

APPLICATION NO.	P17/S0080/O
APPLICATION TYPE	OUTLINE
REGISTERED	9.1.2017
PARISH	THAME
WARD MEMBER(S)	Jeannette Matelot Nigel Champken-Woods David Dodds
APPLICANT	Mr & Mrs M and G Bostel
SITE	69 Park Street, Thame, OX9 3HU
PROPOSAL	Demolition of existing buildings and erection of 3 three-bedroom two-storey dwellings with parking and amenity space.
AMENDMENTS	None
OFFICER	Simon Kitson

1.0 **INTRODUCTION**

- 1.1 This application is referred to planning committee as the officer's recommendation of approval conflicts with the views of the Town Council.
- 1.2 The site (identified on the map **attached** at Appendix A) is located within the built up limits of Thame, on the south-western side of Park Street adjacent to John Hampden primary school. The site lies outside but is bounded on three sides by the designated conservation area of Thame.
- 1.3 The site is lawfully occupied by two retail units at ground floor – a hairdressers and car part vendor. There is a single residential flat at first floor. To the north-west of the site, there is a detached garage building together with an area of hardstanding, apparently used for commercial and customer vehicle parking. The site is within a predominantly residential area and within easy walking distance of the town centre.
- 1.4 In 2014, outline planning permission was granted for the erection of three flats with access and layout. Appearance, landscaping and scale are reserved matters for further approval. Condition 1 states that the consent expires on 29th October 2017, unless the subsequent reserved matters are submitted before this date. The subsequent approval of reserved matters would extend the expiry date by a further 2 years.
- 1.5 The previous decision notice is **attached** as Appendix B.

2.0 **PROPOSAL**

- 2.1 As detailed in the application submission, this proposal seeks outline consent for the same scheme previously approved, in effect extending the expiry date on the permission for a further three year period. All submitted plans and application details are identical to the previous submission.
- 2.2 A copy of the proposed plans is **attached** as Appendix C. The application is accompanied by a planning statement which can be viewed on line at www.southoxon.gov.uk

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Thame Town Council – Objection

1. Overdevelopment
2. Dangerous access onto the highway
3. Loss of retail units and employment

Highways Liaison Officer (Oxfordshire County Council) - No objection, subject to conditions

Countryside Officer(South Oxfordshire & Vale of White Horse) - No objection

Thame Conservation Area Advisory Committee – No strong views

- that the demolition of these buildings would be an improvement to the street scene
- the design could have been more sympathetic to the mainly Victorian buildings in Park Street

Neighbour Approve (1)

- The proposal would have less highway impact than the current commercial use
- The proposal is sensible and well thought out

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P14/S2511/O](#) - Approved (29/10/2014)

Demolition of existing buildings and erection of 3 three-bedroom two storey dwellings with parking and amenity space.

[P75/N0143](#) - Approved (30/04/1975)

Division of existing shop into two (one ironmongery, one off-set duplicating, plan printing and photo copies)

[P73/M0541](#) - Approved (20/06/1973)

Extension to form flat above existing shop.

[P69/M0153](#) - Approved (10/04/1969)

Erection of 2 flats. Alteration & extension of existing showroom, garage, & workshop. Access to be improved.

[P64/M0013](#) - Approved (22/01/1964)

Internal alterations and conversion of front showroom into offices.

5.0 **POLICY & GUIDANCE**

5.1 Thame Neighbourhood Plan (TNP) Policies;

H5 Windfall sites

H6 Design

WS12 Retain existing employment land

GA6 New development to provide parking on site for occupants and visitors

ESDQ11 Sustainable Urban Drainage

ESDQ16 The site and its surroundings

ESDQ17 The character of the town as a whole

ESDQ18 Sense of place

ESDQ19 Design and Access Statement

ESDQ26 Three-dimensional qualities
ESDQ27 Design in the 'forgotten' elements
ESDQ28 Private outdoor space
ESDQ29 Car parking

5.2 South Oxfordshire Core Strategy (SOCS) policies;

CSH3 - Affordable housing
CSH4 - Meeting housing needs

5.3 South Oxfordshire Local Plan 2011 (SOLP) policies;

CON7 - Proposals in a conservation area
D3 - Outdoor amenity area
E6 - Loss of employment uses
G2 - Protect district from adverse development
H4 - Housing sites in towns and larger villages outside Green Belt
T1 - Safe, convenient and adequate highway network for all users
T2 - Unloading, turning and parking for all highway users

South Oxfordshire Design Guide 2016 (SODG)

5.4 National Planning Policy Framework (NPPF)

National Planning Policy Framework Planning Practice Guidance (NPPG)

6.0 **PLANNING CONSIDERATIONS**

6.1 The main issues to be considered in the determination of this planning application are:

1. The principle of the development
2. The impact on the character and appearance of the conservation area
3. The impact on neighbouring properties
4. The impact on parking provision/highway safety
5. Provision of adequate amenity space
6. Housing mix

Principle

6.2 The planning committee previously accepted that the principle of this proposal is acceptable. There have been no relevant changes to the Development Plan or national policy prior to the submission of this application.

6.3 Whilst the Town Council raise objection to the loss of the retail properties, the site is a considerable distance outside the defined primary and secondary retail frontages of the town. As such, there are no policies within the WNP which prevent this form of change of use. Furthermore, as the land is not lawfully within a B1, B2 or B8 use Class, TNP Policy WS12 does not apply and there is no requirement within the Development Plan for the applicants to justify this proposal through the submission of a viability appraisal or marketing information.

6.4 It remains the case that Policy CSTHA1 of the SOCS and TNP Policy H5 allow housing on suitable infill and redevelopment sites, subject to compliance with other Development Plan policies. This site lies within the built up limits of Thame in an area where the predominant land uses are residential and the principle of the redevelopment of the site is acceptable.

Impact on the character and appearance of the site and the surrounding conservation area

- 6.5 SOLP Policy H4 requires that an important open space of public, environmental or ecological value is not lost, nor an important public view spoilt. The site is occupied by unattractive buildings and a parking area. The site has no particular environmental or ecological value and there are no important views across the site.
- 6.6 Although the site lies outside the Thame conservation area, it is bound on 3 sides by it. Policy CON7 of the SOLP seeks to resist proposals for development outside a conservation area which would have a harmful effect on its setting. The existing building and parking area are unattractive and do not contribute positively to the character of the surrounding conservation area. The redevelopment of this site for 3 modest dwellings and associated parking provides an opportunity to enhance the character and appearance of the area, provided that an appropriate design is brought forward, taking cues from the local vernacular. Details of design and materials are not to be considered at this outline stage. However, good quality materials and a traditional dwelling design, as shown on the illustrative elevations, are likely to be an appropriate response to the wider historic environment.
- 6.7 Policies D1 and H4 of the SOLP, Policy CSQ3 of the SOCS and the design objectives of the TNP emphasise the requirement for development proposals to be in keeping with the pattern of development and character of the local surroundings. Although detailed designs are reserved for later approval, the site plan demonstrates that 3 dwellings of an appropriate scale, design and appearance could be achieved on this site. There would be sufficient space around the proposed buildings so that the development would not appear cramped within the context of the surrounding area.

Residential Amenity

- 6.8 There have been no changes to the proposed site layout since the previous approval and Section 7 of the new 2016 Design Guide sets out the same recommended private amenity space standards as the previous 2008 document.
- 6.9 Although the private amenity spaces continue to fall short of the generic 100 sq.m recommendation, both the SODG and SOLP Policy D3 emphasise the need for a flexible approach, taking account of the surrounding context. The need for a Thame-specific appraisal of development proposals is also a recurring theme within the TNP's design objectives and policies. In this particular case, the development would be in the town centre within 94m of a recreational ground and part of a walkable neighbourhood. There are also numerous examples within the locality of dwellings, both traditional and modern having rear gardens significantly smaller than 100sqm – For example, no 60 Park Street -32sqm, No 82 -47sqm and 16 Park Terrace 42sqm. As such, the established character of this part of Thame includes many dwellings with small rear gardens. This aspect of the proposal is considered acceptable and the density of housing proposed would not adversely impact upon the overall character of the area.

Neighbouring amenity

- 6.10 It is noted that the adjacent site to the south is currently under redevelopment following approval of a housing scheme (P15/S2782/FUL) and this will impact upon the relationship with the previously-approved dwellings at the application site. However, it is a significant material planning consideration that the extant outline permission granted consent for the current proposed layout and that this permission predated the Thame Service Station application. As the approved layout can be implemented regardless of

the current site circumstances, provided reserved matters are submitted by October, officers do not consider that the council can reasonably refuse planning permission now for an identical scheme.

- 6.11 Given the position of the buildings in relation to neighbouring properties, officers consider that the development would not result in any adverse neighbour impact in terms of loss of daylight or sunlight. With regards to overlooking, it is acknowledged that there would now be some visibility of the proposed gardens from the north-west facing windows of the apartment block under construction to the south. However this should also be weighed against the arguably improved outlook from the application properties following removal of the commercial service centre buildings. As landscaping remains a matter reserved for future approval, officers anticipate that some form of boundary screening is likely to be required in order to ensure that there would be an adequate standard of privacy to the gardens at the application properties. The development would otherwise have an acceptable impact on existing and future occupiers of the neighbouring properties as required by SOLP Policies H4 and D4.

Highway safety

- 6.12 The previous outline approval granted consent for the same access arrangements. Drawing 01a shows each dwelling with its own vehicular access directly off Park Street and off street parking.
- 6.13 Irrespective of the subsequent Thame Service Centre redevelopment, the Local Highways Authority (LHA) continue to raise no objection to this scheme, subject to conditions. Officers accept the LHAs advice on this matter and have no technical basis to challenge their professional view that there would not be an adverse impact upon pedestrian or highway safety.

Housing Mix

- 6.14 Whilst Policy CSH4 of the SOCS requires a mix of dwelling types where there would be net gain of three dwellings, this is not a requirement of the more recent neighbourhood plan. Under TNP Policy H9, which in this instance takes precedence over the SOCS, the housing mix threshold is raised to 6 units. The proposal complies with this policy.

Community Infrastructure Levy (CIL)

- 6.15 The council's CIL charging schedule was adopted on 1 April 2016. CIL is a planning charge that local authorities can implement to help deliver infrastructure and to support the development of their area, and is primarily calculated on the increase in footprint created as a result of the development. In this case CIL is liable for the development because the proposal involves the creation of new dwellings. The CIL charge applied to new residential development in this case is £150 per square metre of additional floorspace.

7.0 CONCLUSION

- 7.1 The principle of residential development is acceptable in this town centre site. The application is in outline only and the submitted details demonstrate that the layout of the development is acceptable and that a development of an appropriate scale and design could be accommodated at the site. The County Highway Authority has not raised an objection to the access which is considered to comply with the requirements of the NPPF. This proposal would provide 3 small units of accommodation in a very sustainable location.

8.0 **RECOMMENDATION**

8.1 **To grant planning permission, subject to the following conditions:**

1. That the development to which this permission relates shall be begun not later than whichever is the later of the following dates (a) the expiration of three years from the date of this permission; or (b) the expiration of two years from the final approval of the reserved matters, or in the case of approval on different dates, the final approval of the last such matter to be approved.
2. In the case of any reserved matter, application for approval must be made not later than the expiration of three years beginning with the date of the grant of outline planning permission.
3. Prior to the first occupation of the development, car parking spaces shall be provided within the curtilage of the site so that motor vehicles may enter and park off of the highway. the parking areas shall be constructed, laid out, surfaced, drained and completed in strict accordance with specificatin details to be submitted to and approved in writing by the Local Planning Authority prior to the commencement of devleopment. The car parking areas shall be retained unobstructed except for the parking and manoeuvring of motor vehicles at all times.
4. Cycle parking facilities shall be provided prior to the occupation of the development hereby approved, in accordance with details to be submitted to and approved in writing by the Local Planning Authority, prior to the commencement of development.
5. Unless otherwise agreed by the Local Planning Authority 'LPA', development other than that required to be carried out as part of an approved remediation scheme must not commence until a phased contaminated land investigation has been undertaken in accordance with details agered in writing with the LPA. Document(s) detailing the works undertaken in each phase must be submitted to and approved by the LPA in writing before any other phase commences, and before occupation of any building. If contamination is found during the course of development that was not previously identified, the development must be halted on that part of the site to the extent specified by the LPA and until the LPA are satisfied that all necessary phases above have been undertaken.
6. The development hereby permitted shall not be occupied until surface water drainage works have been carried out in accordance with details that have been first submitted to and approved in writing by the Local Planning Authority.
7. The development hereby permitted shall not be occupied until foul drainage works have been carried out in accordance with details that have been first submitted to and approved in writing by the Local Planning Authority.
8. Prior to the commencement of any site works (including demolition or site clearance) an arboricultural method statement shall be submitted to and approved in writing by the Local Planning Authority to show that any mature trees close to the boundary of the site shall not be harmed by the development hereby approved and that a protected area shall be

designated for these trees which shall be protected in accordance with a scheme which complies with the current edition of BS 5837: "Trees in relation to design, demolition and construction" that shall first have been submitted to, and approved in writing by, the Local Planning Authority. The agreed measures shall be kept in place during the entire course of development.

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