

APPLICATION NO.	P19/V1340/FUL& P19/V1341/LB
SITE	13-17 London Street Faringdon, SN7 7AE
PARISH	GREAT FARINGDON
PROPOSAL	Demolition of existing storage shed and garage to the rear of the property and conversion of existing offices, storage and bakery in the listed building into 2 x 2 bed apartments and 2 x 1 bed apartments. Development on land to the rear consisting of 3 x 1 bed apartments with associated parking and landscaping (bat survey received 18 July 2019). (Revised Heritage Statement, Transport Statement, Design and Access Statement and revised drawings: C209.02A, C209.03B, C209.04B, C209.05A, C209.06A, C209.07A, C209.08A, C209.10A, C209.11A and C209.12A and Viability Statement, Contaminated land questionnaire received 6 December 2019 and amended by site plan C209.03revC received 14 Jan 2020). (Amended plans showing vehicle tracking and cycle parking received 2 March 2020)
WARD MEMBER(S)	David Grant Bethia Thomas
APPLICANT OFFICER	Mr Adam Blackwell Susannah Mangion

RECOMMENDATION P20/V1340/FUL

It is recommended that the authority grant planning permission subject to the following conditions:

Standard

1. Commencement of development
2. Approved plans

Pre-Commencement

3. Pre-commencement landscaping scheme
4. Landscape implementation

5. Pre-commencement surface water drainage
6. Pre-commencement foul drainage
7. Pre-commencement archaeology – submission and implementation of Written Scheme of Investigation (WSI)
8. Pre-commencement Construction Method Statement (CMS)
9. Pre-commencement submission of a schedule of works and materials for historic fabric
10. Pre-commencement submission of joinery details, internal and external staircases and materials for new-build
11. Pre-commencement schedule of interventions to listed building to meet building regulations

Prior to Occupation

12. Pre-commencement details of bin store and cycle parking
13. Access and parking in accordance with approved plan
14. Bicycle parking in accordance with approved plans
15. Provision of new footway

Continuing Control

16. Obscure glazing
17. Rooflights – cil level
18. Rooflights – flush fitting, conservation type

Informatives

Works within the Highway
Detailed bats informative
Wild bird informative

RECOMMENDATION P20/V1341/LB

It is recommended that the authority grant listed building consent subject to:

1. Commencement of works
2. Approved plans
3. Pre-commencement submission of a schedule of works and materials for historic fabric
4. Pre-commencement submission of joinery details
5. Pre-commencement schedule of interventions to listed building to meet building regulations

1.0 INTRODUCTION AND PROPOSAL

- 1.1 The planning application is referred to Planning Committee at the request of the Planning Manager.
- 1.2 The application site, 13- 17 London Street, comprises a grade II listed building, and lies within the Conservation Area and town centre policy boundary of Faringdon. The development plan identifies Faringdon as a Market Town. The site is within Flood Zone 1, which has a very low risk of flooding.

- 1.3 13-17 London Street is a three storey, early/mid-19th century property with a double gabled steeply pitched roofs and later single and two storey additions. The building is currently a mixture of uses, comprising retail at ground floor level (The Piano Gallery), together with office use (unoccupied), storage use and residential units. The existing residential use comprises five 1-bedroom apartments. At the rear of the site is a bakehouse building, a large storage building and an open car park area providing seven spaces.
- 1.4 The adjoining site to the west comprises residential accommodation with a retail unit at the ground floor. To the rear (north) of the site are residential dwellings on Swan Lane, including Swan House and Granary Mews. To the east of the site across Swan Lane are residential properties, including The Old Granary, and there is a restaurant unit at 19 Swan Lane. To the south across London Street are residential properties and a shop unit.
- 1.5 The proposal seeks to demolish the storage buildings at the rear of the site and to re-configure the accommodation within the grade II listed building, whilst retaining the building's façade to London Street. The bakehouse building would be refurbished to provide additional residential accommodation and the existing office space would be converted to residential accommodation. In addition, new build residential accommodation comprising three residential flats is proposed at the rear of the site. This would be a one-and-a-half storey structure to be constructed of brick with stone detailing and a slate roof. In total, the scheme proposes seven additional one and two-bedroom residential units which all meet current space standards for residential accommodation. Car parking for 13 cars and cycle parking for 13 cycles is proposed within the area between the existing building and the new build accommodation. The cycle parking proposed is a 'hook and hang' system whereby the cycle is attached to a vertical wall. Bin storage is to be provided. For the new-build accommodation it will be close to the vehicular entrance to the site, whilst for the residential accommodation within the main building it will be on the east side of the site, beneath the external staircase.
- 1.6 The proposed scheme has been amended considerably since it was first submitted, particularly with regard to the reduction in scale of the new-build accommodation. A viability report was produced in respect of the office accommodation and this is **attached** at Appendix 1.
- 1.7 It is proposed to widen the existing vehicular access to the site. There is currently no pedestrian footpath around the site, but the scheme proposes setting the new residential development back from Swan Lane to facilitate the provision of a new footpath.

1.8 A site location plan is included below.



1.9 Extracts of the application plans and supporting documentation are **attached** at Appendix 2.

2.0 **SUMMARY OF CONSULTATIONS & REPRESENTATIONS**

The full version of all consultations and representations is available to view at the council's website, www.whitehorsedc.gov.uk

<p>2.1 Faringdon Town Council</p>	<p>Objection on the following grounds:-</p> <p>The Town Council considers the proposal is an overdevelopment with inadequate parking provision. Concerned about the loss of two offices contrary to policy 4.5F (Town Centre Employment)</p>
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Vale of White Horse District Council – Committee Report – 03 June 2020

	<p>of the Faringdon Neighbourhood plan, which supports employment development in the town centre. The parking provision does not take account of the parking required for the existing residential accommodation.</p> <p>No further comments were received in response to any amendments.</p>
Conservation Officer	<p>No objections subject to conditions</p> <p>An initial holding objection was withdrawn further to revised drawings and revised Heritage Statement:</p>
Countryside Officer	<p>No objections subject to conditions</p>
Drainage	<p>No objections subject to pre-commencement surface water and foul water drainage conditions.</p>
Highways Liaison Officer	<p>No objections subject to conditions</p> <p>An initial holding objection was withdrawn following the submission of revised plans</p>
Contaminated Land	<p>No objections</p>
Environmental Protection Team	<p>No objections</p>
Waste Management Officer	<p>No objections to revised plans</p>
County Archaeologist	<p>No objection subject to conditions</p>
Neighbours	<p>6 households object on the following grounds:-</p> <ul style="list-style-type: none"> • Do not consider parking requirements have been properly calculated and lead to a shortfall spaces, thus making the development unsustainable. Particular concerns about more traffic on Swan Lane which has stretches without pavement and used by residents of nearby retirement complexes - road regularly blocked preventing the fire brigade and bin lorries getting through. Will exacerbate existing problems of inconsiderate parking. • Concerned about loss of light and loss of privacy to residential units at 11a London Street. • Concerned about loss of light to houses and flats of Swan Lane. • Concerned about bakehouse building which

	<p>has an unspoiled example of an C19/C20 baking oven which should be retained to ensure the integrity of the site.</p> <ul style="list-style-type: none">• Concerned construction may block entry to Dove Court due to deliveries and construction traffic.
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3.0 **RELEVANT PLANNING HISTORY**

3.1 There is no relevant planning history.

3.2 **Pre-application History**

P18/V2878/PEM: Pre-application advice was provided in February 2019.

4.0 **ENVIRONMENTAL IMPACT ASSESSMENT**

4.1 The proposed development is neither of a sufficient scale, nor within a location of sufficient environmental sensitivity, to require an EIA.

5.0 **MAIN ISSUES**

The relevant planning considerations in the determination of this application are:

- The principle of the development – Housing/Employment/Retail Policy
- Visual impact and heritage considerations
- Impact on residential amenity
- Traffic, parking and highway safety
- Environmental considerations - flood risk, drainage, biodiversity and contamination considerations
- Community Infrastructure Levy

5.1 **Current Housing/Employment/Retail Policy**

Policy CP3 of the Local Plan 2031 Part 1 defines the settlement hierarchy for the district and confirms that development should be focused within the Market Towns due to the sustainable nature of these locations. Faringdon has relatively good access to services, facilities and public transport links. Local Plan 2031 Part 1 policy CP20 sets out the spatial strategy for Faringdon in the context of Town Centre uses, which seeks to maintain and enhance the vitality and viability of the centre. Paragraph 85 of the NPPF recognises the contribution that residential development can play in ensuring the vitality of town centres.

5.2 In this case, the existing retail space will be retained at ground floor level on London Street. However, the existing unused office accommodation is proposed to be converted into residential accommodation. Policy 4.5F of the Neighbourhood Plan seeks to retain existing office uses in the town centre. The viability report accompanying this application concludes residential use is the only viable use for the accommodation in the current climate. Officers note the office accommodation has been unoccupied for four years, and therefore agree

it does not represent a viable proposition in the current climate. The office units do not benefit from a street frontage and officers consider the change of use to residential accommodation would not significantly detract from the vitality and viability of the town centre.

- 5.3 With regard to the new-build accommodation proposed, policy CP4 of the Local Plan Part 1 states that there is a presumption in favour of sustainable development within the built area of Market Towns. Therefore, the principle of the new-build residential use in this location is acceptable, subject to being in compliance with other development plan policies.
- 5.4 **Visual impact and heritage considerations (listed building, Conservation Area, archaeology)**
Policy CP37 of the Local Plan 2031 states that proposals for new development will be required to be of a high-quality design that responds positively to the site and its surroundings. Paragraph 127 of the NPPF provides that planning decisions should ensure development is well-designed.
- 5.5 With regard to heritage considerations, proposals should have special regard to relevant legislation and the desirability of preserving the special character of the listed building, as per Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Policy CP39 of the Local Plan 2031 Part 1 and policies DP38 and DP39 of the Local Plan 2031 Part 2 relate to the impact of development on heritage assets. Proposals should also be informed by adopted heritage policies and guidance contained within the National Planning Policy Framework (NPPF), and Planning Practice Guidance (PPG).
- 5.6 The design of the proposed new build would reflect the established character of the site through pitched roofs with gable ends, appropriate ratios of wall to opening with modest sized openings and casement windows. The use of facing brickwork and slate roof finishes will be in keeping with adjacent materials. The site boundaries will be landscaped with low level planting and railings which will help to soften the impact of the new development and create a level of privacy for occupants.
- 5.7 The proposed works of alteration to the listed building and demolition of existing outbuildings would have some impact on areas of historic fabric, but these impacts relate to later additions of lower significance. Alterations to the principal listed building generally affect only small areas of fabric with relatively little or no significance. There is also to be some reinstatement of historic features, such as windows. The council's Conservation Officer is satisfied that the new-build element is of an appropriate height, scale and design which respects its location and that the proposal would not have an adverse impact on the significance of the listed building and would preserve the character and appearance of the Conservation Area, subject to conditions to ensure the internal and external detail of the proposal is acceptable.
- 5.8 With regard to archaeological consideration, the site is within an area of archaeological interest and therefore the applicant would be required by conditions to implement a staged programme of archaeological investigation to

be undertaken in advance of commencement of development, followed by a staged programme of archaeological evaluation and mitigation.

5.9 Residential Amenity

Policy DP23 of the Local Plan 2031 Part 2 states that development proposals should demonstrate that they will not result in significant adverse impacts on the amenity of neighbouring uses.

5.10 The original scheme was revised significantly further to feedback from officers, reducing its height and scale and removing balconies to ensure impacts of overlooking and loss of light to neighbouring residents were limited. Planning conditions have been included to ensure rooflights are high-level and windows on the front elevation facing Swan Lane are obscure glazed.

5.11 Private amenity space is not provided within the development. However, the site is previously developed land within a higher density part of the town centre. Government advice acknowledges that lower standards of amenity may be appropriate in such locations and that opportunities to make beneficial and sustainable use of previously developed land should be supported. Within this context, and that of the generally accepted economics associated with the re-development of previously developed land, officers consider this element of the proposal to be acceptable.

5.12 Traffic, parking and highway safety

Policy regarding the impact that the development will have on the transport network around the development is set out in Policies CP33 and CP35 of the Local Plan Part 1 2031. Policy CP33 sets out that the impacts of new development on the strategic and local road networks need to be minimised and developments need to be designed in a way to promote sustainable transport access both within new sites and linking with surrounding facilities and employment. Policy DP16 of the Local Plan 2031 Part 2 states proposals for development will need to provide evidence to demonstrate that adequate provision will be made for loading, unloading, circulation, servicing and vehicle turning.

5.13 Car parking for 13 cars and cycle parking for 13 cycles is proposed for the new seven flats, located within the area between the existing building and the new build accommodation. It is proposed to widen the existing vehicular access to the site and to provide a new footpath around the rear of the site on Swan Lane. A comprehensive construction method statement will be required to be provided prior to any demolition or construction to ensure impacts on the highway and nearby residents are limited to an acceptable level.

5.14 The existing flats within the listed building do not currently benefit from any allocated parking and this will continue to be the case – it is not reasonable in planning terms to require the current scheme to provide parking for existing residential units. Local residents are concerned that there is insufficient parking provided and that this will worsen existing on-street congestion. The County Highways Officer has carefully assessed the proposal and is well aware of on-street parking issues in Faringdon. He is mindful of Government advice in the

NPPF concerning the need to assess parking in light of local circumstances, including the proximity and availability of public transport. The site is located within Faringdon town centre with convenient access to public transport options. Furthermore, there are on-street car parking controls in the vicinity. Taking all these matters into account, the County Highways Officer does not object.

5.15 **Other considerations**

5.16 Flood Risk and drainage

The site is within Flood Zone 1, which has a very low risk of flooding. With regard to drainage, the council's drainage engineers are satisfied with the proposal subject to pre-commencement surface and foul water drainage conditions.

5.17 Contamination

Based on the contaminated land questionnaire submitted, the council's Environmental Health Officer is satisfied there are not any potential contamination sources that could affect the site.

5.18 Waste management

The council's waste management team is satisfied with the proposed bin stores for the new build apartments and for those within the listed building.

5.19 Biodiversity

The council's Ecologist has indicated the submitted bat survey report concluded bats are unlikely to be using the existing buildings as roosts and therefore there are no ecological constraints to the proposal.

5.20 **Community Infrastructure Levy**

The Council has implemented its Community Infrastructure Levy (CIL) as from 1st November 2017 and the new residential accommodation would be liable for CIL.

6.0 **CONCLUSION P19/V1340/FUL**

6.1 The development will provide additional residential accommodation within Faringdon Town Centre which is a sustainable location. Officers are satisfied that the proposed development, which includes new build accommodation and refurbishment of existing office and storage accommodation, will not harm the vitality and viability of the town centre. The development will preserve the character and appearance of the Faringdon Conservation Area and has an acceptable impact on the listed building. The proposed development will achieve a programme of archaeological investigation, evaluation and mitigation and does not give rise to concerns regarding the impact on any protected species or the amenity of nearby residents. The proposal makes acceptable arrangements with regard to parking and access arrangements at this highly sustainable location. Officers are of the view that the application complies with the development plan and the provisions of the NPPF and should be supported.

6.2 **CONCLUSION P19/V1341/FUL**

- 6.3 The works will not adversely affect the character of the listed building as a building of special architectural or historic interest. Officers are of the view that the application complies with the development plan and the provisions of the NPPF and should be supported.

The following planning policies have been taken into account:

Vale of White Horse Local Plan 2031 Part 1:

- CP01 - Presumption in Favour of Sustainable Development
- CP03 - Settlement Hierarchy
- CP04 - Meeting Our Housing Needs
- CP06 - Meeting Business and Employment Needs
- CP20 – Spatial Strategy for Western Vale Sub-Area
- CP32 - Retail Development and other Main Town Centre Uses
- CP33 - Promoting Sustainable Transport and Accessibility
- CP35 - Promoting Public Transport, Cycling and Walking
- CP37 - Design and Local Distinctiveness
- CP39 - The Historic Environment
- CP40 – Sustainable Design and Construction
- CP42 – Flood Risk
- CP44 - Landscape
- CP46 - Conservation and Improvement of Biodiversity

Vale of White Horse Local Plan 2031 Part 2:

- DP2 – Space standards
- DP 13 - Change of Use of Retail Units to Other Uses
- DP 16 - Access
- DP 23 - Impact of Development on Amenity
- DP24 – Effect of Neighbouring or Previous Uses on New Developments
- DP 27 – Land Affected by Contamination
- DP28 – Waste Collection and Recycling
- DP 36 - Heritage Assets
- DP 37 - Conservation Areas
- DP 38 - Listed Buildings
- DP 39 - Archaeology and Scheduled Monuments

Neighbourhood Plan

The Faringdon Neighbourhood Plan was officially 'made' by Vale of White Horse District Council and is now part of the Development Plan.

Policies:

- 4.3A - Connections
- 4.3B – Streets and Spaces
- 4.3D - Parking
- 4.3E – Footpaths and Cycleways
- 4.4A – Minimising the Loss of Retail Space
- 4.4D – Improving Pedestrian and Cycle Links
- 4.5F – Town Centre Employment

- 4.6A – Housing Balance
- 4.7A – Materials and Roofscape
- 4.7C – Housing Design
- 4.7D – Secured by Design
- 4.7E – Visual Impact
- 4.8A – Improving the Infrastructure

Supplementary Planning Guidance

Vale of White Horse Design Guide 2015

National Planning Policy Framework 2019 (NPPF)

Planning Practice Guidance (PPG)

Human Rights Act 1998

The provisions of the Human Rights Act 1998 have been taken into account in the processing of the application and the preparation of this report.

Equalities Act 2010

In determining this application, the council has had regard to its equalities obligations under Section 149 of the Equalities Act 2010.

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