

Item No.	Application No. and Parish	Statutory Target Date	Proposal, Location, Applicant
(3	20/02245/FUL Great Shefford	26 th November 2020 ¹	Farm Shop in association with The Great Shefford Public House Swan Inn, Newbury Road, Great Shefford, Hungerford, RG17 7DS J and G (Pub) (UK) Ltd
¹ Extension of time agreed with applicant until 3 rd September 2021			

The application can be viewed on the Council's website at the following link:

<http://planning.westberks.gov.uk/rpp/index.asp?caseref=20/02245/FUL>

Recommendation Summary: To delegate to the Head of Development and Planning to REFUSE PLANNING PERMISSION for the reasons listed in section 8 below.

Ward Member(s): Councillor Clive Hooker

Reason for Committee Determination: Ward Member Call-in

Committee Site Visit: 26th August 2021

Contact Officer Details

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1. Introduction

- 1.1 This application seeks planning permission for the erection of a farm shop on land within the car park of the Swan Inn public house, now known as The Great Shefford.
- 1.2 The Swan Inn, which will be referred to in this report as The Great Shefford is a grade II listed building dating back to the early 19th Century, originally built as a house, it is has been in operation as a public house since 1847. The building is of a traditional gabled form, constructed of brick with a slate roof. It was extended in the mid-20th Century with a single storey 3 bay garage to the south-east end. The land to the front of the building is used as a carpark, and there is a beer garden to the south-east of the building. The building is in a prominent location on the junction of Newbury Road, and Wantage Road within Great Shefford, which is a Service Village. The River Lambourn flows along the northern boundary of the site, and there is pasture land to the east of the site. The site is also within the North Wessex Downs Area of Outstanding Natural Beauty (NWD AONB)
- 1.3 This application is seeking to erect a farm shop within the car park of the public house, in association with the operation of The Great Shefford. The proposed building is 16 metres long x 3 metres deep and is to be raised above the ground level to enable a floodable void. The ridge height of the building is 4.6 metres. A slate roof, and timber clad elevations on a brick plinth are proposed as the finishing materials. The planning statement indicates that the shop would be open 6 days a week, but has requested 7 day opening.

2. Planning History

- 2.1 The table below outlines the relevant planning history of the application site.

Application	Proposal	Decision / Date
75/03539/ADD	Erection of 3 bungalows	Refused 07/01/1976. Appeal Dismissed 27/09/1976
89/33923/ADD	Extension to car park	Approved 17/02/1989
91/40132/ADD	Erection of bus shelter.	Approved 05/12/1991
97/50255/FUL	Extension and alterations to form new cold room- enlarge kitchen- toilet refurbishment- new cellar.	Approved 25/09/1997
97/50254/LBC	Extension to create new cold room- alterations to enlarge kitchen- refurbish toilets- extend barn and new cellar area.	Approved 25/09/1997

11/01213/LBC2	Minor interior alterations: removal of existing lobby entrance, reinstating an original opening and alter and adapting existing bar.	Approved 16/09/2011
11/01806/ADV	Renewal of existing signage to public house, maintaining existing locations.	No Decision Taken 06/11/2017
13/02534/LBC2	Retention of illuminated and non illuminated signs to the exterior of the building	Approved 05/12/2013.
13/02535/ADV	Retrospective - erection of illuminated and non-illuminated signs to the exterior of the building.	Approved 05/12/2013
19/02647/LBC2	Refurbishment: Internally painting and decorating, new flooring. Externally new paint.	Approved 22/04/2020
19/02648/ADV	1 x painted, 2 x timber non illuminated signage.	Approved 22/04/2020
19/02646/FUL	Refurbishment: Internally painting and decorating, new flooring. Externally new paint.	Approved 22/04/2020
20/01047/LBC2	Proposed timber addition to provide an additional food service kiosk to the garden. Standalone timber kiosk in the car park for breakfast kitchen/servery.	Refused 13/07/2020.
20/01065/FUL	Proposed timber addition to provide an additional food service kiosk to the garden. Standalone timber kiosk in the car park for breakfast kitchen/servery.	Refused 13/07/2020.
20/02008/FUL	Proposed erection of a series of 150mm x 150mm box section metal posts to support six canopy panels of varying dimensions.	Approved 23/11/2020
21/00383/CERT	Erection of a free standing kiosk for use as a servery	Refused 09/04/2021

3. Procedural Matters

- 3.1 Given the nature and scale of this development, it is not considered to fall within the description of any development listed in Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, EIA screening is not required.
- 3.2 The application was advertised by means of a site notice displayed on 16th October 2020 on the site; the deadline for representations expired on 6th November 2020. A public notice was displayed in the Newbury Weekly News on 8th October 2020; the deadline for representations expired on 22nd November 2020. Following the receipt of amended plans, a further site notice was erected on 25th March 2021 on the site; the deadline for further representations expired on 15th April 2021.

- 3.3 Community Infrastructure Levy (CIL) is a levy charged on most new development to pay for new infrastructure required as a result of the new development. CIL will be charged on residential (C3 and C4) and retail (A1 - A5) development at a rate per square metre (based on Gross Internal Area) on new development of more than 100 square metres of net floorspace (including extensions) or when a new dwelling is created (even if it is less than 100 square metres).
- 3.4 Initial assessment based on the CIL PAIR form, it appears that there will be a CIL liability for this development. However, CIL liability will be formally confirmed by the CIL Charging Authority under separate cover following the grant of any permission. More information is available at www.westberks.gov.uk/cil

4. Consultation

Statutory and non-statutory consultation

- 4.1 The table below summarises the consultation responses received during the consideration of the application. The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report.

Great Shefford Parish Council:	<p>1st Response: Object for the following reasons:</p> <p>Parking and general traffic issues – the car park is already full, and could worsen when social distancing end, the farm shop will exacerbate this, and there have been ongoing traffic and road safety issues</p> <p>Flood Risk Assessment: No assessment has been submitted, and this is an area in a high risk of surface water flooding, the site has experienced flood at least 3 times, the building would block the remaining exit from the car park for surface water</p> <p>Village Shop & Post Office: Another shop may make the village shop unviable which would threaten the Post Office, which is a service that the village does not want to lose like in East Garston.</p> <p>2nd Response after amended plans: Maintain objection on the parking and general traffic issues and the potential threat to the village shop and Post Office</p>
East Garston Parish Council:	<p>Concern about the competition for the village shop/Post Office and garage/shop which would affect East Garston residents, particularly the loss of a Post Office.</p> <p>Concerned about lorry access and limited parking for shop and pub customers</p>
WBC Highways:	<p>1st Response: The farm shop would result in the loss of 1 parking space, and customers would share the car park with the pub, there would be 24 retained parking spaces. Do not anticipate the pub customers using many of the spaces during the weekday afternoons, as well as shop customers, it will be busier early weekday evenings and weekends, if both operations are open at the same time, as parking could overspill to the highway including A338. To support the proposal, suggest farm shop openings</p>

	<p>from 07:00 to 18:00 hours, and on weekends from 07:00 to 12:00 hours.</p> <p>2nd Response: Content with amended plans, reiterate the previously indicated opening times, otherwise an objection will be raised on car parking grounds.</p> <p>Final Response: Have viewed the amended plans and letters from the public. Maintain the view that the farm shop should not be open when the pub is at its busiest, with Bank Holidays being the same as weekends, otherwise recommend refusal on lack of parking.</p> <p>Have viewed the car park over the years from planning history and aerial views. The parking has been in place since 11/01213/LBC2. There is currently space for 27 cars including areas not marked for parking, with this being reduced to 26 by the proposal. The loss of one space is not sufficient to warrant refusal. The car parking layout is mainly existing and have no objection to it.</p> <p>The Public House would be closed or less busy during suggested hours, and not all 9 staff would be present at once, as maximum of 6 could be. Whilst there are no standards for public house, for food retail the Council's standard is 1 space per 30 sqm, and so suggest 2 spaces, so if the shop is open when the pub is closed or less busy then it is difficult to warrant refusal off the application. Cycle stands should be provided for staff and customers, which can be a condition.</p> <p>Whilst parking may overflow into adjacent streets this is an existing situation, and the aim is not to worsen it, have not seen evidence of the car park being full or busy during a weekday prior to the evening.</p> <p>Deliveries would be from Light Goods Vehicles rather than larger HGVs, given the size of the proposal and local produce sold it is unlikely that deliveries would be made by vehicles larger than what already serves the Public house.</p> <p>The A338 has a number of bends in the vicinity which is a concern to some people. My view is that such bends assist in reducing vehicle speeds through the village. Evidence for this is that up to December 2020, according to 'Crashmap', there have been no Personal Injury Accidents in the vicinity since 2005. The LHA would wish to maintain this, but I am not convinced that this proposal will result in a highway safety issue. The level of traffic would not have a severe impact on the highway network as paragraph 109 NPPF advises as grounds for refusal. Most of the traffic would be passing anyway, and so additional traffic would be limited. The Planning Statement sets out that the farm shop and public house are expected to generate linked trips, they are located in the centre of the village in walking distance of residents.</p>
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	No Objection subject to conditions, with regards to Construction Method Statement, provision of parking spaces, and cycle storage.
Environmental Health:	<p>1st response: Noise queries over plant for the chiller units and deliveries</p> <p>2nd response: No comments</p>
Lead Local Flood Authority:	<p>1st Response: Object as no Flood Risk Assessment has been submitted. The site is shown to be affected by Surface Water Flood Flow and Groundwater flooding (1 in 30 year event and in the 2014 recorded event). The FRA should address this.</p> <p>A drainage strategy is required to show how surface water will be managed, and SuDS measures will be required. If discharge to the ordinary watercourse is proposed the LLFA would not consider discharge rates at greater than 1 in 1 year greenfield rates.</p> <p>An ordinary watercourse consent would be required in relation to discharge to the adjacent watercourse, or an Environmental Permit from the EA in relation to discharge to the river.</p> <p>Further detail are required are required showing the relationship between the new building and the watercourse to gauge the impact on it.</p> <p>The red line boundary includes a thin strip of land adjacent to the R. Lambourn which is functional flood plain, this could be an objection, but a slight change in the red line would overcome that.</p> <p>2nd Response: The FRA has been assessed, no account has been taken of displaced flood water from surface water flooding, and no mitigation for it, this should have been addressed.</p> <p>However taking a pragmatic view, since most of the surface water flood flow originates from outside of the site and the loss of potential flood storage volume due to the building footprint will be very small compared to the potential volume arriving from outside the site, the effect on the surrounding area will be negligible with the pub itself likely to be most at risk. Hydraulic modelling could be undertaken to calculate the adverse effect if the applicant wished, however the LLFA does not insist on this being undertaken, and the applicant can decide on the best course of action.</p>
Conservation:	<p>1st response: The proposed building would stand along much of the eastern boundary, and at 4.6m high, would present a hard edge to the site, blocking views of the surrounding countryside. This would reduce the positive contribution the verdant character of the adjoining open land makes to the listed building's setting, thereby causing less than substantial harm to its significance. Whilst effort has gone into designing a building which echoes traditional details and materials, I feel that this is somewhat negated by the large, full height glazed entrance doors. These doors would present an overly modern feature in an otherwise</p>

	<p>traditional setting. Furthermore, the glare and reflections they would produce would have a negative impact on the setting of the listed building and the rural character of the village.</p> <p>Acknowledges the public benefit on enabling the pub to diversify its income, however this could be achieved in a more sensitive manner, by reducing the size of the building, allowing views through to the countryside and beyond, and replacing the large modern glazed bi-fold doors with a more traditional barn-like opening. The statement refers to the removal of the unsightly storage area, there is no record of planning consent for this area.</p> <p>2nd Response: No amendments to the design have been received and so recommend refusal.</p> <p>The proposed building would stand along much of the eastern boundary, and at 4.6m high, would present a hard edge to the site, blocking views of the surrounding countryside from the listed building, and obscuring views of the listed building from the A338 when travelling into Great Shefford. This would not only reduce the positive contribution the verdant character of the adjoining open land makes to the listed building's setting, but it would also obscure important views of the listed building when travelling into Great Shefford along the A338, thereby causing harm to its significance. Although the harm is less than substantial it is real and serious harm which should be given considerable importance, the application states that the farm shop is necessary to provide a supplemental income to support the pub to remain viable, however no evidence of this need has been submitted.</p> <p>3rd Response: The amendments have been considered but apart from moving the building slightly closer to the road, and adding a ramped entrance with handrails, I can't see anything that would overcome my original concerns. Maintain the recommendation to refuse, and repeated the reasons stated above.</p>
AONB Board:	No response received
Archaeology	The Swan Inn is a grade II listed building, however building in the car park will not have a major impact on any significant below ground archaeology.
Environment Agency:	<p>The Environmental Permitting (England and Wales) Regulations 2016 require a permit or exemption to be obtained for any activities which will take place:</p> <ul style="list-style-type: none"> • on or within 8 metres of a main river • on or within 8 metres of a flood defence structure or culverted main river • on or within 16 metres of a sea defence • involving quarrying or excavation within 16 metres of any main river, flood defence (including a remote defence) or culvert • in a floodplain more than 8 metres from the river bank, culvert or flood defence structure and you don't already have planning permission.

	The applicant is advised to consult with the Environment Agency about this at the earliest opportunity, and to discuss whether any other consents will be required.
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Public representations

4.2 Representations have been received from 62 contributors, 36 of which support, and 26 of which object to the proposal.

4.3 The full responses may be viewed with the application documents on the Council's website, using the link at the start of this report. In summary, the following issues/points have been raised:

4.4 Objections

- Impact on the viability of the village shop and petrol station
- Impact on the viability of the Post Office and the wider impact of that on the community and local businesses, potential loss of cash machine
- Need for a farm shop is debated given there are two within 6 miles
- Potential for price increases if the village shop closes
- Existing issues with parking for the pub will be exacerbated
- Highway safety issue given proximity to busy corner, and bus stop
- Lack of spaces for people with disabilities
- Changes will need to be made to the road to make it safe
- More than one space will be lost
- Conflict of pedestrians and drivers in the car park
- The pub is also busy at times suggested by the Highways Officer when it is quiet such as weekday lunchtimes
- Delivery lorries will need to park on the main road on a sharp bend
- Question the number of jobs created, and other jobs could be lost
- The design and siting will impact the character and appearance of the area
- Impact on the listed building
- Additional use of the car park will lead to an increase in activity, noise and disturbance at the site
- The previous application on the site for the pub to expand was rejected, and this should be no different, this will have a greater impact
- The building could become the takeaway that was refused, should be conditioned to prevent this
- Rental of the unit to another party should be prevented
- The site is in a flood risk area, the pub had to close in 2007 due to flooding
- In the 2007 flood the site was clear of obstruction and still flooded, in the event of another flood other properties may be flooded, additional structures have now been added to the site
- Adding additional footprint will form a barrier to surface water flooding on the site.
- Biodiversity and geological considerations
- The site is in an AONB, and adjacent to a SSSI
- There are trees and hedges adjacent to the site
- Insufficient space in the shop for social distancing
- There are insufficient benefits to outweigh the harm
- Environment Agency consent is required for works on or near a watercourse or floodplain

- Pollution risk from butchery to the river
- Farm shop opening times suggested by Highways are material changes to the proposed application, required additional advertising the farm shop should be limited to times when the pub cannot be open.
- A noise impact assessment should be submitted
- No evidence submitted that the shop is required to support the viability of the pub
- Lack of information about butchers waste storage, and inadequate facilities for refuse storage for existing pub and proposed shop, within health and visual impacts.
- Light pollution, impacting residential amenity and the AONB
- Unauthorised structures on the site, should not be used to justify the building
- The canopy application should be addressed in this proposal.
- Creating level access will result in the loss of additional parking spaces
- No staff toilet in the building
- No external lighting or adverts are included in the application
- There are no agreements in place to provide the locally sourced produce

4.5 After the submission of amended plans the following objections were received

- The ramped access does not comply with Building Regulations, and two additional parking spaces would be lost
- The proposal will fail to meet BREEAM Part L TGD requirements
- Insufficient parking spaces on the site plans, the spaces which have been added are those that were removed for additional outdoor seating, also spaces added from the removal of LPG tanks were previously used as parking, the complex takes up more than 1 parking space.
- Modern cars are larger, and with narrower aisles, many drivers of large vehicles struggle to park
- In the past when the roads were quieter overflow parking was on Newbury Road, it is now busier, concerns about impacting visibility
- How will holidays and bank holidays be addressed in the opening hours suggested by highways
- Reduced visibility from site entrance/exit
- Concern about pedestrian safety crossing the main road
- Concern about space for delivery vehicles
- Increase in vehicles will increase noise levels
- Existing supplies are delivered by HGVs not Light good vehicles, new suppliers in light goods vehicles will be additional traffic
- Business plans has inconsistencies
- Three sets of proposed opening times
- This is an application for a Class A1/E9a application, the development could be reimagined as any retail offering, and conditions cannot be imposed to enforce conditions of products, or staffing within a use class
- The shop could be used as the refused breakfast bar
- The amended site plans does not include the full site, and the red line is drawn though the middle of the pub
- Noise disturbance, not clear which set of opening hours have been responded to
- Impact on the listed building, and its setting, it will be a shed with no architectural merit
- No information of lighting or adverts
- No substantiated evidence of public benefit
- Impact on village shop and garage store
- Specialist butchery staff will have to come from outside the village
- The flood void will not stop the flooding of the pub itself due to surface water

4.6 Support

- Will be a welcome asset to the village
- It is well designed and will not conflict with the work already done on the site
- It will support local businesses as an outlet
- Enable the community to purchase from local businesses and local produce
- Will bring fresh produce to people without their need to travel
- Will help to diversify the pub which is at the heart of the community, and protect the investment that has been made in it recently
- Supports local farmers
- Creates local jobs
- Will bring people into the village
- People will be able to shop locally rather than going to Newbury or Hungerford
- Will encourage passing trade to stop and shop
- It can co-exist with the existing shop, competition is good in business, the local shop sells alcohol
- A pub in East Garston has also set up a shop without objections
- Small rural businesses need help and support
- The operating hours proposed overcome potential parking issues as the pub is busier in the evenings
- The improvements to the Great Shefford recently have been a benefit and this a another step in the right direction
- It fits within the status of Great Shefford as a Service Village
- The car park is separated from the highway with clear space for ingress and egress, the bends in the A338 reduce the speed in the immediate vicinity.
- The comments made about delivery vehicles apply to the existing businesses in Great Shefford which park on the A338
- There is already a lot of traffic, it is not proven how much additional traffic the farm shop will bring
- The existing garage benefits from the amount of traffic passing though the village
- Work has been carried out to prevent a recurrence of the 2007 flood event, caused by surface water, and permission has been granted for residential development of the Lewis Industrial Estate opposite the site.
- The site is not in a flood plain, but the pub is, in 2014 the shop came close to flooding but not the pub.

4.7 After the submission of amended plans the following supporting comments were received

- There is no evidence that the proposed farm shop would threaten the viability of the village shop and Post Office.
- There are other farm shops in the vicinity and these do not threaten the viability of the village shop
- The pub car park is barely used for most of the day, and that is when the shop will be used. The pub will continue to be busy at times irrespective of the shop and customers should be directed to quieter places to park. The village shop does not have parking and there is no suggestion if curtailing their opening hours.
- The A338 is already busy, the farm shop will not materially change the situation including opening at 7am.
- There is no change to the pub building itself, the NPPF and Public House SPG guidance should be balanced, it is a sympathetic addition to the site and provide a viable use of the plot
- The floodable void under the building addresses the flooding issues

- It will be an improvement to the existing village amenities, and lead to increase shopping choice
- Will support local farmers and provide local jobs
- The coronavirus pandemic has made it difficult for pub landlords to sustain their business models, and many have diversified their offerings and support this diversification.

5. Planning Policy

5.1 Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The following policies of the statutory development plan are relevant to the consideration of this application.

- Policies ADPP1, ADPP5, CS5, CS10, CS11, CS13, CS14, CS15, CS16, CS17, CS18, CS19 of the West Berkshire Core Strategy 2006-2026 (WBCS).
- Policies OVS5, OVS6 of the West Berkshire District Local Plan 1991-2006 (Saved Policies 2007).

5.2 The following material considerations are relevant to the consideration of this application:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)
- North Wessex Downs AONB Management Plan 2019-24
- WBC Quality Design SPD (2006)
- Sustainable Drainage Systems SPD (2018)
- Public Houses (SPG)
- Cycle and Motorcycle Advice and Standards for New Development (2014)

6. Appraisal

6.1 The main issues for consideration in this application are:

- The principle of the development
- Design, character and appearance
- Heritage
- Neighbouring amenity
- Highway safety
- Flood risk and drainage
- Sustainable building

Principle of development

6.2 The application site is situated within the settlement boundary of Great Shefford which is identified under policy ADPP1 as a Service Village where there is a more limited range of services and some limited development potential. The site is also within the North Wessex Downs AONB. Policy CS10 says that proposals to diversify the rural economy will be encouraged, particularly where they are located within or adjacent to Rural Service Centres or Service Villages. The policy goes on to say that existing small and medium sized enterprises within the rural areas will be supported in order to provide local job opportunities and maintain the vitality of smaller rural settlements. Policy SHOP5 states that the Council will encourage the provision of local shops within village

settlements and encourage the provision and retention of farm shops, provided they do not adversely affect the vitality of nearby village shops. The application has been submitted as a proposal to support the Great Shefford Public House, through the provision of an additional income stream generated from the site. The Public Houses SPG, says that partial redevelopment of a key facility of a public house will not be permitted if it is considered that it will prejudice the economic viability of the future operation of the public house. The guidance also goes on to say that the combination of services or activities such as shops within the existing public house use will be encouraged, and that in principle favourable consideration will be given to proposals which may help to support and diversify activities which serve the retention of the public house.

- 6.3 The documents submitted with the application refer to the shop being required as part of the investment within the public house, and to provide an additional income stream to assist in the future viability of The Great Shefford, and it is proposed to provide the shop as an outlet to local farms and producers. The proposal is seeking to add another income stream to diversify the offering of the public house, following the problems experienced within the hospitality sector caused by the Covid-19 pandemic. The documents submitted with the application have referred to local farm and suppliers of meat, fruit and vegetables, eggs and honey. The documents submitted with the application have referred to 9 jobs being provided within the shop itself, with the potential for more being provided within the supply chain, however this may be subject to decisions made by third parties, and cannot be relied upon in the assessment of this application. The diversification of existing businesses is supported by policy CS10, and the Public House SPG, in addition SHOP5 also promotes the provision of community shops, where they do not affect the viability of local shops. Paragraph 84 of the NPPF seeks the retention and development of accessible local services, which includes local shops and public houses. There have been a number of objections made raising concerns about the impact of the proposed farm shop on the village shop within Great Shefford which is also the Post Office. The planning system does not seek to prevent competition between businesses, and it has been suggested that the proposed shop will provide different goods to those sold within the village shop, thus adding to the provision of services within the village as supported by policy ADPP1, as well as encouraging the diversification of the exiting public house as supported by policy CS10. However the application also needs to be considered in accordance with the following matters.

Design, Character and Appearance

- 6.4 Policy ADPP5 acknowledges the national designation of the NWD AONB and says that new development will conserve and enhance the local distinctiveness, sense of place and setting of the AONB, and that development will respond positively to the local context. Policy CS14 requires new development to demonstrate a high quality and sustainable design that respects and enhances the character and appearance of the area. The policy goes on to say that good design relates not only to the appearance of a development, but the way in which it functions, with the considerations of design and layout being informed by the wider context, not just having regard to the immediate area, but the wider locality. Policy CS19 says that in order to ensure the conservation and enhancement of the local distinctiveness of the landscape character, particular regard will be given to amongst other things, the sensitivity of the area to change, ensuring that new development is appropriate in terms of location, scale and design in the context of the existing settlement form, pattern and character. Paragraph 176 of the NPPF also says that great weight should be given to conserving and enhancing landscape and scenic beauty in Areas of Outstanding Natural Beauty.
- 6.5 The application is proposing the siting of a detached building along the south-eastern edge of the applicant site within the public house car park. The site is located within a prominent location at the junction of Wantage Road and Newbury Road. The proposed

shop would be sited adjacent to the open agricultural land which adjoins the site, and adjacent to the River Lambourn which flows along the north- east boundary of the site. This provides an open setting for the site, particularly in views from Newbury Road. The proposed building echoes traditional design being of timber construction with a slate roof. Whilst it has been designed to be of a low profile, it will be prominently sited to the front of the building, and will present a hard edge to the site boundary, where the car park acts as a transition between the open countryside and the built up edge of the village. The Great Shefford is set within a verdant setting, and the views of this will be lost and replaced by the wall of the farm shop. This will enclose the site, and detract from views of The Great Shefford, from the south-east as well as forming a hard edge to the village, and failing to create an appropriate visual relationship between the settlement of Great Shefford and the adjacent countryside, harming the setting of the village within the NWD AONB.

Heritage

- 6.6 Policy CS19 also says that regard will be paid to the conservation and enhancement of heritage assets and their settings. The Great Shefford is a Grade II listed building, and as such is a designated heritage asset. It was originally built as house in the early 19th Century, and in use as a Public House since at least 1847. The fabric of the listed building will be unaffected by this proposal, due to the farm shop building being detached from it. However, the setting of the building, as referred to above also makes an important contribution to the significance of the building. The building is prominently located on the former historic Hungerford to Wantage Toll road, and can be seen from the junction with the Newbury Road. There are early views of the building from the south-east at the junction of the A338 and Newbury Road. The open and verdant setting to the south-east of the site make an important contribution to the setting and therefore the significance of the listed building. The introduction of the shop building at 4.6 metres high along the south-east boundary will obscure these important views of the public house when entering the village from the south-east. In addition the height and location of the building will also block views of the surrounding countryside from the public house itself, reducing the positive contribution the verdant character of the adjoining open land makes to the listed building's setting. It is considered that proposed farm shop building, due to its size and siting would have a harmful impact on the setting, and therefore the significance of the listed building.
- 6.7 The building has been designed to echo the traditional materials, with a slate roof to match the roof of the public house, and the timber elevations, which are similar to an agricultural building. However this is negated by the large, full height entrance doors, which presents an overly modern feature within an otherwise traditional setting. In addition the glare and reflections from these windows would have negative impact on the setting of the listed building, as well as the rural character of the village.
- 6.8 Paragraph 202 of the NPPF advises that where a development proposal would 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 optimal viable use. The application has been submitted with statements arguing that the proposed farm shop is required to secure the viability of the public house, however this has not been substantiated, or evidence provided that without the farm shop, the public house will not be viable. The documents submitted have also indicated that the location of the farm shop is partially occupied by a fenced off storage area, and the reduction in hardstanding and loss of this area would have a positive impact on the setting of the listed building. However, this area is currently unauthorised and the subject of investigation by the enforcement officers. Whilst it is acknowledged that there are some public benefits to the proposal through the diversification of the income for the public house, and the future of the listed building, it has not been proven that this is the optimal viable use, which would outweigh the

demonstrated harm to the setting of the grade II listed building, as required by paragraph 202 of the NPPF.

Neighbouring Amenity

- 6.9 Policy CS14 requires that new development makes a positive contribution to the quality of life in West Berkshire. Policies OVS5 and OVS6 also refer to the need to minimise noise generated from new developments. The site is situated on the edge of the village with residential properties nearby, and objections have been raised about potential noise from the shop and delivery vehicles, and whether a noise assessment was required. The Environmental Health Officers were consulted on the application, and they sought additional information with regards to plant for the chiller units as well as deliveries. Further information was submitted which indicated that the chiller units would be fridges that do not require additional plant and would not result in external noise being generated, and that deliveries would be via light good vehicles, in small deliveries, with some overlap with the public house. The Environmental Health Officer was satisfied with these comments, and has not raised any further objections. Given the location of the site on the A338, and the opening hours being limited to the daytime, it is not considered that the proposal will harm the living conditions of nearby residential properties. To ensure that any changes to the building in the future are controlled a condition requiring the approval of any air handling plant, and cooking extraction systems can be added to a permission to ensure that the residential amenity is maintained in the future.

Highway Safety

- 6.10 Policy CS13 refers to development which has an impact on the highway network, and policy TRANS1 requires parking provision to meet the needs of new development. There have been a number of objections raised to the proposal on the grounds of lack of parking and concerns about road safety and the potential impacts on pedestrians. The Highways Officer has assessed the application, and considered the objections that have been raised. The proposal will result in the loss of 1 parking space within the existing car park. The planning authority does not have parking standards for public houses, however 2 spaces according to the parking guidance would be required for the proposed shop. To ensure that the parking for the shop can be accommodated within the shared car park the Highways Officer has suggested a different set of opening hours to ensure that the farm shop is not open at the times when the public house is likely to be at its busiest. As such, opening hours of 07:00-18:00 on weekdays and from 07:00 to 12:00 on weekends and Bank Holidays are recommended. Whilst this is different to those proposed by the applicants, it ensures that the proposed farm shop can be open when the need for parking related to the public house is less. The applicant's agents have maintained that they wish the opening hours to be as originally applied for, being 07:00 -18:00 on weekdays and 07:00 to 17:00 at weekends. However, given the limited parking available the Highways Officer has maintained his objection to opening on weekend (and Bank Holiday) afternoons, when it is likely that the car park would be at its busiest for public house customers, leading to a lack of off street parking, and potential overflow parking to surrounding streets. Whilst the difficulties of overflow parking have been indicated in the public response, this is an existing situation, and the loss of one parking space is not sufficient to warrant refusal of the application, and the proposed opening hours avoiding the busiest times for the public house, seeks to avoid worsening the existing situation.
- 6.11 Paragraph 111 of the NPPF advises 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." It is anticipated that the deliveries to the site would be from individual supplies from light good vehicles, rather than larger Heavy Good Vehicles. Given the size of the shop it is

not anticipated that vehicles any larger than those currently used to serve the existing public house would be used, and so this would not result in additional hazards to road users and pedestrians. There have been objections raised due to the existing situation on the A338 and the proximity to sharp bends. The Highways Officer had advised that these bends have the effect of assisting in reducing speeds within the village. In addition there have been no Personal Injury Accidents in the vicinity since 2005, and given the additional level of traffic, when many visits would be linked to visits to the public house, as well as the location in the village within walking distance of residents, it is concluded that the proposal would not result in a highway safety issue.

Flood Risk and Drainage

- 6.12 Policy CS16 says that development will only be accepted in areas at risk of flooding, if it can be demonstrated that it is appropriate in that location, and that there are no suitable and available alternative sites at a lower flood risk. The site is within an area at risk of surface water flooding, and a Flood Risk Assessment was submitted in the course of the application. In addition the plans were amended to raise the level of the building to provide a flood void to accommodate displaced surface water. The Council's drainage engineers as the Local Lead Flood Authority (LLFA) have indicated that most of the surface flood water originates from outside the site, and given the footprint of the building, the effect of the building on flooding is negligible, and the public house itself is most likely at risk of flooding. However the flood void has been provided, and the LLFA are satisfied with the details submitted in the Flood Risk Assessment and have no further requirements of the applicants.
- 6.13 There were also objections raised about the proximity of the proposed shop to the drainage ditch on the boundary of the application site. Any water which is discharged into this ditch would require an Ordinary Watercourse Consent. The Environment Agency have commented that a separate Flood Risk Activity Permit from the Environment Agency will be required for works which are carried out within 8 metres of the top bank of a main river. The details submitted with the application have addressed the flood risk and drainage issues on the site, and the proposal is considered to accord with the requirements of policy CS16.

Sustainable Building

- 6.14 Policy CS15 requires that non-residential development will meet the BREEAM Excellent standard. A pre-assessment report has not been submitted with the application. The applicant's agent has provided an explanation stating that due to the size and scale of the building, with a floor area of 48 square metres, it would be difficult for a building of this size to obtain a pass standard, and it would not be economically viable to aim for an Excellent standard. In this instance given the size and scale of the building proposed, it would not be reasonable to recommend the application for refusal on the basis that the building cannot achieve a BREEAM Excellent standard.

7. Planning Balance and Conclusion

- 7.1 This application is seeking the construction of a farm shop to provide an additional income stream for The Great Shefford public house, to diversify the business in the short term following the disruption caused by the Coronavirus pandemic, and in the medium to longer term as well. The site is situated within a Service Village, where policy ADPP1 supports limited amounts of development, and policy CS10 seeks to encourage small rural businesses, and policy SHOP5 encourages the provision of local shops. Whilst the application is proposing that the produce sold on the shop will be 80% sourced locally, this is difficult on a practical level to enforce through the use of conditions, and would not be necessary given that planning policy supports the provision of a shop in

this location, and so the benefits to the wider community cannot be fully substantiated to other businesses. The proposal will also meet a social objective through supporting the community through the support to the public house, and providing additional services through the provision of a shop aiming to sell local produce. However, no information has been provided to substantiate how the provision of the shop will support the ongoing viability of the business in the future. The Great Shefford is also a grade II listed building situated within the NWD AONB, and harm has been identified to the setting of the building, as well as the setting of the building within the AONB. The NPPF advises that where less than substantial harm has been identified to a designated heritage asset, this should be weighed against the public benefits of the development. In this instance the public benefits are securing the viability of The Great Shefford, and the use of the listed building, however these benefits have not been fully substantiated, and there may be alternative methods to securing the viability of The Great Shefford, which are more sensitive to the setting. The proposal will also harm the setting of the village within the NWD AONB, due to the size and location of the building, detracting from views in and out of the village, and failing to conserve the special qualities of the landscape. The economic benefits of the development have not been fully substantiated, and given the harm that has been identified the proposal conflicts with policies CS14, CS19 and the advice given in the NPPF, and is recommended for refusal.

8. Full Recommendation

- 8.1 To delegate to the Head of Development and Planning to REFUSE PLANNING PERMISSION for the reasons listed below.

Refusal Reasons

1.	<p>Impact on Listed Building</p> <p>The application is proposing the erection of a shop building along the south-eastern boundary of the site of the Swan Inn, also known as The Great Shefford which is a grade II listed building. The proposed building at 4.6 metre high would present a hard edge to this boundary blocking views of the surrounding countryside from the listed building, which would reduce the positive contribution the verdant character of the adjoining open land makes to the listed building's setting, and important views of the listed building when entering Great Shefford from the south-east would be obscured. In addition the large, full height glazed entrance doors would present an overly modern feature in an otherwise traditional setting, and the glare and reflections they would produce would also have a negative impact on the setting of the listed building. The proposal therefore conflicts with the statutory requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF and Policies CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), which together require that proposals should preserve the heritage significance of listed buildings.</p>
2.	<p>Impact on the Setting and NWD AONB</p> <p>The application is proposing the erection of a shop building along the south-eastern boundary of the site of the Swan Inn, also known as The Great Shefford which is a grade II listed building. The proposed building at 4.6 metre high would present a hard edge to this boundary blocking views of the surrounding countryside from the listed building, which would reduce the positive contribution the verdant character of the adjoining open land makes to the setting of the building and the village of Great Shefford within the North Wessex Downs Area of Outstanding Natural Beauty. Important views of the listed building and the setting of the village when entering</p>

	Great Shefford from the south-east would also be obscured. The proposal therefore conflicts with and Policies ADPP5, CS14 and CS19 of the West Berkshire Core Strategy (2006-2026), and guidance contained within the NPPF which together require that proposals should respect and enhance the landscape character, appearance and setting of the rural area and the sense of place and setting within the North Wessex Downs Area of Outstanding Natural Beauty.
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Informatives

1.	<p>Proactive</p> <p>In attempting to determine the application in a way that can foster the delivery of sustainable development, the local planning authority has approached this decision in a positive way having regard to Development Plan policies and available guidance to try to secure high quality appropriate development. In this application whilst there has been a need to balance conflicting considerations, the local planning authority has also been unable to find an acceptable solution to the problems with the development so that the development can be said to improve the economic, social and environmental conditions of the area.</p>
2.	<p>CIL</p> <p>This application has been considered by West Berkshire Council, and REFUSED. Should the application be granted on appeal there will be a liability to pay Community Infrastructure Levy to West Berkshire Council on commencement of the development. This charge would be levied in accordance with the West Berkshire Council CIL Charging Schedule and Section 211 of the Planning Act 2008.</p>
3.	<p>Plans</p> <p>The following plans/documents have been considered in the determination of this application:</p> <p>Location Plan Drawing No P20-2236_01 received on 28th September 2020; Proposed Floor Plans and Elevations Drawing No P20-2236_02 Rev B received on 3rd March 2020; Proposed Site Plan Drawing No P20-2236-03 Rev B received on 3rd March 2020; Flood Risk Assessment Prepared by Glanville Ref: 8200922/AQ/CS/002 dated 14th December 2020 and received on 16th December 2020; Planning and Heritage Statement prepared by Pegasus Group dated September 2020 received on 28th September 2020; and The Great Shefford Farm Shop Business Plan received on 3rd March 2020</p>