West Area Planning Committee

25th May 2016

Application Numbers: 15/01676/FUL and 15/01677/LBC

Application No: 15/01676/FUL;

Decision Due by: 28.07.2015;

Proposal: Erection of single storey rear extension and replacement of rear first floor roof. Extension and alterations to existing rear outbuilding to form garage/studio. Formation of dormer window and insertion of 2No. rooflights to rear roofslope and alterations to existing front dormer. Alterations to windows. Formation of patio with associated landscaping.(amended plans);

Site Address: 54 St John Street, Oxford, OX1 2LQ (site plan: Appendix 1);

Ward: Carfax Ward;

Agent: Mr. Simon Beattie **Applicant:** Mr. Mark Blackwell

Application Call in: By Councillor Hollingsworth, supported by Councillors van Nooijen, Brown and Lygo for the following reasons – potential overdevelopment and impact on neighbouring properties, in a conservation area.

Recommendation:

The West Area Planning Committee is recommended to resolve to grant planning permission subject to conditions for the following reasons:

1. Reasons for Approval:

1.1. The proposed development is acceptable in design terms and would not cause unacceptable levels of harm to the Listed Building, Central Conservation Area or amenities of the neighbouring properties. The proposal therefore accords with policies 'CP1, CP6, CP8, CP10, HE3 and HE7' of Oxford City Councils *' Local Plan'* 2001-2016, and policy CS18 of the *'Oxford Core Strategy'* 2026 and policies 'HP9 and HP14' of the *'Sites and Housing Plan'* 2026.

1.2. The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all

other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

1.3. Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.

2. Conditions:

Subject to the following conditions, which have been imposed for the reasons stated:-

1. Development begun within time limit;
2. Develop in accordance with approved plans;
3. Arch - Implementation of programme;
4. External material samples (dwelling);
5. Sample panels (dwelling);
6. Reuse bricks + samples (boundary wall);
7. Sample panel (boundary wall);
8. External material samples (outbuilding);
9. Sample panels (outbuilding);

Application No: 15/01677/LBC;

Decision Due by: 28.07.2015;

Proposal: Erection of single storey rear extension and addition of pitched roof on exiting rear two storey extension. Formation of dormer window and insertion of 2No. rooflights on rear roofslope and alterations to existing front dormer. Window alterations. Various internal alterations including creation of openings, removal and addition of walls. Extension and alterations to existing rear outbuilding to form garage/studio.(amended plans);

Site Address: 54 St John Street, Oxford, OX1 2LQ (site plan: Appendix 1);

Ward: Carfax Ward;

Agent: Mr. Simon Beattie **Applicant:** Mr. Mark Blackwell

Application Call in: By Councillor Hollingsworth, supported by Councillors van Nooijen, Brown and Lygo for the following reasons - potential overdevelopment and impact on neighbouring properties, in a conservation area.

Recommendation:

The West Area Planning Committee is recommended to resolve to grant Listed Building Consent subject to conditions for the following reasons:

3. Reasons for Approval:

1.4. The Council considers that the proposal, subject to the conditions imposed, would accord with the special character, setting, and features of special architectural or historic interest of the Listed Building. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. The proposal therefore accords with policies CP1, HE3 and HE7 of the Oxford Local Plan 2001-2016, and policy CS18 of the *Oxford Core Strategy*' 2026 and policies HP9 of the '*Sites and Housing Plan'* 2026.

4. Conditions:

Subject to the following conditions, which have been imposed for the reasons stated:-

1. Commencement of works LB/CAC consent;
2. LBC approved plans;
3. Works in accordance with letter;
4. Making good damage;
5. Internal features;
6. Reuse of features;
7. Preservation of unknown features;
8. External material samples (dwelling);
9. Sample panels (dwelling);
10. Further details (dwelling);
11. Reuse bricks + samples (boundary wall);
12. Sample panel (boundary wall);
13. External material samples (outbuilding);
14. Sample panels (outbuilding);
15. Further details (outbuilding);

5. Principle Policies:

5.1. This application has been assessed against the following policies:

National
National Planning Policy framework 2012 (paragraphs 63, 129, 132 and 134, 186-187, 196-197, and 203-206);
National Planning Policy Guidance

Oxford City Council's '*Local Plan'* 2005 (as amended 2013)
CP.1 - Development proposals;
CP.6 - Efficient use of land and density;
CP.8 - Design development to relate to its context;
CP.10 - Siting development to meet functional needs;
HE2 - Archaeology;
HE3 - Listed Buildings and their Settings;
HE4 - Archaeological Remains Within Listed Buildings
HE7 - Conservation Areas;

Oxford City Council's '*Core Strategy'* 2011
CS18 - Urban design, townscape character and the historic environment;

Oxford City Council's '*Sites and Housing Plan'* 2013
MP1 - Model policy;
HP9 - Design, character and context;
HP13 - Outdoor space;
HP14 - Privacy and Daylight;

Oxford City Council's Supplementary Planning Documents
High Quality Design 2015;

Other Planning Documents
Historic Environment Good Practice Advice in Planning: 2;

5.2. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan and relevant supplementary documents unless material considerations indicate otherwise.

6. Relevant Site History:

6.1. A planning history search exercise has been carried out, applications that are considered of material relevance with this submission have been summarised below:

- 57/06162/A_H - Extension to form bathroom. PDV 28th June 1957.

- 97/01558/CAT - Remove ash tree in the Central Conservation Area at 54 St. John Street, Oxford. RNO 20th September 1997.

- 15/00036/CAT - Fell 1no Pear Tree in the Central Conservation Area. RNO 4th February 2015.

7. Comment;

7.1. Five letters of objection were received during the public consultation period, comments from a material planning perspective are summarised as follows:

- Amount of development onsite (overshadowing);
- Impact on Grade II Listed Building and Conservation Area;
- Design (material use);
- Outbuilding (privacy);
- Loss of the original dwelling;

7.2. One letter of support received during the public consultation period, comments from a material planning perspective are summarised as follows:

- Endorses views;

7.3. St John Street Area Residents' Association, objects to the proposals for the following reasons:

- Overdevelopment;
- Design (material use);
- Usability (access);
- Outbuilding;
- Garden (inadequate amenity);

7.4. Thames Water Utilities Limited, no comments received during the

7.5. Oxford Civic Society, no comments received during the

8. Consultation:

8.1. None.

9. Site Description and Surrounding Area:

9.1. In terms of its local context, the application site falls within the Central Conservation Area.

9.2. 54 St John Street is a Grade II Listed Building, the building is part of a unified terrace-type scheme dating from 1837 which comprises the terraces along St John Street (grade II listed) and was laid out in conjunction with those along

Beaumont Street (grade II* listed). The St John Street terraces are three storeyed buildings with accommodation in the roof spaces and basements, fronted in Bath stone with small parapets and moulded cornices, and slate roofs. The buildings feature tradition timber sash windows with glazing bars. Although the appearance and detailing of the buildings appear homogeneous upon first glance, there are subtle differences in the detailing of certain features such as fan lights, internal joinery works, and the layout of floor plans.

9.3. The rears of the properties are characterised by traditional sequences of extensions, in the form of two-storey wings and single-storey extensions. The extensions vary in age and design but the majority are relatively sympathetic in their form and massing, being subservient to the principle dwelling and extending only several metres into the rear garden.

9.4. No.54 is owned by St Johns College (the applicants) and is intended to be used as a residence for a college fellow. The building is currently vacant and features a rear flat roofed two-storey wing. To the rear of the plot is a two-storey outbuilding, the ground floor of which is currently used as bicycle storage for nearby residents.

10. Proposed Development:

10.1. Listed building consent is sought for a number of external and internal alterations to the principle building in association with necessary restoration and repair works to the building, together with works to the curtilage listed outbuilding.

10.2. The external proposals for which planning permission is also sought include the addition of a lean-to slate pitch roof to the existing flat roofed rear wing, the construction of a single-storey rear extension comprising a lean-to element projecting from the rear elevation of the principle building and a dual pitch roof element with a glazed gable projecting from the rear wing. The existing dormer on the front roof slope is proposed to be remodelled and a new dormer constructed on the rear roof slope, together with the addition of a single roof light. The replacement of the existing rough cast render on the rear with a lime render is also proposed.

10.3. The internal proposals include alterations to the basement, the removal of part of the dividing wall on the ground floor, the addition of internal wall insulation on the front and rear walls of the building, and the introduction of secondary glazing to the windows.

10.4. The works to the outbuilding include the addition of a single-storey lean-to extension, ground floor door and first floor windows to the rear east elevation, the replacement of the ground floor doors and the blocking up of the first floor windows in the west front elevation, together with the provision of rooflights in the west roof slope. The proposed works are in association with the conversion of the building to a garage on the ground floor and a studio on the

first floor. These works are not considered to be a material change of use which would require planning permission.

10.5. During the course of this application, various negotiations have taken place with the agents, resulting in amendments to the proposed scheme comprising a reduction in the overall size and mass of the extension, changes to its design, a reduction in the size and massing of the dormers, and the omission of and changes to various elements of the proposed internal alterations.

11. Main Issues:

11.1. Officers consider that the determining issues with regards to the proposal are as follows;

- Impact on a Grade II Listed Building and its Setting;
- Impact on the Central Conservation Area;
- Impact on Neighbour/Occupant Amenity;
- Impact on Archaeological Setting;

12. External Proposals:

12.1. The proposed extension would project out an additional 2.35m from the rear elevation of the rear wing into the rear garden. By reason of the traditional design form with dual pitched and mono-pitched roofs, and the subservience of the proposed extension, it is considered that the additional projection and the overall scale and mass of the proposed extension could be accommodated on the site without detracting from the architectural significance of the listed building, the setting of the surrounding listed buildings or the character and appearance of the conservation area.

12.2. The use of zinc for the roof slopes and the glazing in the projecting gable element of the extension, would give it a contemporary appearance. The principle of taking a contemporary design approach in terms of the proposed materials and elevational treatment in combination with a more traditional form and scale is considered acceptable. It is not felt that the use of the proposed materials in a contemporary manner would detract from the significance of the building, but rather appear an appropriate contrast to the appearance and character of the existing building, distinguishing between the old and the new elements.

12.3. A large proportion of the other buildings within the terrace feature front and rear dormers of varying designs and sizes. Those on the front roofslopes of the buildings in the southern end of the terrace are not readily visible within the streetscene, set back from the front elevation behind the parapet. The principle of altering the existing front dormer and introducing a dormer onto the rear roofslope would not harm the architectural or historic special interest of the building. The proposed dormers are considered to be of an appropriate

design, size and massing, which would not detract from the character and appearance of the building.

12.4. The proposed replacement of the existing flat roof of the rear wing with a mono-pitched slate roof can be achieved without detriment to the significance of the building, and it is considered to be a design solution appropriate to the character and appearance of the listed building.

13. Internal Proposals:

13.1. The proposed changes to the existing partitions, namely the creation of an opening in the ground floor dividing wall and the moving of a partition in the basement, would ensure that the original floor plan and layout remain readable. The structural alterations to the roof are considered justified and in the interest of retaining as much historic fabric as possible. The proposed introduction of secondary glazing and internal wall insulation are considered to be sympathetic alterations that would enable the energy efficiency of the building to be improved without harming its special interest.

14. Outbuilding Proposals:

14.1. The proposed changes to the outbuilding to enable it to be used as a garage for vehicles and to enable the first floor to become a usable space by the introduction of a staircase are considered justified, and sympathetic to its character and appearance. The proposed works would not harm the contribution the outbuilding makes to the special interest of the listed building, the setting of surrounding listed buildings or the character and appearance of the listed building.

14.2. Whilst it has been commented that the outbuilding is currently used as a communal bike store for the area, this is at the discretion of St John's College and they have no requirement to do so. It would therefore be unreasonable to request that they provide alternative bike storage in the area if they no longer wish to continue this arrangement.

15. Residential Amenity:

15.1. The proposed extension, roof alteration and dormer are not considered to have a detrimental impact on the amenity of neighbouring occupiers in terms of loss of light or outlook, overbearing impact or loss of privacy. The proposed ground floor extension projects only an additional 2.35m from the original outrigger, 1.7m from 53 St John Street and has been set low level in order to comply with 25 degree guidelines. The proposed dormer and alterations provide a degree of mutual overlooking which is already experienced in the street.

15.2. Due to the significant reduction in scale of the scheme negotiated through revised plans and the low pitch of the proposed outrigger roof; the proposed alterations are not considered to have a detrimental impact on the outlook from neighbouring properties as demonstrated by the compliance with 45 and 25 degree guidelines under policy HP14 of the '*Sites and Housing Plan'* 2013.

15.3. Revised plans were requested to reduce the scale of the rear extension, partially because it was considered that it would significantly compromise the size of the private amenity space available to the host dwelling. The revised plans address this concern and it is now considered the private amenity space is adequate to serve the dwelling in this context as the increase in footprint is not considered to be a significant increase to what is currently on the site and is comparable to the footprint of the original dwellinghouse. The proposal therefore complies with policies HP13 of the *Sites and Housing Plan'* 2026.

16. Neighbour Concerns:

16.1. In response to local residents concerns regarding the usability of the some of the spaces, it is not considered that the proposed changes would result in particular rooms, namely the rear ground floor room (G03) and rear basement room (B04), becoming unusable spaces that would affect or compromise the condition of the listed building or its architectural or historic significance.

16.2. In response to local residents concerns regarding the impact of the proposed works on the condition of their property, this is a civil matter which would be subject to Party Wall legislation.

16.3. There have a been a number of requests for a Construction Management Plan by condition however due to the scale of the scheme this would not be considered appropriate or necessary for a householder application and would need to be dealt with as a civil matter.

16.4. The proposed alterations to the outbuilding are not considered to have a detrimental impact on the amenity of neighbouring occupiers in terms of loss of light or outlook, overbearing impact or loss of privacy. Whilst objections have been received in relation to loss of privacy by the insertion of new windows, it is recognised that in a terrace there is a degree of mutual overlooking between their gardens which is already experienced. Although the proposed windows face back towards the windows of neighbour properties, they directly face the host property and are sited over 15 metres away from those of neighbours.

16.5. The conversion of the outbuilding itself to accommodate would not require planning permission. Further conversion to a unit of self-contained accommodate would need to be subject to a further change of use application.

17. Sustainability:

17.1. The proposal continues to make use of historic buildings stock.

18. Conclusion:

18.1. Having regard to the material considerations and all other matters raised, the Local Planning Authority considers the proposed external and internal changes to the Listed Building and curtilage listed outbuilding would not harm the architectural or historic significance of the listed building, the setting of the surrounding listed buildings, and the character and appearance of the Central Conservation Area. Subject to conditions, the applications would comply with the government legislation of the Planning (Listed Buildings and Conservation Areas) Act 1990, and national and local planning policy contained in the NPPF, the Oxford Local Plan and the Oxford Core Strategy.

19. Recommendation

Applications are approved subject to conditions;

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers: 15/01676/FUL and 15/01677/LBC

Contact Officers: Amy Ridding/Sarah Orchard
Date: 9th May 2016