

NMB PLANNING

Planning, Design & Access Statement

For

The Former Three Horseshoes Public House,
1 Stibb Green, Burbage,
Wiltshire, SN8 3AE

For

Change of use of existing building to a single residential
dwellinghouse, with car parking and rear garden

On behalf of

Red Star WSL Ltd.

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1. Introduction

- 1.1 This Planning, Design and Access Statement has been prepared on behalf of Red Star WSL Ltd. in support of a planning application to change the use of the existing building to a single dwellinghouse, with associated car and cycle parking and private garden area on the site of the former Three Horseshoes Public House, 1 Stibb Green, Burbage.
- 1.2 The former Three Horseshoes Public House is located at the northern end of the village of Burbage, on the western side of Stibb Green. The site is the southern building in a terrace of 3 properties, with the other 2 being in residential use. The terrace is 2 storeys in height where it fronts onto the road, and the site has a single storey element which is attached to the southern elevation and set back from Stibb Green. The whole terrace has a thatched roof and the pub and adjoining residential unit are painted brick, with the bricks of the end terraced property left unpainted.
- 1.3 The site has been used as a pub, however recent trade has been declining. The last publican tenant vacated the building in 2017 and it has remained vacant since. The accompanying Public House Viability Report prepared by Chartered Surveyors Deriaz Campsie provides further information on the financial decline of the trade at the pub and assesses its potential alternative uses.
- 1.4 The planning application consists of the following drawings and information:-
- Location Plan – 1104/18/03 Rev A
 - Existing Floor Plans and Elevations – 1104/18/01
 - Proposed Floor Plans and Elevations – 1104/18/02
 - Site Plan – 1104/18/04
 - Viability Report, by Deriaz Campsie
- 1.5 The following statement sets out a description of the site and surroundings including the general character of the area, followed by a fuller description of

the development and relevant planning history. An assessment of National and Local Development Plan policies relevant to the development proposals is followed by a Planning Assessment Section which seeks to demonstrate that the development proposal is the most appropriate solution for the site, providing a suitable ongoing use of the building without detriment to surrounding residential occupiers and in all respects can be positively supported by the Council.

2. The Site and Surroundings

- 2.1 The site comprises the former Three Horseshoes Public House, together with its garden and part of the parking area. The site area measures approximately 0.16 hectares. The ground floor area has a number of rooms; bar area, kitchens, stores and w/c's associated with its use as a public house until it was vacated, and the first floor provides 4 bedroom accommodation and bathroom. In addition there is a single detached garage to the rear of the property, accessed from the parking area.
- 2.2 The property is sited at the northern end of the village of Burbage, on the western side of Stibb Green; a triangle of open green space with a few mature trees which provides a setting for a variety of residential dwellings set around its edges. To the north, Stibb Green runs into Marlborough Road, which links onto the A346. To the south, the village of Burbage is set out in a traditional linear form along the 'High Street', with more modern developments set back from the main road through the village.
- 2.2 The core of the village is located to the south of the site. Burbage is identified as a Large Village in the Pewsey Community Area in the adopted Wiltshire Core Strategy. The site is within the identified settlement limits, it is not statutorily listed but it is in the Conservation Area and within the North Wessex Downs AONB. Conservation Areas are considered as 'Heritage Assets' in the NPPF, this will be explored in more detail later in this Statement.
- 2.3 The main part of the building is two storey's in height, with a single storey element extending to the south side and a single storey front porch. The main frontage is to the east, facing onto Stibb Green and the end of High Street. The surrounding development is mostly two storey's in height, with a mix of cottage style dwellings and larger brick-built detached properties. No's 14-17 Stibb Green, opposite the site, are Grade II listed, having been constructed in the 1840's.

- 2.4 The site is located within flood risk zone 1, i.e. the lowest risk of flooding according to the gov.uk online flood risk mapping service.

3. Development Proposals and Relevant Planning History

3.1 Full planning permission is sought for change of use and conversion of the existing building to residential use as a 4 bedroom dwellinghouse, with associated car parking and private amenity space. The proposals retain the building in its current form and layout, and the proposed residential use would complement the neighbouring dwellings in the terrace, by being of the same use.

3.2 The proposed accommodation is set out below;

Ground floor: Kitchen/diner, utility, W/C, drawing room, office, family room, dining/hall, study

First floor: 4 bedrooms, bathroom

Outside: Single garage, driveway with parking, private rear garden area

3.3 To the rear, a number of parking spaces are proposed in order to ensure that the future occupiers and visitors will have sufficient car parking spaces so as to be contained within the site. Vehicular access will remain as per the present arrangement from Steepe Way. Pedestrian/occupier access will be either via the front door from Stibb Green, or the rear entrance near the parking area.

3.4 The existing pub garden will become the private garden area, with a boundary fence erected for privacy and security. Bicycles can be securely stored within the retained single garage.

3.4 A waste and recycling area will be included to ensure that these can be kept separately, and easily brought out/accessed by the refuse/recycling collectors.

3.5 There are two planning applications which are considered to be of relevance to this application, they are summarised below.

3.6 In 2014, an application (LPA ref: 14/07657/FUL) for a “*single storey rear extension to pub*” was approved in October 2014. This extension has not been constructed as it was deemed financially unviable for the business at the time.

- 3.7 A new dwelling was permitted to the rear of the pub site in 2008, it was constructed and is now known as 8 Steepe Way. The application ref: K/59207/F for "*proposed dwelling*" was approved in September 2008.

4. Planning Policy

- 4.1 The relevant Planning Policy appertaining to the development proposals are contained in National Guidance, in the form of the National Planning Policy Framework and the National Planning Practice Guidance: and the relevant Development Plan for Wiltshire Council which consists of the Wiltshire Core Strategy (2015).
- 4.2 Burbage has an emerging Neighbourhood Development Plan, which as of May 2018 was undergoing examination, with clarification being sought from the Inspector on a number of queries.

National Planning Policy Framework (NPPF)

- 4.3 At the heart of the NPPF is a *“presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking”*. In respect of decision taking this means, inter alia, approving development proposals that accord with the development plan without delay.
- 4.4 12 Core Planning Principles are identified in paragraph 17 which should both underpin plan making and decision taking. A number of these Core Principles are relevant to the current proposals including:-
- Always seek to ensure a quality design and a good standard of amenity for all existing and future occupants of land and buildings,
 - To encourage the effective use of land by reusing land that has been previously developed (brown field land), provided it is not of high environmental value, and
 - Conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.

- 4.5 Para. 28 sets out that local and neighbourhood plans should promote the retention of local services and community facilities in villages, such as public houses.
- 4.6 Para. 49 in respect of delivering a wider choice of high quality homes states that housing applications should be considered in the context of the presumption in favour of sustainable development.
- 4.7 Para. 56 places great importance of the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.
- 4.8 At Para 58 planning policies and decisions should aim to ensure that developments (amongst others);
- Will function well and add to the overall quality of the area,
 - Will optimise the potential of the site to accommodate development,
 - Will respond to local character history and reflect the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation,
 - Create safe and accessible environments, and
 - Are visually attractive as a result of good architecture and appropriate landscaping.
- 4.9 Para. 70 supports the delivery of social, recreational and cultural facilities and services and guards against the unnecessary loss of such uses.
- 4.10 In para. 115 it is stated that great weight should be given to conserving 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 landscape and scenic beauty. The conservation of wildlife and

cultural heritage are important considerations in all these areas, and should be given great weight in National Parks and the Broads.

4.11 In para. 126, the NPPF sets out that Local Planning Authorities should take a positive approach to the conservation and enjoyment of the historic environment. They should take into account;

- The desirability of new development making a positive contribution to local character and distinctiveness; and
- Opportunities to draw on the contribution made by the historic environment to the character of a place.

4.12 With regard to heritage assets, para. 128 requires Local Planning Authorities in determining applications to require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

4.13 Para. 129 states that local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

4.14 Para. 131 sets out that in determining planning applications, local planning authorities 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.

4.15 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.

4.16 Para. 143 goes on to state that 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.

[Wiltshire Core Strategy \(Adopted January 2015\)](#)

4.17 Wiltshire Council adopted their Development Plan Document – the Core Strategy – on 20th January 2015. This sets out the development strategy and policies for the county from 2006 to 2026. Relevant policies are summarised below.

4.18 The county has been divided up into 18 community areas, with Burbage being within the Pewsey Community Area, which comprises Pewsey as the local service centre, Burbage and 3 other large villages and numerous small villages. *Core Policy 1 (CP1) Settlement strategy*, sets out the hierarchy of settlements in which sustainable development will be directed; principal settlements, market towns, local service centres and large and small villages. There is a presumption against development outside of these identified settlements.

4.19 Burbage is identified as a large village with a settlement boundary. *Core Policy 2 (CP2) Delivery strategy*, sets out the presumption in favour of sustainable development within the defined settlement limits. Large Villages are deemed appropriate locations for small scale housing and employment development.

4.20 The development strategy for the *Pewsey Community Area (CA)* is set out in *Core Policy 18 (CP18)* and states that Burbage will receive modest amounts of growth appropriate to its needs. All development in the CA will need to

conserve the designated landscape of the North Wessex Downs Area of Outstanding Natural Beauty (AONB; CP51). CP18 identifies that approximately 600 new homes are expected to be delivered within the CA; there have been 306 completions since the start date of the plan (2006-2014), there are 157 units expected on permitted sites, leaving 137 dwellings to be identified and delivered. Housing sites for the county will be identified through a Site Allocations DPD.

4.21 In accordance with the requirements set out in *Core Policy 41 (CP41) Sustainable construction and low carbon energy*, conversions of property to residential use will only be permitted if BREEAM's Homes "Very Good" standards are achieved. With regard to existing buildings, CP41 sets out the following hierarchy for retrofitting measures;

- i. Reduce energy consumption through energy efficiency measures
- ii. Use renewable or low-carbon energy from a local/district source
- iii. Use building-integrated renewable or low-carbon technologies.

4.22 Notwithstanding the above requirement, the policy recognises that in all cases, including those listed above, proposals relating to historic buildings, listed buildings and buildings within conservation areas and world heritage sites should ensure that appropriate sensitive approaches and materials are used. Safeguarding of the significance of heritage assets should be in accordance with appropriate national policy and established best practice.

4.23 The *protection of rural services and community facilities* is covered in *Core Policy (CP49)*. The policy supports the retention of community uses (including public houses) and sets out the following;

"Proposals involving the loss of a community service or facility will only be supported where it can be demonstrated that the site/building is no longer economically viable for an alternative community use. Preference will be given

to retaining the existing use in the first instance, then for an alternative community use. Where this is not possible, a mixed use, which still retains a substantial portion of the community facility/service, will be supported. Redevelopment for non-community service/ facility use will only be permitted as a last resort and where all other options have been exhausted.”

The next section of this Statement sets out an explanation of why the public house use is no longer viable, how other community uses have been explored and concludes that residential use is the most appropriate and viable use for the site going forward.

4.24 If a proposal for change of use to a non-community facility is put forward, it will need to be supported by a comprehensive marketing plan which has been in effect for a minimum of 6 months. The accompanying Viability Report is submitted to support the case for conversion of the site to residential use.

4.25 *Core Policy 51 (CP51) Landscape*, seeks to protect the special landscapes of the county, including the North Wessex Downs AONB. Development should protect, conserve and where possible enhance landscape character and must not have a harmful impact upon landscape character, while any negative impacts must be mitigated as far as possible through sensitive design and landscape measures.

4.26 *Core Policy 57 (CP57) Ensuring high quality design and place shaping* sets out the Council's approach to promoting good design in new development. The policy requires a high standard of design in all new developments, including extensions, alterations, and changes of use of existing buildings. Development is expected to create a strong sense of place through drawing on the local context and being complementary to the locality.

4.27 Conservation Area policy is set out in *Core Policy 58 (CP58) Ensuring the conservation of the historic environment* which requires development to protect, conserve and where possible enhance the historic environment. The special

character or appearance of conservation areas should be conserved and appropriately enhanced.

4.28 The requirement for residential developments to meet minimum parking standards is set out in *Core Policy 64 (CP64) Demand management*. The parking standards set out in the Parking Strategy 2011-2026 of relevance are;

<u>Bedrooms</u>	<u>Minimum spaces</u>
4	3 spaces
Visitor parking	0.2 spaces per dwelling (unallocated)

[Emerging Burbage Neighbourhood Local Plan \(submission version June 2017\)](#)

4.29 The Neighbourhood Plan is currently undergoing examination and as such does not yet form part of the Statutory Development Plan for the area. However, it is useful to look at some of the content to give further context for the site and this application.

4.30 The application site is not mentioned in the submitted Plan, except for being identified as one of two pubs in the village, with the other being the White Hart Inn on High Street to the south. The Plan also identifies a number of existing community facilities within the village, including;

- Village hall
- All Saint's Church and church centre
- Royal British Legion Club
- Sports clubs
- A service station
- A grocers and a farm shop
- Numerous clubs including Scouts, Brownies, Good Companions and Woman's Own

- 4.31 This is highly relevant to the application as the provisions of Core Policy 49 require the applicant to consider alternative community uses before a change of use to residential will be accepted. The number and variety of existing community uses would indicate no additional need for another community building.

5. Planning Assessment

5.1 The key issues to be considered in relationship to the development proposals are:-

- Principle of development
- Loss of public house and community use
- Residential use of the site
- Impact on Conservation Area
- Residential amenity
- Sustainability
- Transport/access/parking/waste

Principle of residential development

5.2 The site is located within the defined settlement limits of Burbage where sustainable development is acceptable in principle. Core Strategy Policies 1 and 2 support small scale residential development within the large villages. Within the Pewsey Community Area, 600 new homes need to be delivered over the plan period. Conversion of this failing pub to a single unit of residential accommodation will provide an additional family dwelling to the village, and will ensure long term security and maintenance of the building. The principle of residential use of the site is therefore considered to be in line with the strategic policies of the Core Strategy.

5.3 Furthermore, the building is part of a terrace of three properties, the other two being in residential use. The terrace reads as a whole and the use of the end building as a pub, with associated signage, together with more people and vehicles coming and going than a residential use, could be considered to detract from the character and appearance of this part of the Conservation Area.

- 5.4 Policy CP49 seeks to retain the existing use as a public house. If the existing use is no longer viable, and suitable alternative community uses cannot be found, then the policy is supportive of a change of use.

Loss of public house and community use

- 5.5 Both national and local planning policy seeks to retain public houses as community assets. However, the policies also recognise that this may not always be a financially viable prospect, in such circumstances alternative community uses are to be explored in the first instance. The accompanying Viability Report outlines the marketing assistance the brewery gave the Landlord to try and assist in maintaining the viability of the PH use – and explains why the pub use is no longer a financially viable prospect.
- 5.6 Trade at the pub has declined in recent years (as set out in the enclosed Viability Report) and Wadsworth & Co, the pub chain which previously owned the pub, agreed a rent reduction for the pub tenant to try and help support the business. However, this reduced rent could not be sustained and despite efforts to boost the trade at the pub, the landlord ceased trading in September 2017. The building has been vacant since then. Following the closure of the pub, the site was sold to the applicant.
- 5.7 There is 1 other pub in Burbage, and this is located centrally within the village on High Street. Its location is more accessible to the majority of residents, which may be contributing to its success relative to the declining trade at the Three Horseshoes. It is considered that the Viability Report submitted clearly demonstrates that ongoing use of the site as a public house is unviable.
- 5.8 Potential alternative community uses have also been considered, however given the site's location away from the main village centre, and the good provision of existing community services within Burbage village, the site is not ideally located for community uses. A further constraint on use of the site for a community use is its existing layout, for example the building would not easily

be adaptable to provide a community hall for instance. The building's location in the Conservation Area is also an important consideration, and the external appearance of the building needs to maintain the appearance of the Conservation Area.

5.9 Other alternative uses, such as a retail use, would likely require alterations to the frontage in order to provide displays and signage. This would be undesirable given the importance of the frontage in its contribution to the local character. Such uses would also attract more people by car and require deliveries, etc. similar to the pub use, whereas a change of use to residential will reduce the overall vehicle movements and contribute positively towards improving the environment for the neighbouring residents. It is more sustainable to have services such as pubs, restaurants and community uses located within the village centre, in order to ensure their ongoing viability and where people can access them without the use of a car.

5.10 In summary, alternative community uses have been considered, however due to the site's location, both on the edge of the village and within the conservation area, it would be impractical and undesirable for community or commercial uses to be located in this location. Furthermore, there is a wide range of community provision within the village, and as such no additional community building is needed.

5.11 As there is no suitable alternative community use, in accordance with the requirements set out in CP49 it is appropriate for the Council to consider this application for residential development of the building as a 'last resort' in order to retain the building and secure its future conservation.

Residential use of the site

5.12 As set out earlier in this Statement, the Viability Report explains the efforts undertaken to try and support the continuing use of the building as a public house. No viable option for continued use as a pub or alternative community

uses has been found, which therefore leads on to consideration of use of the building for residential purposes. This is particularly important given the building's historic nature, as vacant old buildings can quickly fall into disrepair and no longer be economically viable to retain.

5.13 The building is sound, and the Proposed plans (drawing no: 1104/18/02) show that the building is capable of being converted into a single residential dwelling using the existing internal layout. This will ensure that the character and appearance of the building will be preserved and its contribution to the Conservation Area maintained.

Conservation Area

5.14 The proposed conversion and change of use of the site and building to residential use will ensure that this building will be restored to a condition where it can be occupied and continue to contribute to the character of the Conservation Area in a positive way. Vacant buildings can deteriorate if not maintained through use. This is particularly important for this site given the thatched roof, which if left to deteriorate, could leave the whole building vulnerable to the elements and rapid deterioration. The roof has clearly reached the end of its useful life and the expense of replacement is urgently required.

5.15 Also of consideration is the fact that the building is part of a terrace, deterioration could impact on the adjoining property. It is therefore crucial that the building is restored and brought back into use as quickly as possible. Residential use of the building provides a secure long-term use of the buildings (as opposed to commercial ventures which may be short-term dependent on level of success), will ensure that the structure is maintained and will therefore continue to contribute positively to the locality.

Residential Amenities

5.16 Residential use of the building will be wholly in keeping with the surrounding area, as all of the immediate neighbours are residential. When the building was used as a pub, there were a lot of people coming and going, either by vehicle or on foot, including staff, customers and deliveries, through long hours of the day. There may also have been noise and disturbance caused during use of the beer garden. This may have on occasions created some tension with the residential neighbours.

5.17 The proposed residential use will create less noise and vehicle movement than the pub use, which will represent an improvement for the neighbouring residents. This is a positive impact of the proposed conversion as the change of use will remove the beer garden and car park which are in close proximity to existing properties, and create a use more in keeping with the surrounding residential area.

5.18 Given that the proposed development comprises conversion of an existing building, with no changes to openings, etc. it is not considered that there will be any impact on neighbours in terms of privacy or overlooking.

5.19 The proposed converted dwelling will have private amenity space to the rear which will be of a suitable size for a family property.

Sustainability

5.20 The site is located within the settlement limits of Burbage, a large village with a range of local services (set out in para. 4.30 of this report). Burbage Primary School is located less than 0.5 mile away in the centre of the village. Marlborough (6.4 miles north, googlemaps 06.05.18) and Pewsey (4.7 miles west, googlemaps 06.05.18) are larger settlements which provide a further range of services and employment opportunities. There is a bus stop located on

the Marlborough Road at the front of the site with services to Marlborough, Swindon, Ludgershall and Great Bedwyn.

5.21 For travel further afield, Pewsey railway station provides trains westwards to Westbury, Dilton Marsh, Frome and onwards to Exeter St. Davids. Trains eastwards stop at Hungerford, Newbury, Reading and London Paddington (the latter being 1hr 10 mins from Pewsey).

Transport/Access/Parking/Waste

5.22 The access arrangement will be as per the existing access to the site from Steepe Way. The driveway will open out to the parking area and provide access to the single garage which is to remain as per the existing. Together this will provide sufficient resident and visitor parking for the proposed dwelling. It is considered that the overall transport movements associated with the site will be reduced from its use as a public house. Vehicle movements associated with residential use should represent an improvement for the neighbouring occupiers when compared to the use of the site as a pub (i.e. no regular deliveries, more social hours, etc.).

5.23 The building has previously been in use and therefore serviced by water, electricity, etc. The proposed dwelling will be connected to existing supplies of the necessary utilities.

5.24 Cycle parking can be accommodated within the garage.

5.25 Waste will be collected in refuse bins sited adjacent to the garage. They can be moved to the end of the driveway, on Steepe Way for collection day, or the waste collection vehicle can reverse onto site for direct collection.

6. Conclusions

- 6.1 It is considered that the proposed development represents the best way to retain, conserve and enhance the application building, which although not listed, is part of an attractive historic terrace within the Conservation Area. It is also within sight of a statutorily listed building, and therefore it is considered that securing its future use, maintenance and appearance is of importance.
- 6.2 The use of the building as a single residential property will fit cohesively into the residential use of the rest of the terrace, and to the character of the wider locality. No changes are proposed to the external appearance of the building, or internal layout. The existing rooms will be renovated and converted for residential use. The former pub garden will be enclosed and become private residential amenity space, similarly the parking area and single garage will be retained and demarcated for use by the dwelling occupiers.
- 6.3 The site is located within the settlement limits of Burbage, which is defined as a larger village in the Wiltshire Core Strategy, were residential development is acceptable in principle. Whilst it is acknowledged that in the NPPF and Core Strategy Policy 48 that the preferred use of the building would be first and a pub, and secondly as an alternative community use or facility, the accompanying Viability Report clearly demonstrates that the declining pub trade meant that this was no longer a financially viable use for the building. In our opinion and that of Deriaz Campsie Chartered Surveyors, the building by virtue of its location, limited size and internal layout, would not be suitable for a community use. Furthermore, the Burbage Neighbourhood Plan identifies a number of community groups already operating within Burbage, within buildings such as a village hall, church centre and sports halls. These are likely to be purpose built buildings with the facilities necessary to host such groups and community uses. The application building would not lend itself well to conversion for such a use.

- 6.4 As set out in this Statement, the proposed conversion to residential use would secure the long term future of the building, which is important not only for the building itself and adjoining neighbours, but for the quality and appearance of the Conservation Area and North Wessex Downs AONB in which it is located. Furthermore, residential use of the site is in keeping with the character of the area and neighbouring land uses and the proposed change of use will provide improved amenity for the neighbouring residents.
- 6.5 Overall, it is considered that this application represents the best option for the building, is in conformity with the relevant local and national planning policies and as such represents a development proposal which can be supported by the Council.