

APPLICATION NO.	P08/E1037
APPLICATION TYPE	FULL
REGISTERED	06.10.2008
PARISH	THAME
WARD MEMBER(S)	Mr David Dodds Mrs Ann Midwinter
APPLICANT	Granger Estates LTD
SITE	12/12A Cornmarket Thame
PROPOSAL	Part demolition of existing rear projecting extension and erection of new extension to form 5 x 2 bed Mews Cottages with services and facilities. Construction of waste and re-cycling facilities. Construction of cycle store.
AMENDMENTS	As amended by Drawing Nos. 10B & 11B accompanying Agent's letter dated 28 October 2008 & as amended by Drawing Nos 10C & 11C accompanying Agent's letter dated 17 November 2008
GRID REFERENCE	470669205769
OFFICER	Mrs H.E.Moore
APPLICATION NO.	P08/E1038/LB
APPLICATION TYPE	LISTED BLDG. CONSENT
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1.0 INTRODUCTION

- 1.1 The site lies within the main confines of Thame, within the Thame Conservation Area. 12/12A Cornmarket is a Grade II listed building. The property is used as a shop on the ground floor with a maisonette above. Attached buildings to the rear are currently vacant, although it is clear that there has been some previous residential use of the two storey section of building, and planning permission has been granted for conversion to a single dwelling to the rear of the shop. In addition, planning permission has recently

been granted for the conversion of a detached outbuilding in the garden area to a small dwelling. The plot is long and thin, a typical ‘burgage plot’ shape.

2.0 **PROPOSAL**

2.1 Planning and listed building applications have been submitted. The applications seek permission for the demolition of part of the attached buildings to the rear, and the erection of a new attached building to form 5 x 2 bed dwellings with services and facilities. The dwellings would be constructed in brick and tile to match the existing property. Garden areas would be provided on a communal basis. The existing sub-standard access would be closed to vehicles and the development would be car free. Amended plans have been submitted which show the relocation of the waste and recycling facilities, clarifies the amenity areas for the dwellings and provides cycle parking.

2.2 A lengthy design and access statement accompanies the application, full details of which can be viewed on the Council’s web site. The agent advises that the proposal takes the linear form of the existing development and the small scale of the dwellings is dictated by the shape of the site. Amenity areas and waste recycling facilities are provided. The agent confirms that the site is located in a sustainable position in the centre of town, and a car free development is proposed, which is supported by the highway authority. Sustainable methods of construction are proposed and a legal agreement has been offered to pay for developer contributions stipulated by the County Council.

2.3 Plans **attached** at Appendix 1 show the location of the site and details of the proposals.

3.0 **CONSULTATIONS & REPRESENTATIONS**

- 3.1 Thame Town Council – Objection raised. Comments – Totally unsuitable back land development on a very narrow site, Inadequate vehicle access and egress.
- OCC (highways) – No objection subject to the closure of the existing sub-standard vehicle access, and provision of cycle parking facilities.
- Conservation Officer – No objection is raised to the demolition. The pitch of the roof of the dwellings is not traditional. It is important to keep the burgage wall, and the demolition works and foundations of any new structure should take that into account. The quality of the building materials would be important for the success of any scheme.
- Forestry officer – No objection subject to the imposition of a landscape scheme to secure at least 2 trees in the rear garden.
- Countryside Officer – There is no reasonable likelihood of bats being present. Accordingly, no objection.
- Thame Conservation Group – Objection raised – comments – The access is not suitable for fire, ambulance etc., there is no on-site parking provision, over-development of this narrow gutted site. One dwelling would be enough.

- County Archaeologist – No objection subject to the imposition of an archaeological monitoring and watching brief condition.
- Environmental Health Officer – No evidence to support that noise disturbance from the adjoining public house will be an issue. Lighting control measures should be imposed, and a limit on hours of construction.
- Crime Prevention Officer – The proposed replacement of solid gates with wrought iron gates would benefit natural surveillance. A further benefit would be secured if the gates were a controlled entry system. Laminated glass at ground floor would greatly reduce the opportunity for burglary.

4.0 **RELEVANT PLANNING HISTORY**

4.1 P08/E1080/LB and P08/E1079 – Repair, restoration and conversion of barn to form one dwelling. Granted.

P08/E0755 and P08/E0754/LB – Restoration of existing flat and formation of second two bedroom dwelling, provision of integral toilet for shop, replacement of shop front, replacement of wooden entrance gates with wrought iron gates. Erection of bin enclosure. – Granted.

P08/E0420 and P08/E0421/LB – Demolition of a range of two story and single storey buildings to the rear, and shop front. Construction of 11x2 bed and 1x3bed mews cottages. Provision of integral toilet for shop and restoration work. Installation of new shop front. – Refusal.

P07/E1478/LB and P07/E1477 – Alteration to existing flat, formation of 2 dwellings, formation of new WC. Applications withdrawn.

P86/N0030 and P86/N0301/LB – Addition to form granny-type accommodation including the demolition of part of single storey outhouse. Granted.

P82/N0009/CU/LB – Change of use from part of dwelling to offices – Refusal of planning and listed building consent.

5.0 **POLICY & GUIDANCE**

5.1 Adopted South Oxfordshire Local Plan (SOLP) 2011 policies –

- G2 – Protection and enhancement of the environment.
- G5 – Making the best use of land
- G6 – Promoting good design.
- C8 – Species protection
- C9 – Landscape features
- CON1 – Listed buildings
- CON2-3 - Alteration and extensions to listed buildings
- CON5 – The setting of listed buildings
- CON6-7 – Proposals affecting a conservation area.
- CON 10 – Burgage plots
- EP8 – Contaminated land
- D1 – Good design and local distinctiveness
- D2 – Vehicle and bicycle parking

D3 – Plot coverage and garden areas
D4 - Privacy and daylight
D6 – Design against crime
D9 – Renewable energy
D11 – Infrastructure and service requirements
D10 – Waste management
H4 – New housing in towns and larger villages
H7 – Range of dwelling types and sizes
H8 – Dwelling density
H9 - Affordable housing
T1-2 – Transport requirements for new developments
T3 – Transport assessments and travel plans
R2 – Recreation

South Oxfordshire Design Guide 2008
PPG 15 – Planning and the historic environment
PPS 13 – Highways consideration in Development Control.

6.0 **PLANNING CONSIDERATIONS**

6.1 It is considered that the main issues in the determination of the application will be –

1. Whether the principle of the development in this location is satisfactory;
2. Whether the demolition of the existing buildings is acceptable;
3. Whether the proposal to erect new dwellings would adversely affect the burgage plot, the setting of adjoining listed buildings and the conservation area;
4. Whether the proposed development would adversely affect the amenity of adjoining properties;
5. Whether parking and access arrangements are satisfactory, including access for emergency vehicles and other services;
6. Whether the new dwellings would provide satisfactory residential amenities for future occupiers;
7. Whether the development would be sustainable;
8. Whether contributions towards infrastructure and outdoor play space have been secured;
9. Whether the development involves the loss of important trees;
10. Whether the provision of waste/recycling facilities is satisfactory.

6.2 **The principle of development**

Policy H4 of SOLP advises that proposals for housing on sites within the built-up areas of the 4 main towns in the district will be permitted provided that

- an important open space of public, environmental or ecological value is not lost,
- the design, height, scale and materials are in keeping with the surroundings,
- there are no overriding amenity, environmental or highway objections, and
- if the proposal is for back land development, it would not create problems of privacy and access.

The site lies within the main confines of Thame, one of the main towns in the District, where the principle of development is acceptable provided that there are no significant environmental and amenity objections to the proposed development. These matters are discussed below. Whilst policy H7 requires the provision of a mix of dwellings, this scheme provides all two bedroomed units. Given the town centre location the provision of small units is considered acceptable. The development is below the threshold for the provision of affordable housing.

6.3 Demolition

The proposals involve the demolition of a range of buildings to the rear of the frontage building. The section of building to be demolished is part two storey and part single storey. No objection is raised from a conservation point of view to the demolition of this 1970's dwelling and the modern garaging, provided that the burgage plot boundary wall is safeguarded during the works. If consent is granted, the buildings must be dismantled with care using hand-held tools to ensure that the burgage wall is not damaged as a result of the works. Any repair or re-instatement of the walls must be undertaken to match the historic construction, ie. matching materials laid in the traditional manner in lime mortar.

6.4 Burgage plot, listed building and conservation area

Land between Cornmarket and Southern Road retains its historic burgage form. The curtilage of The Spread Eagle retains the full depth of the plot, whereas the plot at 12/12A Cornmarket has been truncated in the recent past. The character of the existing burgage plot is very open and surprisingly rural for its location within the town centre. The proposed terrace to form 5 dwellings extends only a little further into the plot compared with the existing buildings to be demolished. In these circumstances, officers consider that the open nature of the burgage plot will be retained. It should however be noted that the full depth of the plot is not offered as amenity area for the new dwellings.

In terms of their scale, the dwellings are relatively small as dictated by the long thin nature of the site. The height of the proposed dwellings has been restricted to 6.5m in height, some 0.5m lower than the adjoining properties. The Conservation Officer is concerned that the roof pitch of the dwellings is not traditional, and would not satisfactorily take plain clay tiles which are traditional to the area. However, it would be possible to construct the roofs with a final finish of clay tiles. As such, and in overall terms, the detailing of the proposed dwellings is considered satisfactory.

6.5 Impact on adjoining properties.

Planning permission was refused, (application P08/E0420) for the erection of 12 dwellings on the site, partly on the basis of the impact of the proposed development on adjoining properties. This application proposes a development much reduced in scale. The proposed dwellings would be located adjacent to a garden area to the west, a residential block to the west and residential accommodation to the east. The scale of the buildings would be greater than the existing buildings in that the single storey section would become two storey and they would be slightly longer. However, the garden to the west is in a commercial use and does not appear to be greatly used or have any residential use. The proposed increase in height of the development would cause additional shading over the residential block to the west. However, that residential building is a block of hotel bedrooms which are generally used on a short term basis and the rooms would still enjoy full southerly light. With regard to the impact on the residential to the east, this is principally hotel bedrooms used on a short term basis and the manager's accommodation. The manager's accommodation does not enjoy significant private amenity as it's located adjacent to the public areas of the hotel. Accordingly, and on balance, officers consider that the proposed development would not unduly affect the amenity of adjoining properties.

6.6 Parking and access.

The rear section of site is accessed through narrow wooden gates which lead out directly onto the pavement. The access is also close to the roundabout in Cornmarket. In these circumstances, OCC as highway authority would object to the intensification of use of this vehicle access. In these circumstances, the current development is

proposed with no access or parking facilities provided. The current vehicular access to the site would be closed, and the doors replaced with wrought iron gates.

The application is accompanied by a traffic survey. The survey reached various conclusions, summarised as –

- given that the site would have no vehicular access, the development is, in effect, car free on the basis it has no allocated parking with it.
- adjacent car parks in the centre of Thame on weekdays have extensive spare capacity between 6pm and 8am. Should residents of the new development opt to own a car, there is sufficient capacity to park during those times.
- parking restrictions on street and in the car parks are largely prohibitive to owning a car in that except for Sundays and between the hours of 6pm and 8am the maximum parking time is between 1 and 3 hours. This is prohibitive to car ownership.
- the site is sustainable with a full range of facilities within easy walking distance. Public transport is also available for shorter and longer distances.

OCC as highway authority accept the conclusions of the transport study, and consider that the site is well suited to a car free development given the range of facilities available in close proximity. Bicycle facilities are also provided on site. Accordingly, the highway authority raises no objection to the proposals. Whilst the Town Council have raised concern about non provision of access and parking facilities, the proposals, in their current form, would be in accordance with Government advice on sustainable development.

Concern has been expressed that access for emergency services is not available into the site. In terms of access for fire services, the fire authority can service properties for a distance of some 45m from the nearest access point. In these circumstances it appears that some special measures, for example the installation of a sprinkler system, would have to be installed in the end property. In terms of other services, these could be provided from the front of the site.

6.7 **Amenities for future occupiers**

In terms of garden areas, paving is proposed in front of each property and the garden to serve the dwellings would be provided on a communal basis. The amount of land proposed to serve the recently permitted barn conversion and the proposed dwellings would be some 275 sq.m., which equates to 45 sq.m per unit. This is close to the Council's garden standard recommended for small units of accommodation. In addition the units would benefit from central area recreation areas in the town. The proposed dwellings would be located adjacent to the outside seating area and smoking area of the adjoining Black Horse Hotel. However, there is a solid wall some 2m in height along the boundary with the hotel, which should provide some protection to the proposed dwellings. On balance, officers consider that the proposed dwellings would enjoy satisfactory amenity taking into account their town centre location.

6.8 **Sustainability**

The agent has listed a range of sustainable features which could be included in the construction of the new dwellings which would reach the code level required by the Council. This would be conditioned accordingly.

6.9 **Contributions**

Oxfordshire County Council will be setting out the contributions required for infrastructure and services in respect of the development. The applicant has agreed to pay these charges, and permission would be issued until the appropriate legal agreement has been signed. Contributions towards recreation in the town would also be required, and would be incorporated into the legal agreement.

6.10 **Trees**

The site is fairly open, and no trees of any significant amenity value should be affected by this proposal. The Forestry Officer has recommended that a landscaping scheme is imposed which requires the planting of trees to enhance the amenity of the site.

6.11 **Waste and re-cycling**

Facilities for re-cycling and waste are included as part of the development. The location of the facilities has been moved away from the dining area of the adjoining hotel, and is now located adjoining the car park.

7.0 **CONCLUSION**

7.1 The proposals comply with the relevant Development Plan policies and national planning policy. Subject to imposition of appropriate conditions it is considered that the proposed development would respect the historic character of the Conservation Area, and would not significantly detract from the amenities of the adjoining properties.

8.0 **RECOMMENDATION**

8.1 **It is recommended that the grant of planning permission be delegated to the Head of Planning subject to the prior completion by 13 March 2009 of a Section 106 planning obligation with the County Council to ensure infrastructure payments are made towards education, transport, libraries, waste management, the museum resource centre and social and healthcare provision, and with the District Council in relation to recreation provision, and subject to the following conditions.**

Planning application reference P08/E1037

- 1. Commencement 3 years**
- 2. Sample of all materials to be submitted and approved.**
- 3. Demolition works to be carried out by hand**
- 4. Protection of burgage wall during construction, and repairs to be carried out in traditional manner.**
- 5. Details of windows and doors to be submitted**
- 6. Rainwater goods to be cast iron, painted black**
- 7. Existing access to be closed prior to the first occupation of any unit**
- 8. No additional windows, other openings, extensions or roof extensions without planning permission.**
- 9. Landscaping scheme**
- 10. Archaeological monitoring and watching brief.**
- 11. Details of gates to be submitted and agreed.**
- 12. Provision of cycle store.**
- 13. Provision of waste and recycling store.**
- 14. Sustainability measures to be implemented.**
- 15. Contamination investigation.**
- 16. Contamination (remediation and validation).**
- 17. Lighting control measures.**
- 18. Limit on hours of construction.**

Listed Building application P08/E1038/LB

- 1. Commencement 3 years**
- 2. Sample of all materials to be submitted and approved.**
- 3. Demolition works to be carried out by hand**
- 4. Protection of burgage wall during construction, and repairs to be carried out in traditional manner.**
- 5. Details of windows and doors to be submitted.**
- 6. Rainwater goods to be cast iron, painted black.**

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