

Report to	Planning Committee
Date	18 August 2020
By	Head of Development
Local Authority	Horsham District Council
Application Number	SDNP/20/01429/LIS
Applicant	Mr Matthew Shepard
Application	Demolition of existing outbuilding and erection of an outbuilding for holiday accommodation, conversion of existing garage to shop, moving of timber gazebo and erection of signage for shop. (Listed Building)
Address	Frankland Arms London Road Washington RH20 4AL

Recommendation: That the application be Approved for the reasons and subject to the conditions set out in paragraph 10 of this report.

Reason for Inclusion on Agenda: More than 8 persons in different households have made written representation raising material planning considerations that are inconsistent with the recommendation of the Head of Development.

IMPORTANT NOTE: This application is liable for Community Infrastructure Levy.

I Site Description

The Frankland Arms Public House is located within the village of Washington and is wholly within the South Downs National Park. The building is Grade 2 Listed and is located within the Washington Conservation Area. The listing description describes the building as:

Early C19. Three windows. Painted brick. Modillion eaves cornice. Tiled roof. Glazing bars intact. Doorway up eight steps with rectangular fanlight. Ground floor wing 1 window at each end of the building.

The Public House sits to the north-eastern periphery of the historic core of Washington village and to the east of more modern housing developments comprising Chanctonbury Close and The Holt. There are several footpaths on the eastern side of London Road, opposite the Frankland Arms which provide direct access to the South Downs Way, located approximately 0.8 kilometres to the south of the application site.

The Public House comprises a two storey brick building with single storey elements to the northern and southern ends. An attached former stable building lies directly to the northern side of the building and has predominantly been used as a garage and storage in connection with the Public House for many years. It is also understood from our site meeting that a small part of the former stable building was previously used as a post office. The main roof of the building is finished in traditional clay roof tiles. The sliding sash windows, detailed soffits and chimneys are key features of the building.

To the western rear elevation of the main Public House Building is an asbestos, part timber clad single storey outbuilding with a corrugated steel profiled roof. This previously comprised a snooker and function room used in conjunction with the Public House. At an Officer's visit to the site, it was noted that the building is now only used for storage and is within a poor state of repair.

2 **Proposal**

The application seeks listed building consent for the demolition of the existing outbuilding to the west of the Public House and construction of a single storey outbuilding that would comprise four units of holiday accommodation.

The proposal also seeks listed building consent to convert the attached former garage, at the southern end of the Public House to a small convenience store, supplying basic provisions, such as milk and bread. This will involve some internal re-configurations of this southern end of the building and the installation of a shop front and signage to replace a garage door on the southern elevation and a new sign to the eastern roadside elevation.

The proposed holiday accommodation outbuilding would be located adjacent to the western boundary of the site and would be orientated to face north. The outbuilding would measure 14.8m in length, 9.8 metres at its deepest point and 4.7m in ridge height. The building comprises a single storey structure with a pitched roof and hipped gable ends to the north and west. To the northern elevation, the building incorporates two pitched roof entrance porches and to the south there is a smaller addition which will house bins and other services. The holiday accommodation units would incorporate open plan bedroom accommodation, each with an ensuite bathroom. No kitchen or cooking facilities are provided within the holiday accommodation units as it is anticipated that meals would be provided within the Frankland Arms Public House or from other restaurants/cafes.

The proposal would involve the removal of four trees and pollarding of two trees within the existing pub garden. The existing timber gazebo to the structure within the pub garden to the north would be re-sited further east.

During the consideration of this application, the following amendments have been made and the additional information submitted in support:-

- Reduction in the ridge height of the holiday accommodation outbuilding from 6.7 metres to 4.7 metres and the removal of two holiday accommodation units within the roof space.
- Internal changes to the Public House have been removed from the application. These comprised the removal of fireplace on ground floor and creation of a new opening between the main bar and the bar area.
- Submission of Preliminary Ecology Assessment and Preliminary Bat Roost Assessment
- Section Drawings and confirmation of no internal or external plant

3 Relevant Planning History

DC/06/0794	Demolition of existing outbuilding and erection of a single storey restaurant, bar servery and light weight storage area, link and new disabled toilet	Application Refused on 07.06.2006
DC/06/0921	Demolition of existing outbuilding and erection of a single storey restaurant, bar servery and light weight storage area, link and new disabled toilet (Listed Building Consent)	Application Refused on 07.06.2006
SDNP/15/03175/LIS	To decorate external walls and woodwork of the Public House (Listed Building Consent)	Application Permitted on 13.05.2015

4 Consultations

Washington Parish Council: Support in principle. However, mindful of concerns raised regarding the proposed tree works, lighting and location of the gazebo. Should the planning approval be considered, the Parish Council would therefore request the following stipulations:

- Tree screening should be an important focus; all tree works to be reviewed and carried out to the absolute minimum with strategic replacement of any tree which has to be removed in the process of development. Request for Preservation Orders to the main trees in the pub garden to ensure future retention.
- Proposed lighting is only installed where strictly necessary and for health and safety requirements; so that it does not contravene the South Downs National Park policies as an international Dark Skies Reserve and Washington's Unlit Parish status. Additional floodlighting should also not be permitted.
- The smoking gazebo should be further to the east of the pub, and as far away as possible from other properties.
- The Velux-style windows should be open to the sky and not to neighbouring properties and should be of obscured glass.
- Parking spaces in the private car park must be properly delineated; signage to show that it is exclusively for pub patrons, and its use to be encouraged rather than parking in the street.

HDC Design and Conservation Officer

(Original Comments): Comment.

Frankland Arms is a particularly important pub as it served the turnpike between Horsham and Worthing via Ashington. It is now well away from the A24 and you wouldn't know it existed unless you took a purposeful detour. It is essential that it remains a viable business to prevent pressure for its conversion to other uses. If its use as a pub ends this will have a harmful impact on the building's interest and also the character of the conservation area. For this reason I am supportive of the proposal to demolish the function room which has no historic significance and replace this with a guest accommodation building. The design is a little quirky and appears to be based on a pre-fabricated timber frame. It has little architectural connection with the pub or the adjacent historic cottages but is not an unattractive design. The building will sit some way behind the north elevation of the pub so will not be prominent from School Lane. The south elevation will be visible from Washington Bostal but this is a much simpler elevation and reminiscent of a traditional ancillary building.

I am also supportive of the proposal to convert the stable to a shop. The works to achieve this will not prevent an understanding or appreciation of this building and its historic use in relation to the pub. The greater intensity of use will also ensure its continued maintenance. I am satisfied the signage proposals are acceptable.

The application also includes a proposal to remove a ground floor fireplace and chimney breast to open up two sides of the bar area. I appreciate this will aid the serving of customers but this structure is important in understanding the spatial arrangement of the ground floor and how each space may have been used in the past. I was not able to enter the pub and look at this part of the building and the information submitted is not comprehensive but it appears that this fireplace forms part of the original construction of the building and is a significant feature. It appears that there is a step in the line of the wall where the breast starts. I could accept the widening of the opening to the edge of the breast but would have to be satisfied the panelling is not of great significance and if not then can be made good and replicated to finish the existing panelling attractively. It might be useful, due to the circumstances, to request this part of the proposal is omitted.

(Comments on Amended Plans): Support subject to conditions.

Now that the internal alterations comprising the removal of the fireplace and chimney breast has been omitted, the application can be support subject to conditions.

5 Representations

20 letters of representation (18 letters of objection and 2 letters of support) have been received.

18 letters of objection have been received from 11 separate households within the District. The comments made are summarised below:

- Visual impact on character and appearance of Conservation Area
- Harm to the historic character and fabric to the Listed Building

2 letters of support have been received from 2 separate households within the District. The comments made are summarised below:

- Alterations invest in historic fabric of the Listed Building

6 Planning Policy Context

Applications must be determined in accordance with the Development Plan unless material considerations indicate otherwise. The statutory development plan in this area is the **South Downs Local Plan 2014-2033** and any relevant minerals and waste plans. Other plans considered:

Storrington, Sullington & Washington Neighbourhood Plan 2018 -2031

- Policy 14: Design

The development plan policies and other material considerations considered relevant to this application are set out in section 7, below.

National Park Purposes

The two statutory purposes of the SDNP designation are:
To conserve and enhance the natural beauty, wildlife and cultural heritage,

- To promote opportunities for the public understanding and enjoyment of the special qualities of their areas.

If there is a conflict between these two purposes, conservation takes precedence. There is also a duty to foster the economic and social well-being of the local community in pursuit of these purposes.

7 Planning Policy

Relevant Government Planning Policy and Guidance

Government policy relating to National Parks is set out in English National Parks and the Broads: UK Government Vision and Circular 2010 and The National Planning Policy Framework (NPPF), updated February 2019. The Circular and NPPF confirm that National Parks have the highest status of protection, and the NPPF states at paragraph 172 that great weight should be given to conserving and enhancing landscape and scenic beauty in national parks and that the conservation and enhancement of wildlife and cultural heritage are also important considerations and should be given great weight in National Parks.

The Planning (Listed Buildings and Conservation Areas) Act 1990 refers to the general duty as respects Listed buildings and Conservation Areas. Section 66 of the Act sets the general duty as respects listed buildings in exercise of planning functions. 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. Section 72 requires that "special attention shall be paid to the desirability of preserving or enhancing the character of that area".

National Planning Policy Framework (NPPF)

The following National Planning Policy Framework documents have been considered in the assessment of this application:

- NPPF - Conserving and enhancing the historic environment

The development plan policies listed below have been assessed for their compliance with the NPPF and are considered to be compliant with the NPPF.

The following policies of the **South Downs Local Plan** are relevant to this application:

- Strategic Policy SD12 - Historic Environment
- Development Management Policy SD13 - Listed Buildings
- Development Management Policy SD15 - Conservation Areas

Partnership Management Plan

The Environment Act 1995 requires National Parks to produce a Management Plan setting out strategic management objectives to deliver the National Park Purposes and Duty. National Planning Policy Guidance (NPPG) states that Management Plans "contribute to setting the strategic context for development" and "are material considerations in making decisions on individual planning applications." The South Downs Partnership Management Plan as amended for 2020-2025 on 19 December 2019, sets out a Vision, Outcomes, Policies and a Delivery Framework for the National Park over the next five years. The relevant policies include:

8 Planning Assessment

The requirements of s.66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, sets out that 'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State 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.'. In applying s.66, the identification of harm to a listed building or its setting carries significant importance and weight in the planning balance.

Policy SD12 of the South Downs Local Plan (SDLP) states that development proposals will only be permitted where they conserve and enhance the historic environment, including through the safeguarding of heritage assets and their setting.

Policy SD13 of the SDLP states that development proposals which affect a listed building or its setting will only be permitted and listed building consent granted where they preserve and enhance the significance of the listed building and its setting by demonstrating the loss of historic fabric and detail of significance, including internal features, floor plans and the integrity of rooms. Where it is considered harm to the significance of the listed building or its setting is outweighed by public benefits, appropriate mitigation measures will be expected.

Policy SD15 of SDLP specifies that proposals within a conservation area, will only be permitted where they preserve or enhance the special architectural or historic interest, character or appearance of the conservation area.

The proposed building will comprise a single storey building measuring 4.7m in total height. The elevations will be predominantly clad in timber vertical cladding with a slate tiled pitched roof. The reduced scale of the proposed building and materials are considered to be appropriate in relation to the historic context of the local area. The pub garden is located at an elevated level in comparison to the level of School Lane to the north and it noted that the proposal seeks to remove a Conifer tree within the pub garden to the north and two trees along the western boundary. Whilst this will slightly reduce the level of planting within the northern part of the pub garden, given the set-back location of the proposed building and the retained planting, it is not considered that the building would adversely affect the character or appearance of the Washington Conservation Area.

The Council's Conservation Officer is supportive of the internal and external alterations including the proposed signage in order to facilitate the conversion of the attached garage to a shop. The proposed works would not prevent an understanding or appreciation of this building and its historic use in relation to the pub. The greater intensity of use will also ensure its continued maintenance and preservation of the listed building in accordance with Policy SD13 of the SDLP.

Amended plans were received during the consideration of this application which omitted the original proposal to remove a ground floor fireplace and chimney breast in order to open up two sides of the bar area within the Public House. The Council's Conservation Officer considers that these structures are important in understanding the spatial arrangement of the ground floor of the Public House and how each space may have been used in the past. It would appear that this fireplace could have formed part of the original construction of the building and therefore is a significant feature of the listed building. The harm by these internal proposals were considered to cause less than substantial harm and although there would have been the public benefit of the proposed shop and tourism accommodation, this was not considered to outweigh the harm caused by the loss of significant internal features within the listed building. These internal alterations were therefore omitted from the application.

The proposed development is considered to sit appropriately within the historic environment of which it forms without any adverse impact on the significance, historic fabric or setting of listed host building. The proposed development is therefore considered to accord with the requirements of the NPPF and policies SD12, SD13 and SD15 of the South Downs Local Plan.

9 Conclusion

The proposed development is considered to sit appropriately within the historic environment of which it forms without harm to character of the designated Conservation Area or the setting of adjacent listed building. The proposed development is therefore considered to accord with the requirements of the NPPF and policies SD12, SD13 and SD15 of the South Downs Local Plan.

10 Reason for Recommendation and Conditions

It is recommended that the application be Approved subject to the conditions set out below.

I. Approved Plans

The development hereby permitted shall be carried out in accordance with the plans listed below under the heading "Plans Referred to in Consideration of this Application".

Reason: For the avoidance of doubt and in the interests of proper planning.

2. 3 year time expiry listed building

The works hereby consented shall be begun before the expiration of three years from the date of this consent.

Reason: To comply with the provision of Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

3. Pre-Commencement Condition: No relevant works shall commence until the following details have been submitted to and approved in writing by the Local Planning Authority. The works must not be executed other than in complete accordance with these approved details:

a) Drawings to a scale not smaller than 1:5 fully describing:

- i) shopfront, these drawings must show:
 - materials
 - cross section of architrave, fascia, frieze, corbels, pilasters, frame, transom, mullions, etc
 - formation of opening including structural support

ii) Roof details including sections through:

- roof ridge
- hips
- valleys
- eaves
- verges

iii) Balustrades and railings and bollards

b) Samples or specifications of all external materials and surface finishes.

Reason: As this matter is fundamental to ensure that the significance of the designated heritage asset, and the character, appearance and integrity of the building, is not prejudiced, thereby preserving the special architectural or historic interest which it possesses, and to comply with Policies SD12 and SD13 of the South Downs Local Plan 2019.

4. Regulatory Condition: The new windows fitted in the accommodation extension hereby permitted shall have casements flush fitted with their frames if manufactured in timber or plastic. The windows shall not be fitted with lead applied to the face of the glass.

Reason: To ensure that the significance of the designated heritage asset, and the character, appearance and integrity of the building, is not prejudiced, thereby preserving the special architectural or historic interest which it possesses, and to comply with Policies SD12 and SD13 of the South Downs Local Plan 2019.

5. **Regulatory Condition:** The new windows fitted in the shop hereby permitted shall have timber windows. The windows shall not be fitted with lead applied to the face of the glass.

Reason: To ensure that the significance of the designated heritage asset, and the character, appearance and integrity of the building, is not prejudiced, thereby preserving the special architectural or historic interest which it possesses, and to comply with Policies SD12 and SD13 of the South Downs Local Plan 2019.

6. **Regulatory Condition:** The roof lights hereby permitted shall be metal framed and sit flush with the roof slope.

Reason: To ensure that the significance of the designated heritage asset, and the character, appearance and integrity of the building, is not prejudiced, thereby preserving the special architectural or historic interest which it possesses, and to comply with Policies SD12 and SD13 of the South Downs Local Plan 2019.

7. **Regulatory Condition:** All new and replacement rainwater goods shall be cast iron or cast aluminium.

Reason: To ensure that the significance of the designated heritage asset, and the character, appearance and integrity of the building, is not prejudiced, thereby preserving the special architectural or historic interest which it possesses, and to comply with Policies SD12 and SD13 of the South Downs Local Plan 2019.

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