value derives from the potential of a place to yield evidence about past human activity”.
- 3.6 The Punchbowl Inn offers physical evidence of a much altered and extended building which may have originated as a row of workers’ cottages before being expanded and altered for the dual purposes of farming and establishing a coaching inn. The building has various interpretable phases of historic development but it is also a difficult building to read on account of past changes, the erosion of authentic building fabric, inaccessibility and the dilapidated condition of the structure.
- 3.7 In terms of defining and quantifying evidential value, whereas past changes can be a contributor to value in this instance they also detracts from value. The reasons for this are twofold. Firstly, the various alterations and additions have reduced the authenticity and

integrity of the various parts (e.g. the late C18th cottages are no longer good examples of their type), and secondly, changes to the building have left it in a state that is difficult for the layperson to understand and enjoy (for example, there remains uncertainty as to the original use of the western function room). For these combined reasons, whereas the building still possesses some evidential value, it may be concluded that the level of that value is comparatively low and that far better preserved and authentic examples of this particular building type(s) exist, which possess far higher degrees of evidential value.

- 3.8 Aside from the building itself and the lingering uncertainty as to how and why it changed over time, there is the related issue of the site. Map and archival evidence both show that the property previously included a substantial landholding (33 acres in 1919) and this landholding presumably included agricultural fields that were farmed. The maps shown in figure 12 however suggest that the fields immediately south of the Punchbowl were not part of the same landholding in the later C19th and earlier C20th (annotation on the maps does not suggest shared ownership). This is of some evidential relevance in that it relates to the issue of 'setting' and the evidential value of the building's setting as a potential contributor to significance.
- 3.9 As shown in figure 14 below the land holding currently associated with the site differs markedly from that which existed in 1910 (and indeed on all historic maps previously shown). In essence this means that the southerly part of the current site was not historically related to the use of the Inn and therefore, in an evidential sense, the southern part of the site is not an evidential contributor to the listed building's setting.
- 3.10 In summary, the evidential value of the building rests in interpretable evidence of its phased development and previous uses. The oldest part (1793) is arguably of most value with more recent C20th changes (internal alterations and extensions to the rear) having the lowest value. The conversion of cottages into an inn is also of evidential value as is the incremental change that saw it develop into a once large and thriving country pub.

Historical Value

- 3.11 Historic England (2008) suggests that - "Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative".
- 3.12 The building provides illustrative historic value through the manner in which it depicts the evolution of a countryside inn and evokes a sense of history. The level of this value is, however, limited on account of the complexity of former changes and difficulties associated with interpreting the building's historical development.
- 3.13 The building has some associative historic value through its presumed former connections

to Joseph Fenton and the Manor of Dutton.

Communal Value

- 3.14 Historic England (2008) suggests that: "Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory".
- 3.15 Owing to its past use and landmark status the building is likely to possess a fair degree of communal heritage value. It is a familiar feature of the local historic environment and in recent times its vacancy and deterioration has raised concerns as to the potential loss of the building. Herein the communal heritage value of the building highlights the need to secure a sustainable future use for the Punchbowl and conserve a locally significant historic building.

Aesthetic Value

- 3.16 Historic England (2008) suggests that: "Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place".
- 3.17 The primary aesthetic value of the building rests in its main roadside frontage and passing views of the building when travelling along Longridge Road. This includes initial views of the western and eastern ends, the former being more visually prominent owing to the open nature of the land to the west. The rear of the building possesses very negligible aesthetic value owing to the untidy and confusing nature of various adjoined structures dating from the C20th. This is particularly true to the rear of the original three cottages.
- 3.18 The aesthetic value of the main façade and western and eastern ends stems both from the attractive nature of the building and interest derived from evidence of historic development with varying adjoined building forms. The building's aesthetic value is also in part derived from its use of local materials and vernacular elements, which reflect the characteristics of other historic buildings in the locale. Herein the building is a contributor to the historic character of the local area, which is particularly relevant given its prominent roadside position and landmark status.
- 3.19 The setting of the building is also a partial contributor to aesthetic value. Historic England defines setting as a concept based in the human experience of a heritage asset and this primarily relates to views, principally from the public realm. The primary views of the building from Longridge Road are shown on the following photographs and aerial images. These are based upon views on approach mindful that close up views from directly in front of the building are given earlier.



Figure 17) Views on approach from the west



Figure 18) Views on approach from the east



Figure 19) *Arc of approach views from the west*



Figure 20) *Arc of approach views from the east*

- 3.20 The building's rural setting is a key contributor to its aesthetic value and this setting is as much about the journey towards and away from the building as it is about the static experience of inspecting the building from close quarters. This is in no small part due to the proximity of the road and the lack of any safe public realm vantage points to view what is clearly the most interesting and attractive northern elevation of the building.
- 3.21 In terms of the immediate surroundings to the south of the building, these are not at present complimentary aspects of setting with demolished buildings/rubble, unsympathetic extensions, areas of hardstanding and non-native trees (e.g. Leylandii) all detracting from general views of the building. In terms of the easterly approach (figure 18) the bend in the road means that the listed building very quickly appears from behind trees and the land to the south is therefore not a prominent or noticeable feature. The westerly approach (figure 17) is more open and the land to the south is more prominent, albeit the land does slope away from the road and the further reaches of the southern area are generally hidden from view.
- 3.22 This analysis of views and the human experience helps define the manner in which setting contributes to aesthetic value and demonstrates that at present the area of land to the south of the listed building does not make a positive contribution. There is scope for enhancement in this regard, particularly in regard to re-establishing the lost rear boundaries shown on late C19th and earlier C20th mapping which clearly defined an enclosure very close to the rear of the building.

Statement of Significance

- 3.23 Having assessed the heritage values associated with the site, it is possible to take a more informed approach to the assessment of site significance, giving specific consideration to conservation priorities in light of the proposals for change. In this context a statement of significance is given below.
- 3.24 The Punchbowl Inn is a grade II listed building with parts that appear to date back to the late C18th. The building has a complex history and appears originally to have been a short row of cottages that were later converted to an inn, possibly enlarged with a barn/coach house and extended with a new attached dwelling (possibly the landlord's house). These changes all occurred in the C19th and in the C20th the building was subject to further conversion and adaptation having passed through various owners before finally closing in 2012. It has remained on the open market for sale but proven to be an unattractive business proposition at a time when sustaining a rural pub is extremely difficult.
- 3.25 An appraisal of heritage values and significances associated with the listed building has been conducted in order to define significance and identify priorities for future

conservation. This appraisal relates both to the building and its setting, mindful that setting can contribute to significance. The findings of the appraisal are summarised as follows.

- 3.26 The building possesses a diverse range of heritage values which in each respect have been affected by the extent and nature of past change. The evidential value of the Punchbowl lies in its authentic C18th and C19th building fabric which preserves some evidence of its past uses (domestic, inn, farming). The historic value of the building is primarily illustrative and relates to the manner in which the building conveys a sense of lifestyles from C18th and C19th. The communal value of the building stems from its locally well-known historic landmark presence (roadside). The aesthetic value of the building lies primarily in its northern elevation and the contribution made by its roadside and rural setting.
- 3.27 On the specific issue of setting, the significant elements of the building's setting are the road and the rurality of place as primarily experienced from the road. This experience is commonly the dynamic experience travelling past the Punchbowl along the road, there being no real safe vantage points on the road to rest and inspect the building. In terms of historic setting as defined by boundaries, whereas there is a large expanse of land to the rear (south) which is now part of the site, this area was rural fields in the C19th and most of the C20th with the boundary between the fields and the inn being very close to the south of the building. In terms of appearance the land to the south of the building is not a positive aesthetic contributor owing to unsympathetic extensions, demolished structures and non-native tree species. The land also slopes away to the south which reduces its visibility from the north (road).
- 3.28 Priorities in terms of future conservation of the listed building have been assessed and these are listed below in order of importance:
- 3.29 *Priority 1* – Weatherproof the building and make safe the interior
- 3.30 *Priority 2* - Secure a sustainable new use for the building
- 3.31 *Priority 3* – Complete detailed surveys to verify the wants of repair and identify the full extent and nature of remaining historic building fabric inside
- 3.32 *Priority 4* – Design a full repair and conversion scheme which adheres to the principal of minimum necessary intervention, the use of complimentary traditional materials and which fully respects the significance of the building as defined by its heritage values. Necessary changes to the building should be focussed upon the C20th rear parts where some demolition and limited extension could enhance the building.
- 3.33 *Priority 5* – Further beneficial enhancements could be implemented by tidying up external

areas including hard and soft landscaping and perimeter boundaries.

- 3.34 In addition to conservation of the fabric and immediate surroundings of the listed building, some thought should also be given to the capacity of the site to accept a degree of sympathetic change which conserves significance related to setting. This is of particular relevance to a site which has proven to be an unattractive commercial proposition (i.e. as a pub) and which represents a considerable financial liability in terms of repairing and restoring the listed building to a habitable standard. In this context the possibility of sensitive new development on land to the south of the pub has been assessed and discussed below, mindful that this could help secure a viable business case which would result in a sustainable future for the listed building.
- 3.35 Aside from other broader planning issues and focussing solely on the heritage context, the impact of any new development on the significant setting of the listed building is the primary conservation consideration. In essence this issue relates to how and to what extent new development might harm or enhance the significant setting of the building, or in other words: if the development were to happen would the listed building be any less significant than it is at present?
- 3.36 As discussed earlier the significant setting of the building is essentially defined by views of the listed building, there being no significance related to relationships of land because of changes in land boundaries in the C20th. With this in mind the manner in which views of the listed building are sensitive to possible change/development can be assessed and suggestions made as to where possible change would have the least impact. It is quite clear that any new development immediately adjacent to the listed building and fronting the road would harm the sense of open rurality, however further south into the site this potential for negative impact lessens due to the topography of the land and the dynamic relationship of foreground and background in the view.
- 3.37 It is therefore reasonable to suggest that development on land south of the listed building, if designed sympathetically, could have a negligible impact on the significance of the building by changing its immediate setting. Of importance in this regard is to ensure any new development conserves important dynamic views of the building from the road, and that the history of the site remains interpretable (i.e. the listed range is the oldest development on the site which formerly backed on to open countryside).

4 ANALYSIS OF THE PROPOSALS

General Principles

- 4.1 General guidance on assessing proposed changes to heritage assets is given in chapter 16 of the National Planning Policy Framework (2018). The NPPF establishes the premise that conserving significance should be a guiding principle when designing proposals for any development work. In order to do this, it is first necessary to conduct an appraisal of heritage values and identify the significance(s) of heritage assets before commencing with design work. Part 3 of this appraisal fulfils this need, and the findings of part 3 have informed the design of the proposals. There follows, here in section 4, an objective review of the finalised scheme, verifying to what extent conservation of significance has been achieved or whether any harm is likely to accrue.

Summary of the Proposals

- 4.2 The proposals involve two distinct packages of work, namely conversion of the listed building and new lodges sited on land to the south.
- 4.3 The conversion involves changing the listed building into five apartments with selective demolitions and extensive repair works. There will be a front and rear apartment in the C19th eastern range and one apartment each in the three bays that form the original cottages element of the building. The former barn range at the west will be set aside for storage space. Owing to the perilous condition of the building the exact nature of the repair works has yet to be verified. This can only be determined once the building has been made safe and the building has been explored in detail, including access to those parts of the building (including the first floor, roof, rear parts and cellar) that have not been inspected in the preparation of this heritage statement. For this reason it is acknowledged that the heritage statement can only assess the impact of the proposals as they generally relate to demolition, sub-division and the overall premise of repair (i.e. as opposed to the finer detail of repair).
- 4.4 The lodges will be positioned on land to the south and west of the listed building, and extensive groundworks with hard and soft landscaping will be implemented as part of the proposals. It is understood that the lodges will be supplied by Lakeland Leisure Homes, measure 40ft x 20ft, and have timber clad walls with tiled shallow pitch gabled roofs and integral raised deck area at one end.
- 4.5 Design drawings illustrating the works as currently proposed have been submitted as part of the full planning application(s). They are not reproduced within this statement.

Analysis of the Proposals: National Planning Policy Framework

4.6 As discussed earlier, section 16 (Conserving and enhancing the historic environment) of the NPPF (2018) considers heritage planning and identifies the following key drivers in the decision making process:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality;
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

4.7 The NPPF unifies the overall approach to planning, in order to ensure that deliberations over decisions relating to heritage assets are made in the full planning context. Securing sustainable development is the primary driver of the NPPF: in the heritage context this relies on maintaining active use (long term) in a manner that seeks to limit potential harm to significance.

NPPF Paragraph 193

4.8 Paragraph 193 of the NPPF states:

“When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”

4.9 The earlier parts of this heritage statement explore the significances attributed to the listed building, in order that the likely impact of the proposals on significance can be assessed. One of the primary drivers of the project is to bring the dilapidated listed building back into a sustainable use, following years of vacancy and vandalism, and in this regard it is understood that the economic viability of reviving the building is dependant on the associated development on adjacent land (i.e. as enabling development). It is for this reason that, whereas conserving significance is a primary aim of the scheme, the proposals also consider the potential to develop land adjacent to the listed building, which in turn might cause some degree of harm. This issue is discussed more fully later.

NPPF Paragraph 195

4.10 Paragraph 195 of the NPPF states:

“Where a proposed development will lead to substantial harm to (or total loss of

significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d) the harm or loss is outweighed by the benefit of bringing the site back into use."*

4.11 In this case there will be no total loss nor any reasonable suggestion of substantial harm to the significance of the listed building. The scheme secures a sustainable new use for the building and reverses the serious defects and disrepair associated with past vandalism and building vacancy. The sub-division of the building has been designed in a rational and pragmatic manner, acknowledging the various phases of historic development, the original three bay arrangement of the cottages and the negligible significances of the more recent rear additions. There is a good deal of fine detail yet to be established in terms of the proposed approach to repair and renovation, however assuming the works employed adhere to established conservation led philosophies such as minimal intervention, like for like materials and an honest approach to reconstruction, there appears no reason to suggest the proposals as currently presented threaten substantial harm.

NPPF Paragraph 196

4.12 Paragraph 196 of the NPPF states:

"Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."

4.13 As previously discussed, the conversion and proposed subdivision of the listed building acknowledges the historical development of the building and the structural arrangement of the various bays/parts, thereby minimising the need for interventions and retaining considerable evidence of the buildings origins and evolution. Rather than harm the building, the changes should enhance its significance and give it a new lease of life with a function that is true to the origins of the site (the site was originally domestic rather than commercial). A note of caution needs to be expressed however on the potential for inappropriate repair and renovation works to cause harm to the fabric of the building and also later its simple architectural treatment. With this in mind, it is essential that the

choice of replacement materials and repair techniques are carefully selected (e.g. lime pointing and other techniques to ensure the solid wall structures remain breathable), with the long term health and wellbeing of the building being the priority.

- 4.14 The new lodges pose more of a concern since they will have an impact on views and will introduce a new (albeit temporary) land use to the site. In terms of views, and with reference to the earlier assessment of heritage values and significances, it is noted that the positioning of the lodges ensures primary views of the listed building from the road remain largely unaltered and the primacy of the building, with its prominent frontage to the road, is preserved. In this regard, there can be little doubt that if erected as planned, the new lodges will be a visible feature of the wider site (not within the original site boundary but within the confines of the boundary as it changed in the C20th), but also readily interpretable as recent arrivals on land adjacent to a historic building. Accordingly, whereas the spatial setting of the listed building will change, its illustrative historical value will not.
- 4.15 In order to further lessen the visual impact of the lodges some consideration may be given to re-establishing a strong boundary between the rear of the listed building and the lodges, as was previously present before the site was enlarged in the C20th. Such a boundary, perhaps built of stone, could provide a clear spatial and visual separator, which will not only provide the listed building with a more defined plot, but will also, along with the other proposed groundworks, reverse the negative visual impact of the land that currently surrounds the rear parts of the building.
- 4.16 On balance, it is difficult to argue that no harm will accrue as a result of the lodges, however such harm, which is less than substantial, can be readily mitigated by careful design, and the very fact that the scheme promises a sustainable new future for the listed building means that the net impact of the scheme will be benign at worst and, more realistically, positive in nature.

5 SUMMARY & CONCLUSION

- 5.1 This heritage statement assesses the likely impact of a proposed conversion and new lodge development scheme at the vacant and dilapidated former Punch Bowl public house (grade II) near Hurst Green. The assessment is done through an initial assessment of heritage values and significances in order to determine how these might be affected by the proposals.
- 5.2 The overall findings of the statement are that, as currently presented, the proposals will secure a sustainable new use for the listed building in a manner that should enhance and re-establish its heritage significance. As for the new lodges, these will not physically affect the listed building, but they will alter part of its immediate setting. Herein there is scope for some minor harm to significance (as established by setting), but the level of this harm is more than compensated for by the positive proposals for the listed building.
- 5.3 It should be noted that the assessment of the scheme's likely impacts is done without some important details relating to the nature of the works affecting the listed building, which is primarily due to the building's unsafe condition and lack of access. Herein there is scope for further careful investigative work on site (which will include access to as yet unsafe areas of the building and the exposure of parts that might hold archaeological interest), which, it is understood, can only commence once permission for a viable scheme is granted. Indeed the viability of the listed building conversion is reported to have an intrinsic and economically dependant link to the associated lodge development, therefore whilst there remains some 'unknowns' as to the listed building's uninspected parts, it seems clear that in order to secure a positive future for the listed building, consent for a viable scheme is needed from the outset.

ⁱ Clarke, K, *Informed Conservation*, Historic England 2003

ⁱⁱ Historic England, *Conservation Principles, Policies and Guidance: Sustainable Management of the Historic Environment*, 2008

ⁱⁱⁱ <http://www.british-history.ac.uk/vch/lancs/vol7/pp54-61>

^{iv} Ibid