

APPLICATION NO.	P15/S0431/FUL and P15/S0432/LB
APPLICATION TYPE REGISTERED	FULL and LISTED BUILDING APPLICATION 13.2.2015
PARISH	HENLEY-ON-THAMES
WARD MEMBER(S)	Lorraine Hillier Stefan Gawrysiak Joan Bland
APPLICANT	Mr & Mrs Avery
SITE PROPOSAL	35 Friday Street, Henley-on-Thames, RG9 1AN External alterations and change of use from offices into 8 x 1-bedroom apartments (as amended by drawings accompanying agent's email dated 6 May 2015 to remove the previously proposed dormer windows).
AMENDMENTS	Yes – as above
GRID REFERENCE	476210/182544
OFFICER	Tom Wyatt

1.0 **INTRODUCTION**

1.1 This application is referred to Committee as the Officer's recommendations conflict with the views of the Town Council.

1.2 35 Friday Street 9 (which is shown on the OS extract **attached** as Appendix A) is a Grade II listed building located within the town centre and within an historic burgage plot and the Henley Main Conservation Area. The original part of the building occupies a prominent position fronting Friday Street and is a three storey structure with two storey and single storey elements to the rear. The building is currently vacant but was last used for office purposes and originally for industrial purposes.

1.3 The listing description of the building is as follows:

Late C18 or early C19. An industrial building. Red brick with hipped slate roof. Large square chimney rises from roof at rear. 3 storeys, 3 windows, sliding casements with glazing bars and sashes with vertical glazing bars only. Large central ground floor window. (Former paper mill and brewery).

Nos 5 to 35 (odd) and 45 to 65 (odd), Old Timbers and Friday Cottage and No 73 form a group in association with Nos 4 and 6, No 10, Nos 14, No 14A and 16, Nos 54 and 56, The Anchor Hotel and Baltic Cottage opposite with Baltic House Thameside.

2.0 **PROPOSAL**

2.1 The application, as amended, seeks planning permission for the change of use of the building from offices to form 8 one bed apartments. The proposal would utilise the existing floor space with no further extensions proposed. Three apartments would be located within the single storey rear outshoot and five apartments would be located within the two and three storey part of the main building. No parking would be provided on the site.

2.2 A copy of the plans accompanying the application is **attached** as Appendix B. Other documentation associated with the application can be viewed on the council's website, www.southoxon.gov.uk.

3.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

3.1 **Henley-on-Thames Town Council** – Object due to lack of parking

The Henley Society – Concerns regarding the lack of car parking

Highway Authority – No objections

County Archaeologist – No objections

Economic Development Officer – Objects due to the loss of office space

Conservation Officer – Changes made improve the scheme – no objection subject to conditions.

Neighbours – 14 letters of objection

- Lack of parking provision on site and resultant additional pressure on local on-street parking
- Provision of dormer windows would result in overlooking (the dormer windows have been removed as a result of the amended plans)
- Noise impact on adjoining properties

4.0 **RELEVANT PLANNING HISTORY**

4.1 [P75/S0490/RM/LB](#) - Approved (17/10/1975)

CONVERSION OF EXISTING BUILDINGS TO FORM OFFICES

[P75/S0063/LB](#) - Approved (26/06/1975)

CONVERSION OF EXISTING BUILDINGS TO FORM OFFICES.

[P72/H0223](#) - Approved (17/07/1972)

Offices

[P62/H0061](#) - Approved (22/02/1962)

Single storey extension to factory.

5.0 **POLICY & GUIDANCE**

5.1 South Oxfordshire Core Strategy policies

CS1 - Presumption in favour of sustainable development

CSEN3 - Historic environment

CSH3 - Affordable housing

CSH4 - Meeting housing needs

CSHEN1 - The Strategy for Henley-on-Thames

CSM1 - Transport

CSQ2 - Sustainable design and construction

CSQ3 - Design

CSS1 - The Overall Strategy

CST1 - Town centres and shopping

5.2 South Oxfordshire Local Plan 2011 policies;

CON3 - Alteration to listed building

CON4 - Change of use of listed buildings

CON5 - Setting of listed building

CON7 - Proposals in a conservation area

CON10 – Burgage plots

D1 - Principles of good design

- D10 - Waste Management
- D2 - Safe and secure parking for vehicles and cycles
- D3 - Outdoor amenity area
- D4 - Reasonable level of privacy for occupiers
- D6 - Community safety
- E6 - Loss of employment uses
- EP2 - Adverse affect by noise or vibration
- 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 2008

5.3 National Planning Policy Framework

National Planning Policy Framework Planning Practice Guidance

6.0 PLANNING CONSIDERATIONS

- 6.1 The main planning issues in relation to the consideration of these applications are:
1. The principle of the development
 2. The impact on the character and appearance of the site and the surrounding area
 3. The impact on the architectural and historic interest of the listed building
 4. The impact on neighbouring amenity
 5. Highway considerations
 6. Other material considerations

The Principle of the Development

- 6.2 The site is located within the town centre and has been in commercial use since at least the period when planning records begin (1948), and most recently for offices. Policy E6 of the SOLP seeks to retain existing employment uses and where the floor area of the building proposed for a change of use is greater than 500m² the Policy explains that the building should be marketed at a reasonable price for at least a year for a suitable employment use. However, in this case the floor space of the building is approximately 475m² and on this basis there is no requirement for the building to be marketed for alternative employment uses prior to being considered for a change of use to residential. As such the proposal does not conflict with the requirements of Policy E6.
- 6.3 Although not applicable to this building solely because it is listed, Officers are also mindful of the recent legislative changes to permitted development rights (Town and Country Planning (General Permitted Development) Order 2015 whereby the change of use of offices to residential use can generally be undertaken without the need for planning permission.

The Impact on the Character and Appearance of the Site and the Surrounding Area

- 6.4 The site is located within the Henley Main Conservation Area where Policy CON7 of the SOLP seeks to ensure that the character and appearance of the area is not adversely affected. The proposed change of use would not alter the appearance of the main two and three storey part of the building in any material way. Indeed, the only meaningful external alterations proposed are the addition of roof lights within the roof slope of the single storey outshoot to the rear and these would be simple and symmetrical openings that would not be readily visible in any public views. In light of this the proposal would

have a neutral impact on the character and appearance of the building and the wider Conservation Area.

- 6.5 The proposal would retain the integrity of the historic burgage plot and the existing boundary walling and as such would comply with Policy CON10 of the SOLP.

The Impact on the Architectural and Historic Interest of the Listed Building

- 6.6 Policy CON4 of the SOLP states that a change of use of part or the whole of a listed building will be permitted only if its character and features of special architectural or historic interest would be protected. Policy CON3 of the SOLP states that any alteration to a listed building must respect its established character and not diminish the special historical or architectural qualities which make it worthy of inclusion on the statutory list. As stated above there would be no material alterations to the external appearance of the building and the main alterations, such as the addition of roof lights, would be concentrated on the more modern single storey outshoot.
- 6.7 The office accommodation within the site is generally open plan and it is apparent that the building has undergone significant modernisation owing to its most recent office use with only the central partition wall on the ground and first floors and some surviving timbers on the second floor remaining of the original internal fabric. Therefore, many of the original internal features have been lost over the years such as the original staircases. The change of use would involve some additional subdivision of the internal space with stud partition walling to create bedroom and bathroom accommodation. These internal alterations would be reversible and evidence of the original plan form of the building would remain. Officers consider that the change of use and the proposed alterations would respect the historic and architectural integrity of the listed building.

The Impact on Neighbouring Amenity

- 6.8 Policy D4 of the SOLP states that all new dwellings should be designed and laid out so as to secure a reasonable degree of privacy for the occupiers. Development will not be permitted if it would unacceptably harm the amenities of neighbouring properties through loss of privacy, daylight or sunlight.
- 6.9 The proposal retains all existing openings and the retention of these openings for a residential use as opposed to an office use would result in no material loss of privacy to neighbouring properties. The replacement of the dormer windows previously proposed on the single storey outshoot with roof lights would improve the relationship with the immediately adjoining occupiers. As there are no proposals to extend the building the proposal would have no greater impact on outlook, daylight or sunlight in relation to adjoining properties.
- 6.10 Although close to the heart of the town, Friday Street is predominantly a residential street, and the site adjoins existing residential properties. Officers do not consider that the residential use of the building would cause undue noise disturbance to neighbouring residents compared to an office use. The site lies close to public areas of open space within the town and the lack of amenity space on the site for several of the flats is not a significant concern.

Highway Considerations

- 6.11 The vast majority of local objections to the proposal are concentrated on the lack of parking associated with the development and the consequent impact on on-street parking within the local area. Policy D2 of the SOLP states that planning permission

will not be granted for developments that fail to incorporate adequate, safe and secure parking for vehicles and cycles. However, there will be occasions where car free development is appropriate and acceptable. In this case the proposal relates to the provision of one bedroom flats in a highly sustainable town centre location. Occupiers of the development would be fully aware before moving in that there is no on-site car parking and this location is well served by public transport as well as being within easy walking distance of the many services and facilities within the town meaning that the use of a private car is not essential.

- 6.12 The Highway Authority has raised no objections to the proposal and the comments from the Highway Officer are repeated below.

‘The proposal is unlikely to result in any significant intensification of transport activity at the property. No change is proposed to the existing access arrangements. The proposal is unlikely to have a significant adverse impact on the highway network. It is my opinion that the vehicle movements associated with the proposal in terms of the previous/existing usage of the site does not present “severe harm” as required in the recent Government guidelines in the Nation Planning Policy Framework to warrant a recommendation for refusal. Given the sustainable nature of the site in terms of walking, cycling and public transport and in its proximity to the town centre it is considered ideal for a “car free” development, therefore given the parking pressures within the vicinity of the site it has been recommend to be excluded from eligibility for parking permits.’

- 6.13 The recommendation below is subject to a unilateral undertaking (planning obligation) being provided by the applicant towards the cost of excluding the eligibility of the future occupiers of the development for parking permits within the locality. This measure would ensure that there would be no greater demand on on-street parking in the vicinity of the site compared to the existing situation.

Other Material Considerations

- 6.14 The proposed housing mix is suitable having regard to the nature and location of the building and the lack of car parking. There is no requirement for affordable housing provision or financial contributions towards local infrastructure and services having regard to associated recent government policy changes.

7.0 **CONCLUSIONS**

- 7.1 The application proposals are in accordance with the relevant development plan policies and national planning policy as, subject to conditions, the development would respect the character and appearance of the site and the surrounding area and would not cause any significant harm to the amenities of neighbouring occupiers. In addition the proposal would not cause a severe impact in respect to highway safety and convenience.

8.0 **RECOMMENDATIONS**

8.1 **Application P15/S0431/FUL**

It is recommended that planning permission be delegated to the Head of Planning, subject to the prior completion of a unilateral undertaking with Oxfordshire County Council to secure £1500 to amend the Traffic Regulation Order so that the development shall be excluded from eligibility for parking permits, and the following conditions:

1. **Commencement of development within three years.**

2. Development to be in accordance with approved plans.
3. Rooflights to be conservation style and set flush with the roof.
4. Any new materials to match existing.

Application P15/S0432/LB

That listed building consent be granted subject to the following conditions:

1. Commencement of works within three years.
2. Works to be in accordance with approved plans.
3. Rooflights to be conservation style and set flush with the roof.
4. New works to match existing.

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