

Application for Planning Permission; Listed Building Consent for alterations, extension or  
demolition of a listed building

Town and Country Planning Act 1990 (as amended); Planning (Listed Buildings and Conservation  
Areas Act) 1990 (as amended)

**Publication of applications on planning authority websites**

Please note that the information provided on this application form and in supporting documents may be published on the Authority's website. If you require any further clarification, please contact the Authority's planning department.

## Site Location

**Disclaimer:** We can only make recommendations based on the answers given in the questions.

If you cannot provide a postcode, the description of site location must be completed. Please provide the most accurate site description you can, to help locate the site - for example "field to the North of the Post Office".

Number	<input type="text" value="2"/>
Suffix	<input type="text"/>
Property Name	<input type="text"/>
Address Line 1	<input type="text" value="Oxford Street"/>
Address Line 2	<input type="text"/>
Address Line 3	<input type="text" value="Gloucestershire"/>
Town/city	<input type="text" value="Gloucester"/>
Postcode	<input type="text" value="GL1 3EQ"/>

Description of site location must be completed if postcode is not known:

Easting (x)	Northing (y)
<input type="text" value="383698"/>	<input type="text" value="218840"/>

Description

## Applicant Details

Name/Company

Title

First name

Surname

Company Name

## Address

Address line 1

Address line 2

Address line 3

Town/City

County

Country

Postcode

Are you an agent acting on behalf of the applicant?

Yes

No

## Contact Details

Primary number

Secondary number

Fax number

Email address

## Agent Details

Name/Company

Title

First name

Surname

Company Name

## Address

Address line 1

Address line 2

Address line 3

Town/City

County

Country

Postcode

GL53 7HQ

## Contact Details

Primary number

\*\*\*\*\* REDACTED \*\*\*\*\*

Secondary number

Fax number

Email address

\*\*\*\*\* REDACTED \*\*\*\*\*

## Description of the Proposal

Please note in regard to:

- **Fire Statements** - From 1 August 2021, planning applications for buildings of over 18 metres (or 7 stories) tall containing more than one dwelling will require a 'Fire Statement' for the application to be considered valid. There are some exemptions. [View government planning guidance on fire statements](#) or [access the fire statement template and guidance](#).
- **Permission In Principle** - If you are applying for Technical Details Consent on a site that has been granted Permission In Principle, please include the relevant details in the description below.
- **Public Service Infrastructure** - From 1 August 2021, applications for certain public service infrastructure developments will be eligible for faster determination timeframes. See help for further details or [view government planning guidance on determination periods](#).

### Description

Please describe details of the proposed development or works including details of proposals to alter, extend or demolish the listed building(s)

Listed Building Consent for external and internal alterations to facilitate part Change of Use from Bookmakers (sui generis) into a six bedroom house in multiple occupancy (C4)

Has the development or work already been started without consent?

- Yes  
 No

## Listed Building Grading

What is the grading of the listed building (as stated in the list of Buildings of Special Architectural or Historical Interest)?

- Don't know  
 Grade I  
 Grade II\*  
 Grade II

Is it an ecclesiastical building?

- Don't know  
 Yes  
 No

## Demolition of Listed Building

Does the proposal include the partial or total demolition of a listed building?

- Yes  
 No

## Immunity from Listing

Has a Certificate of Immunity from Listing been sought in respect of this building?

- Yes  
 No

## Listed Building Alterations

Do the proposed works include alterations to a listed building?

- Yes  
 No

**If Yes, do the proposed works include**

a) works to the interior of the building?

- Yes  
 No

b) works to the exterior of the building?

- Yes  
 No

c) works to any structure or object fixed to the property (or buildings within its curtilage) internally or externally?

- Yes  
 No

d) stripping out of any internal wall, ceiling or floor finishes (e.g. plaster, floorboards)?

- Yes  
 No

If the answer to any of these questions is Yes, please provide plans, drawings and photographs sufficient to identify the location, extent and character of the items to be removed. Also include the proposal for their replacement, including any new means of structural support, and state references for the plan(s)/drawing(s).

A769P-389 - 03 E - Proposed Floor Plans  
A769P-389 - 04 B - Proposed Elevations  
Heritage Statement - prepared by Elaine Milton Heritage & Planning

## Materials

Does the proposed development require any materials to be used?

- Yes  
 No

Please provide a description of existing and proposed materials and finishes to be used (including type, colour and name for each material) demolition excluded

**Type:**

External walls

**Existing materials and finishes:**

Refer to dwgs. A769P-389 - 01 and A769P-389 - 02 for existing materials

**Proposed materials and finishes:**

Refer to dwgs. A769-389 - 03 E and A769-389 - 04 B for proposed materials

Are you supplying additional information on submitted plans, drawings or a design and access statement?

Yes

No

If Yes, please state references for the plans, drawings and/or design and access statement

Heritage Statement - prepared by Elaine Milton Heritage & Planning  
Planning, Design & Access Statement - prepared by PSK Architect Ltd.

## Site Area

What is the measurement of the site area? (numeric characters only).

80.00

Unit

Sq. metres

## Existing Use

Please describe the current use of the site

Mixed (sui generis) - Bookmakers (sui generis) and C4

Is the site currently vacant?

Yes

No

If Yes, please describe the last use of the site

Mixed (sui generis) - Bookmakers (sui generis) and C4

When did this use end (if known)?

01/01/2023

**Does the proposal involve any of the following? If Yes, you will need to submit an appropriate contamination assessment with your application.**

Land which is known to be contaminated

- Yes
- No

Land where contamination is suspected for all or part of the site

- Yes
- No

A proposed use that would be particularly vulnerable to the presence of contamination

- Yes
- No

## Pedestrian and Vehicle Access, Roads and Rights of Way

Is a new or altered vehicular access proposed to or from the public highway?

- Yes
- No

Is a new or altered pedestrian access proposed to or from the public highway?

- Yes
- No

Are there any new public roads to be provided within the site?

- Yes
- No

Are there any new public rights of way to be provided within or adjacent to the site?

- Yes
- No

Do the proposals require any diversions/extinguishments and/or creation of rights of way?

- Yes
- No

## Vehicle Parking

Does the site have any existing vehicle/cycle parking spaces or will the proposed development add/remove any parking spaces?

- Yes
- No

Please provide information on the existing and proposed number of on-site parking spaces

**Vehicle Type:**

Cycle spaces

**Existing number of spaces:**

0

**Total proposed (including spaces retained):**

6

**Difference in spaces:**

6

## Foul Sewage

Please state how foul sewage is to be disposed of:

- Mains sewer
- Septic tank
- Package treatment plant
- Cess pit
- Other
- Unknown

Are you proposing to connect to the existing drainage system?

- Yes
- No
- Unknown

## Assessment of Flood Risk

Is the site within an area at risk of flooding? (Check the location on the Government's [Flood map for planning](#). You should also refer to national [standing advice](#) and your local planning authority requirements for information as necessary.)

- Yes
- No

Is your proposal within 20 metres of a watercourse (e.g. river, stream or beck)?

- Yes
- No

Will the proposal increase the flood risk elsewhere?

- Yes
- No

How will surface water be disposed of?

- Sustainable drainage system
- Existing water course
- Soakaway
- Main sewer
- Pond/lake

## Trees and Hedges

Are there trees or hedges on the proposed development site?

- Yes
- No

And/or: Are there trees or hedges on land adjacent to the proposed development site that could influence the development or might be important as part of the local landscape character?

- Yes
- No

**If Yes to either or both of the above, you may need to provide a full tree survey, at the discretion of the local planning authority. If a tree survey is required, this and the accompanying plan should be submitted alongside the application. The local planning authority should make clear on its website what the survey should contain, in accordance with the current 'BS5837: Trees in relation to design, demolition and construction - Recommendations'.**



## Biodiversity and Geological Conservation

Is there a reasonable likelihood of the following being affected adversely or conserved and enhanced within the application site, or on land adjacent to or near the application site?

To assist in answering this question correctly, please refer to the help text which provides guidance on determining if any important biodiversity or geological conservation features may be present or nearby; and whether they are likely to be affected by the proposals.

a) Protected and priority species

- Yes, on the development site  
 Yes, on land adjacent to or near the proposed development  
 No

b) Designated sites, important habitats or other biodiversity features

- Yes, on the development site  
 Yes, on land adjacent to or near the proposed development  
 No

c) Features of geological conservation importance

- Yes, on the development site  
 Yes, on land adjacent to or near the proposed development  
 No

### Supporting information requirements

Where a development proposal is likely to affect features of biodiversity or geological conservation interest, you will need to submit, with the application, sufficient information and assessments to allow the local planning authority to determine the proposal.

Failure to submit all information required will result in your application being deemed invalid. It will not be considered valid until all information required by the local planning authority has been submitted.

Your local planning authority will be able to advise on the content of any assessments that may be required.

## Waste Storage and Collection

Do the plans incorporate areas to store and aid the collection of waste?

- Yes  
 No

If Yes, please provide details:

Refer to proposed floor plans

Have arrangements been made for the separate storage and collection of recyclable waste?

- Yes  
 No

## Residential/Dwelling Units

Does your proposal include the gain, loss or change of use of residential units?

- Yes  
 No

## All Types of Development: Non-Residential Floorspace

Does your proposal involve the loss, gain or change of use of non-residential floorspace?

Note that 'non-residential' in this context covers all uses except Use Class C3 Dwellinghouses.

Yes

No

Please add details of the Use Classes and floorspace.

Following changes to Use Classes on 1 September 2020: The list includes the now revoked Use Classes A1-5, B1, and D1-2 that should not be used in most cases. Also, the list does not include the newly introduced Use Classes E and F1-2. To provide details in relation to these or any 'Sui Generis' use, select 'Other' and specify the use where prompted. Multiple 'Other' options can be added to cover each individual use. [View further information on Use Classes.](#)

**Use Class:**

Other (Please specify)

**Other (Please specify):**

sui generis

**Existing gross internal floorspace (square metres):**

59.9

**Gross internal floorspace to be lost by change of use or demolition (square metres):**

59.9

**Total gross new internal floorspace proposed (including changes of use) (square metres):**

59.9

**Net additional gross internal floorspace following development (square metres):**

0

Totals	Existing gross internal floorspace (square metres)	Gross internal floorspace to be lost by change of use or demolition (square metres)	Total gross new internal floorspace proposed (including changes of use) (square metres)	Net additional gross internal floorspace following development (square metres)
	59.9	59.9	59.9	0

**Loss or gain of rooms**

For hotels, residential institutions and hostels please additionally indicate the loss or gain of rooms:

## Employment

Are there any existing employees on the site or will the proposed development increase or decrease the number of employees?

Yes

No

## Hours of Opening

Are Hours of Opening relevant to this proposal?

Yes

No

## Industrial or Commercial Processes and Machinery

Does this proposal involve the carrying out of industrial or commercial activities and processes?

- Yes
- No

Is the proposal for a waste management development?

- Yes
- No

## Hazardous Substances

Does the proposal involve the use or storage of Hazardous Substances?

- Yes
- No

## Trade Effluent

Does the proposal involve the need to dispose of trade effluents or trade waste?

- Yes
- No

## Site Visit

Can the site be seen from a public road, public footpath, bridleway or other public land?

- Yes
- No

If the planning authority needs to make an appointment to carry out a site visit, whom should they contact?

- The agent
- The applicant
- Other person

## Pre-application Advice

Has assistance or prior advice been sought from the local authority about this application?

- Yes
- No

## Authority Employee/Member

With respect to the Authority, is the applicant and/or agent one of the following:

- (a) a member of staff
- (b) an elected member
- (c) related to a member of staff
- (d) related to an elected member

It is an important principle of decision-making that the process is open and transparent.

For the purposes of this question, "related to" means related, by birth or otherwise, closely enough that a fair-minded and informed observer, having considered the facts, would conclude that there was bias on the part of the decision-maker in the Local Planning Authority.

Do any of the above statements apply?

- Yes
- No

## Ownership Certificates and Agricultural Land Declaration

Certificates under Article 14 - Town and Country Planning (Development Management Procedure) (England) Order 2015 & Regulation 6 - Planning (Listed Buildings and Conservation Areas) Regulations 1990

Please answer the following questions to determine which Certificate of Ownership you need to complete: A, B, C or D.

Is the applicant the sole owner of **all** the land to which this application relates; **and** has the applicant been the sole owner for more than 21 days?

- Yes
- No

Is any of the land to which the application relates part of an Agricultural Holding?

- Yes
- No

### Certificate Of Ownership - Certificate A

I certify/The applicant certifies that on the day 21 days before the date of this application nobody except myself/the applicant was the owner\* of any part of the land or building to which the application relates, and that none of the land to which the application relates is, or is part of, an agricultural holding\*\*

\* 'owner' is a person with a freehold interest or leasehold interest with at least 7 years left to run.

\*\* 'agricultural holding' has the meaning given by reference to the definition of 'agricultural tenant' in section 65(8) of the Act.

**NOTE: You should sign Certificate B, C or D, as appropriate, if you are the sole owner of the land or building to which the application relates but the land is, or is part of, an agricultural holding.**

Person Role

- The Applicant
- The Agent

Title

First Name

Surname

Declaration Date

05/01/2023

Declaration made

## Declaration

I / We hereby apply for Full planning & listed building consent as described in this form and accompanying plans/drawings and additional information. I / We confirm that, to the best of my/our knowledge, any facts stated are true and accurate and any opinions given are the genuine options of the persons giving them. I / We also accept that: Once submitted, this information will be transmitted to the Local Planning Authority and, once validated by them, be made available as part of a public register and on the authority's website; our system will automatically generate and send you emails in regard to the submission of this application.

I / We agree to the outlined declaration

Signed

- PSK Cheltenham Ltd

Date

14/01/2023

# Planning, Design & Access Statement

Full planning application and listed building consent (PP-11819802)  
for development described as *Internal alterations to facilitate part  
Change of Use from Bookmakers into a six bedroom house in multiple  
occupancy*



No.2/2A Oxford Street

Gloucester

GL1 3EQ

## 1.0 Introduction and Development Proposal Summary

- 1.1 The following Planning, Design & Access Statement is submitted in support of a full planning application and listed building consent application for development described as *Internal alterations to facilitate part Change of Use from Bookmakers into a six bedroom house in multiple occupancy (C4)* at an application site with the address No.2/2A Oxford Street, Gloucester, GL1 4BX.
- 1.2 A full planning application has been submitted for the proposed Change of Use from its most recent as a bookmakers to residential floorspace. A listed building consent application has been submitted for internal works at No.2/2A Oxford Street required to make the conversion to a small HMO consisting of up to six persons.
- 1.3 The statement is to be read in conjunction with other information submitted in the form of drawings and documentation. A Heritage Impact Assessment prepared by Elaine Milton Heritage & Planning has been submitted as part of the proposed application. The report considers the potential impacts of proposed works and potential harm to the Significance of the Grade-II listed building.
- 1.4 The proposed Change of Use and internal works would return a designated heritage asset to residential use in full, as it was when originally constructed. Overall, the proposal would increase the occupancy of the existing residential by 1, where other bedrooms are facilitated by the Change of Use from current commercial floorspace.
- 1.5 The proposal would provide rental accommodation in a highly sustainable location in close proximity to a city-centre, with the expected access to services. Where heritage is concerned, the proposal benefits the existing by reintroducing historic features previously concealed on the ground floor and returning parts of the upper floors to their original plan form.

## 2.0 Application Site Description and Planning History

### 2.1 Application Site Description

- 2.1.1 Located within the Kingsholm and Wotton ward of Gloucester City, the application site is the first dwelling on a row of similar properties situated on the eastern side of Oxford Street. The entire terrace is listed as a heritage asset (Listing UID 1245675) since 1973 with the most recent update to the listing occurring in 1998. Properties on the other side of Oxford Street also form part of a listed heritage asset (List UID 1245674). These are the properties with addresses 1A-11, 15 and 17 Oxford Street.



*Figure 1 – Eastern side of Oxford Street, Gloucester (application site not included)*



*Figure 2 – Southern side of Oxford Street, Gloucester*





Figure 3 – No. 22 Oxford Street (formerly The Victoria Inn) – adjoining No.20 Oxford Street - Grade-II listed building (List UID 1245676) converted to residential use.

2.2.2 As with other properties on Oxford Street, the application site was originally constructed as a three-storey residential property. Unlike neighbouring properties the dwellinghouse at 2 Oxford Street was sub-divided, with part of the ground floor converted for commercial use in the late 19<sup>th</sup> century (refer to list description). This retained the property address No.2 Oxford Street, with the reduced residential dwelling becoming No.2A Oxford Street. The last commercial use of No.2 Oxford was as a betting shop, David James Racing. The floorspace is currently fitted out for this use (see Figure 5), which ceased in late 2021.



Figure 4 – No.2 and 2A Oxford Street - the application site

2.2.3 An alleyway separates the application site from to the rear of properties front onto the B4062 London Road (See Figure 4 above). As with several properties on this terrace, the application site has at once stage been extended at the rear, in this case in the form of a single-storey extension with a single-pitched steel standing seam roof.



Figure 6 – Existing gable-end, 2 Oxford Street



Figure 7 – Steel standing seam roof on rear extension (as viewed from first-floor window on rear elevation)

2.2.4 As per existing plans, the interior of the residential property at No.2A consists of residential accommodation over three storeys, including an open loft area. The ground floor consists of entrance and hall on the ground-floor, leading to kitchen and living-room on the first-floor (see Fig. 7). Two bedrooms and bathroom are located on the second-floor (see Fig.8). A loft boxroom accessed by a non-metal staircase and served by a rooflight on the front roof slope exists on the third-floor (see Fig.9). As a result of sloped ceilings, the amount of usable floorspace is severely curtailed by a lack of head-height. As a result, it is considered the room not fit for use as a habitable room.

2.2.5 Though the interior of No.2A Oxford Street appears to be in reasonably good condition without any obvious signs of deterioration or defects, its current state could be described as tired and in need of refurbishment.

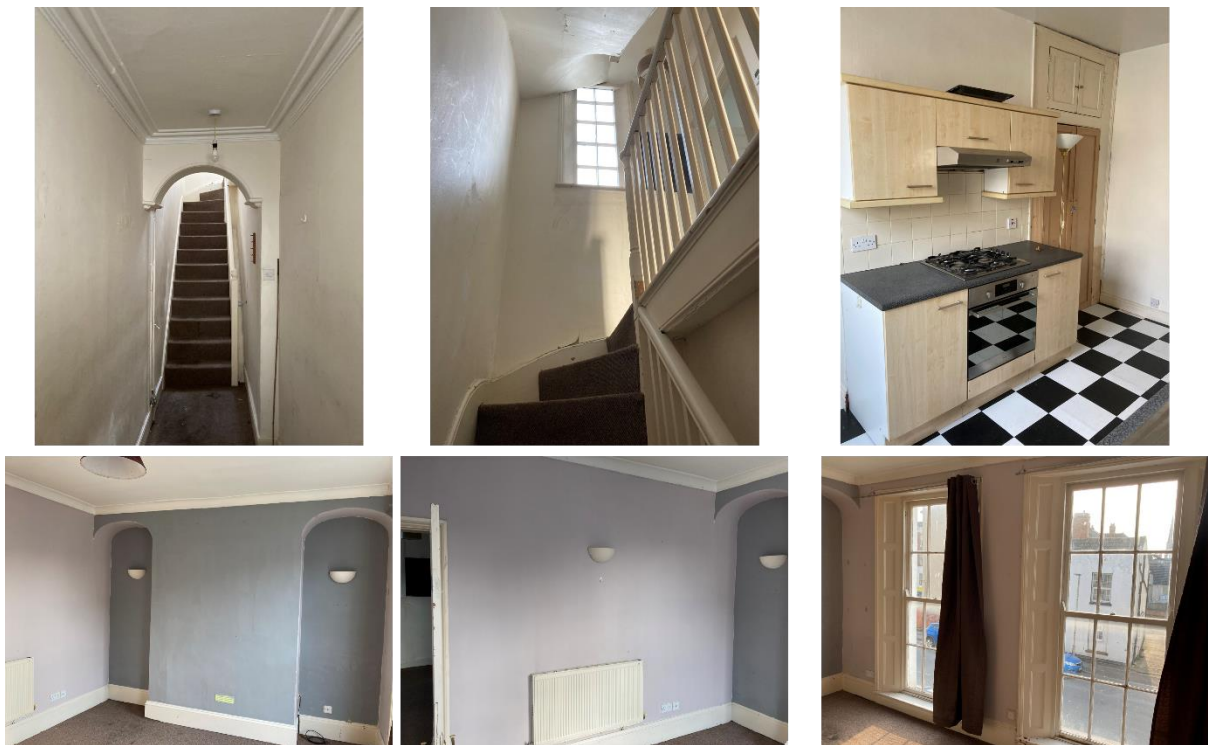


Figure 8 – Interior of 2A Oxford Street – Ground floor hallway; ground floor staircase; first-floor kitchen; first floor front room (top left to bottom right)



Figure 9 – First/second floor staircase; second floor front room – 2A Oxford Street



Figure 10 – Loft room – 2A Oxford Street

2.2.6 As per existing plans, No.2 Oxford Street consists of floorspace relating to the last use as a Bookmakers.

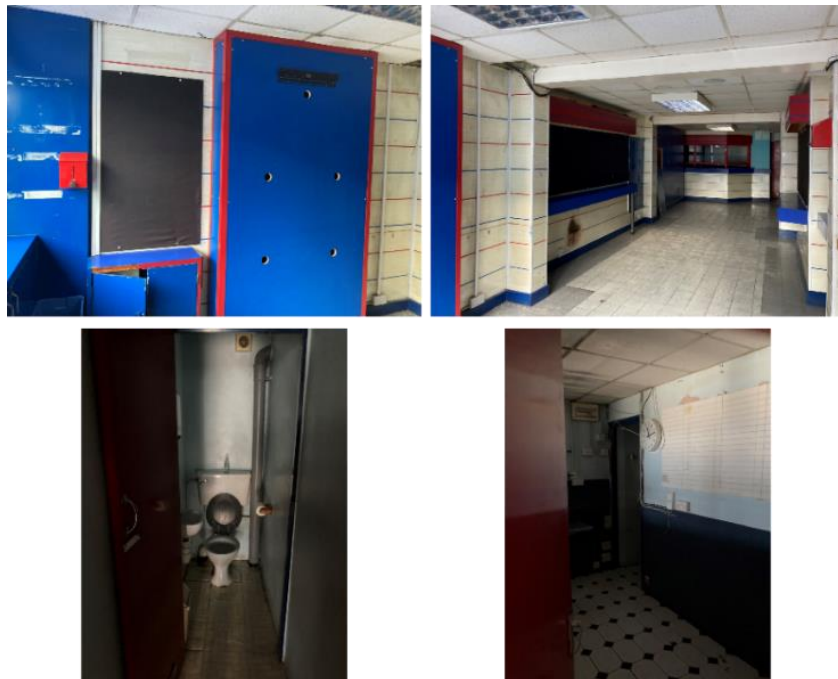


Figure 5 – Interior of David James Racing betting shop, No.2 Oxford Street

2.3.3 The accompanying Heritage Assessment provides further architectural detail for the interior of both properties.

## 2.4 Planning History and Designations

2.4.1 The public folder shows no previous planning history for the application site.

2.4.2 The application site is located within the London Road Conservation Area.

2.4.3 The application site is within Flood Zone 1 of the Environment Agency's Flood Risk Map for Planning and within an area of low risk from surface water flooding. Therefore, no flooding considerations apply in this instance.

2.4.4 The application site is not within the area of made Neighbourhood Development Plan.

## 3.0 Proposed Development

3.1 In summary, an increase in No.2A with the remaining 3no. bedspaces provided for on the ground-floor, in No.2 Oxford Street.

3.2 The existing kitchen on the first-floor of No.2A would be converted to an ensuite bathroom. The existing living-room would remain unaltered. On the second-floor the existing Bedroom 1 would be made into an ensuite, increasing the size of the bedroom and reducing the size of the existing bathroom. The existing non-original opening to the loft area in Bedroom 2 would be removed. Otherwise, Bedroom 2 would also remain unchanged.

3.3 As a result of heritage concerns, the existing shopfront of No.2 Oxford Street would remain in-situ. The existing shop door would be fixed shut. Existing shop fittings would be removed with floorspace converted as per Proposed Plans to a communal kitchen and 3no. bedrooms (Units 1-3), two of which would be ensuite.

3.4 As shown on Proposed Plans, the basement would be used in part for dedicated bin and bicycle storage has been shown on the proposed plans. Bicycle storage for 4-6 bikes The applicant has confirmed with the Council that a black bag collection takes place once-per-week for this part of Oxford Street, currently on a Monday. Recyclable goods are also collected on a weekly basis and dedicated space in the kitchen for recycling containers has been included in the proposal.

3.5 The accompanying Heritage Impact Assessment discusses the heritage impacts of the proposed internal changes.

## 4.0 Planning Assessment

### 4.1 Planning Policy Framework

4.1.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that proposals be determined in accordance with the development plan unless material considerations indicate otherwise. Section 70 (2) of the Town and Country Planning Act 1990 provides that the Local Planning Authority shall have regard to the provisions of the Development Plan, so far as material to the application, and to any other material considerations.

4.1.2 The National Planning Policy Framework “the NPPF” sets out a presumption in favour of sustainable development based on the three over-arching objectives of economic, social and environmental sustainable development.

4.1.3 The National Design Guide, published 2021, sets out the characteristics of well-designed places and demonstrates what good design means in practice.

4.1.4 The Local Development Plan currently comprises the Gloucester, Tewkesbury and Cheltenham Joint Core Strategy 2018-2031 “the JCS” and the Gloucester City Plan 2019 “the City Plan” is currently at an advanced pre-adoption stage. The development plan is supported by a Supplementary Planning Documents and other guidance.

### 4.2 Principle of residential use

4.2.1 **Policy SD11: Housing Mix and Standards** of the JCS encourages a mixture in residential type and tenure. Improvements in the quality of existing housing stock is also promoted by the policy. **Policy A1 – Effective and Efficient Use of Land and Buildings** of the Gloucester City Plan sets out criteria for the reuse of land and buildings relating to potential impacts for those lands or buildings and their surrounding location. **Policy SD2 – Retail and City/Town Centres** of the JCS sets out key principles for development in centres. The policy states that new residential development that contributes to the vitality and viability of centres will be supported. **Policy B2** in the Draft City Plan 2019 relate to loss of employment buildings under B-class employment uses, where the

existing use of the commercial floorspace is *sui generis*. As such, it is considered the policy is non-applicable to the proposal.

4.2.3 The development proposal relates to a Change of Use of existing commercial floorspace to residential and internal works only. No alterations to the exterior of the building are proposed. **Policy D4 Shopfront, shutters and signs** supports the retention of good quality shopfronts where they make a positive contribution to the character of the area. The supporting Heritage Impact Assessment sets out the historical importance of the existing shopfront.

4.2.4 Where is defined as intensification of a property, **Policy A1** of the City Plan stipulates that the proposal must not lead to a saturation of intensified properties within the area. The subtext of the policy provides a definition of both intensification and saturation, where intensification relates to the conversion to flats and large HMOs and saturation can be a property between two other or contributing to a percentage within a defined area. The description for development is clear that the the proposal seeks to reinstate No.2 and 2A wholly to residential use comprising a small HMO only.

#### 4.3 Residential occupation

4.3.1 **Policy F6** of the City Plan requires that all new development, including Changes of Use, complies with minimum space standards, set out in the Nationally Described Space Standards. All single bedrooms exceed **7.50sqm** in overall area and have a minimum width of **2.15m**.

4.3.2 The existing basement would be utilised for the future storage of bicycles and bins. Black bag waste would be stored in the basement, with recycling containers kept in the kitchen area. Black bag collections for this part of the Oxford Street occur on a weekly basis.

4.3.3 More generally, future occupants of the HMO would be bound by tenancy agreements, ensuring that future would be bound for the enjoyment of tenants and the occupiers of neighbouring properties.

## 5.0 Heritage Assessment

- 5.1 In accordance with criteria set out in the Planning (Listed Building & Conservation Areas) Act 1990, the NPPF and Historic England guidance notes, the supporting Heritage Impact Statement sets out the contribution of group value, architectural interest and historic interest that contributes to the Significance of the heritage asset.
- 5.2 The proposal includes a number of heritage benefits. Specifically, the proposal would see the reintroduction of features on the ground floor previously hidden behind shop fittings and the removal of staircase to the loft area, which is considered to be unsympathetic to the plan form of the building. The kitchen layout has been arranged, so as to leave the chimney breast unhindered by countertops or other fixings.
- 5.3 The Heritage Impact Assessment concludes that the proposal would be compatible with the fabric of the building and would preserve the character and appearance of the London Road Conservation Area.

## 6.0 Summary and conclusion

- 6.1 Planning permission is sought for Change of Use of existing commercial floorspace to residential use. Further to listed building consent for internal works, the proposal seeks to amalgamate two properties in the same building for use as a small HMO.
- 6.2 A grant of planning permission for the proposal would provide rental accommodation with satisfactory occupant amenity in a sustainable location. The proposal also carries heritage benefits, which are discussed in the accompanying Heritage Impact Assessment.
- 6.3 In light of the above, it is therefore requested that the development proposal be granted the planning permission and listed building consent sought.





13/01/2022

**RE: Submission of full planning application and listed building consent (Planning Portal Ref. PP-11819802) for development described as *Listed Building Consent for external and internal alterations to facilitate a change of use from Bookmakers (sui generis) into a six -bedroom house in multiple occupancy (C4)* at No.2 and No.2A Oxford Street, Gloucester, GL1 3EQ**

Dear Sir/Madam,

The following full planning application and listed building consent application has been submitted for alterations to properties with the addresses No.2 and No.2A Oxford Street “the application site”. Submitted in support of the applications are the following plans, drawings and documents:

- Dwg. Ref. A769P-839 – 01A - Site Location Plan (1:1250); Block Plan as Existing (1:500); Floor Plans as Existing (1:50); Roof Plan (1:100)
- Dwg. Ref. A769P-389 – 02 - Elevations as Existing (1:50); Existing Section A-A (1:50)
- Dwg. Ref. A769P-389 – 03E - Floor Plans as Proposed (1:50); Proposed Block Plan (1:500); Proposed Roof Plan (1:100)
- Dwg. Ref. A769P-389 – 04B - Elevations as Proposed (1:50)
- Planning, Design & Access Statement – prepared by PSK Architect Ltd.
- Heritage Impact Assessment – prepared by Elaine Milton Heritage & Planning

The application is a resubmission of a previous application (Planning Portal Ref. PP-11141064; LPA Ref. 22/00371/FUL & 22/00493/LBC) previously submitted on April 6<sup>th</sup>, 2022. The application was withdrawn on October 10<sup>th</sup>, 2022. As the application under this submission contains the same development description as that withdrawn, is resubmitted within six months of the withdrawal of the previous application, the planning application fee is waived under Article 9 of The Town and Country Planning (Fees for Applications, Deemed Applications, Requests and Site Visits) (England) Regulations 2012.

Under the withdrawn application an objection in principle was raised by the Conservation Officer with regard to the nature and extent of the proposed internal works and removal of the existing shopfront at 2 Oxford Street (See Appendix 1). Issues raised by both the Conservation Officer and Planning Case Officer are addressed in the submitted Planning, Design and Access Statement and Heritage Impact Assessment.

Yours faithfully,



Paul O`Sullivan *Licentiate Member of the RTPI*

**Planning Consultant**

PSK Cheltenham Ltd t/a PSK Architect



# HERITAGE IMPACT ASSESSMENT

In respect of:

**CHANGE OF USE OF BOOKMAKERS TO RESIDENTIAL FLOORSPACE AND  
INTERNAL ALTERATIONS TO A GRADE II LISTED BUILDING**

At:

**2 OXFORD STREET, GLOUCESTER, GL1 3EQ**

On behalf of:

**WHITE BOX INTERIORS LIMITED**

**December 2022**



ELAINE MILTON  
HERITAGE & PLANNING LIMITED

w: [www.emhp.co.uk](http://www.emhp.co.uk)

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## 1.0 Introduction

- 1.1 2 Oxford Street is a three-storey plus attic end-of-terrace townhouse that was constructed in 1823 with the ground floor having been converted to a shop in the 19<sup>th</sup> century. The property is Grade II listed as part of a terrace of 10 houses on the east side of Oxford Street and is located within the London Road Conservation Area. The ground floor was most recently used as a betting shop but has been vacant since 2021.
- 1.2 This report accompanies applications for planning permission and listed building consent for the change of use of the ground floor to residential use and for internal alterations. It should be read in conjunction with the Planning & Heritage Statement prepared by PSK Architect, which describes the building and its context.
- 1.3 The current submission follows applications for planning permission and listed building consent submitted earlier in 2022 for the conversion of ground floor to residential and for internal and external alterations including the removal of the shopfront (application references 22/00371/FUL and 22/00493/FUL), which were withdrawn due to adverse comments from officers. The scheme has been revised to take account of the significance of the heritage assets and to address the officers' comments.
- 1.4 The report identifies the significance of the site in accordance with the requirements of the National Planning Policy Framework (the NPPF, revised July 2021) and the impact of the scheme proposals. It was commissioned by the applicant, White Box Interiors Limited, and has been prepared by Elaine Milton BSc (Hons) MSc DipArchCons MRTPI IHBC. A site survey was undertaken on 5 October 2022.
- 1.5 The significance of the site was identified using the guidance contained within the Historic England documents *Conservation Principles, Policies and Guidance* (2008), *Statements of Heritage Significance: Historic England Advice Note 12* (October 2019) and *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets* (December 2017).

## 2.0 Significance

- 2.1 2 Oxford Street forms part of a Grade II listed terrace of houses Nos.2-20 Oxford Street and is therefore a heritage asset of special interest and of national importance. The terrace was first listed on 12 March 1973 and amended on 15 December 1998. The list description reads:

*'Terrace of 10 houses. 1823-5, later alterations include late C19 conversion of No.2 to shop and dwelling. Part of the development of Oxford Street for John Bowyer, attorney. Brick stuccoed, slate roofs, brick stacks on party walls. Ten houses of double-depth block with wings at rear. EXTERIOR: three storeys and cellars; Nos 18 & 20 at lower level. Offset plinths; continuous first-floor sill band and second-floor band to Nos 2, 4, 6 & 8, and first-floor band on No.18 & 20; originally a continuous crowning frieze band and moulded cornice, now removed from Nos 4, 6, 8 & 12; parapet with capping above. On the ground floor the entrance doorway to each house to left with deep jambs, stone steps to threshold and plain rectangular fanlights, a sash with glazing bars (4x4 panes) to right replaced by shop-front in No.2 and later sashes in Nos 4, 8 & 10; on the first floor of each house two tall sashes and on the second floor two short sashes, all with glazing bars (first floor 3x4 panes, second floor 3x3 panes) replaced on the second floor of No.2 with C20 metal framed windows. INTERIOR: not inspected.'*

- 2.2 2 Oxford Street is assessed to be of significance for the following reasons:

### Architectural Interest

- A good example of a property built in the early 19<sup>th</sup> century, originally as townhouse with ground floor converted to a shop in the later 19<sup>th</sup> century
- A constituent part of a uniform terrace of early 19<sup>th</sup> century townhouses
- There is a good survival of original fabric features at first and second floor level including closed-string staircase from ground to second floor, panelled doors and joinery
- While the ground floor has been much altered and made open-plan, the plan form at first floor is intact and despite alteration, remains legible at second floor
- The building materials (i.e., stucco brick walls and slate roof) are typical of the period and style
- The property contributes to townscape value

### Historic Interest

- Associational value as part of the development of Oxford Street by local attorney, John Bowyer
- The shopfront evidences the evolution of the property in the late 19<sup>th</sup> century and the commercialisation of the area
- The building type, architectural treatment and position in terrace provide an indication of the wealth and status of its original occupants
- The plan form and features of the upper floors illustrates past ways of living, in particular the well-proportioned front room on the first floor reflects its use as the principal reception room
- There is a descending hierarchy in detail and proportions travelling up through the building mirroring the historic functional importance of the rooms

### Group Value

- The house forms part of a good group of properties from a similar period and contributes to the overall composition and group value

### Contribution Made by Setting

- The repetition and rhythm of the front elevation of the terrace contributes to the significance of 2 Oxford Street

### Specific Commentary

- 2.3 The structural elements of the shopfront – the pilasters, corbelling and fascia - possibly date from the late 19<sup>th</sup> century and are therefore of architectural and historic value. The modern plate glass window and door however are not of special interest.
- 2.4 The section of the staircase from ground to first floor has been altered with the replacement newel and balustrade; its setting has been harmed by the position of the later partition wall to the shop. The newel post and balustrade at first floor landing level are intact. The stick baluster balustrading between the first and second floor has been replaced with metalwork and there has been further replacement at second floor level.

- 2.5 The plan form, proportions and appearance of the second floor has been marred by the insertion of the attic stair and enclosure in the 20<sup>th</sup> century within the front room and the subdivision and the cutting across of the chimney breast within the rear room.
- 2.6 The loss of the fireplaces and some of the doors throughout the building has diminished significance.

### Contribution to the Conservation Area

- 2.7 According to the adopted *London Road Conservation Area (Conservation Area No.9) Appraisal and Management Proposals*, one of the key characteristics of the conservation area is the substantial number of listed buildings surviving from the late 17<sup>th</sup> century onwards including well-preserved Regency terraces. As early 19<sup>th</sup> century terraces, Oxford Street makes a positive contribution to the character and appearance of the conservation area.
- 2.8 The building materials, windows, rhythm and proportions of the Oxford Street terraces contribute to the high-quality appearance of the conservation area.
- 2.9 The 'historic shopfront' at 2 Oxford Street is referenced on p16 of the adopted conservation area appraisal. It adds to the historic interest of the area as a representation of the commercialisation of the suburb in the late 19<sup>th</sup> century and contributes to the appearance of the street scene.



### 3.0 Proposals

- 3.1 The current application seeks permission for residential use at ground floor and the continued residential use of the upper floors, with internal alterations. The existing plans are presented in **Appendix 1** and the proposed plans in **Appendix 2** to this report. The proposals are described on a floor-by-floor basis below.

#### Ground Floor

- 3.2 Externally, the shopfront would be retained although the shop door would be fixed shut. Access to the building would be solely via the existing side door.
- 3.3 In terms of layout, the main part of the ground floor would be subdivided to create a bedroom at the front and communal kitchen at the rear by reinstating the central partition. The bedroom would be accessed via the existing door and the kitchen via a reformed doorway. The kitchen units would be arranged away from the chimney breast. A partition would be restored along the rear external wall line. The betting office and counter would be removed from within the modern rear extension and the layout reconfigured to create two en-suite bedrooms.

#### First Floor

- 3.4 The principal, front room on the first floor would be unaltered and it would be used as a communal living room.
- 3.5 The rear room would become used as a bedroom. The existing door opening would be utilised. An en-suite would be formed at the western end of the room by the insertion of a stud partition. The shape of the en-suite would be dictated by the presence of the chimney breast, with a gap provided between the chimney breast and the partition.

#### Second Floor

- 3.6 The modern staircase and enclosure would be removed from within the front room on the second floor to reinstate the room's original proportions. The room would be used a bedroom.

- 3.7 The partition wall that forms the bathroom and cuts across the chimney breast within the rear room would be removed and a small shower room formed, allowing for a gap to be formed with the chimney breast. The existing door from the landing would be reused to serve the shower room.

### Attic

- 3.8 The attic floor would be reinstated by patching in a new section of flooring following removal of the staircase. The attic would become accessible via a new loft hatch in the second-floor ceiling.

## 4.0 Policy

### Primary Legislation

- 4.1 Statutory duties exist under **sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990** ('the Act') for the local planning authority in considering whether to grant listed building consent or planning permission for development that affects a listed building or its setting to 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.
- 4.2 **Section 72(1) of the Act** requires that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area.

### Development Plan

- 4.3 The statutory duties are reflected in the following policies of the *Gloucester, Cheltenham and Tewkesbury Joint Core Strategy 2011-2031* (the JCS, adopted December 2017):
- **Policy SD8 – Historic Environment**
- 4.4 The *Gloucester City Plan* is a locally specific plan that will sit below the JCS and is at an advanced stage of preparation. The relevant heritage policy of the Draft plan is:
- **Policy D1 – Historic Environment**

### National Planning Policy

- 4.5 National planning policy relating to the historic environment is provided within **section 16 of the NPPF (revised July 2021)**. It advises that heritage assets are an irreplaceable resource that should be conserved in a manner appropriate to their significance.

- 4.6 Paragraph 201 of the NPPF advises where proposals would lead to substantial harm to the significance of a designated heritage asset, the proposals should be refused unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of four listed criteria therein apply.
- 4.7 Paragraph 202 advises that where proposals would lead to less than substantial harm to the significance of a designated heritage asset, the harm should be weighed against the public benefits of the proposals, including, where appropriate, securing its optimum viable use.
- 4.8 Paragraph 206 of the NPPF advises that local planning authorities should look for opportunities for new development within conservation areas or the setting of heritage assets to enhance or better reveal their significance.

### National Guidance

- 4.9 It is advisable that proposals for repair, restoration and alteration of heritage assets follow the guidance within the ***Historic England Advice Note 2: Making Changes to Heritage Assets*** (HEAN2, February 2016). The document acknowledges (paragraph 3) that the best way to conserve a building is to keep it in use, and that a reasonable and proportionate approach to owner's needs is therefore essential.
- 4.10 As a general principle for **adaptation**, HEAN2 advises as much of the historic fabric and plan form that contributes to the significance of a heritage asset should be retained as possible, with new work ideally being reversible (paragraphs 42 and 43). Harm to significance may be justified on grounds of overriding public benefit that may accrue including maintaining the building in its optimum viable use.
- 4.11 HEAN2 also advises that some of the issues to consider in respect of **new additions** are proportion, height, massing, bulk, materials and setting, and new work should not dominate the existing in terms of scale, material or siting. The guidance advises an assessment of the asset's significance will usually suggest an appropriate form of any extension.
- 4.12 HEAN2 provides guidance on **restoration** of lost or damaged features (p6). It advises that restoration is likely to be acceptable if *inter alia* the significance of the elements that would be restored 'decisively outweighs' the significance of those that would be lost, and the work proposed is justified by 'compelling evidence' of the evolution of the heritage asset and is 'executed in accordance with that evidence'.

### Local Guidance

- 4.13 Policy CA9/10 of the Council's adopted *London Road Conservation Area (Conservation Area No.9) Appraisal and Management Proposals* document says:

*'The Council will seek to ensure the retention of existing historic shopfronts and notable elements of historic shopfront design'.*

## 5.0 Heritage Impact Assessment

- 5.1 The impacts of the proposed alterations are described on a floor-by-floor basis below.

### Ground Floor

- 5.2 The retention of the shopfront would maintain this element of the building's architectural and historic interest and the contribution it makes to the character and appearance of the conservation area. The proposal would therefore accord with Policy CA9/10 of the Council's adopted conservation area management proposals.
- 5.3 The proposed 'conversion works' required to make the ground floor habitable would not affect historic features (the fireplaces have been blocked and the existing plaster finishes and ceilings are modern).
- 5.4 The reintroduction of the central partition would restore the ground floor plan form resulting in a heritage benefit.
- 5.5 The reformation of the doorway to the proposed kitchen would help restore the two-room plan form resulting in a heritage benefit.
- 5.6 Keeping the kitchen units away from the chimney breast would enable the profile of the feature to continue to be revealed and preserve the legibility of the ground floor.
- 5.7 The reinstatement of the partition along the rear external wall line would restore the plan form resulting in a heritage benefit.
- 5.8 Removal of the betting office and counter and reconfigured layout within the rear extension would cause no harm to significance.

### First Floor

- 5.9 The principal, front room on the first floor would be unaltered and it would be used as a communal living room, thus maintaining this significant room of the house and its original joinery, i.e., six-panel door, deep skirting and panelled window reveals.

- 5.10 The formation of an en-suite within the rear room would result in harm to the plan form and proportions of this secondary room. However, this would be limited due to the lesser architectural interest and significance of the rear room. The proposed gap provided between the chimney breast and the partition would ensure the chimney breast continues to be revealed and the plan form remains legible.

### **Second Floor**

- 5.11 The removal of the modern staircase and enclosure from within the front room would reinstate the room's original proportions resulting in a heritage benefit.
- 5.12 The rear room has previously been altered and the bathroom partition encroaches on the chimney breast; the removal of the bathroom partition and the formation of the smaller shower room would improve the proportions of the room and enable the chimney breast to be revealed once more.

### **Attic**

- 5.13 The reinstatement of the attic floor would restore the plan form of the loft space resulting in a heritage benefit. The proposed loft hatch would not affect historic ceiling fabric.

## 6.0 Conclusion

- 6.1 2 Oxford Street forms part of Grade II listed terrace of early 19<sup>th</sup> century properties and it makes a positive contribution to the London Road Conservation Area. The significance of the property mainly derives from its surviving architectural elements and contribution to group value.
- 6.2 The current proposals involve the reuse of the vacant listed building, helping to secure its long-term conservation.
- 6.3 The proposals would result in no changes externally, with the shopfront and other external features being retained, and limited changes to the layout of the building.
- 6.4 The current proposals offer a substantial improvement over the recently withdrawn application proposals due to the proposed retention of the shopfront, restoration of the ground floor plan form, limited impact on the first floor and improvements to the second floor.
- 6.5 The proposed use would be compatible with the character and fabric of the building, being the use of which the building was designed and neither being intensive nor leading to excessive subdivision. The staircase, a particularly significant feature of the building, would continue to serve the whole property. Only one new bathroom would be installed in the original part of the house (at first floor level) resulting in minimal additional pipework and ventilation.
- 6.6 There would be heritage benefits from the restoration of the plan form of the ground floor and improvements to the layout of the second floor. There would be a low level impact of to the plan form of the first floor equating to less than substantial harm to the listed building under the terms of the NPPF.
- 6.7 The proposed development, which would see the retention of the shopfront and reuse of the vacant building for residential use would **preserve the character and appearance of the conservation area**.
- 6.8 Apply the balancing exercise as required by paragraph 202 of the NPPF, the **less than substantial harm to the heritage asset would be outweighed by the public benefits accruing from the scheme**.
- 6.9 The proposals would adhere to the guidance within the Historic England document HEAN2 and the adopted conservation area management proposals.



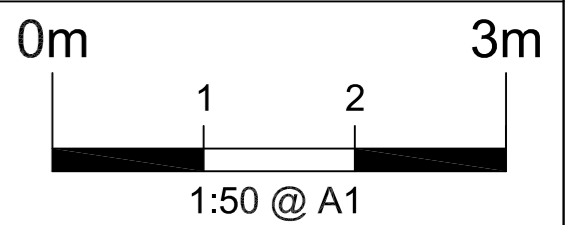
APPENDIX 1: EXISTING FLOOR PLANS



APPENDIX 2: PROPOSED FLOOR PLANS



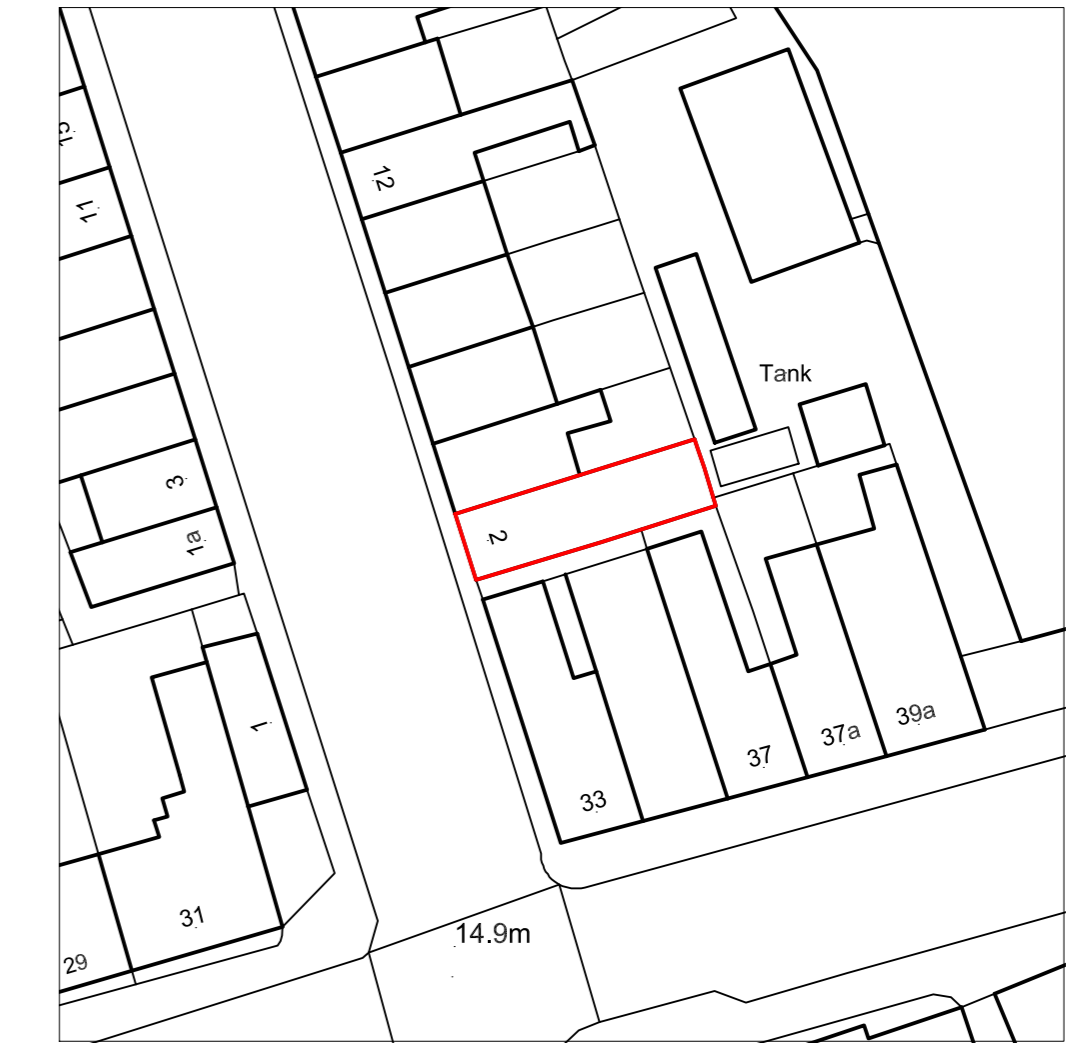
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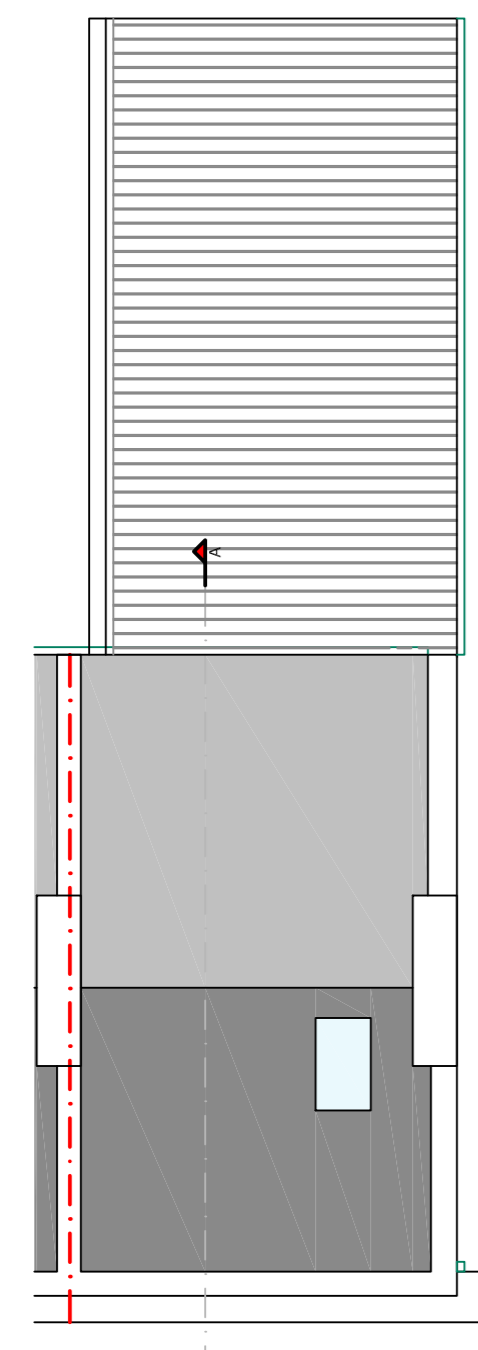
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- Existing structures
  - Demolished
  - New structures
  - Approx. Boundary line
  - G / RG - Gully / Roadside gully
  - SP / SVP - Soil pipe / Soil vent pipe
  - IC - Inspection chamber
  - RWP - Rain water pipe
  - R / TR - Radiator / Towel rail
  - Approx. levels



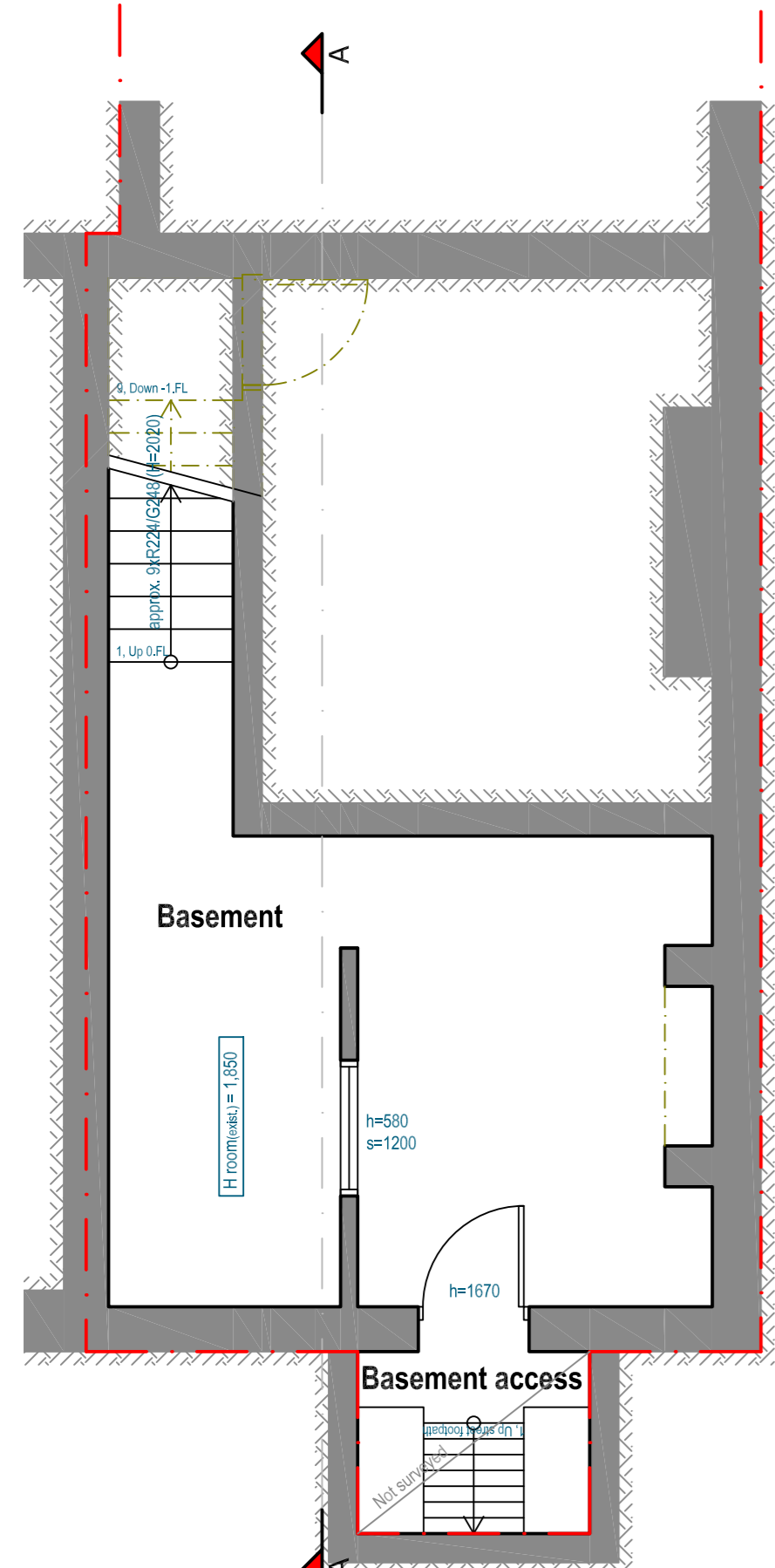
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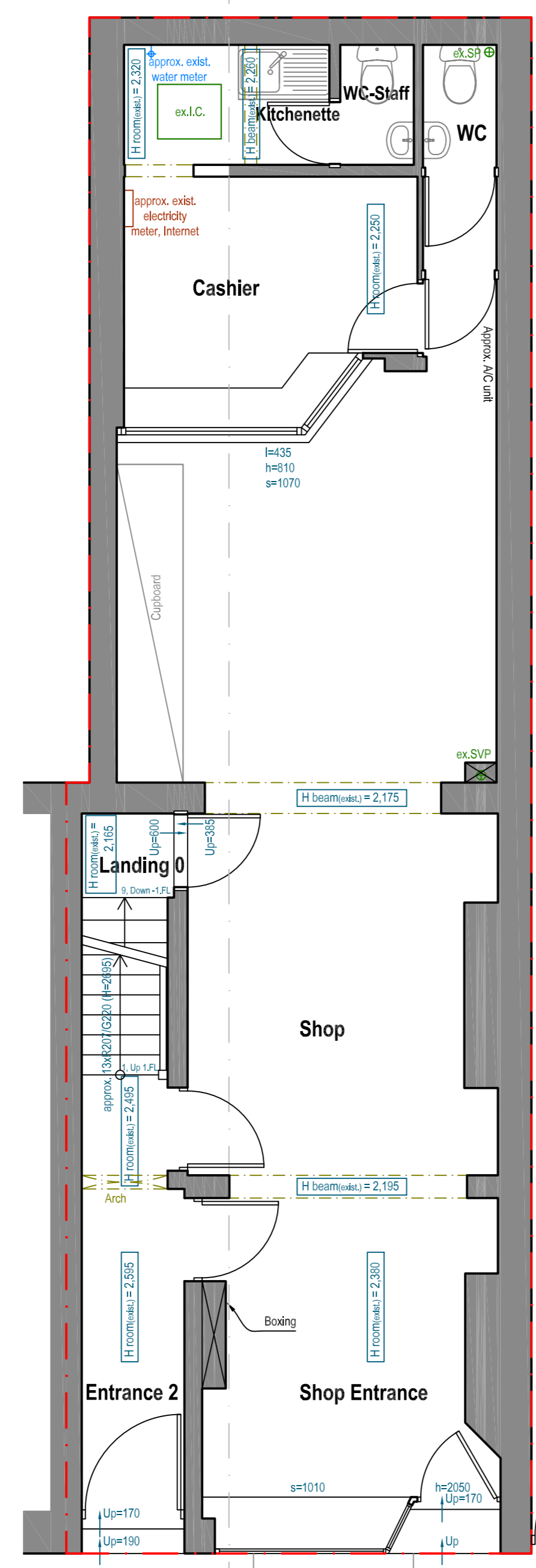
Existing - BLOCK PLAN, 1:500



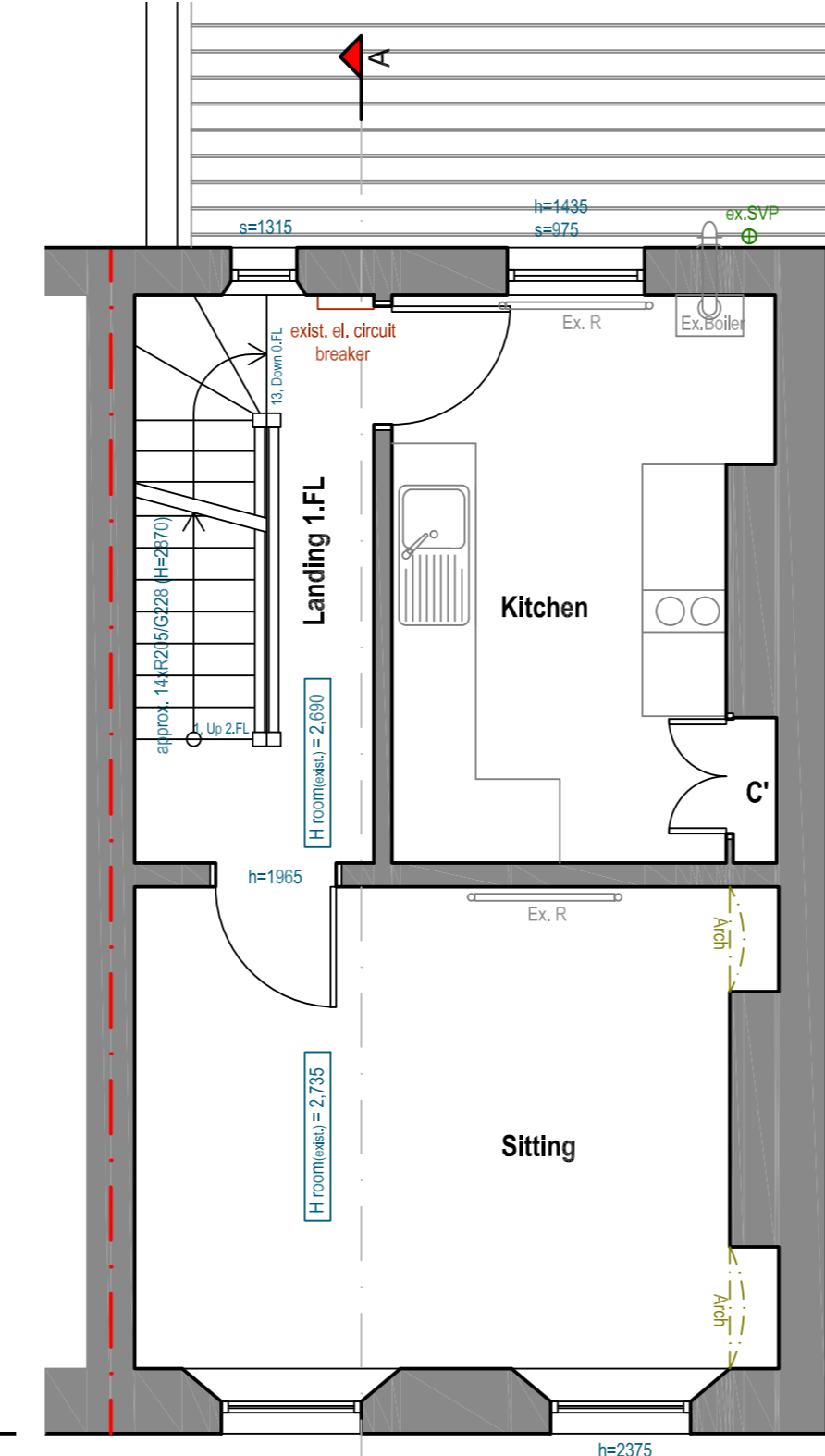
Existing - ROOF PLAN, 1:100



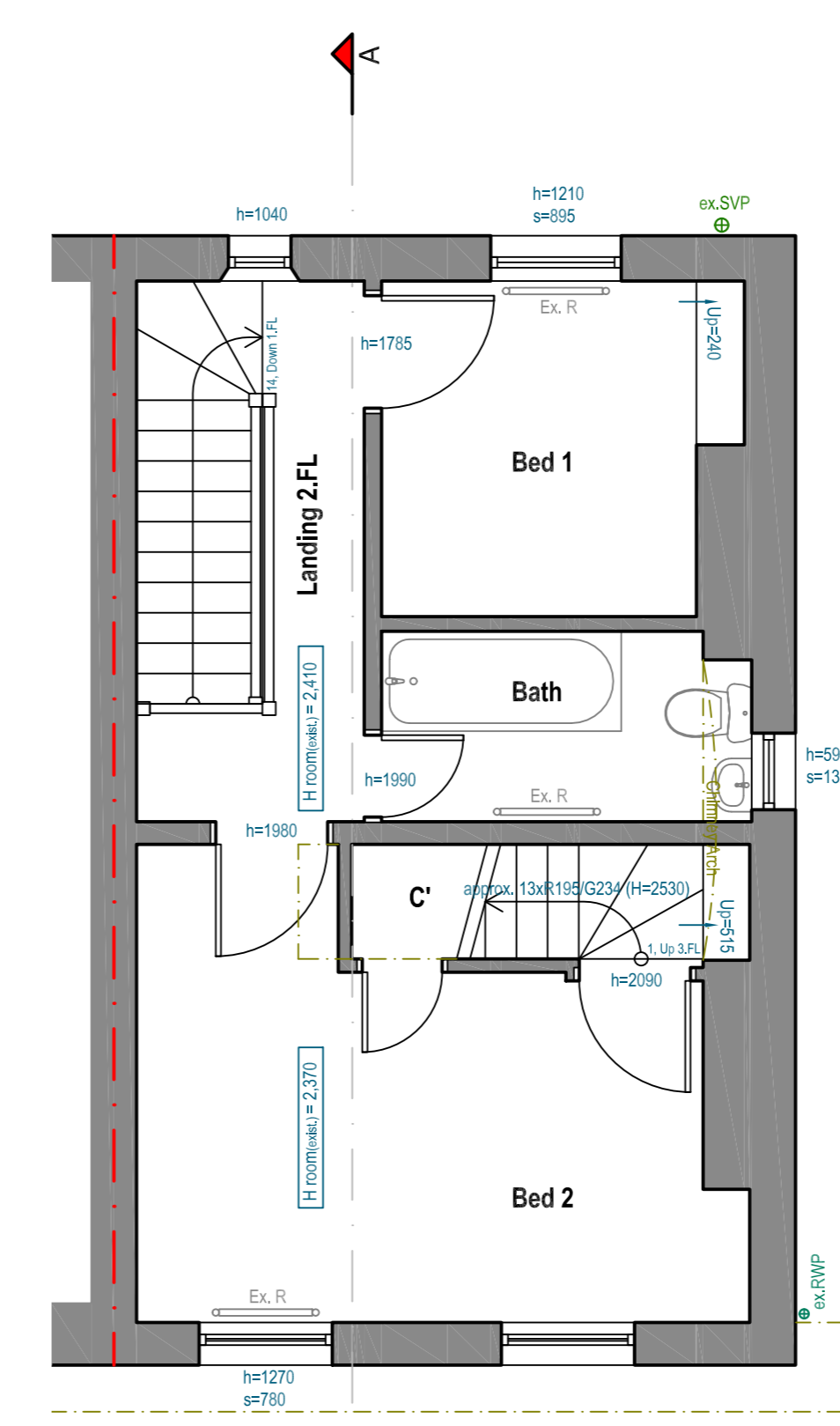
Existing - BASEMENT PLAN, 1:50



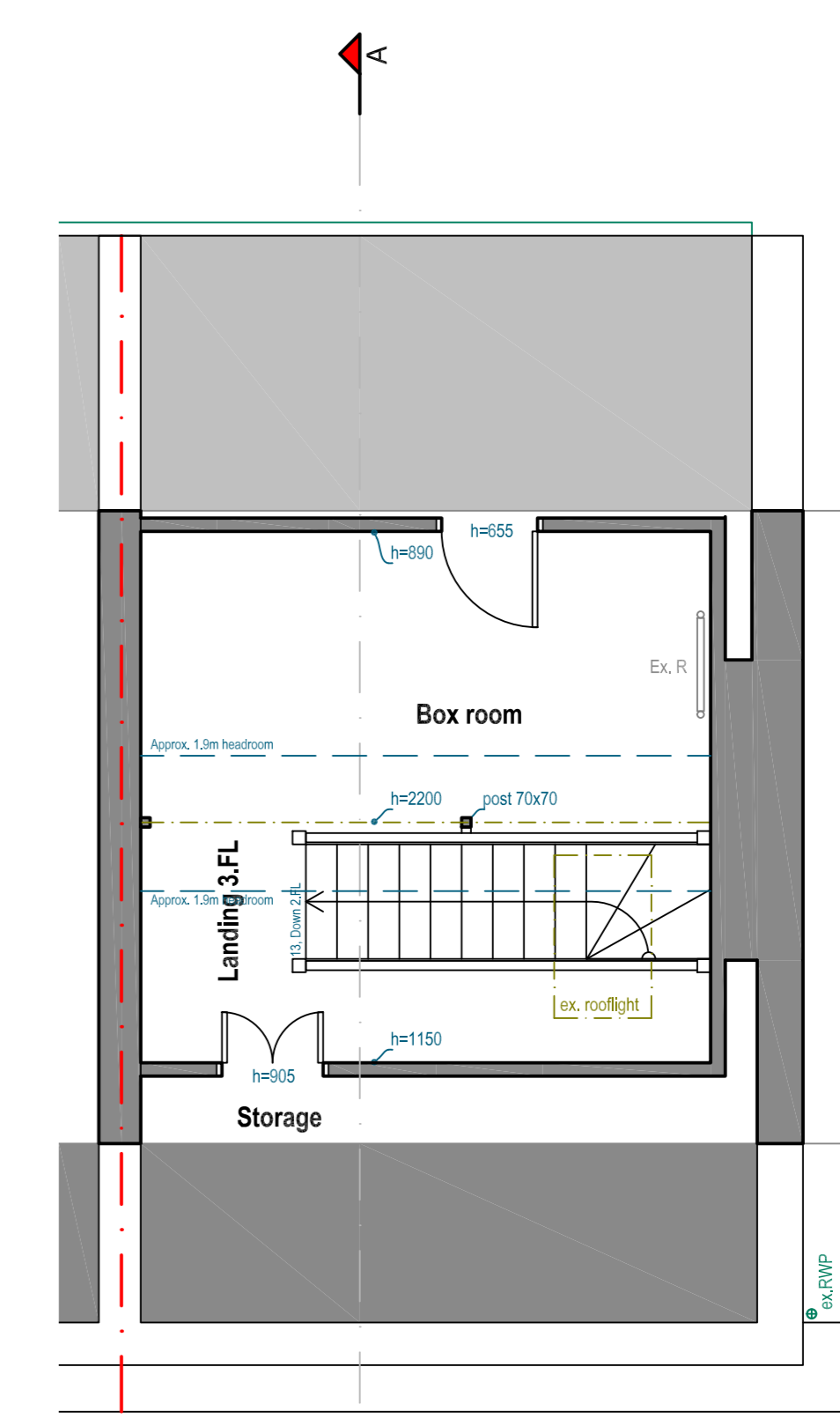
Existing - GROUND FLOOR PLAN, 1:50



Existing - FIRST FLOOR PLAN, 1:50



Existing - SECOND FLOOR PLAN, 1:50



Existing - THIRD (LOFT) FLOOR PLAN, 1:50

**CAVEAT NOTE:**

- All levels, dimensions and existing drainage including its invert levels to be checked by contractor prior to placing any order and commencement of works.
- Boundary lines are shown in approximate positions. Exact positions of boundary lines to be established on site before commencement of works.
- Foundations shown are subject to Structural Engineers' design and to Building Regulations approval.

A	JAN 23	Shop internal door.
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Rev. Date Revisions



PSK Cheltenham Ltd  
41 Bath Road  
Cheltenham  
GL53 7HG

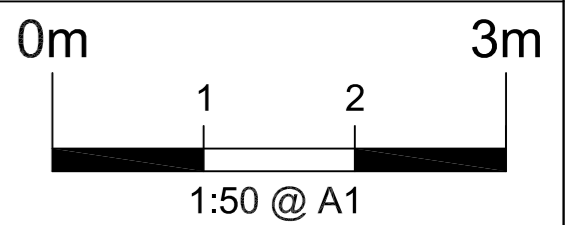
**TITLE**  
2 Oxford Street,  
Kingsholm,  
Gloucester,  
GL1 3EQ

**DESCRIPTION**  
External and internal alterations to  
Grade-II listed building

As EXISTING	
DATE FEB 2022	SCALE @ A1
DRAWN VH	DATE ---

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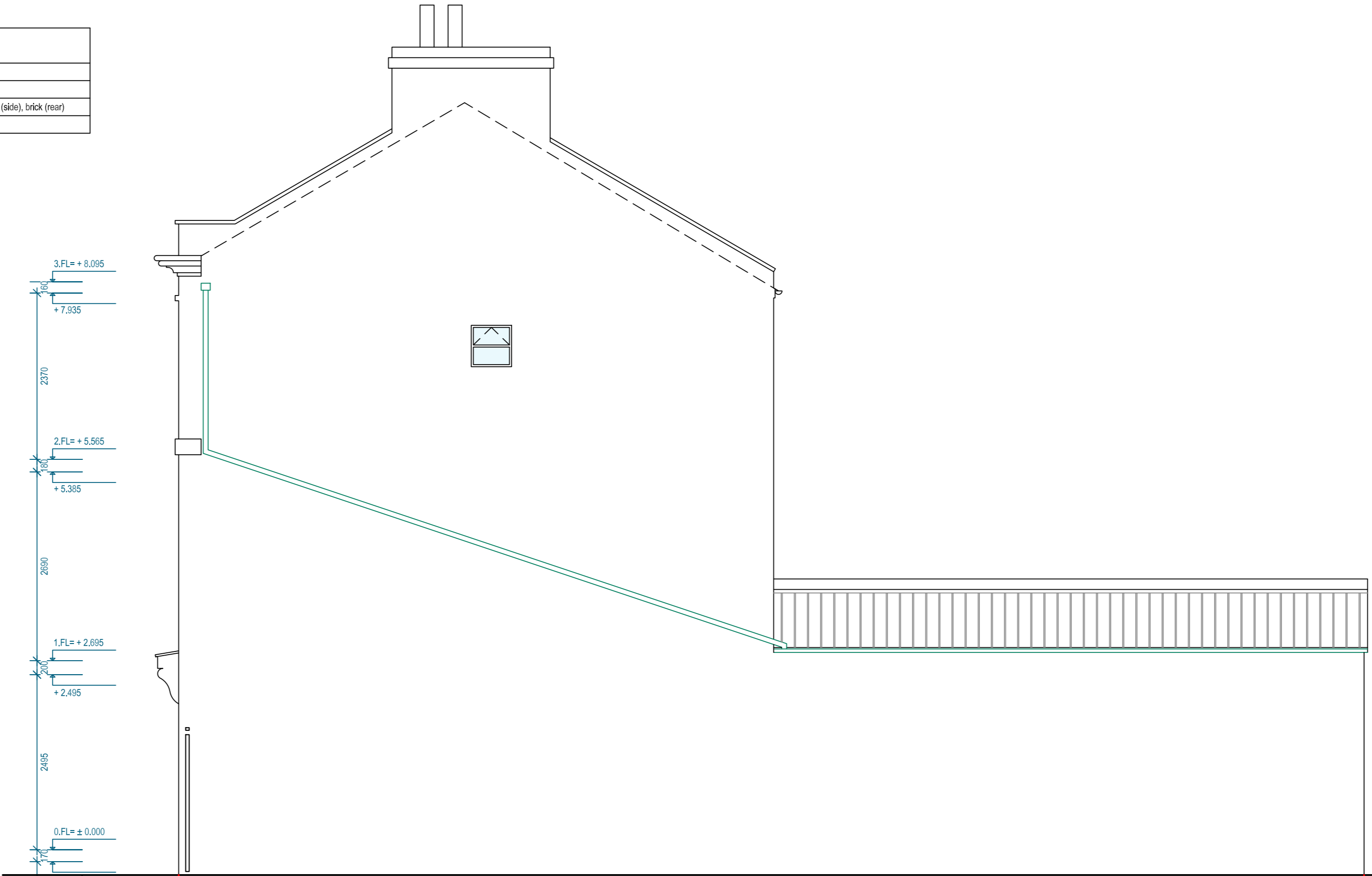


- Key:**
- Existing structures
  - Demolished
  - New structures
  - Approx. boundary line
  - G / RG - Gully / Roadside gully
  - SP / SVP - Soil pipe / Soil vent pipe
  - IC - Inspection chamber
  - RWP - Rain water pipe
  - R / TR - Radiator / Towel rail
  - Approx. levels

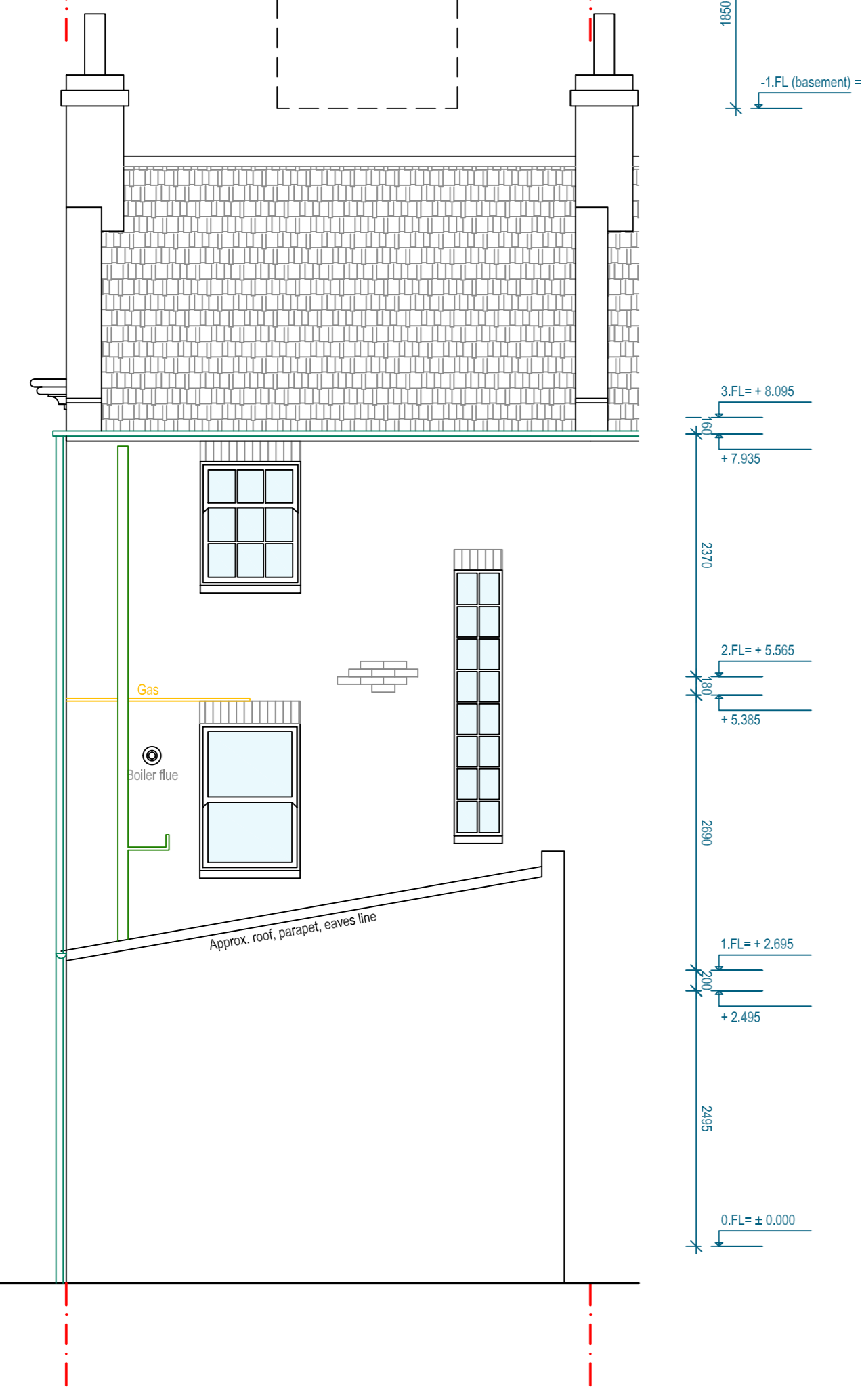
Existing - MATERIALS	
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Roof (flat)	Corrugated metal sheets
Facade	Painted stone (front), stone (side), brick (rear)
Windows & Doors	Wood



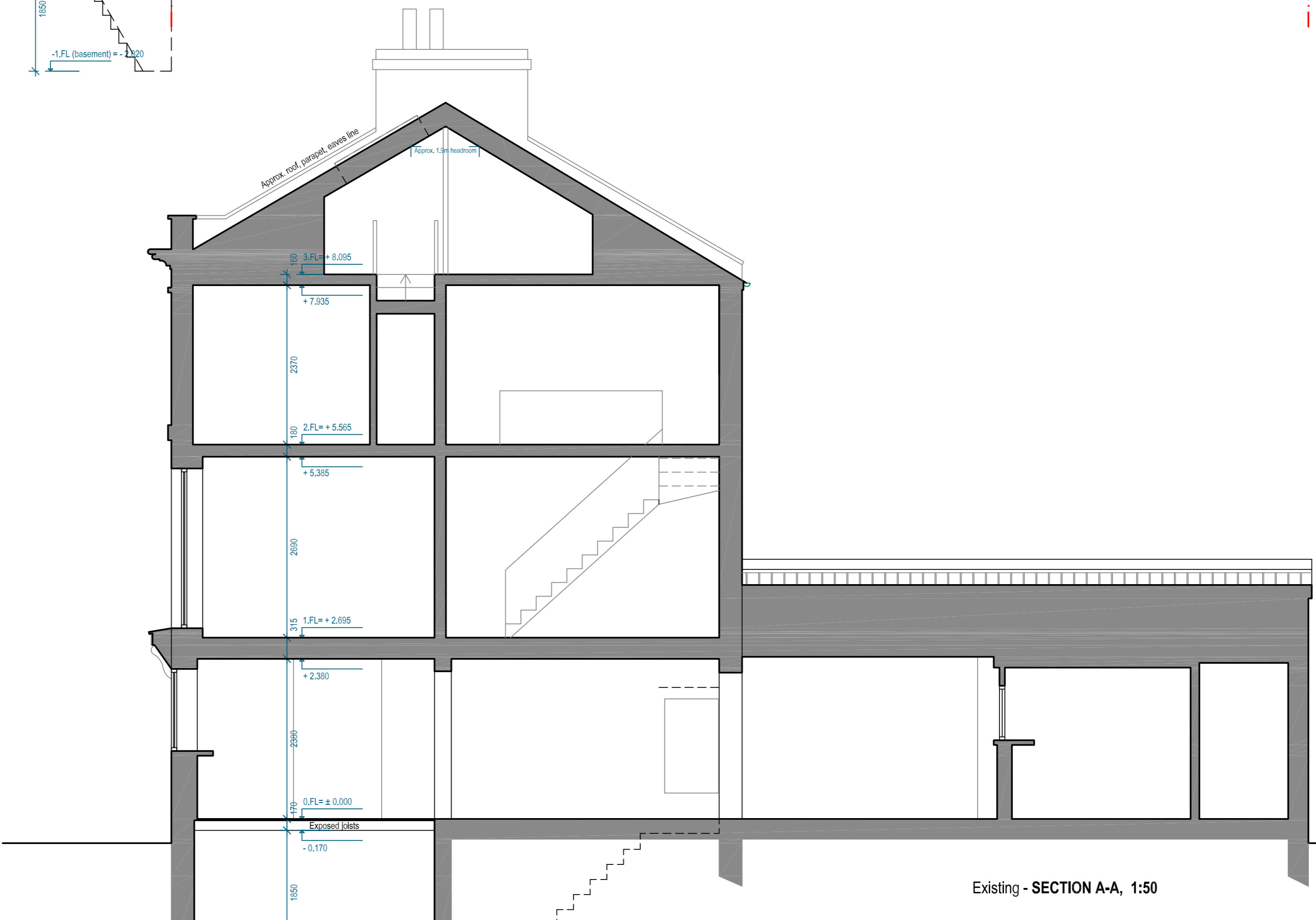
Existing - FRONT (WEST) ELEVATION, 1:50



Existing - SIDE (SOUTH) ELEVATION, 1:50



Existing - REAR (EAST) ELEVATION, 1:50



Existing - SECTION A-A, 1:50

**CAVEAT NOTE:**

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Rev.	Date	Revisions

**PSK architect**  
*Over 30 Years Experience Specialists*

PSK Cheltenham Ltd  
41 Bath Road  
Cheltenham  
GL53 7HQ

**TITLE**

2 Oxford Street,  
Kingsholm,  
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GL1 3EQ

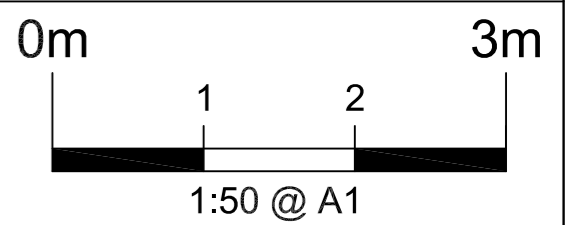
**DESCRIPTION**

External and internal alterations to  
Grade-II listed building

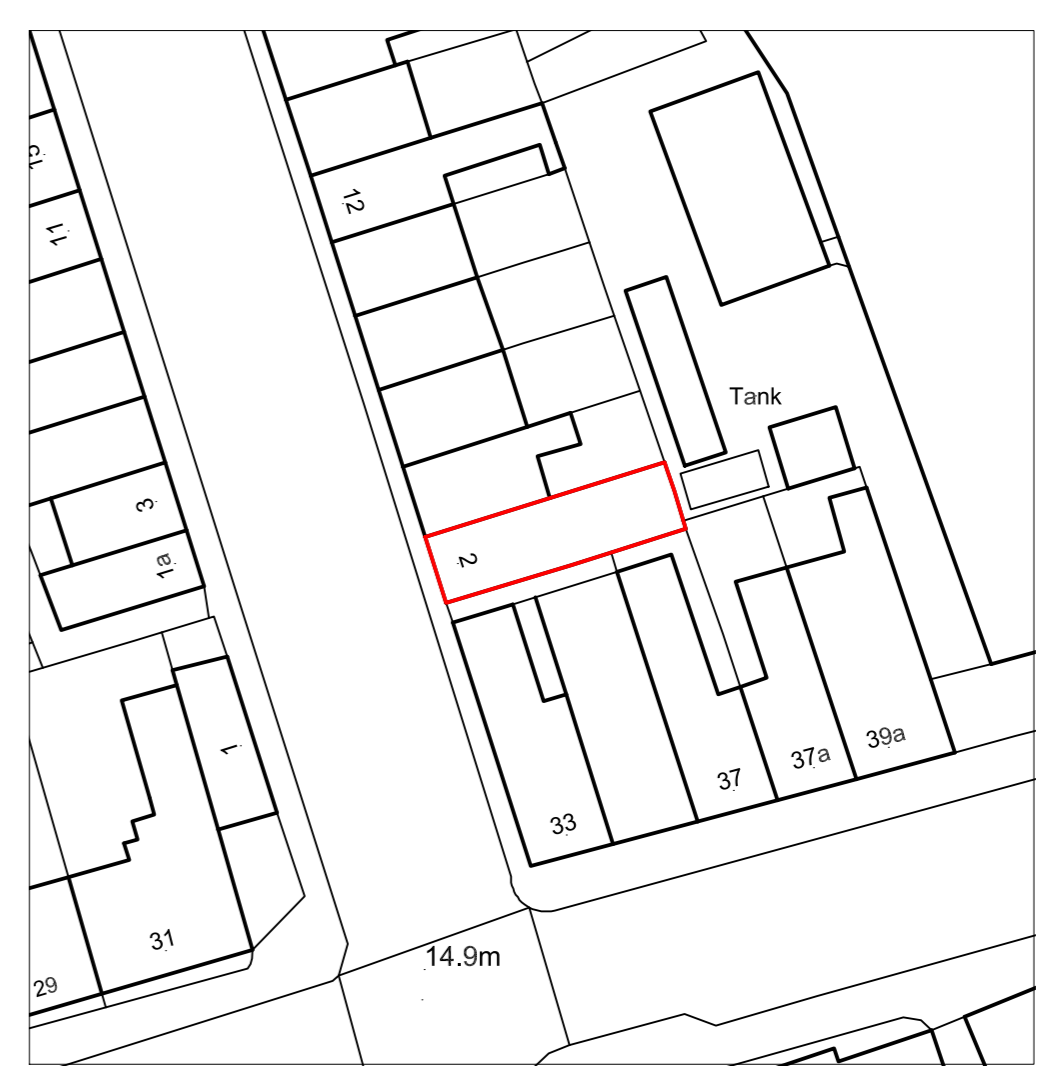
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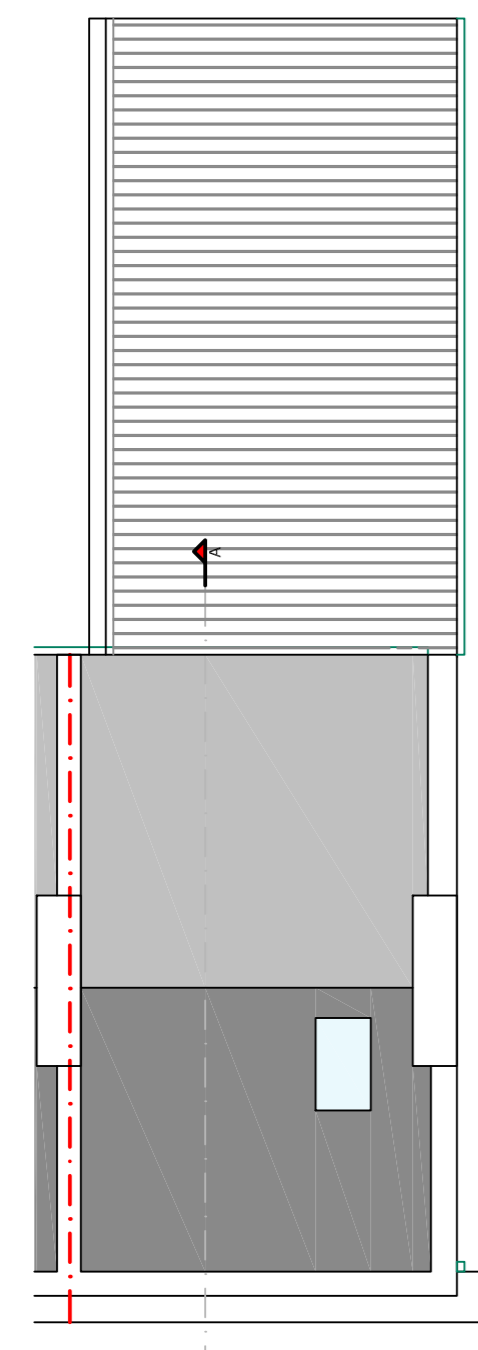
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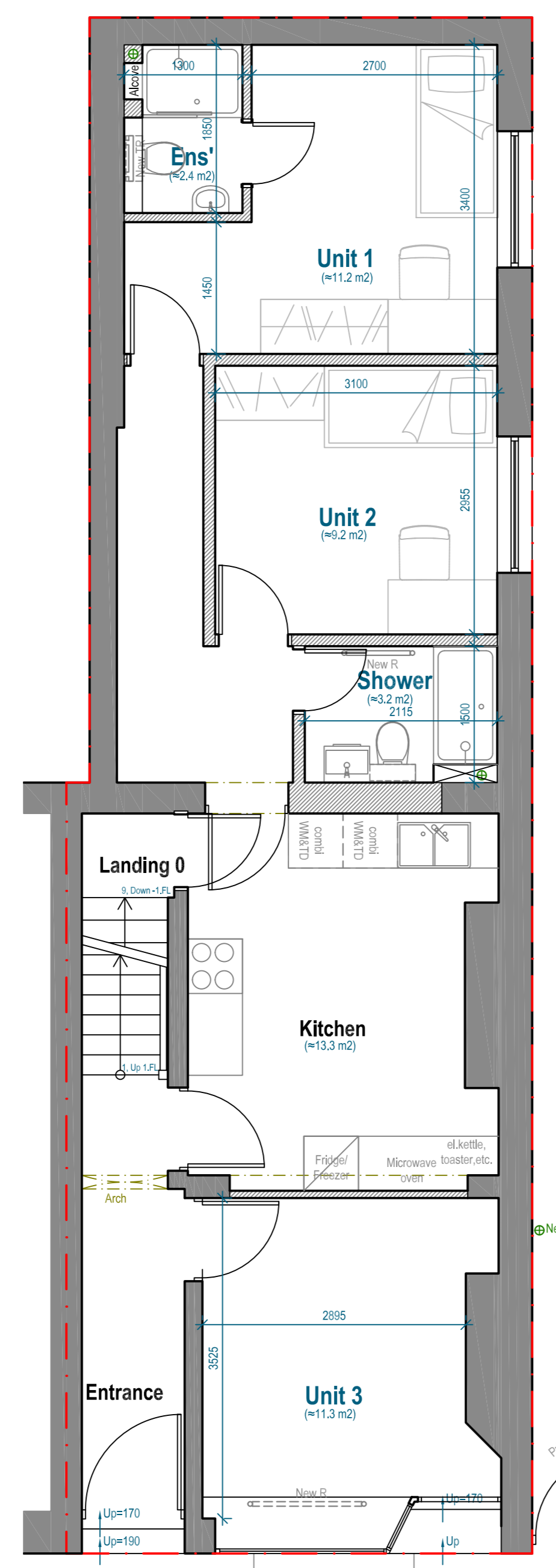
- Key:**
- Existing structures
  - Demolished
  - New structures
  - Approx. Boundary line
  - G / RG - Gully / Roadside gully
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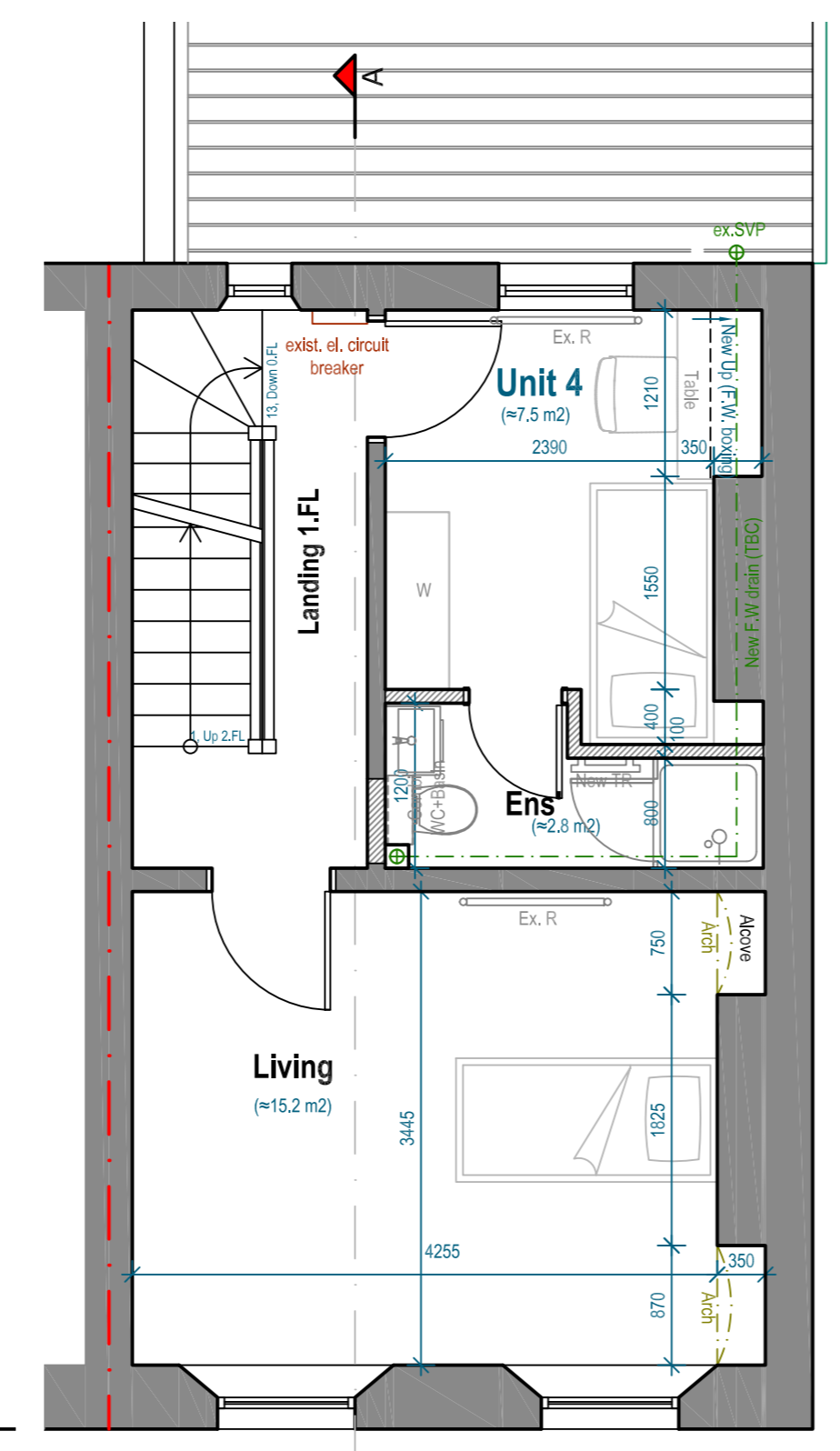
Proposed - BLOCK PLAN, 1:500



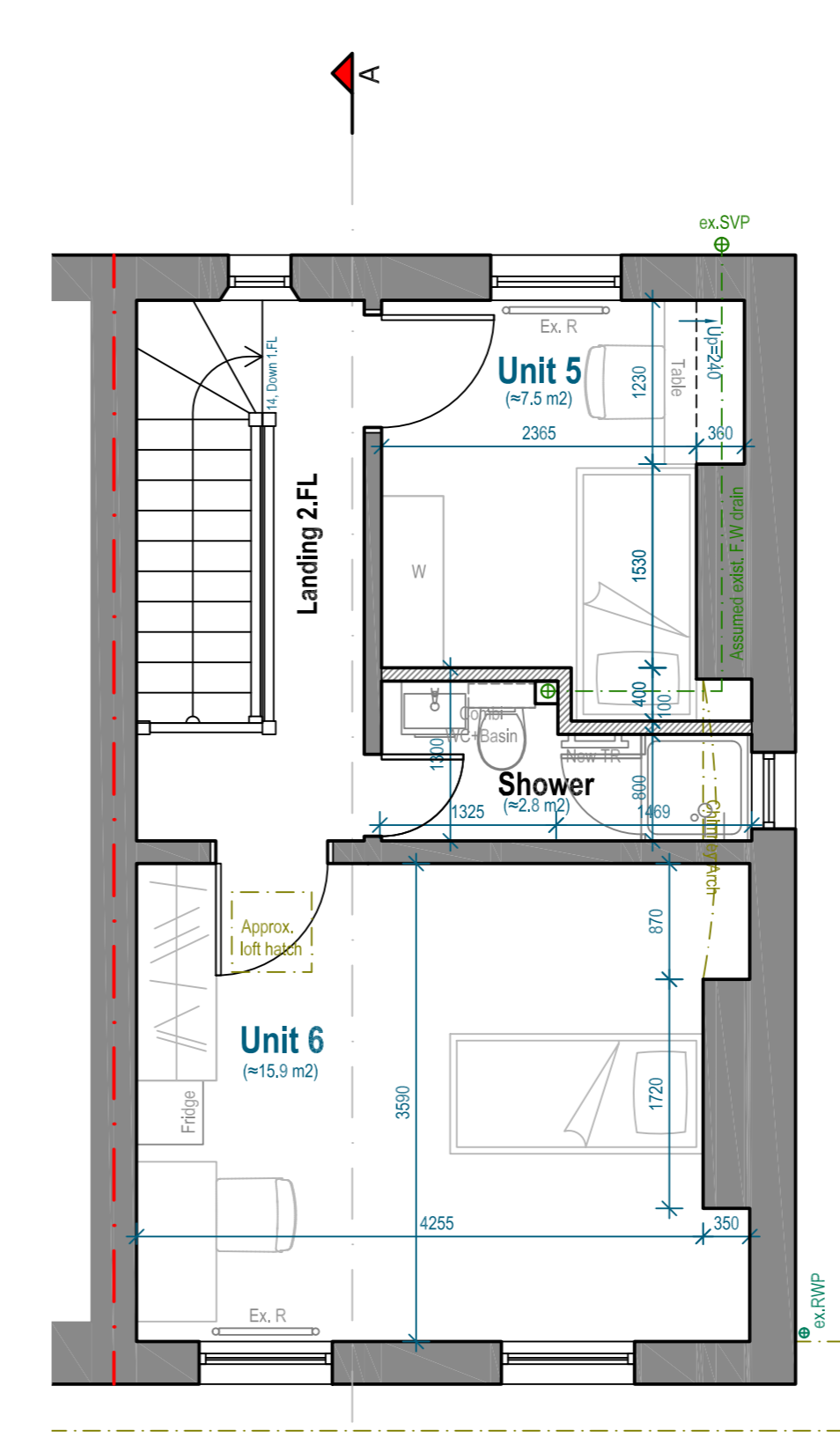
Proposed - ROOF PLAN, 1:100



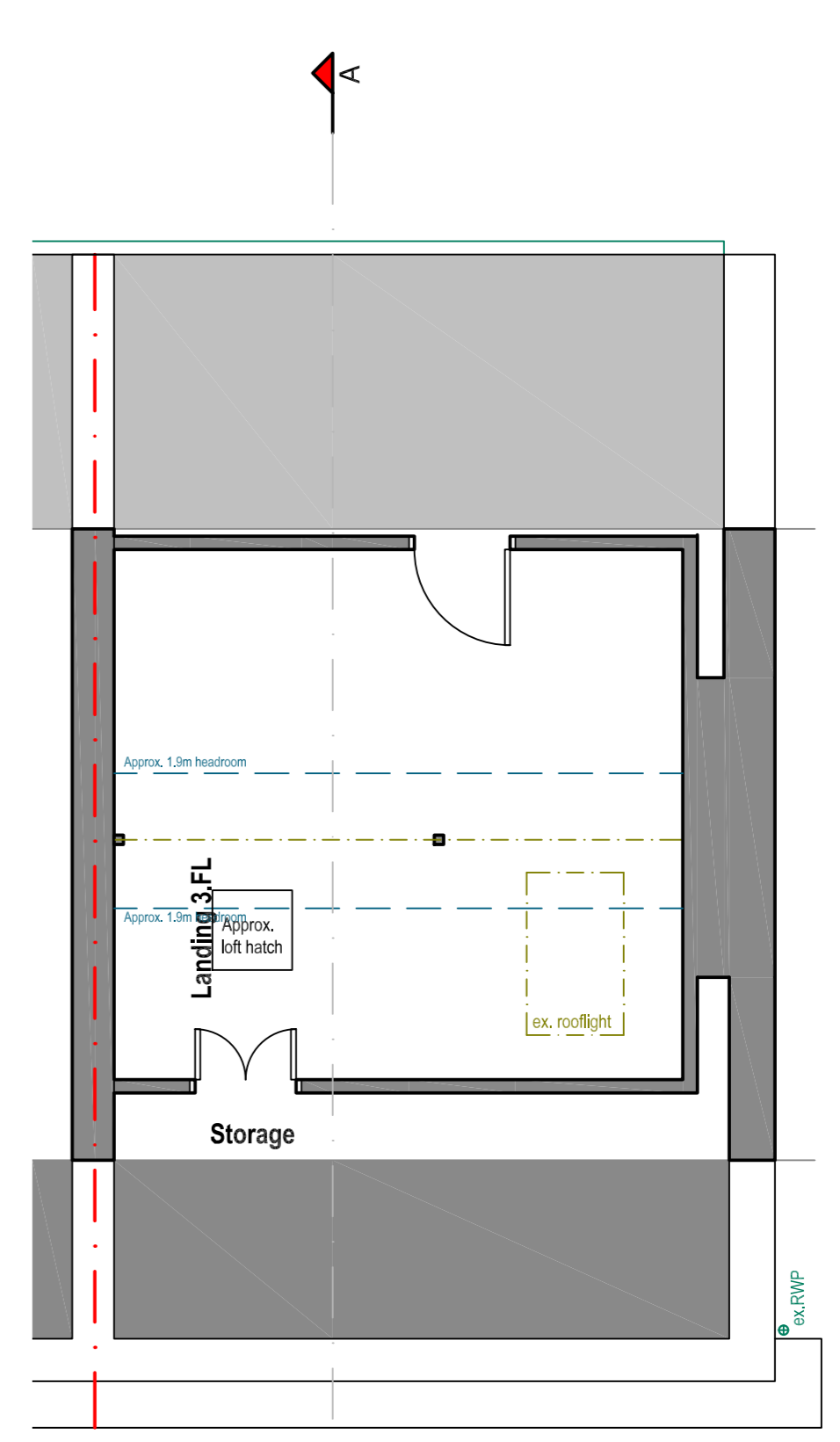
Proposed - GROUND FLOOR PLAN, 1:50



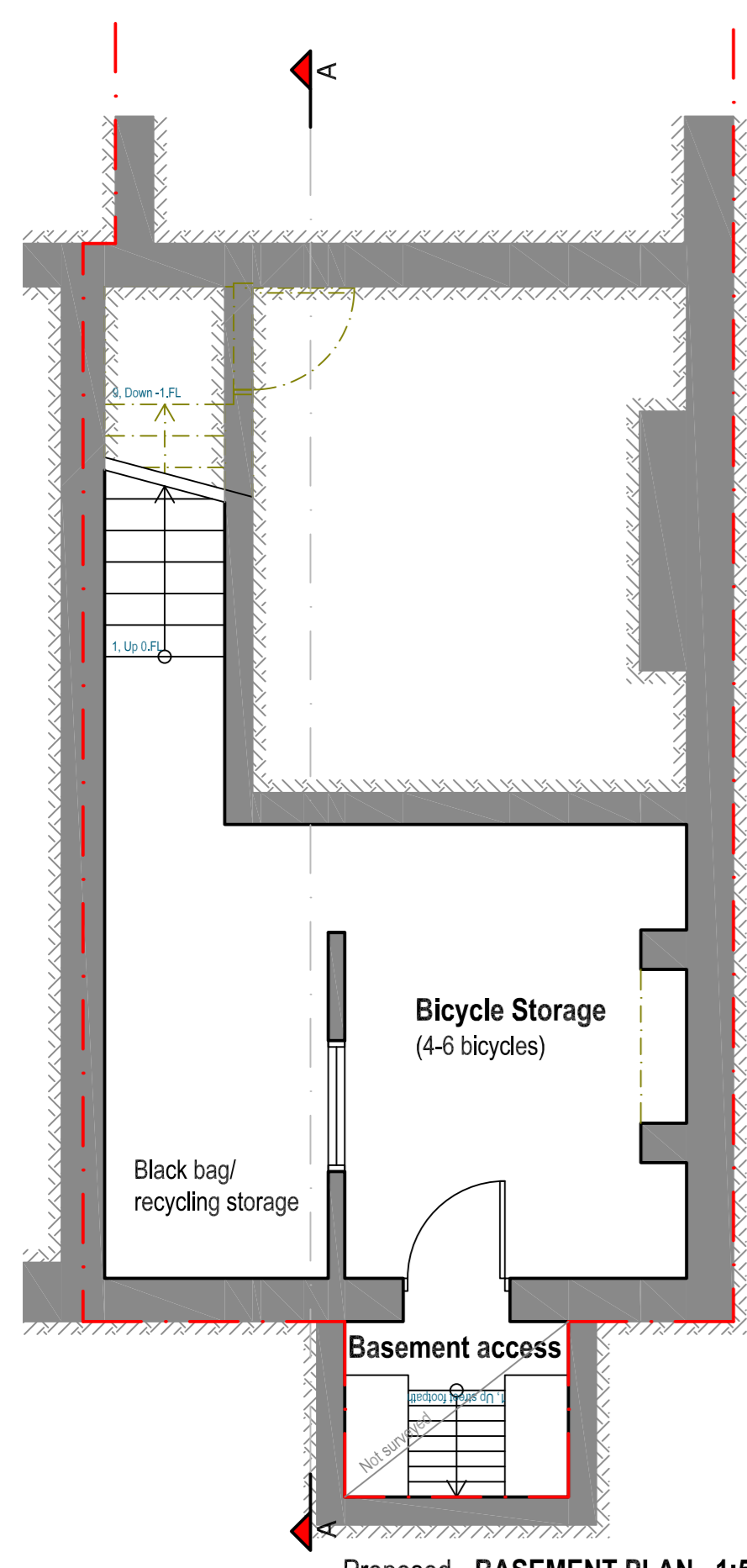
Proposed - FIRST FLOOR PLAN, 1:50



Proposed - SECOND FLOOR PLAN, 1:50



Proposed - THIRD (LOFT) FLOOR PLAN, 1:50



Proposed - BASEMENT PLAN, 1:50

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Rev.	Date	Revisions
E	JAN 23	Furniture
E	JAN 23	Bicycle and refuse storage in basement.
D	OCT 22	Units 3 & 5 enlarged to 7.5m <sup>2</sup> . Ensuite added to Unit 1. New kitchen door. Sitting room relocated to 1.FL and Unit 3 relocated to 0.FL
C	OCT 22	Dimensions added
B	AUG 22	GF simplified
A	AUG 22	Less bathrooms. Exist. layout retained. Exist. shop window retained.



PSK Cheltenham Ltd  
41 Bath Road  
Cheltenham  
GL53 7HC

**TITLE**  
2 Oxford Street,  
Kingsholm,  
Gloucester,  
GL1 3EQ

**DESCRIPTION**  
External and internal alterations to  
Grade-II listed building

**As PROPOSED**

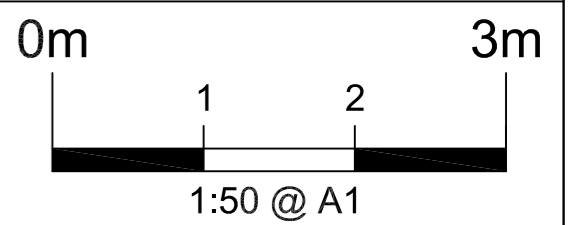
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DRAWN	DATE
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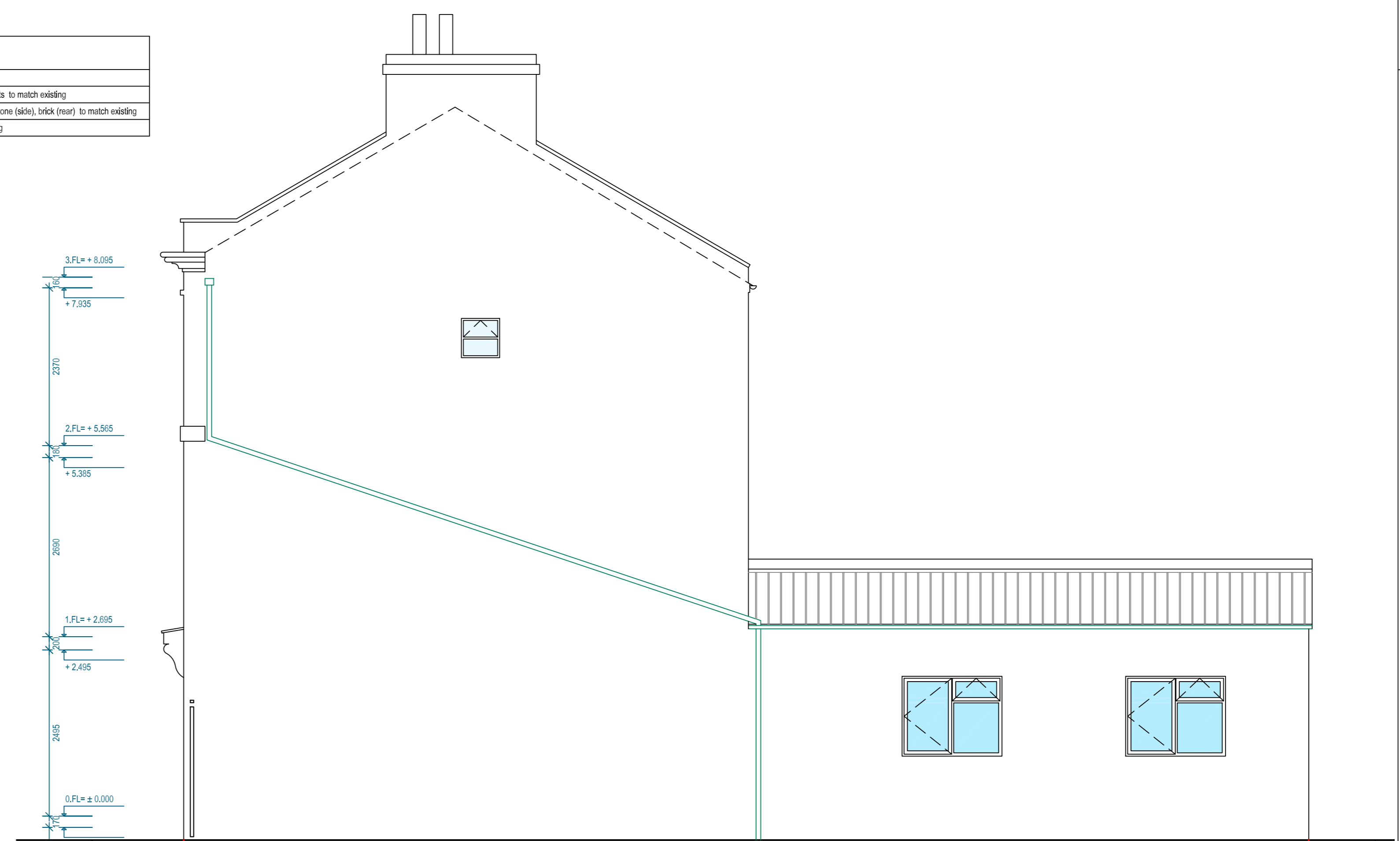


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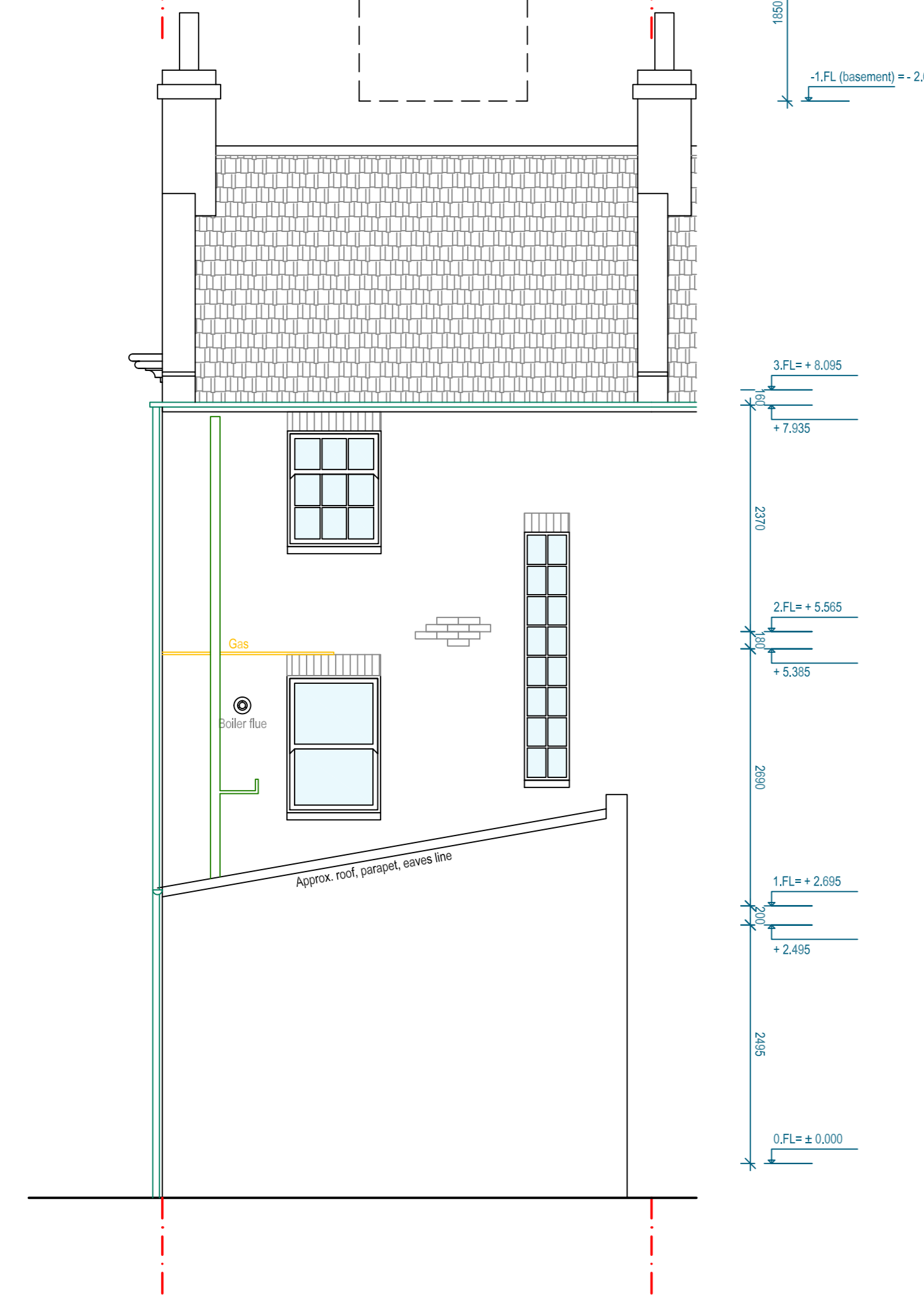
Proposed - MATERIALS	
Roof (pitched)	Slate to match existing
Roof (flat)	Corrugated metal sheets to match existing
Facade	Painted stone (front), stone (side), brick (rear) to match existing
Windows & Doors	Wood to match existing



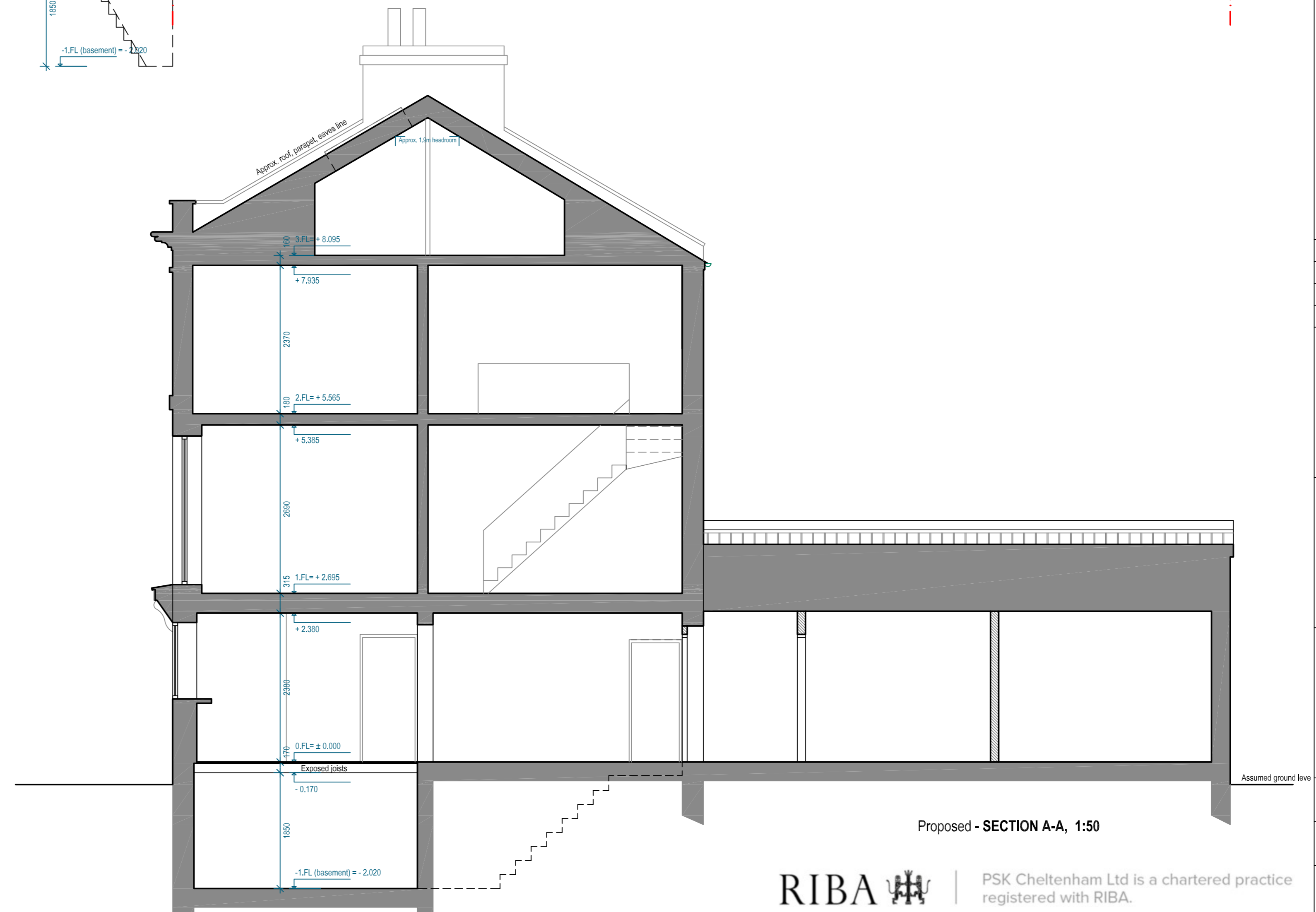
Proposed - FRONT (WEST) ELEVATION, 1:50



Proposed - SIDE (SOUTH) ELEVATION, 1:50



Proposed - REAR (EAST) ELEVATION, 1:50



Proposed - SECTION A-A, 1:50

**CAVEAT NOTE:**

- All levels, dimensions and existing drainage including its invert levels to be checked by contractor prior to placing any order and commencement of works.
- Boundary lines are shown in approximate positions. Exact positions of boundary lines to be established on site before commencement of works.
- Foundations shown are subject to Structural Engineer's design and to Building Regulations approval.

Rev.	Date	Revisions
B	AUG 22	GF simplified
A	AUG 22	Less bathrooms, Exist. layout retained, Exist. shop window retained.



TITLE

2 Oxford Street,  
Kingsholm,  
Gloucester,  
GL1 3EQ

DESCRIPTION

External and internal alterations to  
Grade-II listed building

As PROPOSED

DATE	SCALE
FEB 2022	@ A1
DRAWN	DATE
VH	---



PSK Cheltenham Ltd is a chartered practice registered with RIBA.

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