

APPLICATION NO.	P18/S0967/FUL & P18/S0992/LB
APPLICATION TYPE	FULL APPLICATION & LISTED BUILDING
REGISTERED	23.4.2018
PARISH	SYDENHAM
WARD MEMBERS	Lynn Lloyd Ian White
APPLICANT	Mr & Mrs J Quesnel
SITE	Manor Farm, Brookstones, Sydenham, OX39 4LZ
PROPOSAL	Demolition, extension, alteration and conversion of existing buildings to form four dwellings with parking and amenity space. (Amended plans received on 5 June 2018 in response to the Conservation Officer's comments).
OFFICER	Davina Sarac

1.0 **INTRODUCTION**

1.1 These applications are referred to the Planning Committee at the Planning Manager's discretion.

1.2 Manor Farm is located on the north-western edge of Sydenham and comprises a Grade 2 listed farmhouse and a range of traditional and modern agricultural buildings that are currently used for a combination of residential, equestrian and storage purposes. The existing traditional outbuildings, whilst not listed in their own right, are considered to be curtilage listed being closely associated with the farmhouse having regard to their form, function and age. A public bridleway runs along the front of the site and around the north-west boundary of the site. To the north of the site, on the opposite side of Brookstones, are a range of unlisted utilitarian farm buildings. To the south of the site and on the western side of Brookstones lie a pair of unlisted semi-detached cottages.

1.3 A plan identifying the site is **attached** as Appendix 1 to this report.

2.0 **PROPOSAL**

2.1 These applications seek planning permission and listed building consent for the demolition, extension, alteration and conversion of the existing curtilage listed outbuildings into four separate dwellings with parking and amenity space.

2.2 The buildings to be converted are all single storey barns and range from more modern utilitarian farm buildings to simple timber framed and clad barn-style buildings. Full details of the proposed works are detailed within the Planning Statement that accompanied the application and are as shown on the submitted plans. The resultant gross internal floor space of the units would be as follows:

Unit 1 (217 sq meters) - 4 bedroom dwelling with 4 car parking spaces.

Unit 2 (183 sq metres) - 4 bedroom dwelling with 4 car parking spaces.

Unit 3 (130 sq metres) - 3 bedroom dwelling with up to 3 car parking spaces.

Unit 4 (100 sq metres) - 2 bedroom dwelling with up to 3 car parking spaces.

2.3 Copies of the plans accompanying the application are **attached** as Appendix 2 to this report. All other documentation associated with the application can be viewed on the council's website www.southoxon.gov.uk under the application reference numbers.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Sydenham Parish Council** – Conversion of units 2 and 3 are supported but the conversions of units 1 and 4 should be refused on the following grounds:

- Scale of development;
- Some of the buildings have already been extended previously therefore contravene policy E8;
- Brookstones is narrow and cars often speed, there is a blind bend, concerns for walkers, cyclists and horse riders;
- Proposal would double traffic.

The Parish's full response is **attached** as Appendix 3.

3.2 **Countryside Access** - No strong views, subject to informatives added to any permission to ensure the public right of way remains available and convenient for public use.

3.3 **Waste Management Officer** - No strong views

3.4 **Environmental Health - Contaminated Land** – A preliminary risk assessment should be carried out.

3.5 **Highways Liaison Officer (Oxfordshire County Council)** - No objection subject to conditions.

3.6 **Countryside Officer** - No objections subject to a monitoring condition.

3.7 **Conservation Officer** - Original Plans - Considered that the conversion scheme can be implemented with minimal impact on the character of the site and the contribution it makes to the setting of the listed farmhouse. However, was concerned that the proposed east (roadside) elevation of Unit 3 exacerbates the already quite domestic character of the structure. The rooflights, the insertion of two new doors and two further sash windows highlights the domestic use of this building. Suggest that the plans are revised to provide just a single doorway in the place of the existing southern window on this elevation to reduce this impact. Or, to avoid a doorway on this elevation at all, perhaps consider extending the garden fencing to the south-west corner and utilising one of the existing stable doors as the garden access door. Throughout the site, post and rail fencing is proposed to subdivide the plots which will serve to ensure that the openness of the yard remains legible. There is just one area where a high brick wall is proposed but this part of the site is less open and would not harm the setting of the listed building. Subject to the recommended changes to Unit 3, there would be no objection to this application with external materials and site boundary treatments approved as per the details shown on the submitted plans.

Amended plans have addressed the concerns expressed about Unit 3.

3.8 **Neighbour representations** – 11 Letters received in total - 3 in support of the proposal and 8 objections. The main concerns are summarised below:

Concerns raised include:

- Scale and density of the development;
- Increased traffic;
- Highway dangers, no pavements, children and dog walkers at risk,
- Harmful to the character of listed buildings,
- Sewage issues

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P16/S1046/LB](#) - Approved (17/05/2016)

Rebuilding of existing external walls, stabilisation and enhancement of existing structural frame, and retention of principal roof structure (with repair as necessary)

[P16/S1045/HH](#) - Approved (17/05/2016)

Rebuilding of existing external walls, stabilisation and enhancement of existing structural frame, and retention of principal roof structure (with repair as necessary)

[P12/S2916/LB](#) - Approved (30/01/2013)

Conversion of dairy building into ancillary accommodation

[P12/S2915/FUL](#) - Approved (30/01/2013)

Conversion of dairy building into ancillary accommodation

[P07/E0986/LB](#) - Approved (11/12/2007)

Alteration & extension of farmhouse and construction of new link. Conversion of farm building to ancillary residential accommodation and demolition of modern agricultural buildings. (As amended by drawing numbers 07/382 10A; 12; 13A; 16A; 19A; 20; MFS/12; MFS/14 and other revised drawings accompanying letters dated 5th November 2007 and 'Plan S' and 'Plan T' accompanying letter from Agent dated 7 November 2007).

[P07/E0985](#) - Approved (13/11/2007)

Alteration & extension of farmhouse and construction of new link. Conversion of farm building to ancillary residential accommodation and demolition of modern agricultural buildings (as clarified by Bat Survey Report dated September 2007 and amended by drawing nos.07/382/10A, 12, 13A, 16A, 19A. 20 and other revised drawings accompanying letter from Agent dated 5 November 2007 and drawings accompanying letter from Agent dated 7 November).

5.0 **POLICY & GUIDANCE**

5.1 **National Planning Policy Framework (NPPF)**

National Planning Practice Guidance (NPPG)

5.2 **South Oxfordshire Core Strategy (SOCS) policies:**

CS1 - Presumption in favour of sustainable development

CSB1 - Conservation and improvement of biodiversity

CSEN3 - Historic environment

CSQ3 - Design

CSR1 - Housing in villages

CSS1 - The Overall Strategy

5.3 **South Oxfordshire Local Plan 2011 (SOLP 2011) policies:**

C8 - Adverse affect on protected species

CON2 – Extensions to listed buildings

CON3 – Alterations to listed buildings

CON4 – Change of use of listed buildings

CON5 - Setting of listed buildings

D1 - Principles of good design

D2 - Safe and secure parking for vehicles and cycles

D3 - Outdoor amenity area

D4 - Reasonable level of privacy for occupiers

D10 - Waste Management

E8 - Re-use or adaptation of rural buildings outside built up areas

- EP8 - Contaminated land
- G2 - Protect district from adverse development
- T1 - Safe, convenient and adequate highway network for all users
- T2 - Unloading, turning and parking for all highway users

5.4 **South Oxfordshire Design Guide 2016 (SODG 2016)**

6.0 **PLANNING CONSIDERATIONS**

- 6.1 The main planning considerations in the determination of the planning application are:
- The acceptability of the principle of conversion
 - The impact on the character and appearance of the site and surrounding area
 - The impact on the historic interest of the site and setting of Manor Farm as a Grade 2 listed building
 - The impact on the amenity of neighbours
 - The adequacy of parking provision and impact on the local highway
 - Other matters

The key consideration in the determination of the application for listed building consent are:

- The impact on the character and appearance of the curtilage listed buildings
- The impact on the setting on the Grade 2 listed farm house

Principle of development

- 6.2 Criteria (i) of Policy E8 of the South Oxfordshire Local Plan (SOLP) states that proposals for the re-use of rural buildings will be permitted provided that (i) buildings are of permanent and substantial construction and are capable of conversion without major or complete reconstruction. The existing buildings proposed for conversion fall within the curtilage of Manor Farm. They are considered to be buildings of permanent form and, whilst some alterations to some of the buildings would be required, along with modernisation of some of the materials in order to comply with current building regulations, overall the development would not require major or complete reconstruction. Officers are satisfied that the buildings are suitable for conversion, in both structural and conservation terms. In this respect I consider the proposals comply with criterion (i) of E8 of the SOLP and that the principle of the development is acceptable.

Impact upon the character and appearance of the site and surrounding area

- 6.3 Criterion (ii) of Policy E8 states that the form, bulk and general design of the buildings should be in keeping with their surroundings; and criterion (iii) states that the fabric and essential character of the buildings should be maintained. The existing buildings are not considered to make a significant contribution to the local landscape but are visually prominent when looking into the site from adjacent public vantage points.
- 6.4 The proposed works to Unit 4 are the most extensive. It is currently the smallest building on the site and comprises a simple rectangular cart-shed with an open frontage. Its floorspace of just over 59 square metres will be extended to provide a total of 100 square metres of accommodation. However, whilst increasing the building by almost double, this increase would not result in an overly large or dominant building on the site, and the unit would still remain the smallest in terms of floorspace in comparison with the three other units on the site (see para. 2.2). The front elevation will not be enlarged but the building will be extended to the rear creating an L-shaped footprint. In your officer's opinion the increase in the size of Unit 4 will not be harmful to

the character and appearance of the curtilage building or the setting of the farmhouse as it will retain its simple form.

- 6.5 Amended plans were submitted to address the Conservation Officer's concern that the original proposed east (roadside) elevation of Unit 3 was too domestic in character. The amended proposals would retain the agricultural character and appearance of the existing buildings. No overly domesticated features are proposed to be added to the exterior of the buildings other than windows and rooflights to facilitate light and ventilation and some doors. These additions are not considered to be excessive or harmful to the appearance or character of the existing buildings. The existing exterior facing materials would be retained or, where necessary, improved. External boundary and access interventions are low key and in keeping with the rural character of the area.
- 6.6 Units 1 & 2 would be attached to each other as they currently are. Concerns were raised by Sydenham Parish Council that enclosing part of the open frontage of unit 1 on the north-west elevation and adding a cart shed to the north side would result in the unit not complying to policy E8. The proposal for unit 1 would retain some the openness along the north-west elevation albeit less than currently, and officers consider that the legibility of the building would be retained, and therefore the building would comply with criterion (ii) and (iii) of the Policy E8. When considering the site as a whole, the overall rural character would remain.
- 6.7 It is recommended that permitted development rights for alterations and additions to the buildings, including outbuildings and boundary treatments, are removed in order to retain the simple character and appearance of the existing buildings and setting of the listed farmhouse.

Impact upon the historic interests of the listed building and setting of Manor Farm

- 6.8 In considering whether to grant planning permission for development which affects a listed building or its setting the council is required to have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. This is the general duty set out in Section 66 of the Planning (Listed Buildings and Conservation Areas Act) 1990. In this case no works are proposed to the main Grade 2 listed farmhouse. The alterations and additions are to the curtilage listed farm buildings which do not possess special architectural or historic features but clearly contribute to the main building's setting. The Conservation Officer supports the principle of the conversion of the existing buildings and considers that the scheme as amended would have minimal impact on the character of the site and would not diminish the contribution it makes to the setting of the listed farmhouse. Throughout the site, post and rail fencing is proposed to subdivide the plots which will ensure that the openness of the yard remains legible. There is just one area where a high brick wall is proposed but this part of the site is to the rear and is less open and would not harm the setting of the main listed building.
- 6.9 Concerns have been raised by some third parties about the scale of the proposed extensions to Unit 4 and that they could have a detrimental impact to the setting of the farm house. The Conservation Officer has no objection to the proposed work to Unit 4. The new work would not dominate the site or have a harmful impact on the special character or setting of the listed farmhouse. Your officers are therefore satisfied that the proposals accord with the requirements of Policy CON5.

Impact on neighbour amenity

- 6.10 Given the location of the site away from neighbouring properties, it is not anticipated that the conversion of the buildings would result in any adverse impact on the amenity of those living nearby.

Parking provision and impact on highway

- 6.11 The local highway authority has raised no concerns relating to the development but recognises that the accessibility of the development is poor and future residents would be highly dependent on the private motor car to access essential services, employment and shops. The site is located close to the centre of the village and within a short walking distance along a quiet road.
- 6.12 Units 1 & 2 will have double cart ports for 2 vehicles plus an extra two car parking spaces. Units 3 and 4 will have a shared parking and turning area to the rear of unit 3 and front of unit 4. This area is large enough to accommodate 3 parking spaces for each unit. The parking provision is considered acceptable. Officers consider that the development would not be detrimental to highway safety or affect the enjoyment of users of the Bridleway. A condition is recommended that a detailed car parking plan is agreed prior to the commencement of the development. Therefore, officers are satisfied that criterion (v) of Policy E8 has been met.

Other Matters

- 6.13 Criterion (vii) of policy E8 requires that in the case of proposals for residential use, other uses have been explored and found to be unacceptable in planning terms. Although alternative uses have not been considered in this proposal, officers consider that the principle of residential conversion is acceptable here, particularly when regard is had to permitted development allowances which apply to existing agricultural buildings. It is also relevant to mention that the NPPF places strong emphasis on the importance of re-using redundant rural buildings.
- 6.14 Taking into account the above points, it is the opinion of officers' that the principle of a scheme which seeks to re-use the buildings for residential purposes is acceptable and in line with the current emphasis of the NPPF.
- 6.15 **Community Infrastructure Levy (CIL)**
This development is liable for CIL.

7.0 CONCLUSIONS P18/S0967/FUL

- 7.1 The application proposal is in accordance with the relevant development plan policies and national planning policy as, subject to conditions, the development is acceptable in principle, would respect the character and appearance of the site and the surrounding area, would preserve the setting of the listed farmhouse and would not cause any harm to the amenities of neighbouring occupiers or the local highway network.

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- 7.2 The proposal complies with the relevant development plan policies and national planning policy as, subject to the attached conditions, the works would preserve the setting of the Grade 2 listed farmhouse and would not be harmful to the historic interest and architectural features of the curtilage listed buildings.

8.0 **RECOMMENDATION**

8.1 To grant planning permission for application P18/S0967/FUL subject to the following conditions:

1. Commencement of development within three years.
2. Development to be carried out in accordance with the approved plans.
3. Schedule of materials to be agreed prior to the commencement of development.
4. Hard and soft landscaping to be agreed prior to the commencement of development.
5. Protected species licence to be submitted prior to the commencement of development.
6. Plan of car parking provision to be agreed prior to the commencement of development.
7. A preliminary risk assessment to be carried out for contaminated land.
8. The garages shall not be converted into accommodation.
9. Withdrawal of permitted development rights for extensions, and outbuildings.
10. Withdrawal of permitted development rights for means of enclosure.

8.2 To grant listed building consent for application P18/S0992/LB subject to the following conditions:

1. Commencement of works within three years.
2. Works to be carried out in accordance with the approved plans.
3. Schedule of materials to be agreed prior to the commencement of works.

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