

Case Officer: James Kirkham

Recommendation:

Applicant: Wroxton College

Proposal: Refurbishment and repair of North Arms with Change of Use and conversion of stables into private dining facility and ancillary facilities and underground LPG tank

Expiry Date: 10.01.20

Extension of Time: yes

1. APPLICATION SITE AND SUMMARY OF SIGNIFICANCE

- 1.1. The application site is a two-storey detached public house located on Mills Lane in Wroxton. The main building and the barn to the south east are both Grade II listed buildings (individually). The site is also located within Wroxton Conservation Area. Access to a small area of parking and hard standing exists from Mills Lane with a separate pedestrian access from Church Street to the south. The site is also within the setting of numerous listed buildings around the site.

2. DESCRIPTION OF PROPOSED DEVELOPMENT

- 2.1. The current application seeks listed building consent to refurbish the existing pub and convert the upper floors to dining space and offices (currently ancillary residential). This would include the removal of a number of internal walls and the reconfiguration of the various different spaces on all floors of the building. Internally a new staircase would be introduced to the western end of the main 2.5 building to provide access to the upstairs dining area. The kitchen would also be relocated to the western end of the main building and new toilets would be provided on the first floor in an area at the eastern end of the building which currently accommodates a cold store. The works include numerous internal works to allow for the refurbishment of the building as detailed in the plans and on the submitted documents.
- 2.2. It is also proposed to convert the existing listed barn within the yard area to a private dining space (currently used as ancillary storage) in association with the pub/restaurant. Internally this would include a new floor and the provision/creation of a loft void to accommodate bats. Numerous other internal works are proposed as shown on the plans.
- 2.3. There are a number of refurbishment works to the exterior of the building however the main changes to the building include the provision of eyebrow vents to the western single storey elements of the main building, the re-thatching of the main building, a new steel roof to the existing barn/outbuildings and the provision of a number of new windows and doors.
- 2.4. The current proposal also seeks permission for a new underground LPG tank to the south on the main building and a timber fence is proposed to the southern boundary with The Old Laundry. However, these matters do not require listed building consent and are considered in the associated full planning application.

3. RELEVANT PLANNING HISTORY

3.1. The following planning history is considered relevant to the current proposal:

<u>Application Ref.</u>	<u>Proposal</u>	<u>Decision</u>
19/01148/F	Refurbishment and repair of North Arms with Change of Use and conversion of stables into private dining facility and ancillary facilities and underground LPG tank	Pending
11/00280/LB	Internal fire precautions works	Refused
10/01273/LB	Replace existing block cut patterned ridge with plain flush ridge	Permitted
07/01648/F	Erection of hexagonal timber shelter	Permitted

4. PRE-APPLICATION DISCUSSIONS

4.1. The following pre-application discussions have taken place with regard to this proposal:

<u>Application Ref.</u>	<u>Proposal</u>
18/00308/PREAPP	Conversion of barn and upper floors to commercial use

4.2. The general principle of development was considered to be acceptable. Concern where raised that a detailed heritage assessment had not been undertaken and concerns were raised regarding a number of the proposed internal works. The plans have been amended in response to these.

5. RESPONSE TO PUBLICITY

5.1. This application has been publicised by way of a site notice displayed near the site, by advertisement in the local newspaper, and by letters sent to all properties immediately adjoining the application site that the Council has been able to identify from its records. The final date for comments was **21 October 2019**, although comments received after this date and before finalising this report have also been taken into account.

5.2. The comments raised by third parties are summarised as follows:

- Support the proposal and welcome the reopening of the public house. Important community use and economic benefits (jobs etc) to village. Good to see disabled facilities are being included.
- Concern over impact on listed building and Conservation Area of proposed vents.
- Concerns over parking from increase floor areas for commercial purposes. Proposal is an overdevelopment.
- Proposal to use the colleague parking is unconvincing.
- Concerns that if the door on Mills Lane is used this could be dangerous.

- Concerns over odour and noise from proposed vents and extract system. Request windows to be non-opening
- Proposal will lead to the loss of a dwelling.
- The kitchen areas appears too small.

5.3. The comments received can be viewed in full on the Council's website, via the online Planning Register.

6. RESPONSE TO CONSULTATION

6.1. Below is a summary of the consultation responses received at the time of writing this report. Responses are available to view in full on the Council's website, via the online Planning Register.

PARISH/TOWN COUNCIL AND NEIGHBOURHOOD FORUMS

6.2. WROXTON PARISH COUNCIL: **No objection** to amended proposal. Initial comments requested consideration of car parking, and noise and odour from extraction unit.

OTHER CONSULTEES

6.3. CDC CONSERVATION: Initially raised a number of detailed concerns regarding the proposal. Further to additional information and amendments has **no objection** subject to conditions (see extensive comments on file).

6.4. CDC BUILDING CONTROL: **No objection**. The proposal, in essence, is a refurbishment and not a change of use. This means that Building Regulations requirements are limited in their scope to ensuring that any layout changes do not adversely affect fire safety provision.

6.5. The means-of-escape and the existing staircase for the second floor do not comply with Regs; however, as the second floor already appears to be existing habitable space then we can only recommend and not enforce this requirement.

7. RELEVANT PLANNING POLICY AND GUIDANCE

7.1. Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise.

7.2. The Cherwell Local Plan 2011-2031 - Part 1 was formally adopted by Cherwell District Council on 20th July 2015 and provides the strategic planning policy framework for the District to 2031. The Local Plan 2011-2031 – Part 1 replaced a number of the 'saved' policies of the adopted Cherwell Local Plan 1996 though many of its policies are retained and remain part of the development plan. The relevant planning policies of Cherwell District's statutory Development Plan are set out below:

CHERWELL LOCAL PLAN 2011 - 2031 PART 1 (CLP 2031 Part 1)

- ESD15 - The Character of the Built and Historic Environment

CHERWELL LOCAL PLAN 1996 SAVED POLICIES (CLP 1996)

- C18 – Development proposals affecting a listed building
- C21 – Proposals for re-use of a listed building

8. APPRAISAL

- 8.1. The key issue for consideration in this case is the impact on the historic significance and setting of the listed building(s).
- 8.2. Section 16(2) of The Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that: *In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.* Further, under Section 72(1) of the same Act the Local Planning Authority has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of a Conservation Area.
- 8.3. Listed Buildings and Conservation Areas are designated heritage assets, and Paragraph 190 of the NPPF states that: *Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise.*
- 8.4. Paragraph 193 of the NPPF directs that: *when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.* Policy ESD15 of the CLP 2031 Part 1 echoes this guidance.
- 8.5. The application has been accompanied by a detailed heritage and impact assessment, which has been fully considered by the Conservation Officer. The application has been subject to much discussion and negotiation with the Conservation Officer and several changes have been made in response to comments made at pre-app and application stage.
- 8.6. The main concerns relating to the internal alterations included the loss of the cross passage at first floor level (between areas I/J on the floor plans) and the loss of the historic fabric on the wall between areas G/H on the first floor of the building. These has now been resolved with the layout being amended so that the position of the cross passage can now be understood as part of the evolution of the building with the use of cupboards, potential down stand and floor detailing. The historic wall between areas G/H (one of the only remaining historic internal wall at first floor level) is also now shown to be retained in situ and whilst the loss of the door opening serving this room is not ideal it is considered to be justified to create a usable commercial layout and the fact it has been affected by earlier modern studwork. The loss of the other internal walls are largely modern walls and are not of historic significance.
- 8.7. The original stairs to the main building have already been lost as part of earlier phases of works to the building and the Conservation officer has raised no objection to the creation of a new stair case in the main bar area subject to detailed design elements. Details will also need to be secured of the glazed lobby to the bottom of the stairs. The proposal also seeks consent to take up the existing modern floors at ground floor level in the building and replace them this a limecrete slab which is considered to be acceptable subject to condition on a method statement to ensure damage does not occur to the building. It also seeks consent to re-plaster the walls on the ground floor of the building which are modern plaster with lime plaster which would be more appropriate for the building.

- 8.8. It is proposed to lift the first floor floorboards and relay these to help provide a more even surface for use as a dining space and the Conservation Officer is satisfied with this subject to conditions. At second floor level the boards would be retained however they would be over boarded after levelling as they are significantly bowed in places. It is proposed that repairs to walls and ceilings at first and second floor are undertaken on a like of like basis depending on the material which is currently used.
- 8.9. The door at the bottom of the proposed stairs in the bar area has been amended to better align with the existing posts in this ground floor room the building and the external door to help emphasis a cross passage existed in an earlier phase of the building in line with the Conservation Officers comments.
- 8.10. One of the beams at first floor level in the main building needs to be replaced as it no longer connects to the external walls of the building and this is required for the long term future of the building. Full details of this will need to be conditioned.
- 8.11. In relation to the external works details of repointing, works to rainwater goods and repairs to existing historic windows and doors can be secured by condition. A number of new windows and doors are proposed to replace more modern windows and doors and full details can be secured by condition. The Conservation has also raised some concerns regarding the detailing of the re-thatching of the building including details of the type of material and the ridge. Full details are proposed to be conditioned of this.
- 8.12. The removal of the existing kitchen vent in the eastern end of the building would be beneficial in heritage terms. However, the proposal does include the provision of new timber louvred features on the front and rear elevations of the single storey element of the building (western end of the building).
- 8.13. When the application was originally submitted it included the kitchen extracts in these louvres however during the course of the application, the applicant has revised the plans so that the extract from the kitchen now goes up the redundant chimney breast of the 2.5 storey building (due to noise and odour concerns). However, the applicant has retained the vents on the roof of the building to provide air intakes to the kitchen. They state this would allow the kitchen to be operate without the windows being open and would reduce noise and disturbance to neighbouring properties in this regard.
- 8.14. They have also amended the design following comments from the Conservation Officer. Whilst these details are not ideal, they are now relatively modest and the Conversation Officer is now satisfied with them subject to detail. It is noted that these elements are proposed on a more modern element of the building and would not adversely impact on the historic fabric of the building and would also allow the removal of the existing extraction system on the other end of the building. Whilst they would be clearly visible, they are not considered to dominate the building and would be seen in the context of the wider building. On the basis of the above, and noting that the proposed development is proposing to bring a new viable use to the building, on balance this is considered to be acceptable.
- 8.15. In relation to the works to the barn, the proposal seeks to replace the existing windows and doors and create a new set of glazed internal doors within the reveal of the main opening to provide access to the building. The existing loft hatch would be retained and repaired. The Conservation Officer has no objection to this subject to details. Much of the barn floor is modern; however, part of the barn floor includes some historic cobbles/bricks which are of historic merits. Whilst it is accepted that these could not be retained in situ it is recommended that they be conditioned to be used elsewhere on the site.

- 8.16. The existing roof to the barn is corrugated tin and the outbuilding has asbestos sheeting. Although the barn was previously roofed in slate or thatch, corrugated roofs are now a traditional roofing material and the Conservation Officer considers replacing these with Corten corrugated steel would be acceptable and not impact on the significance of the building.
- 8.17. During the course of the application it has been established that there are bats utilising the existing buildings and as such to find a new viable use for the building mitigation and compensation is required. This includes the provision of a new void in the roof structure of the building and a new external hatch in the northern elevation to allow inspection of the bat void. Whilst this would lead to some harm to the significance of the building through the loss of the open roof structure, this would be required for any re-use of the building (to secure it long term future) and is therefore considered to be justified following further discussions with the Conservation Officer and Ecologist.
- 8.18. Details of the cleaning of the stone walls within the barn will need to be conditioned along with cleaning of the beams in the buildings.
- 8.19. Overall the proposed changes to the building would include a number of heritage benefits including restoring the building and finding a new viable use for the buildings (and retaining the public house use of the building). The harm that does occur to the the building would be 'less than substantial' in the context of the NPPF. However, is now relatively limited and is considered to be outweighed by the heritage and other public benefits associated with the development. The proposal is therefore considered to be acceptable in the context of current planning policy.

9. RECOMMENDATION

That consent is granted, subject to the conditions.

Case Officer: James Kirkham

DATE: 6th January 2020

Checked By: Nathanael Stock

DATE: 09.01.2020