

Oxford City Planning Committee

19th July 2022

Application number:	21/03583/LBC		
Decision due by	16th March 2022		
Extension of time	TBA		
Proposal	Demolition of C19 addition to 10 Littlegate Street and alterations to and refurbishment of the retained building		
Site address	The Deaf And Hard Of Hearing Centre, 10 Littlegate Street, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Osney And St. Thomas Ward		
Case officer	Gill Butter		
Agent:	Mr Philip Taylor	Applicant:	Z Hotels
Reason at Committee	The application is before the committee because it is the accompanying listed building for the planning application 21/03582/FUL		

1. RECOMMENDATION

1.1. Oxford Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission

1.1.2. **agree to delegate authority** to the Head of Planning Services to:

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary.
- Issue the listed building consent.

2. EXECUTIVE SUMMARY

2.1. This report considers the impact of the proposed alterations, including the removal of later additions, to the grade II listed building, 10 Littlegate Street on the architectural and historical significance of the listed building.

2.2. Having identified the heritage assets that would be impacted by the proposed works, the report considers the significance of those heritage assets.

- 2.3. The report then considers the impact of the proposed works on the significance of the heritage assets and assesses whether there would be any harm caused to the significance and, if so, what level of harm would be caused.
- 2.4. The report considers the justification that is offered by the applicant for the proposed works and considers whether this is both clear and convincing.
- 2.5. The report assess whether any design mitigation has been taken by the applicant in order to reduce or eliminate any harm that may be caused to the significance of the heritage asset and if there is any resultant harm whether this can be outweighed by public benefits that would arise from the proposed works.
- 2.6. Finally the report considers whether the proposed works would meet the objectives of both national and local planning policies and sets out a recommendation to the Planning Committee.

3. LEGAL AGREEMENT

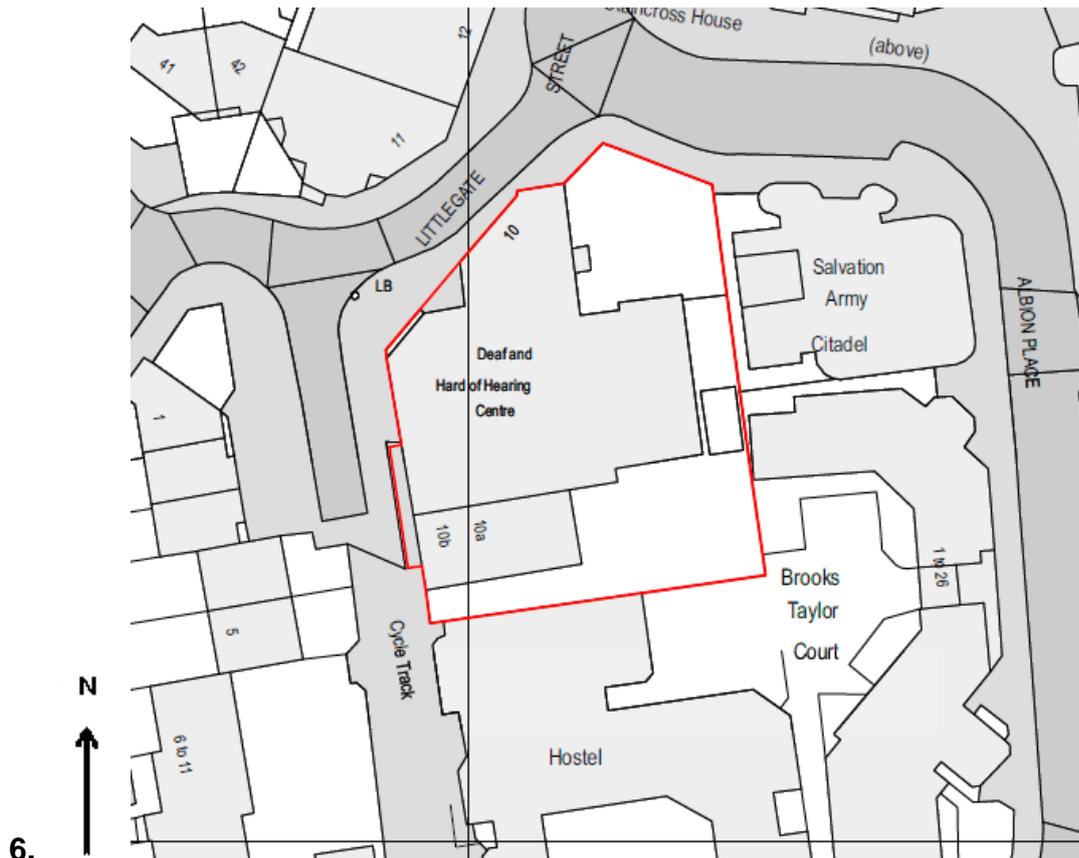
- 3.1 This application is not subject to a legal agreement

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

- 5.1. The site comprises a grade II listed building, 10 Littlegate, which sits on the southern side of Littlegate Street where it meets Albion Place. The building dates from the mid-17th Century and is a much altered, three bay, timber framed building aligned north/south that sits on the site of a former gatehouse to Blackfriars Monastery whose land extended across much of the historic area of St Ebbes stretching down to the northern banks of the River Thames. A Victorian chapel building and associated schoolhouse adjoin the listed building to the south. The site is surrounded by 20th Century and 21st Century housing and flat developments to the west south and east.
- 5.2. See site location plan below:



7. © Crown Copyright and database right 2020.

8. Ordnance Survey 100019348

9. **PROPOSAL**

9.1. The application proposes the removal of the rear, later wing that sits on the western side of the original 17th Century building together with alteration to the western roof slope to remove a large box dormer. In addition it is proposed to make changes within the building to convert existing rooms to letting bedrooms associated with the new hotel building that is to be built to the south of the listed building and to upgrade building fabric as part of the conversion of the building to hotel accommodation and ancillary spaces. The removal of the later western addition to the listed building will expose a stone archway that represents the entrance to the Blackfriars Monastery and that is presently only visible inside the listed building and the associated planning application 21/03582/FUL sets out proposals for publicly accessible interpretation of the building and the site's past.

10. **RELEVANT PLANNING HISTORY**

10.1. The table below sets out the relevant planning history for the application site:

<p>67/19100/A_H - Change of use from residential to Deaf and Hard of Hearing Centre and extension to provide canteen, library and Warden's flat (revised). PER 26th September 1967.</p>

68/19100/A_H - Alterations to cottage to display Abbey Gateway. PER 28th May 1968.

71/26425/L_H - Erection of single storey extension to provide new offices and demolition of existing garage / temporary shop. PER 21st September 1971.

89/00112/NFH - Disabled access and exit with external ramp and balustrade (Amended plans). PER 5th May 1989.

94/01058/DFH - Change of use from Wardens Accommodation on 1st and 2nd floor (Residential) to offices for Specialist Deaf Team including use of 4 parking spaces. RNO 21st October 1994.

21/03582/FUL - Conversion and partial redevelopment of the Oxford Deaf and Hard of Hearing Centre to create a hotel (Use Class C1) with ancillary community facility venue. The proposal includes the retention, refurbishment and repair of the principal grade II listed building (10 Littlegate Street); conversion, refurbishment and repair of the former Baptist Chapel building; demolition of side and rear extensions (10a and 10b Littlegate Street); erection of a 4-storey side extension and part 2/4 storey rear extension; provision of hard/soft landscaping; installation of green/blue roofs and green walls; and provision of 2 no. accessible car parking spaces (with EV charging points) and staff/guest cycle parking
PENDING CONSIDERATION

11. RELEVANT PLANNING POLICY

11.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents	Neighbourhood Plans:
Conservation/Heritage	189-208	DH1 - High quality design and placemaking DH3 - Designated heritage assets DH4 - Archaeological remains		

12. CONSULTATION RESPONSES

12.1. Site notices were displayed around the application site on 25th February 2022 and an advertisement was published in The Oxford Times newspaper on 17th February 2022.

Statutory and non-statutory consultees

- 12.2. Historic England: response in a letter dated 23rd February 2022

“Thank you for your letter of 14 February 2022 regarding the above application for listed building consent. On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.”

- 12.3. Victorian Society: response in a letter dated 7th March 2022

“10 Littlegate Street represents a historic and architecturally significant site which falls partly within a Conservation Area. Given the variety of buildings on the site, their complex histories and varied significance it is important that any development is very carefully considered.

The Victorian Society wish to make no comment on the proposals affecting the Grade II listed 10 Littlegate Street and defer to the Society for the Protection of Ancient Buildings.”

- 12.4. Society for the Protection of Ancient Buildings in an e-mail dated 16th March 2022

“In terms of the proposed works to the historic fabric of No.10 Littlegate Street, we defer to the Oxfordshire Architectural and historical Society who have far more intimate and comprehensive understanding of the building and its history. We entirely agree with their comments dated 15th February 2022. We particularly welcome the removal of the 1960’s external cement render as part of the works but please ensure that a comprehensive repair specification for the historic fabric of the listed building is provided and agreed.

We welcome the removal of the C20 single-storey extension to the rear of no 10 Littlegate Street, although the fabric may be of the earlier, C19 extensions, along with the C20 dormer window. If the earlier fabric is revealed, care will need to be taken that this will not encourage or accelerate decay or vandalism from its exposure.”

- 12.5. Oxford Preservation Trust in a letter dated 14th March 2022

“Oxford Preservation Trust (OPT) welcomes this opportunity to comment on the plans and supporting information submitted as part of the above listed building consent application for the proposed work to the existing listed building, located at 10 Littlegate Street.

As you will be aware 10 Littlegate Street is a Grade II Listed building, and constitutes one of the last standing remains of the Blackfriars Prior. The site is also located within the Central Conservation Area, and acts as focal point at the junction between Littlegate Street, Albion Place and Faulkner Street. Great care should be taken to preserve, and enhance, the special character of this building and the role it plays within the Conservation Area.

OPT note that the Oxfordshire Architectural and Historical Society have submitted detailed comments on the applications, especially with regard to the historical fabric of the listed building, and they are best placed to identify the key issues that require consideration. They also highlight that the building was subject to a Oxfordshire Buildings Report (OBR) and that this does not appear to have been referred in the application supporting information.

Any proposed works to the building should not result in the loss of key features or historic fabric of the designated heritage asset, and the adjoining development, and proposed new use should act as catalyst to preserve and enhance rather than one that harms this important building.”

12.6. Oxfordshire Architectural and Historical Society in a letter dated 15th February 2022

“The OBR report on 10 Littlegate Street identified several key research questions which remain unanswered. If permission is given to alter this highly significant building, containing the last standing remains of Blackfriars Priory, the opportunity should be taken to ensure that investigative and recording work is a condition of permission, to try to answer some of these questions. Moreover, any ‘stripping out’ of the building should be conducted under archaeological supervision. Great care must be taken not to lose or harm evidence of the complex evolution of this building (and its neighbours, on which more below), as well as the interlinking relationships evidenced in their multiple phases of fabric.

The chimney stack may well be the northern stack shown in the Buckler 1821 drawing. The demolition plan for the roof appears to suggest that this stack will be demolished; if it is historic, it should not be.

The roof timbers are analysed to a certain extent in the OBR report, including discussion of possible original form and subsequent alteration. The evidence from these roof timbers, even in their altered state, should not be lost if possible. Despite alterations, there remain high level cambered collars double-pegged into the principal trusses, and carpenters’ marks. It would be very helpful for understanding the building to obtain dendrochronological dating, if possible, of the roof timbers. There remains confusion as to which, if any, buildings on the Agas map of 1578 the building relates to. Anthony Wood, in his Survey of Oxford c. 1661-1666, does not mention the building, despite the date inscribed on the lintel, 1647. Moreover, the ‘4’ in the 1647 appears very likely to have been recut and not necessarily reliable (it is the ‘4’ that is in question not the ‘7’ as stated in the heritage statement n.18). The Loggan map of 1675 does not show a structure with a tower porch on its eastern side, raising questions as to when the porch was built. (Loggan does depict such tower porches and staircase towers elsewhere on his map.) Hence, more accurate dating of 10 Littlegate Street could help answer these unresolved research questions.

In so far as the gateway is to be opened up and made publicly legible, it would be worth presenting the remains in such a way that it is understood that the external face of the gateway actually faces east (i.e. into the current building).

When looking through the gateway from the west to the east, one was originally looking out of the gatehouse into the outside world beyond the precinct, although today one is looking into a building. The evidence for that is the chamfered jambs of the gateway facing east and the rebates for the doors of the gateway and the remains of hinges. These are on the western side of the gateway.¹ It will be challenging but important to make this legibility clear and understandable.

There was a kitchen fireplace in the western wall of the house when the gatehouse was reused as part of the house. There is now little visible sign of this kitchen fireplace, which any 17th-century house would have had. Therefore, if opening up work is to be done on the western wall, care must be taken not to destroy important evidence on this point, if it still exists, and to record it properly.

There was also a fireplace on the north side; at first floor level evidence of this remains in situ. We note that a bedroom on the ground floor, including a toilet hard up against the location of this fireplace, is proposed. This proposal is despite the fact that the Oxford Design Review Panel commented that it was inappropriate to have bedrooms on the ground floor of the listed building given its significance, which would be better served by having a dignified public space here. We agree, not least because of the impact of subdivision and insertion of services in this area.”

12.7. Local consultation response

12.8. There were no consultation responses to the application from local people.

Officer Response

12.9. The responses from the amenity societies, both national and local have been carefully considered in reaching the recommendation. Officers have recommended a number of conditions that will ensure that the concerns raised have been taken into account and measures to ensure that recommendations will be carried out are put in place. In particular that later fabric in the building will be carefully removed and alterations carried out under watchful, expert eyes. Surviving historic building fabric both evident and revealed will be subject to appropriate investigation and recording so as to better understand the evolution of the building and its historical and architectural significance and to both record information gathered and make it publicly accessible in both records and on-site. All this is in accordance with best practice and will meet the objectives of both national planning policies as set out in section 16 of the National Planning Policy Framework (July 2021) and local planning policies, specifically policies DH3 and DH4 of Oxford's Adopted Local Plan 2036.

13. PLANNING MATERIAL CONSIDERATIONS

10.1 Officers consider the principal planning considerations to be:

- I. The significance of the heritage asset
- II. The impact of the proposed alterations on the significance of the heritage asset, whether there would be harm to that significance.
- III. The justification for the proposed alterations to the heritage asset

I. Policy Context

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, when considering whether to grant listed building consent, to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.

When considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 199 of the NPPF requires great weight to be given to the asset's conservation (and the more important the asset, the greater the weight should be), irrespective of the level of harm to its significance.

Policy DH3 of the Oxford Local Plan 2036 requires great weight to be given to the conservation of heritage assets; policy DH1 requires good quality of design and policy DH4 requires that archaeology is protected and recorded as part of development.

II. The Significance of the Heritage Asset

- 13.2. Littlegate Street is a grade II listed building. Dating from the mid-17th Century the building replaced earlier buildings on the site which documentary evidence shows to have been the site of a gatehouse to Blackfriars Friary whose land extended across what later became the suburb of St Ebbes and down to the northern edge of the River Thames to the south of the site.
- 13.3. The building that is the subject of this application was constructed as a three bay, timber framed cottage probably associated with the market gardens that were laid out across the former friary lands following its dissolution in the early C16.
- 13.4. The cottage survived the mid-19th Century redevelopment of the market gardens for housing and the 20th Century clearance of the housing and replacement with institutional buildings and modern housing but was badly damaged by fire in 1967 and subjected to substantial reconstruction following that event.
- 13.5. The fire damage did reveal some surviving medieval, fabric associated with the friary buried within the west wall of the cottage which survives today but which can presently only be seen from inside the building due to a C19 addition to the rear of the original cottage which was subsequently altered in the 20th Century following the fire.

- 13.6. The significance of the present day building derives from its surviving historic fabric both medieval and 17th Century which is of a moderate aesthetic, architectural value and a moderate historical value derived from its association with former uses of the land. There is potential to reveal evidence that may increase the significance of both the building and the site.

III. Impact of the proposed alteration on the significance of the heritage asset, whether there will be harm to that significance

- 13.7. This application for listed building consent proposes the removal of the 19th Century/20th Century western extension to the 17th Century building together with removal of the large c20 box dormer on the west roof slope of the original 17th Century cottage.
- 13.8. Additional works include the conversion of internal rooms to bedrooms with en-suite bathrooms associated with the new hotel building that is the subject of the concurrent planning application 21/03582/FUL; which is also considered for consideration by the Oxford City Planning Committee.
- 13.9. Associated works comprise the external exposure of the encapsulated, medieval arch/ former friary gatehouse entrance, the repair and upgrading of building fabric and the introduction of new services within the building.
- 13.10. Documents submitted in support of the original submission in December 2021 provided little detail of proposed works. Further details submitted in May 2022, following discussion, further investigation of the building and request from with the principal heritage officer, provide some more detail. Suggested conditions to be attached/applied to any grant of listed building consent will ensure that surviving historic fabric, both known and that may be revealed will be carefully recorded, appropriately repaired and preserved and that interventions will be detailed in such a manner as to preserve the significance of that surviving fabric.
- 13.11. Officers therefore consider that the proposed works will not harm the significance of the heritage asset but will rather reveal its significance resulting in an increased understanding of the building's architectural and historical values which will be recorded and will be publically available both in documentary records and on the site.

IV. The justification for the proposed alterations to the heritage asset

- 13.12. No 10 Littlegate is in a poor condition and has been subjected to substantial, harmful alterations. This application seeks consent for works that would remove the more substantial, harmful alterations that have taken place during the 20th Century, careful repair the building's fabric whilst recording and therefore enabling a greater understanding of its significance and would ensure that the building has a viable and sustainable use thus ensuring its continued survival.
- 13.13. The proposed alterations to the building are considered to be clearly and convincingly justified in order that all these objectives may reasonably be

achieved.

14. CONCLUSION

- 11.1 In conclusion officers consider that the proposed works to the listed building carried out in accordance with the supporting documents and subject to the recommended conditions would not result in harm to the significance of the heritage asset and would therefore meet the statutory duty.
- 11.2 Additionally it is considered that the works proposed, subject to application of the recommended conditions would meet the objectives of national planning policies as set out in section 16 of the National Planning Policy Framework, and in particular paragraph 195 which states that “Local planning authorities when considering the impact of a proposal on a heritage asset should take into account the significance of the heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.
- 11.3 Furthermore officers consider that the proposed works, in preserving the significance of the heritage asset would meet the objectives of policies DH1, DH3 and DH4 of Oxford’s Adopted Local Plan 2036.
- 11.4 It is recommended that the Committee resolve to grant listed building consent for the works proposed subject to recommended conditions set out in section 12 of this report.

15. CONDITIONS

1. Commencement of works LB Consent

The works permitted shall be begun not later than the expiration of three years from the date of this consent.

Reason: In accordance with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in accordance with policy DH3 of the Adopted Oxford Local Plan 2036

2. Archaeological recording

No development shall take place until the applicant, or their agents or owner or the respective successors in title, have secured the implementation of a programme of historic buildings recording to level 4 standard (Historic England 2016 Understanding Historic Buildings) encompassing provision for dendrochronology dating, in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation unless otherwise agreed in writing by the Local Planning Authority

Reason: To record and advance understanding of the significance of the heritage asset and to make this evidence and any archive generated publicly accessible in accordance with policy set out in paragraph 205 of the National

Planning Policy Framework (July 2021) and policies DH3 and DH4 of Oxford's Adopted Local Plan 2036.

3. Works as approved only

This Listed Building consent relates only to the works specifically shown and described on the approved drawings. Any other works, the need for which becomes apparent as demolition, investigation of fabric, alterations and repairs proceed, are not covered by this consent and details of any other works must be submitted to the council as Local Planning Authority and approved in writing before work continues.

Reason: For the avoidance of doubt and to protect the special interest of the historic building in accordance with policies DH3 and DH4 of the Adopted Oxford Local Plan 2036.

4. Demolition

All demolition and removal of building fabric including the western addition to the C17 building and the later alterations and additions to the roof of the listed building shall be carried out carefully and using hand tools where immediately abutting and enclosing historic building fabric. Demolition shall only be commenced following approval of the archaeological written scheme of investigation and shall allow for implementation of an approved archaeological watching brief as set out in Condition 3 of this listed building consent.

All original architectural features exposed by demolition and/or during the progress of the works shall be preserved in situ or relocated in accordance with details to be submitted to, and approved in writing by, the Local Planning Authority.

Reason: To ensure the preservation of valuable features of historic interest which might otherwise be lost during the proposed works, in accordance with policies DH3 and DH4 of the Adopted Oxford Local Plan 2036.

5. Details of fabric intervention

Further details of alterations to building fabric including: details of alterations to internal and external walls around the exposed archway; details of all new fabric abutment to retained, internal and external historic building fabric shall be submitted to, and approved in writing by, the Local Planning Authority prior to the commencement of the relevant works and the works shall be carried out in accordance with the approved details.

Reason: For the avoidance of doubt, to ensure the preservation of surviving historic building fabric and so that the Local Planning Authority can agree these details in accordance with policies DH3 and DH4 of the Adopted Oxford Local Plan 2036.

6. Materials samples

Samples of exterior materials proposed to be used shall be made available for inspection on site and approved in writing by the Local Planning Authority

before the start of work on the site and only the approved materials shall be used unless subsequently agreed in writing by the Local Planning Authority.

Reason: To enable the Local Planning Authority to give further consideration to the external appearance of the approved works/building, in the interest of preservation of the architectural significance of heritage assets and visual amenity, in accordance with policies DH1 and DH3 of the Adopted Oxford Local Plan 2036.

7. Details of M&E installations

Details of all mechanical and electrical installations including heating, hot and cold water, drainage, ventilation including vents in external wall and roof fabric and installations associated with fire precautions shall be submitted to and approved in writing by the Local Planning Authority before such works are commenced on site. All works shall be carried out in accordance with the approved details unless subsequently agreed in writing by the Local Planning Authority.

Reason: To ensure that all relevant interventions preserve the historic and architectural significance of the heritage asset in accordance with policies DH3 and DH4 of Oxford's Adopted Local Plan 2036.

8. Specification

A fully detailed specification including materials, methods and workmanship for all alterations and repairs to historic building fabric shall be submitted to the local planning authority and approved in writing before any of these works are carried out. All works shall be carried out in accordance with the approved document.

Reason: To ensure that the historic fabric of the building is conservatively repaired and preserved in accordance with best practice and to meet the objectives of preserving the significance of the heritage asset as set out in policy DH3 of Oxford's Adopted Local Plan 2036.

16. APPENDICES

Appendix 1 – Site location plan

17. HUMAN RIGHTS ACT 1998

17.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve subject to the recommended conditions this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

18. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- 18.1. 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 listed building consent, officers consider that the proposal will not undermine crime prevention or the promotion of community.

Appendix 1 – Site Plan

