

West Area Planning Committee

25th May 2016

Application Numbers: 15/01674/FUL and 15/01675/LBC

Application Number: 15/01674/FUL;

Decision Due by: 28.07.2015;

Proposal: Erection of single storey rear extension and two-storey first floor extension. Alterations to front and rear dormer windows and insertion of 1.No. rear rooflight. Formation of patio with associated landscaping (amended plans);

Site Address: 58 St John Street, Oxford, OX1 2LQ (site plan: Appendix 1);

Ward: Carfax Ward;

Agent: Mr. Simon Beattie

Applicant: Mr. Mark Blackwell

Application Called 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 '*Core Strategy*' 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:

1. Development begun within time limit;
2. Develop in accordance with approved plans;
3. Samples in Conservation Area;
4. Arch - Implementation of programme;

Application Number: 15/01675/LBC;

Decision Due by: 28.07.2015;

Proposal: Replacement of rear extensions with single storey ground floor extension and two-storey first floor extension. Alterations and enlargement of front and rear dormers and addition of 1.No. rear rooflight. Various internal alterations including removal of walls and creation of openings.(amended plans);

Site Address: 58 St John Street, Oxford, OX1 2LQ (site plan: Appendix 1);

Ward: Carfax Ward;

Agent: Mr Simon Beattie

Applicant: Mr Mark Blackwell

Application Called 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:

1. Reasons for Approval:

- 1.1. 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.

2. 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. Rooflight omitted;
5. Making good damage;
6. Internal features;
7. Reuse of features;
8. Preservation of unknown features;
9. External material samples;
10. Further details;
11. Cornice in F02;

3. Principle Policies:

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

National

National Planning Policy framework 2012 (paragraphs 57, 61, 69, 109, 131-132, 186-187, 196-197, 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;

CP.11 - Landscape design;

CP.22 - Contaminated Land;

NE15 - Loss of Trees and Hedgerows;

NE16 - Protected Trees;

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;

HP2 - Accessible and adaptable homes;

HP9 - Design, character and context;

HP14 - Privacy and daylight;

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

Oxford City Council's Technical Advice Notes
Accessible Homes 2013;

Other Material Considerations
North Oxford Victorian Suburb Conservation Area;

3.2. 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.

4. Relevant Site History:

4.1. None.

5. Comment:

5.1. Five letter of objection were received during the public consultation period. Comments from a material planning perspective are summarised as follows:

- Overdevelopment;
- Use of materials;
- Loss of trees;

5.2. St John Street Area Residents Association object on the grounds of overdevelopment, use of the property as a B&B, use of materials, lack of access due to steps, disruption from construction and lack of sustainable drainage. These comments are re-echoed following the receipt of amended plans.

5.3. Oxford Civic Society objects to the use of materials and overdevelopment of the site.

6. Site Description and Surrounding Area:

6.1. 58 St John Street is a grade II listed building sited in the Central Conservation Area. 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.

- 6.2. 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.
- 6.3. No.58 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 flat roofed three-storey rear wing with a mono-pitched single-storey projection, and a single-storey lean-to extending from the original rear elevation.

7. Proposed Development:

- 7.1. 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.
- 7.2. The external proposals for which planning permission is also sought include rebuilding of the first and second floors of the existing rear, the re-roofing of the 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 dormers on the front and rear roof slopes are proposed to be remodelled, and a single roof light installed into the rear roof slope. The replacement of the existing rough cast render on the rear with a lime render is also proposed.
- 7.3. The internal proposals include alterations to the basement, the removal of part of the dividing walls on the ground and first floors, the addition of internal wall insulation on the front and rear walls of the building, and the introduction of secondary glazing to the windows.
- 7.4. 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.

8. Main Issues:

- 8.1. 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 character and appearance of the Central Conservation Area;

9. External proposals:

- 9.1. The proposed extension would project out an additional 0.6m 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.
- 9.2. 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.
- 9.3. The proposed rebuilding of the existing rear wing would result in a slight increase in its width and an increase in its depth by approximately 1m. The existing felted flat roof would also be replaced by a leaded roof. It is not considered that the proposed changes to the rear wing would harm the special interest of the listed building, given that the existing structure is a later addition which makes a limited contribution to the significance of the building. The proposed changes to the design, size and materials of the rear wing are considered appropriate and would not harm the setting of surrounding listed building or the character and appearance of the conservation area.
- 9.4. A large proportion of the other buildings within the terrace feature front and rear dormers of varying designs and sizes. Those on the front roof slopes 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 and rear dormers, which are later additions to the building, 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.

10. Internal proposals:

10.1. The proposed changes to the existing partitions, namely the creation of openings in the ground and first floor dividing wall and the removal and addition of partitions 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.

11. Residential Amenity:

- 11.1. The proposed extension is not considered to have a detrimental impact on the amenity of neighbours in terms of loss of light or overbearing impact. The proposed ground floor extension complies with 45 degree guidelines from the bay window of 57 St John Street. 45 degree guidelines from 59 St John Street are already compromised at ground floor level from the kitchen window and the proposed extension is only 50cm deeper along this boundary. Despite this the proposal is set low down and easily complies with 25 degree guidelines.
- 11.2. The proposed rebuilding of the existing outrigger results in an increased depth along the boundary with 59 St John Street. Since the outrigger will only extend a depth of 80cm beyond that of the outrigger of the neighbouring property the proposal is not considered to have an overbearing impact or cause a detrimental loss of light.
- 11.3. The enlargement and alteration of the existing front and rear dormers are not significant enough to be considered to have detrimental impact on overlooking of neighbouring properties. There is already a degree of mutual overlooking across the street to which the alterations will not significantly contribute.
- 11.4. Following the receipt of amended plans the scale of the development was significantly reduced. The revised scheme has resulted in alterations which are not considerably larger than the existing extensions to the property. It is therefore considered that the proposal result in an acceptably sized amenity space in this case to serve the house dwelling and does not result in overdevelopment of the site.

12. Archaeology:

12.1. This application is of archaeological interest as it involves ground works within the precinct of the 12th century 'King's Houses' or Royal Beaumont Palace and later Carmelite Friary. To the west at, Nos 6-7 Beaumont Buildings, a stone wall built of field stone (and thus perhaps predating the opening up of the Wheatley and Headington quarries in the later 13th

century) was observed. Further carved stone fragments recovered from the garden at Beaumont Buildings of likely 13th and 14th century date. The site is also located approximately 60m from a Bronze Age ring ditch in an area of general prehistoric potential.

- 12.2. The National Planning Policy Framework states the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Where appropriate local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.
- 12.3. In this case, bearing in mind the small scale of the proposed works, in line with the advice in the National Planning Policy Framework, any consent granted for this development should be subject to conditions requesting an archaeological investigation should consisting of a watching brief. The work should be undertaken by a professionally qualified archaeologist working to a brief issued by ourselves.
- 12.4. The proposal can therefore be considered to comply with policy HE2 of the Local Plan.

13. Other comments:

- 13.1. Concerns have been raised in relation to stability of balcony at No. 57 which could be compromised during construction works. This would be a civil matter to resolve between neighbours.
- 13.2. The use of a building adjacent to 59 as a site office for properties in St John Street whilst they are being renovated by St John's College is not a proposal being put forward as part of this application.
- 13.3. Whilst loss of trees is a material planning consideration, consent has already been established that the trees can be removed from the garden and were done so prior to the submission of this application.
- 13.4. There is no planning record of the property having being used as a B&B and it is therefore considered it would not be necessary to request a change of use to C3.
- 13.5. There are no significant changes to the access to the property in terms of levels. There is also no requirement under a householder application for a new level access to be provided to the property.

13.6. Concerns have been raised over drainage and the lack of SUDs. The proposal does not result in a significant loss of permeable surface due to the existing extensions and paving. No request has been received for SUDs from the drainage officer.

14. Conditions:

14.1. To ensure the proposed development has an acceptable impact on the building and is of a high design quality and finish suitable to its architectural special interest and the character of the surrounding area, it is considered necessary to apply conditions requiring the approval of material samples, further details of new windows and doors, external flues and ventilation fixtures, rainwater goods, rooflights and various internal works.

15. Conclusion:

15.1. The proposed external and internal changes to the listed building 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.

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: 15/01674/FUL and 15/01675/LBC

Contact Officers: Sarah Orchard/Amy Ridding

Date: 9th May 2016

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