

APPLICATION NO.	P20/S0092/O
APPLICATION TYPE	OUTLINE
REGISTERED	9.1.2020
PARISH	THAME
WARD MEMBER(S)	Pieter-Paul Barker Kate Gregory David Bretherton
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.
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 currently in retail use. 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 dwellings with access and layout. Appearance, landscaping and scale were reserved matters for further approval (P14/S2511/O). In 2017, the Planning Committee granted approval for an identical scheme prior to the expiry of the previous consent (P17/S0080/O).
- 1.5 Condition 1 of the 2017 permission states that the consent expires on 7th April 2020, 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. Copies of the previous decisions are attached at **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 online at www.southoxon.gov.uk

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 Thame Town Council – Objection

1. Dangerous access onto the highway
2. Proximity to entrance to primary school
3. Loss of retail units and employment, particularly in the light of around 400 newly built homes within 500 metres of the site.

3.2 Thame Conservation Area Advisory Committee – Support

- This will be an improvement to the street scene in that area. It is pleasing to note that there will be parking and bin storage areas.

3.3 John Hampden Primary School – No objection but comments received:

- Please note the dropping off (8.15 and 9am) and picking up times (3 to 3.30pm) of the school as parking is so restricted along Park Street that any deliveries during these times would cause a major disruption.
- Another thing to consider is the parking arrangements for site workmen. We have very limited parking on site and could not accommodate additional work vehicles. Also Park Street is double yellow lines and parking is not permitted on the street.

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P17/S0080/O](#) - Approved (07/04/2017)

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

[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 photocopies)

[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;

CSTHA1 - The Strategy for Thames
CSEN3 - Historic environment
CS1 - Presumption in favour of sustainable development
CSQ3 - Design
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

5.4 Emerging Local Plan 2034

On 10 October 2019 the Secretary of State for Housing Communities and Local Government issued a Holding Direction on the Council in relation to the emerging Local Plan 2034. The holding direction has been made under the provisions of Section 21A of the Planning and Compulsory Purchase Act 2004. This means that the emerging plan has 'no effect whilst the direction is in force', this is set out in section 21A(2) of the Planning and Compulsory Purchase Act 2004. The emerging Local Plan holds no weight at present.

5.5 Supplementary Planning Guidance/Documents

South Oxfordshire Design Guide 2016 (SODG 2016)

5.6 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

Principle

- 6.2 The principle of this development has been supported by the Planning Committee on two previous occasions. There have been no relevant changes to the relevant policies in 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 Thame NP 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 three 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 As was the case at the time of the 2017 application, the adjacent site to the south has had a series of approvals and amendments for a housing scheme (P15/S2782/FUL - P17/S24470/NM) and this will affect the relationship with the 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 that reserved matters are submitted by April, officers do not consider that the council can reasonably refuse planning permission now for an identical scheme.
- 6.11 Given the position of the proposed buildings, to the north of the nearest 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 be some visibility of the currently proposed gardens from the north-west facing windows of the dwellings at 12-14 Seymour Court. 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 mitigate reduced standards 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 The Local Highways Authority (LHA) raised no objection to this scheme on either of the previous occasions, subject to conditions. The last application was approved after the major housing schemes referenced by the Town Council. Given that the identical approved scheme is still extant, officers have not sought further advice from the LHA on this matter.

7.0 CONCLUSION

- 7.1 Officers maintain that the principle of residential development continues to be acceptable within this sustainable 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 within the plots without causing material harm to the character of the area or residential

amenity. The impact upon highway safety would be identical to the extant scheme which was deemed to be acceptable by the Local Highways Authority.

8.0 **RECOMMENDATION**

Grant Outline Planning Permission, subject to the following conditions:

- 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.
- In the case of any reserved matter, application for approval must be made not later than the expiration of 3 years beginning with the date of the grant of outline planning permission.
- Prior to the first occupation of the development hereby approved, the parking and turning areas shall be provided in accordance with drawing no.01a and shall be constructed, laid out, surfaced, drained and completed to be compliant with sustainable drainage (SuDS) principles, and shall be retained unobstructed except for the parking of vehicles associated with the development at all times.
- Prior to the first occupation of the development vision splays measuring 2.0 metres by 2.0 metres shall be provided to each side of the access and the vision splays shall not be obstructed by any object, structure, planting or other material with a height exceeding or growing above 0.6 metres as measured from carriageway level
- The development hereby permitted shall not be occupied until foul and surface water drainage works have been submitted to and approved in writing by the Local Planning Authority.
- 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

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