

Agenda

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Planning Review Committee

Date: **Wednesday 31 August 2011**

Time: **6.00 pm**

Place: **The Old Library, Town Hall**

For any further information please contact:

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If you would like help to understand this document please call Lois Stock, Democratic Services Officer on or email lstock@oxford.gov.uk in advance of the meeting.

Planning Review Committee

Membership

Chair	Councillor Tony Brett	Carfax;
Vice-Chair	Councillor Antonia Bance	Rose Hill and Iffley;
	Councillor Mohammed Altaf-Khan	Headington Hill and Northway;
	Councillor Alan Armitage	North;
	Councillor Laurence Baxter	Quarry and Risinghurst;
	Councillor Mark Lygo	Churchill;
	Councillor Mike Rowley	Barton and Sandhills;
	Councillor Ed Turner	Rose Hill and Iffley;
	Councillor Nuala Young	St. Clement's;

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AGENDA

Pages

1 APOLOGIES FOR ABSENCE

2 DECLARATIONS OF INTEREST

Councillors serving on the Committee are asked to declare any personal or prejudicial interests they may have in any item on the agenda.

3 UNIVERSITY OF OXFORD, ROOSEVELT DRIVE, OXFORD - 11/01054/FUL

1 - 38

The Head of City Development has submitted a report which details a planning application for the demolition of 4 existing buildings (including Richards, Waco and Badenoch Buildings). Erection of 2 medical research buildings on 3 floors plus basement to accommodate Nuffield Department of Medicine and Kennedy Institute, to include laboratories, offices, stores, workshops and ancillary spaces. Provision of hard and soft landscaping, cycle parking and rearrangement of car parking. (Amended Plans).

Officer recommendation: Approve subject to conditions.

This Application was called in from the East Area Planning Committee for the reasons detailed on pages 1 and 2 of the agenda.

4 MINUTES

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Minutes of the meeting held on 27th July 2011 are attached.

5 DATES OF FUTURE MEETINGS

Meetings are scheduled for the following dates, starting at 6pm:-

28th September
26th October
30th November
22nd December
25th January 2012
29th February
28th March
25th April

DECLARING INTERESTS

What is a personal interest?

You have a personal interest in a matter if that matter affects the well-being or financial position of you, your relatives or people with whom you have a close personal association more than it would affect the majority of other people in the ward(s) to which the matter relates.

A personal interest can affect you, your relatives or people with whom you have a close personal association positively or negatively. If you or they would stand to lose by the decision, you should also declare it.

You also have a personal interest in a matter if it relates to any interests, which you must register.

What do I need to do if I have a personal interest?

You must declare it when you get to the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you. You may still speak and vote unless it is a prejudicial interest.

If a matter affects a body to which you have been appointed by the authority, or a body exercising functions of a public nature, you only need declare the interest if you are going to speak on the matter.

What is a prejudicial interest?

You have a prejudicial interest in a matter if;

- a) a member of the public, who knows the relevant facts, would reasonably think your personal interest is so significant that it is likely to prejudice your judgment of the public interest; and
- b) the matter affects your financial interests or relates to a licensing or regulatory matter; and
- c) the interest does not fall within one of the exempt categories at paragraph 10(2)(c) of the Code of Conduct.

What do I need to do if I have a prejudicial interest?

If you have a prejudicial interest you must withdraw from the meeting. However, under paragraph 12(2) of the Code of Conduct, if members of the public are allowed to make representations, give evidence or answer questions about that matter, you may also make representations as if you were a member of the public. However, you must withdraw from the meeting once you have made your representations and before any debate starts.

CODE OF PRACTICE FOR DEALING WITH PLANNING APPLICATIONS AT AREA PLANNING COMMITTEES AND PLANNING REVIEW COMMITTEE

Planning controls the development and use of land in the public interest. Applications must be determined in accordance with the Council's adopted policies, unless material planning considerations indicate otherwise. The Committee must be conducted in an orderly, fair and impartial manner.

The following minimum standards of practice will be followed. A full Planning Code of Practice is contained in the Council's Constitution.

1. All Members will have pre-read the officers' report. Members are also encouraged to view any supporting material and to visit the site if they feel that would be helpful
2. At the meeting the Chair will draw attention to this code of practice. The Chair will also explain who is entitled to vote.
3. The sequence for each application discussed at Committee shall be as follows:-
 - (a) the Planning Officer will introduce it with a short presentation;
 - (b) any objectors may speak for up to 5 minutes in total;
 - (c) any supporters may speak for up to 5 minutes in total;

(Speaking times may be extended by the Chair, provided that equal time is given to both sides. Any non-voting City Councillors and/or Parish and County Councillors who may wish to speak for or against the application will have to do so as part of the two 5-minute slots mentioned above;

 - (d) voting members of the Committee may raise questions (which shall be directed via the Chair to the lead officer presenting the application, who may pass them to other relevant Officer/s and/or other speaker/s); and
 - (e) voting members will debate and determine the application.
4. Members of the public wishing to speak must send an e-mail to planningcommittee@oxford.gov.uk before 10.00 am on the day of the meeting giving details of your name, the application/agenda item you wish to speak on and whether you are objecting to or supporting the application(or complete a 'Planning Speakers' form obtainable at the meeting and hand it to the Democratic Services Officer or the Chair at the beginning of the meeting)
5. All representations should be heard in silence and without interruption. The Chair will not permit disruptive behaviour. Members of the public are reminded that if the meeting is not allowed to proceed in an orderly manner then the Chair will withdraw the opportunity to address the Committee. The Committee is a meeting held in public, not a public meeting,
6. Members should not:-
 - (a) rely on considerations which are not material planning considerations in law;
 - (b) question the personal integrity or professionalism of officers in public;
 - (c) proceed to a vote if minded to determine an application against officer's recommendation until the reasons for that decision have been formulated; and
 - (d) seek to re-design, or negotiate amendments to, an application. The Committee must determine applications as they stand and may impose appropriate conditions.

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Agenda Item 3

Planning Review Committee

31 August 2011

Application Number: 11/01054/FUL

Decision Due by: 7th July 2011

Proposal: Demolition of 4 existing buildings (including Richards, Waco and Badenoch Buildings). Erection of 2 medical research buildings on 3 floors plus basement to accommodate Nuffield Department of Medicine and Kennedy Institute, to include laboratories, offices, stores, workshops and ancillary spaces. Provision of hard and soft landscaping, cycle parking and rearrangement of car parking. (Amended Plans)

Site Address: University Of Oxford Roosevelt Drive

Ward: Churchill Ward

Agent: DPDS Consulting Group

Applicant: University Of Oxford

Background:

1. The application was presented to the East Area Planning Committee on 3rd August and Officers recommended that the application was approved subject to conditions and a legal agreement to secure financial contributions towards transport infrastructure improvements in the locality. The Officers report is attached at **Appendix A**. Committee resolved to approve the application but subject to the following requirements:
 - Development be not occupied until a Controlled Parking Zone (CPZ) for Divinity Road area and Magdalen Road area be implemented (secured by condition); and
 - Additional financial contributions towards transport infrastructure; and
 - Investigate provision of a cycle way on the application site/ Old Road; and
 - Defer to Officers to issue the permission on completion of the legal agreement.
2. Subsequently the application has been called into the Planning Review Committee by Councillor Timbs and supported by 17 other Councillors on the following grounds (Councillor Timbs words):
 - 1 - The impact of parking on Wood Farm and Lye Valley will be increased due to the extra 150 staff required to work in this new building. The County Council Highways officer who was present had no answer to this problem, as no money is available to fund CPZ,s and we as Councillors do not want to put this cost onto our residents, but there is no other way of keeping our local roads free for our residents to park. Peat Moors is full daily and vehicles are

causing obstruction and the Police monitor on a daily basis. The same with Titup Hall Drive which has an impact on the local school. Hospital staff do not all use the park and ride and get a bus !!!

2 - The tree coverage is sparse which will make the new building very visible from Old Rd and impact on residents. It was not made very clear of what can be done to address this problem.

3 - The possibility of severe flooding to the Boundary Brook was not really clarified.

4 - The proposed cycle way was deleted from the plan for no clear reason except possible cost. Old Rd needs a safe cycle way for not only workers, but school children going to Cheney School and general public.

5 - The extra traffic of workers, patients, delivery vans etc will impact heavily on Old Rd, which was never laid to meet the traffic of this century. The Highways had no answer to this severe problem, which builds up at the traffic lights at the junction at both ends.

3. The following report addresses the issues of the call-in and others raised during the EAPC meeting. The applicant has also submitted further information in relation to points raised, which is attached at **Appendix B (i,ii,ii)**.

Imposition of the Additional Condition:

4. Legal advice has been sought on the imposition of the additional condition relating to the creation of a Divinity Road and Magdalen Road CPZ. It is clear that the condition does not meet the tests as set out in Circular 11/95 because it is unenforceable and unreasonable and is therefore not lawful. The implementation of the CPZ is beyond the control of the Applicant and lies with the County Council. The condition is therefore not enforceable. Councillors were made aware during the debate that the full amount needed to implement the CPZ was not being sought by the County as this would be unreasonable and not commensurate to the development proposed. Furthermore, it cannot be guaranteed that the financial sum contributed would indeed be spent on the CPZ. It is therefore an unrealistic expectation that the CPZ would be in place prior to occupation of the buildings. The condition is therefore unreasonable.

Renegotiated Financial Contribution:

5. Circular 1/97 states that obligations should be necessary, relevant to planning, directly related to the proposed development, fairly and reasonably related in scale and kind to the proposed development and reasonable in all other respects. It is established that in this case the financial obligation towards transport infrastructure is necessary, relevant to planning and directly related to the proposed development. However, the negotiation of the sum contributed is a matter for County Council as Highway Authority to agree that it is fairly and reasonably related in scale and kind to the proposed development.

The sum of £218,000 was considered by both parties to meet these tests. City Council legal advice is that whilst the City Council can encourage the Applicant and County Council to renegotiate an alternative sum, it can not require it. Certainly the application could not be refused on the basis that Committee does not consider the agreed sum sufficient if it meets the tests of Circular 1/97. The University has confirmed that it will not be offering an additional sum because the amount has already been agreed and mitigates the development to the satisfaction of the Highway Authority and therefore it considers to do so would be unlawful.

Transport and Traffic:

6. Local residents and some Committee members expressed concern about the impact on the surrounding roads in terms of unrestricted parking of cars on nearby streets and general congestion on Old Road itself. There was also some confusion between improvements on Old Road and the vicinity that are due to be undertaken in the next few months by the Highway Authority and those that could possibly arise from the proposed development, in particular a new cycle lane on the application site and Old Road. The call-in also refers to need for a new CPZ in the Lye Valley and Wood Farm area.

Traffic:

7. The additional number of people on site as a result of the development is estimated as approximately 150 people, if both new buildings were fully occupied at the same time. However, given the nature of research and laboratory work, and the fact that many staff will also work in other Institutions (NOC and JR Hospital) and University buildings across the City it is unlikely that all 150 would be present at the same time. Further, whilst staff at the Kennedy Institute may initially travel from outside Oxford, the University states that many students and staff are likely to be replaced by local staff.
8. Although no new car parking spaces are provided there is likely to be a proportion of new staff that drive to work at the new buildings. However, car parking spaces on site are very carefully controlled with a limited number of permits that have to be applied for and are not given out lightly. The number of permits will remain the same. It may be that some staff do attempt to park nearby or and pay in the Churchill or NOC car parks. The University strongly discourages their staff from doing either. In any event parking in the car parks is for the hospitals to monitor and control themselves. Certainly, Planning Officers and the Highway Authority both consider that the University has a strong Travel Plan that has been successful elsewhere in the City, which encourages other modes of transport. The Applicant has submitted further information on their proposed Travel Plan, appended at **Appendix Bi**. The Highways Authority is satisfied that this Travel Plan is acceptable in principle.
9. In addition to the car parking permits and Travel Plan measures, the Applicant has agreed to pay a contribution of £218,000 towards transport infrastructure measures that could be used towards a CPZ, bus services and other road improvements. However, it should be noted that this sum would not achieve

the full amount required to implement the Divinity Road and Magadalen Road CPZ that has already been some way through the process to implementation. There is therefore no guarantee when it would be implemented. In addition, part of this money may of course be put towards the other measures suggested should another scheme come forward in the mean time that the County Council considers takes priority.

10. In terms of a new CPZ for the Lye Valley and Wood Farm area the Highway Authority does not now have the funding for any new CPZ's. Again, the University strongly discourages their staff from driving and parking there. The call-in also makes reference to hospital staff parking in this area but it should again be noted that any obligation should be directly related, fairly and reasonably related in scale and kind to the proposed development. It is therefore not appropriate to use this development as a mechanism to resolve a range of highways issues not related to this proposal itself. The Highway Authority is satisfied that the sum contributed would mitigate the impact of the development.
11. The call-in also refers to the impact of additional traffic from the development on the junctions of Old Road/Windmill Rd and Gypsy Lane/ Roosevelt Drive. The Highways Authority advises that the development would generate approximately 67 additional car trips to the area throughout the day. Of these approximately 15 movements to the area would be in the peak hour, not all of which would go through the two Old Road junctions. Therefore whilst both junctions are busy, especially Old Road/ Windmill Road, it is likely that there would only be a few additional cars going through the junctions in the peak hour. The Highway Authority considers this impact to be negligible and therefore raises no objection.
12. Furthermore the Highway Authority has assessed traffic changes on a number of the roads in the area and advises that since 2005, traffic has not increased in most cases. This supports the fact that schemes and measures implemented in the area as a result of recent significant development have been successful. The Highways Authority is therefore supportive of this continued approach for the proposed development through financial contribution towards infrastructure improvements.

Infrastructure improvements and new cycle lane on Old Road:

13. The County Council has confirmed the following improvements will be put in as part of the wider scheme for The Slade and the rest of Highfield (as well as Old Road) commencing in September this year:
 - Installation of toucan crossings on three arms of the Windmill Road/Old Road/The Slade junction and at three locations on the Slade/Horspath Driftway.
 - Installation of a zebra crossing near the Oxford University campus on Old Road.
 - Installation of a shared use footway on Old Road adjacent to the Nuffield Orthopaedic Centre (NOC) and along the full length of The Slade and

Horspath Driftway as far back as Blackstock Close (note cyclists to use service road at Peat Moors)

- Raised entry treatments on all side roads on the north side of Old Road (including raised table crossing and traffic-calming on Lime Walk and Latimer Road) and at side roads on the shared use footway on The Slade.
- Two cycle bypasses on Old Road at Grays Road and the NOC.
- Redressing to provide a smooth surface and improved road markings for cyclists to include:
 - Removal of centre line on Old Road
 - Advisory cycle lanes eastbound on Old Road (west of NOC) and westbound (opposite NOC)
 - Frequent cycle logos westbound on Old Road
 - Advisory cycle lanes in both directions on The Slade (southbound from the Wood Farm School entrance and northbound from Dene Road)
 - Green colouring of cycle lanes through all box junctions and crossing zigzags
- Refreshing and widening of existing cycle lanes on Hollow Way.
- WIDTH: shared use footway to be 3m wide wherever possible (and no less than 2.5m wide) including transition points with the carriageway.
- KERBS: fully flushed kerbs to be installed at all crossing and transition points.
- Zebra crossing installed near Stapleton Road / Oxford University campus on Old Road.

14. At pre-application stage, as a result of public consultation, the Applicant sought the advice of both Planning and Highway Authority on the possibility of a new off carriageway cycle route alongside Old Road through the tree belt on the Campus site westwards from Stapleton Road, or the possibility of widening the existing pavement to create a combined cycle/ pedestrian route. A full description of their investigation is set out in **Appendix Bii**. The Highways Authority advised amongst other things that cycle routes should be continuous, i.e. should not detour off Old Road, and furthermore it would only be for a short section. There would also be difficulty with lighting, changes in road levels and access by the Boundary Brook. It would also be extremely expensive. From the City Council's point of view the main objection to both solutions is that they would result in the substantial loss of trees and the hedge along the road, to the detriment of the character of the street scene. The University concluded that whilst the cycle route would be aspirational the disadvantages outweighed any benefit and thus did not propose such a route as part of the application. This was supported by both the Highways Authority and Planning Officers. In any case, County Council work is due to start very soon on Old Road (and The Slade) to improve conditions for cyclists and pedestrians, as set out above. This scheme is supported by the national cycling charity Sustrans.

Trees:

15. The second call-in reason states that the existing tree coverage is sparse which will make the new building very visible from Old Rd and impact on residents. Officers do not consider this to be the case. The existing 15m deep tree and hedge belt on the site provides a substantial amount of screening along Old Road. The belt contains mature and some younger tree growth, which is mainly deciduous, in addition to the high hedge on the boundary. There are views through the understory between the hedge and the canopy and of course more so during winter months, as previously stated in the Officers report to EAPC.
16. In terms of proposed landscaping treatment that could be undertaken to help mitigate the development, it is considered that nothing could be undertaken that would further mitigate any views through with immediate effect. The Applicant has put forward 5 options for landscaping, as set out in **Appendix Biii**. Option one would result in crown lifting and therefore more views through initially; Option two would not be supported as it would result in the loss of screening and Leylandii hedging would not be consistent with the character of the street scene; Option 3 is a possibility if the University wish to remove their car parking spaces in the future, but again leylandii whilst fast growing are not a favoured species; Option 4 suggests growing ivy up trees which is bad arboricultural practice; and Option 5 suggesting a mesh fencing with ivy and other climbers through it would also alter the character of the street and is not considered sustainable over time. The Tree Officer therefore advises that given the size and composition of the existing screening, the only suitable option is one of long term management, replacing dead or dying trees/ hedging to create a multilayered tree and hedge screening. This is something the University undertakes as a matter of course.

Sustainable Drainage and Flooding:

17. The proposed development includes a Flood Risk Assessment (revised) that set out a Sustainable Drainage strategy to address surface water runoff from the development itself and other buildings on Old Road Campus and to deal with future storm events. The SUDS strategy includes 3 large attenuation tanks that will collect surface water run off from the buildings and release it out at a controlled rate to the sustainable drainage system (SUDs). This system then releases the water also at a controlled rate to Boundary Brook. The Environment Agency advises the release rate, which would be conditioned as part of the permission. This rate will ensure that water flowing through Boundary Brook would not have a detrimental impact. The tanks are large enough to cope with current storm water events and future climate change (+20%) and will hold the water again releasing it at an appropriate rate via the SUD system to prevent damage to the Brook. Again this is to the satisfaction of the Environment Agency who has raised no objection to the development. The details of the SUDS system would be conditioned and approved in consultation with the Environment Agency.

18. Natural England was concerned that there could be an impact on ground water levels and flow due to the proposed basements resulting in an adverse impact on the Site of Special Scientific Interest. However the hydrological report clearly demonstrated that due to the fall in the land northeast to southwest water drains in that direction and therefore there would be no adverse impact on the Site of Special Scientific Interest southeast of the site (see paragraph 29 of the previous Officers report). In addition the attenuation tanks proposed would release a limited amount of water back into the ground again via the SUDs system at a controlled rate, to maintain water levels. Natural England is satisfied with the report and the SUDs approach and raised no objection subject to conditions.

Conclusion:

19. Officers maintain the opinion that the proposed development in this location is acceptable for the reasons set out in the previous report to the East Area Planning Committee on 3rd August 2011, as appended and for the reasons set out in the above report. It is therefore recommended that the application be approved subject to conditions and deferred for completion of an accompanying legal agreement.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to approve, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers: 11/01054/FUL

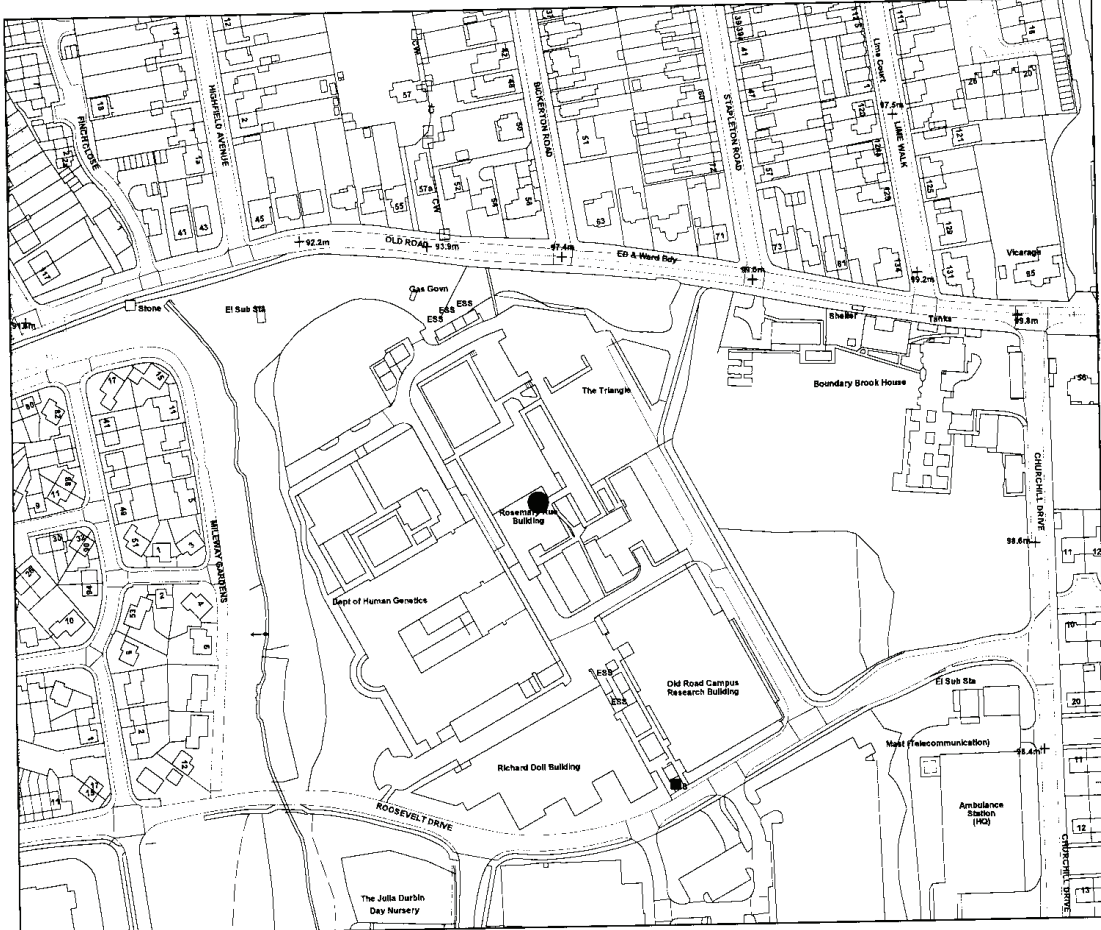
Contact Officer: Felicity Byrne

Extension: 2159

Date: 16 August 2011

11/01054/FUL

University of Oxford, Roosevelt Drive



Legend

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Organisation	Oxford City Council
Department	City Development
Comments	
Date	18 August 2011
SLA Number	100019348

Appendix A

East Area Planning Committee

3 August 2011

Application Number: 11/01054/FUL

Decision Due by: 7th July 2011

Proposal: Demolition of 4 existing buildings (including Richards, Waco and Badenoch Buildings). Erection of 2 medical research buildings on 3 floors plus basement to accommodate Nuffield Department of Medicine and Kennedy Institute, to include laboratories, offices, stores, workshops and ancillary spaces. Provision of hard and soft landscaping, cycle parking and rearrangement of car parking. (Amended Plans)

Site Address: University Of Oxford Roosevelt Drive, Site Plan **Appendix A**

Ward: Churchill Ward

Agent: DPDS Consulting Group

Applicant: University Of Oxford

Recommendation: East Area Planning Committee is recommended to support the proposed development for the reasons set out below and subject to conditions, but defer to Officers to issue the decision notice on completion of an accompanying legal agreement to secure the financial contributions listed.

Reasons:

- 1 The proposed development would represent an efficient use of existing land designated for research. The buildings are considered to be appropriate in scale, massing and appearance for their intended use and form an appropriate relationship to other similar buildings on the Old Road Campus. There would be no harm to the character and appearance of the Old Road or Roosevelt Drive street scene. Neither would it harm any residential amenities. The development would have no adverse impact on existing trees or hedges, ecology, hydrology or ground water, particularly in relation to Boundary Brook and the nearby SSSI.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
- 3 The Council considers that the proposal accords with the policies of the

development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions:

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples
- 4 Landscape plan required
- 5 Landscape carry out after completion
- 6 Landscape hard surface design - tree roots
- 7 Landscape underground services - tree roots
- 8 Tree Protection Plan (TPP) 1
- 9 Arboricultural Method Statement (AMS) 1
- 10 Arch - Implementation of programme
- 11 Contamination
- 12 Ecology
- 13 Public Art - Scheme Details & timetable
- 14 FRA
- 15 SUDS detailed scheme reqd
- 16 Construction Traffic Management Plan
- 17 Cycle Parking - details, secured and covered
- 18 Travel Plan – Revised details
- 19 Noise - mechanical plant and attenuation
- 20 Lighting – details of external lighting

Contributions:

County Council

£218,000 contribution towards transport infrastructure and mitigation measures to ensure adequate local site access, which could include CPZs, improvements to walking and cycling and bus access.

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP14** - Public Art
- CP17** - Recycled Materials
- CP18** - Natural Resource Impact Analysis
- CP19** - Nuisance
- CP20** - Lighting

CP21 - Noise
CP22 - Contaminated Land
TR1 - Transport Assessment
TR2 - Travel Plans
TR3 - Car Parking Standards
TR4 - Pedestrian & Cycle Facilities
TR5 - Pedestrian & Cycle Routes
TR7 - Bus Services & Bus Priority
TR9 - Park & Ride
TR13 - Controlled Parking Zones
NE12 - Groundwater Flow
NE14 - Water and Sewerage Infrastructure
NE15 - Loss of Trees and Hedgerows
NE20 - Wildlife Corridors
DS36 - Inst of Health Sc, Old Rd - Med Research

Core Strategy:

CS9_ - Energy and natural resources
CS11_ - Flooding
CS12_ - Biodiversity
CS13_ - Supporting access to new development
CS17_ - Infrastructure and developer contributns
CS18_ - Urb design, town character, historic env
CS19_ - Community safety
CS29_ - The universities
CS27_ - Sustainable economy

Other Material Considerations:

Supplementary Planning Documents:

- Planning Obligations
- Natural Resource Impact Analysis
- Parking Standards, Transport Assessment and Travel Plans

Relevant Site History:

There has been a great deal of planning history on the Old Road Campus. Of particular note is the recent application for the Cancer Research Building located immediately south of the application site:

05/02194/FUL: Demolition of two existing buildings. Erection of cancer research building totalling 13,772 sq m. of floorspace on 4 levels including basement, plus plant rooms and enclosure at roof levels (Amended Plans). Approved 10.07.06 and constructed.

Public Consultation:

The University undertook pre-application public consultation with local residents, groups, institutions and organisations. An initial meeting was held in January 2011 to explain and discuss the proposals with local Residents Associations and Groups and

Wards Councilors. This was followed by discussion at the Heading Forward Organisation, which is an umbrella organisation for institutions and authorities in Headington. A public exhibition was held in March 2011 to with local residents, associations and city-wide groups were invited. This was well attended and a further session was held in April. The consultation process led to changes and modifications of the proposal, for example moving the NDM building further away from the boundary with Old Road by 2m, to help address concerns of height and proximity to houses. The other main area of concern was traffic related issues and the University considered that it would be difficult to modify the scheme in a way that would have a significant impact on traffic conditions. However, measures to address any impact were identified in the Oxford University Travel Plan and site specific Travel Plan, and through developer contributions.

Representations Received:

Comments received can be summarised as follows:

- Building façade would be overbearing
- Out of character with street scene
- Un-neighbourly outlook for resident's
- Dominant presence of building would have an impact on visual amenity
- Unprecedented scale and proximity to Old Road
- Increased traffic
- Increase in light and noise pollution
- Increased surface water run-off and sewage pollution
- Unnecessary intrusion on the wildlife corridor
- Area already over-developed
- Oxford University has not reached its Core Strategy Policy CS 25 target (3000 or less students should live in private accommodation in order to get planning permission for academic expansion).
- The Kennedy Institute of Rheumatology is world renowned and has been responsible for the most significant new therapies for rheumatological disease to be discovered in the last fifty years.
- Biomedical research is of critical importance and the two new buildings will further enhance the University's significant contribution towards understanding prevention and cure of common diseases and conditions of the 20thC.
- The location at the Old Road Campus adjacent to existing high-quality clinical facilities, world-leading scientists and working hospitals will provide enormous benefit to musculoskeletal disease research and patient treatment.
- Will enhance the diversity of research facilities here and availability for collaborative working.

Statutory and Internal Consultees:

Environment Agency Thames Region: No objection subject to conditions. See main body of report.

Thames Water Utilities Limited: No objection

Thames Valley Police: Historically there have been a number of cars and bicycles stolen from the area of the proposed development. No objections are raised to the application and no further comments to make.

Natural England: No objection subject to conditions. See main body of report.

English Heritage Commission: No comment to make

Environmental Development: No objections raised. Recommend conditions on contamination, details of external lighting, details of mechanical plant and noise attenuation.

Oxfordshire County Council Countryside Services: Footpaths 111 and 115 run to the north and west of the site. The footpaths should not be reduced in width in anyway.

Strategic Planning Consultations Team: No comment.

County Drainage Team Manager: Due to the risk of flooding further down Boundary Brook a substantial reduction in discharge rates is recommended. No details of what 'appropriate' SUDS will be used. Drainage designs and calculations to be submitted. Discharge rates seem excessive. Implementation of the Flood and Water Management Act 2010 could result in reconsideration as to how water can be discharged from the site from the preliminary ideas outlined (see main body of report).

Officers Assessment:

Site Description and Proposal:

1. The Old Road University Campus is situated within the Headington area, located off Roosevelt Drive and bounded to the north by Old Road and residential properties opposite. To the west and south are the institutions of Park Hospital and Churchill Hospital. To the east are the residential properties on Mileway Gardens separated by the Boundary Brook and Wildlife corridor that runs along the eastern boundary of the site.
2. It is proposed to demolish several existing buildings (Badanoch, WACO, Richards, B669) and erect two new purpose built research buildings; one to the north of the campus and the other to the south between the Rosemary Rue building and the green Cancer Research building. The northern building is to accommodate the Nuffield Department of Medicine (NDM) and southern building is for the Kennedy Institute of Rheumatology (KI). The NDM will accommodate a new research facility called the Target Discovery Institute. This is a new collaborative research unit created jointly by the Nuffield Dept. of Medicine and Oxford University. It will undertake biomedical research to investigate drug target discovery for various diseases. The KI is a world renowned institute undertaking biomedical research into musculoskeletal disease, including rheumatoid and osteoarthritis. It is of note that both Institutes would be located close to the major orthopaedic and rheumatologic referral centre at the Nuffield Orthopaedic Centre (NOC) Hospital and the Botnar Musculoskeletal Research Institute, also on the NOC site.
3. The NDM building would provide 5577m sq of accommodation over 3 levels plus basement. The KI building would provide 6314m sq floor space, again over three floors plus basement. Both buildings process a part fourth level which would contain all the mechanical plant and ventilation required to serve the buildings. The development would also involve the re-organisation of existing car and cycle parking, but no additional car parking is proposed. 114 additional cycle parking spaces would be provided however and 74 existing ones replaced totaling 188 spaces in all.

4. The development would provide improved accommodation for existing staff who work on campus and at other sites within the city and it also would provide a new research facility for the KI that currently resides in London. The applicant therefore estimates that there would be a net increase in staff numbers of 150 when the buildings are fully occupied.

Issues:

5. Officers consider the main determining issues are:
 - Principle of Development
 - Design and Appearance
 - Residential Amenities
 - Traffic and Parking
 - Flood Risk, Sustainable Drainage and Impact on Boundary Brook and SSSI.
 - Trees and Landscaping
 - Ecology
 - NRA and Sustainability
 - Archaeology

Principle of Development:

6. The proposed development site forms part of the larger Old Road Campus which is designated in the Local Plan under Policy DS36 as being suitable for medical research. The Policy states that although the site is extensively developed, there is scope for further redevelopment through replacement of older buildings with modern replacements at appropriate density and scale. This Policy has been saved by the Core Strategy pending future development plan documents.
7. The development proposes to remove existing older buildings and provide modern replacement ones, appropriate to their proposed use for research and intended occupier(s). Although the site is extensively developed the proposal would make best and efficient use of existing land for its designated purpose.
8. Comment has been made by residents that this development should not be approved because the University has not achieved its target of 3000 or less students living outside university provided accommodation in accordance with Policy CS25 of the Core Strategy. This policy relates to provision of new academic/ teaching floor space, whereas this development is research orientated. In any event, the University has confirmed that they have in fact met this target, and a copy of their supporting letter is attached at Appendix B.
9. The principle of the development is therefore considered acceptable, subject to other Policies in the Local Plan and Core Strategy.

Design and Appearance:

10. The KI Building is three storeys high with plant room at roof level. It measures

approximately 14.8m-16.8m to main parapet level and approximately 18.6m high to 20.8m high plant room roof (front to rear). The variances in height take account of the fall in ground level from east to west across the site. The appearance of the building has been refined further to public consultation and amended plans show the building reflecting both the finer grain detail of the proposed NDM Building and taking colour accents from the adjacent green Cancer Research Building. It has a strong vertical emphasis to its overall appearance. The front (east) elevation has a totally glazed ground floor entrance area where it is intended to install some public art, reflecting the work undertaken. Materials proposed are grey cladding panels and coloured louvres over windows in shades of green. The fourth floor contains the plant and has been set back from the front and side elevations to reduce the impact and allow maintenance. There are 10 flues rising from the plant roof between 3.5m and 1m in height. Due to its location this building would be mostly screened from public views by the Cancer Research and Richard Doll buildings that front Roosevelt Drive.

11. The NDM building is also three storeys and approximately 14.8-16m to parapet and 18.8m- 20m high to plant room roof at fourth floor, again taking account of the fall in ground level east to west. The building has been designed with a more horizontal emphasis achieved through the use of coloured louvres across the body of the main building. These louvres also give the building a finer grain and is proposed to be coloured in a palette of browns. The building is an unusual shape, dictated by the curve of the access road to the car parks, with a pointed front elevation within which is a full height atrium that extends from basement to third floor. The majority of the windows are on the southern elevation where the main laboratories write-up areas are located. There are limited windows only on the northern elevation due to the functional needs of the laboratories themselves.
12. The NDM building is approximately 34m at its closet point to the northern boundary of the Campus with Old Road. Between it and the road is a wide band of trees and hedge screening, approximately 15m in depth that provides mature and well established screening. Views from within and outside the site would be therefore glimpsed most of the year when the majority of the trees are in leaf though the buildings would be more visible during winter months.
13. It is considered that the proposed buildings are of an appropriate scale, height and massing for their intended use and relate well to the existing buildings on the Old Road Campus, for example the Cancer Research building adjacent which is of similar height and massing, and other institutional buildings nearby. Their design and appearance is also considered to be architecturally appealing and appropriate for their intended function. There would be no adverse impact on the character and appearance of Old Road or Roosevelt Drive due to their locations within the site, distance to the boundary and existing screening.

Residential Amenities:

Scale of the Buildings:

14. Comments have been received that the proposed buildings are too high and would adversely affect day/ sunlight and appear overbearing and dominant in views from existing properties opposite on Old Road. The applicant has submitted additional sectional plans that show cross sections from several properties on Old Road through to the nearest (NDM) building. There would be a distance in excess of 50m from the closest properties on Old Road (Nos. 58 & 63) to the NDM building and in excess of 105m to houses on Mileway Gardens to the east. The parapet level of the proposed building would be of a similar height (approx 2m higher) to the roof height of No.63 because the land rises steeply up on the northern side of Old Road on which the property sits. Old Road also slopes steeply in a westerly direction so that the parapet level of the building would be higher than the roof heights of Nos. 51 and 57 Old Road by approximately 4-7m but the distances to the new building also increase. As indicated, between the houses and the NDM is a wide band of trees (including mature specimens) approximately 15m to 20m deep and an approximately 3m high hedge forming the northern boundary itself. The trees provide a good level of screening and there is no intention to remove these trees. In parts the canopy is reduced due to the tree species such as mature Pine, allowing some views in to the site from various points along Old Road including the elevated positions of houses opposite.
15. Whilst it is acknowledged that the new building is closer to these residential properties than existing buildings on the Campus, it is considered that the distance between them provides sufficient mitigation such that the building would not appear too high or appear overbearing to either Old Road or Mileway Garden properties. Neither would it result in any loss of day or sunlight to those properties. Whilst it would be possible to see the building at various points through gaps in the trees, particularly in winter months, Officers again consider that the distance together with the sensitive design and proposed use of materials means that it would not appear visually intrusive.

Light Pollution:

16. Concern has also been raised about light pollution at night from the Campus buildings. University Staff do not work regular office hours and as a result it is not uncommon for buildings to be lit late at night. In response the NDM building has been specifically designed to minimise light spillage by locating secondary labs that are less often used out of hours to the northern side of the building and minimising the size and number of windows on that northern elevation. The tree belt will also offer some degree of screening, more so when the trees are in leaf. It is considered therefore that due to the distance between buildings, together with the proposed layout and fenestration proposed, there would be no significant adverse impact on residents from light spillage from within the building. The KI buildings is farther away from residential properties and against the background of the Cancer Research Buildings about which residents have previously voiced concern and would be also blocked from views by the NDM. Officers do not consider there would be a significant adverse impact. Details of any external lighting of the site proposed can be secured by condition to minimise impact.

Noise:

17. A Noise Assessment has been submitted in support of the application in response to concerns of local residents expressed prior to submission of the application that the development would create additional noise, especially at night or early morning. The buildings were therefore designed to ensure noisier plant was contained within the fourth floor, as part of the building, and that any open ventilation is south facing away from Old Road. A noise survey was carried out to determine existing noise levels in the area. It is proposed that noise attenuation measures will be incorporated into the buildings to ensure that noise levels do not exceed current background noise and thus prevent “noise creep”. Details of the proposed mechanical plant including anticipated sound attenuation measures can be secured by condition.

Traffic and Parking:

18. A Transport Assessment (TA) was submitted in support of the application and states that the Old Road campus currently has 251 existing car parking spaces and the proposed development would not increase this number. Current travel modes to the Campus show 55% for non-car modes and 45% by car. There is a restrictive parking policy on site controlled by limited parking permits. The proposal seeks to maintain and increase this non-car share mode and decrease car modes. Traffic generated to and from the development will represent no change to existing flows and therefore the impact on the local road network will remain unchanged. However a small increase is anticipated outside peak hours for deliveries although the University is consolidating its delivery service to reduce vehicles throughout all University sites. The TA acknowledges that car parking surrounding the site is governed by Controlled Parking Zones (CPZ) regulations except for streets further afield such as Divinity Road and The Slade. It goes on to state that various new measures will be introduced to meet the demands of the extra increase of 150 staff and refers to measures set out in both the Oxford University and Old Road Campus Travel Plans.
19. It concludes that development will have no effect on road traffic at the key junctions of Old Road with Churchill Drive and Gypsy Lane. It also states that there will be an increase in travel to the site by modes other than the car but the travel demand can be addressed by a range of measures such as improved bus access, cycle facilities, expansion of Thornhill Park and Ride site and the introduction or expansion of CPZs to prevent overspill parking.
20. The Highway Authority (HA) has commented that it welcomes this proposal being brought forward with no extra car parking on the site and accompanied by a robust Travel Plan. It is noted that although there are no additional car parking spaces proposed the car parking area will be reconfigured and reorganized to equal the same numbers as existing. However the HA does not agree that there will be no increase in car traffic.
21. Trip generation from the existing campus as undertaken on December 2010 weekday indicated the highest flow was 161 vehicles per morning peak hour (including 18 cyclists) and 101 vehicles (including 9 cyclists) in the evening peak hour. Deliveries were also analysed on the same day and between 7am

and 7pm and totalled 95 vehicles made up of LGV's 51%, HGV's 33% and cars 16%. Trip generation for the 'new' staff of 150 in number is split in to the following modes on a daily basis;-

Car - Zero

Cycle - 47% of all trips,

Bus - 24% of all trips

Walk- 22% of all trips

Other (including drop off and motorcycles) - 7% of all trips.

22. The HA considers that even with tightly controlled car parking on site and a strong Travel Plan, 45% of existing staff at the Old Road Campus currently drive to work and thus it can be assumed that 45% of additional staff (150) would also do so. Even if there were no new trips to the site itself there would be likely trips to the area surrounding the site, with cars potentially parking on streets with no parking controls.
23. The HA considers therefore that additional measures are needed in order to protect sensitive residential areas from further congestion and to encourage all users to the site to seek alternative modes than the private car. These measures could be secured in part via financial contribution in accordance with the Planning Obligations SPD towards:
 - Controlled Parking Zones (CPZ's) in the Divinity Road and Lye Valley area (the two closest areas where on street parking is currently uncontrolled).
 - Cycling and walking infrastructure.
 - Enhanced Park and Ride bus services.
 - An eastbound bus shelter on Old Road, close to the application site.
24. Contribution towards Thornhill Park and Ride are not now required as the County has recently secured funding from Central Government which will enable the 500 space expansion to go ahead. Planning permission is already in place and it is anticipated that construction will commence in the next financial year. The HA therefore request a sum of £218,000 towards other measures to mitigate the impact of the development in transport terms.
25. The HA also supports improvements to cycle and pedestrian links to the site, as mentioned in the TA and would like to see improved signage and road surfacing. It also welcomes the increase cycle parking proposed, which should be Sheffield stands. Separately a new pedestrian footway along the northern side of Roosevelt Drive secured from a previous development will commence construction shortly.
26. Officers agree with the HA that no additional car parking is acceptable but that some car trips are likely to be generated to the site from new staff, particularly in the first instance until the KI and staff are fully relocated to Oxford. In addition, the University operates a parking permit system where staff have to apply for permits; meet the stringent criteria; and pay a fee related to their salary. Details are attached as **Appendix C** to this report. Furthermore the University's strong Travel Plan also encourages other modes of transport through increased cycle parking, shower facilities, car share programmes etc.

Overall the proposed development is therefore considered acceptable in highways terms subject to the conditions listed at the head of the report and the accompanying financial contributions.

Flood Risk, Sustainable Drainage and Impact on SSSI and Boundary Brook:

27. A Flood Risk Assessment (FRA) and Hydrological Assessment (HA) were submitted in support of the application. Much concern has been raised about the developments potential impact on the Lye Valley Site of Special Scientific Interest (SSSI) and Boundary Brook from both local residential and statutory consultees. Initially the Environment Agency (EA) objected as the FRA failed to demonstrate that the site could be developed successfully without increasing surface water and groundwater flood risk. Natural England (NE) also sent a similar initial response stating there was insufficient information to determine the impact on the Lye Valley SSSI, including groundwater flows, and potential erosion of Boundary Brook from run off.
28. The FRA was subsequently amended in response to both the EA and NE to provide additional information. This included further details of a sustainable drainage scheme. The development is not appropriate for soakaways due to the ground composition and therefore attenuation tanks are proposed of sufficient capacity to control discharge below the recommended limit of 28 l/s (peak runoff and storm events) and allow for +20% climate change and for phase two development at the site. The FRA concludes that the development is appropriate for the site as the site lies within Flood Zone 1 where annual flooding is less than 0.1% (1 in 1000 yr event). An outline surface water drainage strategy has been developed for the site in line with PPS25 requirements and the EA recommendations. The primary method for discharging surface water runoff from the site would be by discharging directly to the Boundary Brook to the west of the site. It goes on to say that this approach would ensure that the additional surface water runoff generated by the development does not increase the risk to flooding elsewhere. At detailed design stage, pollution control measures would be agreed upon to ensure that all discharges to ground water are of appropriate quality.
29. In response to Natural England a HA was submitted which concludes that given that groundwater in the area of the site is expected to flow from higher ground to the northeast to lower ground of Boundary Brook to the southwest, construction of the proposed basement would have no affect on the groundwater flows towards upper reaches of the Lye Brook (adjacent to Peat Moors) and hence would not impact on the groundwater regime of the northern area of the Lye Valley SSSI. Furthermore, whilst there would be some impact on groundwater in the immediate vicinity of the site, this would not have any impact on the groundwater regime of Boundary Brook in the lower reaches of the SSSI (adjacent to Lye Valley/ Town Furze). It also concludes that there would be no impact on ground water or surface water abstractions or discharges.
30. Both Natural England and the Environment Agency were re-consulted on the revised FRA and the HA. Both have withdrawn their initial objections and are

satisfied that their earlier concerns have been addressed, subject to conditions being imposed ensuring the development is built in accordance with the FRA and the SUDs strategy and requiring further SUDs details to ensure control of surface water runoff rates, water quality and that discharge should not exceed 23 l/s.

31. Officers are also now satisfied that the development would not cause a risk to flooding or adversely harm the Lye Valley SSSI or Boundary Brook and thus no objection is therefore raised. Further details and implementation of SUDs can be secured via conditions, as requested by the EA and NE.

Trees and Landscaping:

32. There is a wide band of trees, including several mature specimens, and mature hedging that runs along the northern boundary of the site with Old Road. No removals are proposed as part of this proposal and the new NDM building would not have any adverse impact on this tree/ planting belt. Within the site are several trees around the Richards, Rosemary Rue and Kitchen buildings that are proposed to be removed. However their loss would not have a significant adverse effect on public amenity and therefore no objection is raised.
33. Limited further landscape planting is proposed at this stage. It would be difficult to provide additional tree planting in the northern tree area due to the canopy of existing mature trees. However, some further shrub planting of common British species is proposed, which ties in with recommendations made in the Ecology Appraisal, (see below). This planting can be secured by condition. In terms of the wider landscaping of the Campus as a whole, there is an intention to create an open green area and planting in front of Rosemary Rue and between the two new buildings, which is currently car parking. However this would form part of a future planning application for the second phase development of the site.

Ecology:

34. An Ecological Appraisal was submitted with the application which states that the existing buildings' modern construction and external lighting makes them unsuitable for roosting bats, and that the areas proposed for the two new buildings are of low ecological value. The tree band to the north represents an area of greater value however. It recommends implementation of measures in a Biodiversity Enhancement Plan to encourage and protect ecology and wildlife such as sustainable drainage systems to be installed to prevent impact on the SSSI and the wildlife corridor to the west, reduced external lighting, good tree management practices, bat and bird boxes, and native shrub planting. Officers concur with the findings and recommendations of the report, which can be secured by appropriate conditions.

NRIA and Sustainability:

35. Two NRIA and Energy Strategies have been submitted, one for each building.

The NDM NRIA achieves a score of 8 out of a maximum of 11 points. The building includes high thermal mass components, a mixed ventilation strategy (natural and fan), sensory lighting, solar control glazing and shading using extensive brise soleil, louvers and internal blinds. Combined Cooling Heating and Power renewable technology has been chosen to reach the optimal renewable and low carbon technology providing heating and cooling. Ground source heat pumps and photovoltaics are also considered possibilities but require further investigation. Rainwater harvesting will serve the WC's and any possible external irrigation taps.

36. The KI NRIA also achieves a score of 8 out of a maximum of 11 points. The building is designed in the same way as NDM incorporating measures as set out above. However it proposes only Combined Heat and Power for hot water provision instead of CCHP.
37. Officers consider that adequate energy efficiency measures are shown as being provided for both buildings, in accordance with the NRIA SPD and their implementation can be secured by condition.

Public Art:

38. The University intends to commission an artist to undertake public art to accompany the proposals which would be fully integrated into the design of the KI building. It is proposed that it would be located at the glazed entrance to the ground floor of the KI building and would reflect the work undertaken there. No firm details have been provided at this stage and it is therefore appropriate to secure them and implementation by condition.

Archaeology:

39. A satisfactory archaeological desk based assessment has been submitted for this site by Wessex Archaeology (2011). The site has moderate potential for prehistoric and Roman activity. It lies in an area that has not been subject to extensive archaeological investigation. However kilns belonging to the important 1st-4th century local Roman pottery industry have been recorded 500m to the south at the Churchill Hospital and 500m to the east at the Nuffield Orthopaedic Hospital. It is therefore considered that due to the current site constraints, the likely extent of previous terracing, and the results of the geotechnical survey that further archaeological investigation is necessary and should consist of a watching brief, which could be secured by condition.

Conclusion:

40. The proposed development would represent an efficient use of existing land designated for research. The buildings are considered to be appropriate in scale, massing and appearance for their intended use and form an appropriate relationship to other similar buildings on the Old Road Campus. There would be no harm to the character and appearance of the Old Road or Roosevelt Drive street scene. Neither would it harm any residential amenities. The development would have no adverse impact on existing trees or hedges, ecology, hydrology or ground water, particularly in relation to Boundary Brook

and the nearby SSSI.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to approve, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers: 11/01054/FUL

Contact Officer: Felicity Byrne

Extension: 2159

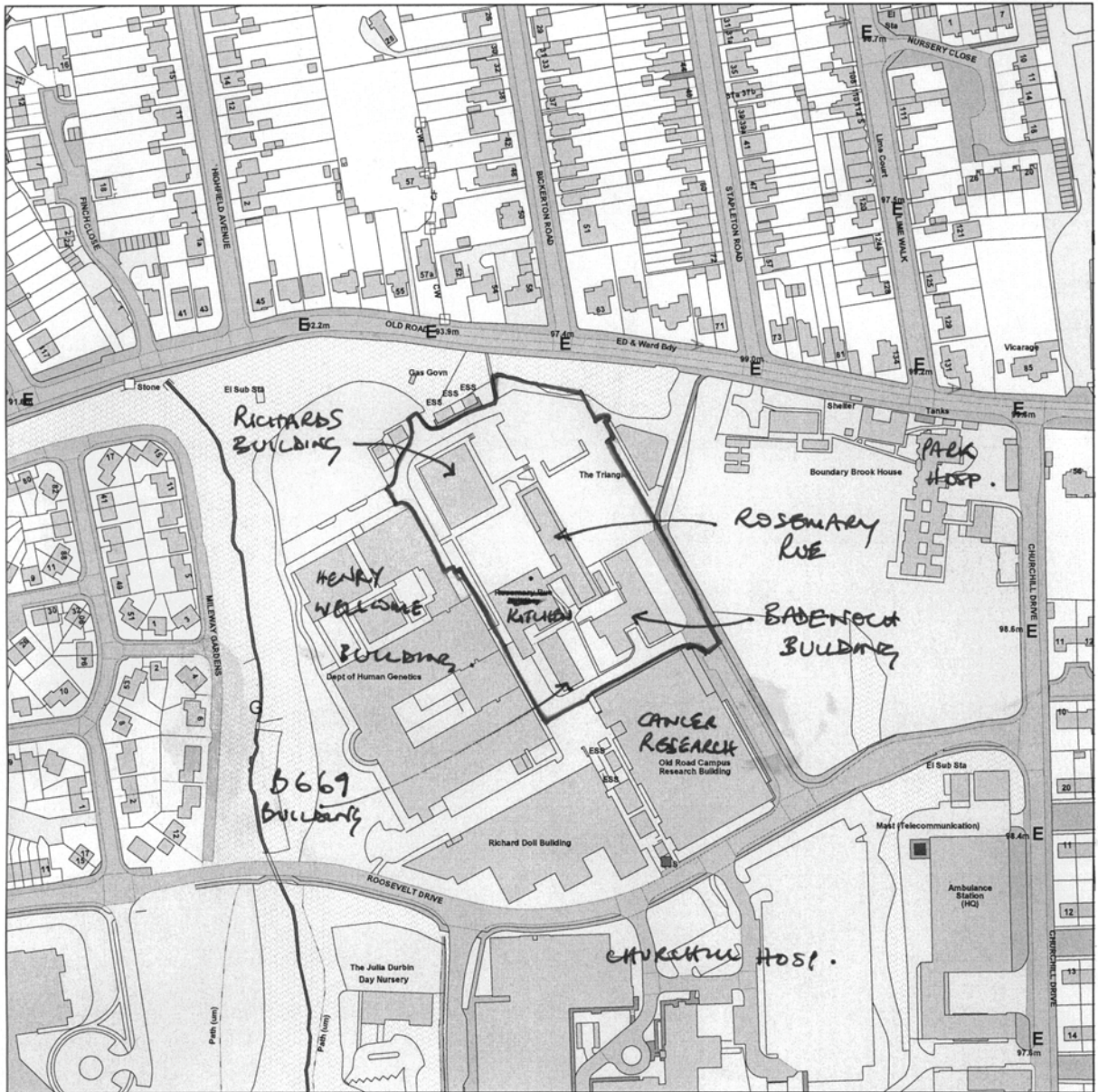
Date: 12 July 2011

11/01054/FUL Old Road Campus, Roosevelt Drive

Appendix A



GIS by ESRI (UK)



Scale : 1:2500

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Organisation	Not Set
Department	Not Set
Comments	Not Set
Date	25 July 2011
SLA Number	Not Set

ESTATES DIRECTORATE
The Malthouse, Tidmarsh Lane, Oxford OX1 1NQ



Ms Felicity Byrne
Oxford City Council
Planning Control and Conservation team
Ramsay House
10 St Ebbe's Street
Oxford OX1 1PT

Ref: 668/space/planning

Date: 8th July 2011

Dear Ms Byrne

Planning application ref 11/01054/FUL – Kennedy and NDM Buildings at Old Road Campus

The City Council has requested clarification of the position regarding the number of students living outside University and College accommodation in connection with the above application. We note that this request has arisen in line with the City Council's Core Strategy requirement that this number should be below 3,000 and differences between figures in the City's Annual monitoring statement and evidence submitted by Oriel College in their recent planning appeal

The Property Working Party (PWP) report referred to by Oriel College in their appeal was written as an internal University planning document, largely looking at the central University's own accommodation needs and its investment properties. The data used was the best available to those colleagues servicing the PWP at the time and was considered adequate for raising the issues within the central University about the need to provide appropriate levels of student accommodation.

PWP Report/student accommodation monitoring data comparison

The table below compares the figures in the PWP report with the figures which the University provided to the City Council in June last year, and which both parties have agreed should be the basis for the future monitoring of student numbers living outside University and College-provided accommodation. The City Council's own Annual Monitoring Report April 2009 – March 2010, published December 2010, p21 item 1.21 gives further breakdown on some of the actual figures included in the table.



	PWP forecast (summer 2009)	June 2010 agreed figures (1 Dec 2009 student data)	Notes
Number of students (prior to adjustment)	Equivalent figure not given	20,973	
Adjustment for students not considered full-time	Equivalent figure not given	(2,700)	As in previous monitoring rounds – excludes part-time and visiting students, post-graduate researchers in year 4 plus and writing-up, students working full-time in NHS (post-grad medical). See City Council's Annual Monitoring Report for further detail.
Revised number of students of students	18,126	18,273	
Adjustment for certain full time students	(562)	(520)	Students not in Oxford or previously excluded from figures (students who are studying abroad, who are members of staff, who live with parents). See City Council's Annual Monitoring Report for further detail.
Adjustment for students already living in Oxford City prior to entry onto the course	Data not available	(395)	Data only available from 1 December 2009 dataset
Adjustment for students with a term time address outside of Oxford City	Data not available	(309)	Data only available from 1 December 2009 dataset
Total students after all adjustments	17,564	17,049	Total number of students excluded from calculation of 2009/10 figure, as agreed with OCC, is 3,924
Current units of accommodation	(14,058)	(14,058)	As appears in City Council's Annual Monitoring Report, based on information provided by Colleges during 2009
In planning	(303)	(303)	Further 303 units with planning permission
No of students assumed to be living in the community	3,203	2,688	

The following points should be noted:

- The 2009/10 student accommodation data provided by the University to the City Council was based on the student data set as at 1 December 2009 with further adjustments as indicated above.
- The PWP report data was a forecast, although the general alignment of numbers in the tables indicates that these are relatively consistent when compared on a like-for-like basis.
- The biggest difference between the two datasets is that the actual figures for 2009/10 have a further adjustment made for students already living in Oxford City prior to entry on to the course and for students with a term time address outside Oxford City. In the past, it has not been possible to make this adjustment from the data available.

I trust the above answers the questions raised concerning any disparity in the figures.



At the time of writing the University is compiling the student number data for 2010/11. The 2010/11 figures, when available, will be prepared consistently with the same dataset used for 2009/10. Once prepared, the University will be happy to release this to the City (upon receipt of a written request).

As was noted at the time of the Planning Inspector's review of the Core Strategy, the University predicted that the growth in student numbers would be fairly small, with an expectation that the number of undergraduates would decrease and that there would be a slight rise in the post-graduate population. This position has not changed and clearly some of this increase will be students that are excluded from the figures used for monitoring.

If there are to be further discussion on the issue of student accommodation numbers and its impact on the Headington area, then it would be useful to include this on the agenda for a future 'Headington Forward' group meeting - the quarterly get-together of representatives of the residents groups and the institutions based in that area (including both Universities) and representatives from the City and County Council.

Yours sincerely

Colin George

Estates Strategy Manager



Oxford University Estates Directorate
Estates Strategy Manager

Briefing Note – car-parking permit scheme

- The University has limited parking at most of its Oxford sites;
- Generally all University functional sites within Oxford come under University's car-parking arrangements;
- Of the total number of parking spaces available across the estate a number of spaces are allocated for departmental use (operational spaces). These spaces are intended for use principally by visitors, service engineers etc. and the like.. Departments bid for such spaces on the basis of their headcount. A charge is levied. If spaces are routinely used for staff parking then the University reserves the right to remove spaces from the Department's allocation;
- The remainder of non-operational spaces are considered to be available to staff on a 'hunting' basis. Permits are allocated to Departments on a per capita basis.
- Permit ratios are generally set to ensure that there are adequate spaces for the numbers of staff who might park (allowing that at any one time permit holders may be on leave, etc.). For example, from 2011/12, the number of permits issued for hunting spaces at Old Road is 1.6 permits per space. This has been reduced from the ratio used in previous years to overcome the possibility of permit holders not being able to park on site and then parking in surrounding roads rather than going back to the Park and Ride.
- Departments themselves allocate permits on the basis of greatest need - so account may be taken of whether staff have limited mobility, are part-time and need to arrive on site outside of general working periods, need to arrive early or leave late when public transport links are least effective, etc.. There is no presumption to grant a permit to those that live furthest away or within certain zones – each pass is issued on the individual case of need. The issuing of permits on the basis of seniority is discouraged;
- Staff have to pay for parking permits. The charge for 'peak permits' is a percentage of the permit holder's salary. The aim is to have a charge rate that makes use of the Park and Ride, or public transport, a desirable alternative to driving into work;
- The income from parking permits is put into a sustainable transport fund which the University uses to help departments implement non-car travel initiatives. This has been used to fund new bicycle shelters, pool bicycles for staff to move between sites, cycle awareness training, showering facilities and the like;
- The number of car parking spaces and the allocations to departments are reviewed each year. Abuse of parking regulations may lead to withdrawal of permits. The University has a car-parking working group to review allocations, recommend changes to policy and the like;
- The University operates its own clamping service to discourage abuse of its parking regulations by those within and outside the University;
- The University promotes the adoption of non-car transport initiatives – interest-free loans are available for the purchase of already discounted bus and train season tickets, salary sacrifice schemes have been promoted to encourage cycle purchase, and the like.

Further information is available from the OUED website: <http://www.admin.ox.ac.uk/estates/travel/>

Colin George
July 2011

Appendix B(i)

APPENDIX B i

NOTE ON ISSUES RELATING TO TRANSPORT AND TRAFFIC

1. A number of issues was raised by local people and Councillors at the East Planning Committee Meeting on 3 August. Generally there was concern that the impact of the development on the Headington area had not been properly understood. This may have arisen because of a lack of clarity in setting out:
 - The numbers of new staff who are expected to work at the site.
 - The way that impact had been assessed.
 - The measures that were already in hand, or would soon be implemented.
 - The full extent of the measures being undertaken by the University as part of its general Travel Plan, and the specific Travel Plan for the Old Road Campus.
2. Oxfordshire County Council is satisfied that the impact of the proposed development will be mitigated by the measures set out in the University Travel Plan, and by other measures to be funded through a Section 106 contribution. (The issue of the S106 contribution is addressed in a separate note).
3. The County Council has set out in detail the measures which are shortly to be implemented as part of the traffic improvements in the Old Road Area. In addition, the County Council has supplied to Oxford City Council details of projects which have or will shortly be implemented through S106 funding, including previous contributions from Oxford University.
4. The key points with regard to the University's position are:
 - No additional car parking spaces on site.
 - No increase in parking permits issued to staff.
 - No additional car trips to site by staff above existing levels.
 - By a combination of travel plan incentives, improvements to bus, cycle, provision and restrictions (e.g. CPZ) travel to work patterns will modify so that, cycling, walking and public transport become the favoured modes.

5. The Travel Plan/Transport Strategy arrangements are set out in detail below:

ENCOURAGE USE OF PUBLIC TRANSPORT

Agreed/Committed Actions

- Bus Route 4 (was 15) has been extended from its previous City Centre terminal in Castle Street to Oxford Station and now provides direct access Station-to-from-Kennedy/NDM.
- Expansion of Thornhill Park and Ride by 500 parking spaces now has funding and is committed providing viable access for Kennedy and NDM staff.

Travel Plan

- Season ticket loan will be provided to staff to benefit from the cheapest possible public transport costs.
- All public transport information (bus and train routes and timetables) will be advertised on notice boards in Kennedy/NDM and websites to promote Public Transport travel mode and routes.
- Free ride (taxi) home for staff who use Public Transport will be organized in the event of an emergency.

ENCOURAGE CYCLING

Agreed/Committed Actions

- OCC Old Road Cycle Scheme will improve access and cycle safety adjacent to Kennedy/NDM.
- Kennedy/NDM Project includes additional 117 of safe/secure cycle parking spaces conveniently located for staff.
- Kennedy/NDM Project cycle parking will be well lit, sheltered, safe and CCTV monitored where necessary.

- Kennedy/NDM Project includes showers, lockers and changing facilities for staff that cycle with a shower per 2,500m² of internal space.
- Kennedy/NDM Project will improve enhance cycle access across Churchill Drive/Masey Close (through an exiting gateway) will be upgraded.

Travel Plan

- On-site departments will be provided with pool bicycles and equipment (helmets etc - this already exists but with an increase in staff, the provision will be increased).
- Discounts for new cycles and cycle equipment will be provided and promoted.
- Information on the cycle network in the surrounding area to be made available to staff on notice boards and websites.
- Details of local cycle repair/maintenance shops will be publicised to staff and periodic visit by cycle repair specialist will be arranged to increase the number of staff bicycles serviced on-site.
- Free ride (taxi) home for staff who use cycles will be organised in the event of an emergency.
- Material on the benefits of active travel made available online via the website and displayed within Kennedy/NDM.
- Adult cycle training for staff will be provided.

ENCOURAGE WALKING

Agreed Committed/Actions

- Kennedy/NDM Project will include completion of the footpath (on NHS Trust land) to the south of the site.
- Kennedy/NDM Project will ensure that pedestrian accesses will be well lit, safe and CCTV monitored where necessary.

Travel Plan

- Free ride (taxi) home for staff who walk will be organised in the event of an emergency.
- Personal safety alarms will be provided to vulnerable groups or late workers.
- A 'walking buddy' scheme for staff will be promoted.
- Information on the pedestrian network to be made available to all staff and visitors on notice boards and websites.
- Liaison will be created with local walking campaign groups.

DISCOURAGE CAR USE

Agreed Committed/Actions

- Staff will be instructed (as now) that long stay/pay-and-display car parking in NH Trust visitor car park is not acceptable.
- Car sharing will be promoted through the www.oxfordshirecarshare.com website.
- Free ride (taxi) home for staff who use car share will be organised in the event of an emergency

Travel Plan

- Allocation of departmental car parking spaces will be reviewed with a view to reducing the number of operational spaces

GENERAL MEASURES

Travel Plan

- OUED will institute a Travel Plan aimed at reducing car use through the key measures noted above.

- OUED will appoint a Travel Officer as Travel Plan Co-ordinator (TPC) to establish and manage the Travel Plan.
- The Travel Plan will ensure the Kennedy/NDM receptions and/or switch boards have internet access to provide up-to-date travel and transport information to be posted in reception.
- The TPC will maintain and update the travel information on the respective OU websites.
- The TPC will establish travel mode targets in consultation with OCC.
- The TPC will conduct regular staff travel surveys to monitor effectiveness of TP in meeting targets, prepare and present reports on survey findings.
- The TPC will modify and update TP Targets based on surveys and in consultation with OCC and Old Road Campus Building Administration.

Appendix B(ii)

APPENDIX B ii

NOTE ON INVESTIGATION OF CYCLE ROUTE THROUGH TREES ADJOINING OLD ROAD AT OLD ROAD CAMPUS

1. At the second exhibition/public consultation, local residents had suggested that a cycle route through the trees at Old Road would improve conditions locally. Although this had been investigated previously, it was decided that this should be re-investigated fully. As a result of this a meeting was arranged between Colin George (OUED), Cllr Roy Darke, Aaron Wisdom (OCC) and Terry Gashe (Planning Consultant) on 27 January 2011.
2. Aaron Wisdom explained that the proposals for traffic calming and better cycle access in the Old Road area had just been approved by the County Council and the works were scheduled to be implemented later in 2011. Aaron Wisdom explained and described the nature of the proposed works. Cycle access along Old Road is to be improved, but it was recognised that a segregated cycle route would be preferred if this could be achieved.
3. It was explained that a segregated route would need to meet OCC standards for cycle routes. This would involve:
 - Cycleway width of at least 3.5m
 - Appropriate surfacing
 - Route to be lit

Consideration was given to a route within the wooded area but was considered to be impractical for the following reasons:

- It would involve the removal of significant numbers of mature trees (approx 25% of existing trees).
- It would introduce lighting into a relatively dark area, which would have to be lit throughout hours of darkness.
- It would only be available for a short length of road.
- It would only be able to be used by west bound cyclists.

4. Consideration was then given to an alternative solution. This would involve widening the existing footway on the south side of Old Road to create a combined footpath/cycleway. It was considered that this would have benefits over a route through the trees:
 - It would involve the loss of fewer trees.
 - It would not need to be lit because it could take advantage of existing street lighting.
 - It would enable the University to maintain a more effective boundary.

However, this proposal would involve the removal of the existing hedgerow along Old Road which currently affords significant screening.

5. It was decided that the option of widening the existing footpath should be investigated further. A site visit was organised and the City Council's tree officer was asked to comment on the proposals. The University's Parks Superintendent was also asked to comment on the implications of this suggestion. In addition, detailed investigations were undertaken into the technical feasibility of this idea.
6. It was discovered that the idea presented a number of serious technical problems.
 - There is a significant difference in levels between the footway and the edge of the wooded area. This would mean that major excavation would be necessary which would involve the removal of a number of mature trees as well as the hedgerow.
 - At the southern end the route would encounter major problems with levels close to Boundary Brook.
 - The route would only be available to westbound cyclists because no cross of Old Road would be feasible.
 - The length of route that was available was only 190m, and even if the Park Hospital site is eventually acquired by the University, the route would have to be modified to avoid a stone wall which would need to be retained.

7. Both the City Tree Officer and the Parks Superintendent reported that they would not support this proposal because it would have too significant an impact on the trees and vegetation along Old Road.
8. The University was conscious also that an earlier proposal to create a footpath/cycleway near to Boundary Brook, which had been required as a condition of an earlier planning permission; had been opposed by local residents. The planning permission for that proposal had been refused.
9. It was concluded that the benefits of creating a segregated cycle route in this location were significantly outweighed by the disadvantages.
10. The University is in negotiations to seek to acquire the Park Hospital site. If these negotiations prove to be successful, then there will be opportunities to review the issue of a segregated cycle route at the Old Road Campus.

Appendix B(iii)

APPENDIX B iii

NOTE ON INVESTIGATIONS INTO MORE EXTENSIVE LANDSCAPING TREATMENT IN THE WOODED AREA ADJOINING OLD ROAD

1. Local residents have expressed concern that the tree screen alongside Old Road comprises many mature trees which have modest growth at mid height level, and species such as Scots Pine where the canopy is at the top of the tree. This means that views are available through the tree screen at lower level, generally between the top of the boundary hedge and the tree canopy. Further more all of the trees which do afford some mid-level screening are deciduous and therefore allow views through during the winter months.
2. The University has been managing this area of woodland for many years and has introduced new planting amongst the mature trees. Where new planting has survived, growth has been slow. However the hedge and under-storey planting at the west end of the site has become established and creates the screen effect that was envisaged. The planting has still to mature. One large tree has had to be removed. This creates the opportunity for planting with native evergreens as part of the management regime (see below)
3. The boundary hedgerow, originally comprised of privet has been very largely taken over by Ivy and species such as Sycamore and regenerative Elm. The Ivy does afford a good screen at all seasons, but the regenerative Elm is prone to die back periodically.
4. Consideration has been given to ways to improve the quality of the tree screen, both in terms of the mid-height gaps and to cover during the winter. The following is an assessment by the University Parks Superintendent with five ideas for future action to improve the landscaping screen. These ideas need to be discussed with the Council's planning officers and tree officers and with local residents. The University's long-term aim is to ensure continuity of the landscape belt, with largely native planting, in line with the requirements of the City's tree officers.

University Parks Office comments on Old Road Tree Screen.

The trees in the tree bank that bounds Old Road are mature or in some cases overmature. Most of the larger trees are in good health and could reasonably be expected to develop for another twenty years before they require significant work or removal. There are a few smaller weaker trees that are beginning to fail because of the level of competition from their stronger growing neighbours. There has been some Elm regeneration; this has already begun to reach the stage where it is mature enough to be re-infected by Dutch Elm Disease. All of these trees will be re-infected and killed within the next few years, and there will be some resultant gaps. It is likely that there will be further regeneration in the future.

The under-planting that was planted in two tranches some years ago is developing very well in spite of the heavy competition from the trees. There is very little room in this area for additional planting. The screen is maintained annually but is used as a dumping ground by outsiders..

The outer hedge bounding Old Road is in poor condition. It is regularly maintained. It was originally privet but sections have died out and have been superseded by elm suckering growth, ivy, and maple. Invasion by other species is normal in a hedge of this age faced with heavy competition. It has a northern aspect which further compounds those competitive growing conditions. The hedge still forms an effective screen and it is likely to do so for the foreseeable future, however there is little opportunity to increase the height due to the plant make up of the hedge. There are also issues relating to maintenance as it adjoins a raised, narrow footpath.

The following options could be considered:

1. Crown lift and thin some of the existing trees to allow more light and reduce competition for the resources that new planting would require. Under-plant with large and more vigorous evergreen shrubs such as *Prunus laurocerasus*, *Prunus lusitanica*, *Phillyrea decora*, *Ilex altaclarensis*, *Viburnum rhytidophyllum*. Where there are suitable gaps plant trees such as *Quercus ilex*, *Pinus nigra*, *Taxus baccata*.

2. Grub out the existing hedge line and clear a 2 – 3 metre strip along the Old Road boundary, crown lift and shorten back all over hanging trees. Install new fence line and irrigation system. Plant xCupressocyparis leylandii hedge. This could be allowed to develop to 5 – 6 metres tall and should reach this height in about 6 years. It will form a complete screen but will cast shade over the roadway. It will require trimming annually which will have to be carried out from a hoist, and annual road closures will be required to carry out the work.
3. Reduce the car parking bays on the south side of the tree line. Plant a new hedge and screen using similar plants as have been used at the western end of the site. At the eastern end of the site the area could also be planted with mixed evergreens as described in 1 above.
4. Plant Ivy at the base of many of the existing larger trees and allow it to grow up to canopy level. Once it develops to the arboreal stage it will branch and thicken and will form additional screening. This is not considered good Arboricultural practice and annual maintenance would be required to prevent development into the crown of the tree. This could be carried out in conjunction with some of the other options that have been outlined. The strategy would take several years before it would be really effective.
5. Install in 5m wire support along the line of the existing hedge and just inside the hedge. Plant ivy and other evergreen climbing plants to form a medium level screen to mid-level views from Old Road.

PLANNING REVIEW COMMITTEE

Wednesday 27 July 2011

COUNCILLORS PRESENT: Councillors Brett (Chair), Altaf-Khan, Rowley, Young, Brundin, Coulter, Seamons and Van Nooijen.

OFFICERS PRESENT: Lois Stock (Democratic Services Officer), Niko Grigoropoulos (City Development), Murray Hancock (City Development) and Daniel Smith (Law and Governance)

7. APOLOGIES FOR ABSENCE

Apologies were received from:

Councillor Antonia Bance – Councillor Oscar Van Nooijen substituted;
Councillor Alan Armitage – Councillor Clark Brundin substituted;
Councillor Laurence Baxter – Councillor Scott Seamons substituted;
Councillor Ed Turner – Councillor Van Coulter substituted;
Councillor Mark Lygo.

8. DECLARATIONS OF INTEREST

The following declarations of interest were made:

- (1) Councillor Oscar van Nooijen - personal interest in the planning application for 17-41 Mill Street (minute 9 refers), as he had chaired the West Area Planning Committee from which this item had been called in.
- (2) Councillor Mike Rowley – personal interest in the planning application for 17-41 Mill Street (minute 9 refers), as a member of the Civic Society which had made representations about the application.

It was noted that several Councillors had attended a site inspection on Monday 25th July, accompanied by officers, the applicant's agent and local residents.

9. REAR OF 17 - 41 MILL STREET, OXFORD - 11/00927/FUL

The Head of City Development submitted a report (previously circulated, now appended) concerning the following planning application:-

17-41 Mill Street – Application for the erection of a 3 storey building to accommodate 74 student rooms and wardens accommodation. Cycling facilities, bin store and landscaping.

West Area Planning Committee had resolved to support the development in principle, but to defer the application in order to complete an accompanying legal agreement, and delegate to officers the issuing of the planning permission

subject to conditions outlined in the planning officer's report. The application was subsequently called in to the Planning Review Committee.

Murray Hancock (Planning) presented the report to the Committee and explained the background. The Chair, Councillor Brett, explained that he would allow 10 minutes for objectors to speak, and 10 minutes for those in favour to speak.

Speaking against the application

Mike Magee, John Rolfe, Brendan Carter, Andrew Sheridan, Gervaise Wood and Dr Jordan spoke against the application and made the following points:-

- The proposed building was monolithic and uninspiring, visually unattractive;
- Concern about loss of light;
- The site was unsuitable, being narrow and next to the railway;
- The proposal was overbearing and too high;
- Concern about loss of amenity and loss of privacy for residents of Mill Street;
- The proposal was an overdevelopment – it would lead to students outnumbering residents and affect the balance of the neighbourhood;
- Concern that the students would cause noise and disturbance at unsociable hours;
- Not convinced that this site is, or was, a brown field site;
- Concern at the lack of consultation with residents by the applicant – would like a full consultation to be carried out;
- Concern about students potentially parking cars in the area;
- Applicant's comments about the building helping to lessen noise from the railway should be disregarded – noise during the 1940's to 1960's when there was more railway activity was never a concern;
- Concern about wildlife on the site – breeding hedgehogs have been found;
- The flats in Abbey Walk are much closer to the proposed building than the 21m specified by the Council's guidelines, and the plans/drawings used in the presentation had omitted windows directly facing the proposed development that would be only 17.5 m from it.

Speaking in favour of the application

Nik Lyzba (Agent for the Applicant) and Adrian James (Architect) spoke in favour of the application and made the following points:-

- The site was a railway siding in the past and has been a developed plot;
- This is the sort of site that the Government encourages to be developed, and this is reflected in Oxford's Core Strategy;
- All the students who would occupy the building would be international students in the 16-19 age range; it was not expected that any would have cars, and in any case many would be too young to drive;
- The site is adjacent to the campus that it would serve and within the defined central area of the city for transport purposes;

- Some trees would be removed but 6 would be retained;
- A bio-diversity survey had been carried out, and no bats, badgers or reptiles had been recorded;
- The Environment Agency had not raised any issues of concern;
- The proposal met all the Council's standards for sunlight and daylight;
- The rear of the Mill Street properties are between 30 and 40 metres away from the proposed building; it would not be overbearing and there would be no direct overlooking;
- It was an efficient use of the land;
- The design met the Council's standards and policies and the architect had tried to take into account local concerns;
- The building would help block out any noise from the railway, it was lower and smaller than some of the houses backing onto it;
- There would be a 4m wide strip of dense planting along the boundary with the Mill Street gardens.

The following issues were clarified, in response to questions from members of the Committee;

- The height of the building was 10.1m and the distance from the nearest Abbey Walk flat was 17.5m;
- Conditions imposed by the West Area Planning Committee were outlined in the agenda papers;
- It was intended to have photovoltaic panels on the roof and a full energy report had been submitted;
- There would be one communal "amenity room" for every cluster of 6 or 7 student study bedrooms
- If permission was granted, the applicant would have to submit details of how the site was to be managed – the applicant would have a duty of care to the students who would reside there;
- Approaches had been made to Network Rail about making the footbridge over the railway line and car park more wheelchair /cycle friendly, but it indications were that this was unlikely to be acceptable to the company;
- Similarly, the possible increase in rail traffic was beyond the remit of the Committee.

Councillors present then debated the issue and **RESOLVED:-**

To **REFUSE** the planning application on the grounds of:-

- (1) Loss of visual amenity to residents of Mill Street;
- (2) Overdevelopment of the site;
- (3) The size and bulk of the building meant that it would be overbearing and have an unacceptable impact on neighbouring properties;
- (4) Detrimental social impact on the neighbourhood caused by too great a proportion of the local population being students;
- (5) That the design of the development failed to relate to its context, contrary to policy CP8 of the Oxford Local Plan;
- (6) The window to window distance between the proposed building and the Abbey Walk flats was only 17.5m, which was less than the usual 21m guidance.

Councillor Van Nooijen added that he deplored some of the personal attacks that had been made by email upon the Council's planning officers by some objectors; finding them to be unhelpful and unjust attacks on hard working staff.

10. MINUTES

Resolved to confirm as a correct record the minutes of the meeting held on 2nd June 2011.

11. DATES AND TIMES OF FUTURE MEETINGS

Resolved to note the following dates of future meetings:-

31st August
28th September
26th October
30th November
22nd December
25th January 2012
29th February
28th March
25th April

The meeting started at 6.00 pm and ended at 7.21 pm