

Agenda

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West Area Planning Committee

Date: **Tuesday 8 September 2015**

Time: **6.30 pm**

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

For any further information please contact:

Jennifer Thompson, Committee and Member Services Officer

Telephone: 01865 252275

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As a matter of courtesy, if you intend to record the meeting please let the Contact Officer know how you wish to do this before the start of the meeting.

West Area Planning Committee

Membership

Chair	Councillor Oscar Van Nooijen	Hinksey Park;
Vice-Chair	Councillor Michael Gotch	Wolvercote;
	Councillor Elise Benjamin	Iffley Fields;
	Councillor Colin Cook	Jericho and Osney;
	Councillor Andrew Gant	Summertown;
	Councillor Alex Hollingsworth	Carfax;
	Councillor Bob Price	Hinksey Park;
	Councillor John Tanner	Littlemore;
	Councillor Louise Upton	North;

The quorum for this meeting is five members. Substitutes are permitted

HOW TO OBTAIN A COPY OF THE AGENDA

In order to reduce the use of resources, our carbon footprint and our costs we will no longer produce paper copies of agenda over and above our minimum internal and Council member requirement. Paper copies may be looked at the Town Hall Reception and at Customer Services, St Aldate's and at the Westgate Library

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AGENDA

	Pages
1 APOLOGIES FOR ABSENCE AND SUBSTITUTIONS	
2 DECLARATIONS OF INTEREST	
3 LAND TO THE REAR FAIRFIELD 115 BANBURY ROAD:15/01102/FUL	11 - 26
Site Address: Land to the rear of Fairfield, 115 Banbury Road	
Proposal: Erection of six pavilion buildings to provide 30 student bedrooms and ancillary facilities. Partial demolition of Fairfield House Northern Annex and associated reformation of Northern elevation. New vehicular access from Banbury Road and associated openings in existing boundary walls (Amended plans)	
Officer recommendation: recommended to approve the application subject to and including conditions listed	
<ol style="list-style-type: none">1. Time – outline / reserved matters.2. Plans – in accordance with approved plans.3. Materials – samples agree prior to construction.4. Works to historic walls; re-use materials and make good etc.5. Biodiversity – measures for wildlife.6. Construction Traffic Management Plan – details prior to construction.7. Cycle & bin storage – further details prior to substantial completion.8. Sustainability – in accordance with details submitted.9. SUDS – build in accordance with.10. Landscape plan in accordance with submitted documents and plans.11. Landscape – planting carry out after completion.12. Trees - Hard Surfaces – tree roots).13. Trees - (Underground Services – tree roots).14. Trees - (Tree Protection Plan).15. Trees - (Arboricultural Method Statement).16. Details of boundary treatment prior to occupation.17. Archaeology – WSI.18. Travel Plan.19. Student Accommodation and Out of Term Use.20. Student Accommodation - Management Plan.21. Students - No cars.22. Lighting Strategy/ Scheme.23. Obscure glazing.	
4 FAIRFIELD RESIDENTIAL HOME, REAR OF 115 BANBURY ROAD:15/01104/FUL	27 - 46
Site Address: Part of 115 Banbury Road, University College Annexe, 19A and 25 Staverton Road, Oxford.	

Proposal: Demolition of existing bungalow, part of existing Fairfield Residential Home and various outbuildings. Erection of replacement residential care home consisting of 38 bedrooms, communal and ancillary facilities on 1, 2 and 3 storeys, together with extension and alteration to existing garage to rear of 25 Staverton Road to form manager's accommodation. New vehicular access from Banbury Road, 18 car parking spaces and landscaped garden.

Officer recommendation: to approve the application subject to and including conditions

1. Time – outline / reserved matters.
2. Plans – in accordance with approved plans.
3. Exclude details and resubmit; roof plant room.
4. Materials – samples agree prior to construction.
5. Works to historic walls; re-use materials and make good etc.
6. Biodiversity – measures for wildlife.
7. Construction Traffic Management Plan – details prior to construction.
8. Cycle & bin storage – further details prior to substantial completion.
9. Sustainability – in accordance with details submitted.
10. SUDS – build in accordance with.
11. Landscape plan in accordance with submitted documents and plans.
12. Landscape – planting carry out after completion.
13. Trees - Hard Surfaces – tree roots).
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15. Trees - (Tree Protection Plan).
16. Trees - (Arboricultural Method Statement).
17. Details of boundary treatment prior to occupation.
18. Archaeology – WSI.
19. Obscure glazing.

5 **CORPUS CHRISTI COLLEGE: 15/01550/LBC & 15/01549/FUL**

47 - 64

Site Address: Corpus Christi College, Merton Street, Oxford

Proposals:

15/01550/LBC - Demolition of Staircase 6 and the West Building. Erection of new four storey annexe with basement, to provide storage library facilities, refurbished student rooms, provision of front gates and railings.

15/01549/FUL - Demolition of Staircase 6 and the West Building. Erection of new four storey annexe with basement, to provide storage library facilities, refurbished student rooms, provision of front gates and railings and associated re-landscaping of Garden Quad and front car parks including front gates and railings.

Officer recommendations:

15/01550/LBC: Recommend approval, defer to Government Office for the West Midlands (GOWM) and delegate to officers to issue decision once cleared by GOWM.

subject to the following conditions

1. Development begun within time limit.
2. Development in accordance with approved plans.
3. Commencement.
4. Completion.
5. Further construction and design details to be submitted (including details of junction between new work and historic fabric).
6. Samples of materials.
7. Sample panels on site.
8. Archaeological investigation and mitigation.
9. Building recording and details of salvage/reuse.
10. Informative: Considerate Contractors Scheme.

15/01549/FUL: Recommend approval

subject to the following conditions

1. Development begun within time limit.
2. Development in accordance with approved plans.
3. Further construction and design details to be submitted.
4. Samples of materials.
5. Sample panels on site.
6. Archaeological investigation and mitigation.
7. Building recording and details of salvage.
8. Proposed landscaping and tree planting.
9. Landscaping scheme implementation.
10. Landscape management plan and implementation.
11. Sustainable drainage.
12. Construction traffic management plan.
13. Informative: Considerate Contractors Scheme
14. Informative: Water main.

6 4 - 5 QUEEN STREET / 114 - 119 ST ALDATES: 14/02256/CND - DETAILS OF CONDITIONS

65 - 108

Site Address: Site of 4 - 5 Queen Street and 114 - 119 St Aldate's Oxford

Proposal: Details submitted in compliance with conditions 10 (archaeology), 13 (refuse and cycle storage), and 22 (Queen Street elevation) of planning permission 14/02256/FUL.

Officer recommendation: to

1. approve the details submitted in compliance with conditions 13 (refuse and cycle storage), and 22 (Queen Street elevation) of planning permission 14/02256/FUL
2. approve the outline methodology for archaeological works submitted in compliance with condition 10 (archaeology) of planning permission 14/02256/FUL and delegate to officers the approval of the remaining details to be submitted as part of this condition.

7 PLANNING APPEALS

Summary information on planning appeals received and determined during August will be circulated prior to the meeting if available.

The Committee is asked to note the information.

8 MINUTES OF PREVIOUS MEETING

109 - 110

Minutes from the meeting of 26 August 2015

Recommendation: That the minutes of the meeting held on 26 August 2015 are approved as a true and accurate record.

9 FORTHCOMING APPLICATIONS

Items for consideration by the committee at future meetings are listed for information. They are not for discussion at this meeting.

298 Abingdon Road: 15/019823/FUL: Pet shop and veterinary surgeon
Museum Art Oxford, Pembroke St: 15/02347/FUL: various alterations and extensions

Manor Place: 15/01747/FUL: Student accommodation

Abbey Road: 15/02137/FUL: Residential

Jericho Canalside: 14/01441/FUL: Residential

Former Wolvertcote Paper Mill, Wolvercote: 13/01861/OUT: Residential

Dragon School, Bardwell Road: 15/01562/FUL: New music building

Westgate: 14/02402/RES: Various conditions and details

333 Banbury Road: 15/01548/VAR: Variation to educational use

26 Norham Gardens: 15/01601/FUL: Student accommodation

10 DATES OF FUTURE MEETINGS

The Committee will meet on the following dates:

13 October 2015

10 November 2015

1 December 2015

5 January 2016

DECLARING INTERESTS

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

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.

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;
 - (d) 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;
 - (e) 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 Officers and/or other speakers); and
 - (f) voting members will debate and determine the application.

At public meetings Councillors should be careful to be neutral and to listen to all points of view. They should take care to express themselves with respect to all present including officers. They should never say anything that could be taken to mean they have already made up their mind before an application is determined.

4. Public requests to speak

Members of the public wishing to speak must notify the Chair or the Democratic Services Officer before the beginning of the meeting, giving their name, the application/agenda item they wish to speak on and whether they are objecting to or supporting the application. Notifications can be made via e-mail or telephone, to the Democratic Services Officer (whose details are on the front of the Committee agenda) or given in person before the meeting starts.

5. Written statements from the public

Members of the public and councillors can send the Democratic Services Officer written statements to circulate to committee members, and the planning officer prior to the meeting. Statements are accepted and circulated up to 24 hours before the start of the meeting.

Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to view proper consideration to the new information and officers may not be able to check for accuracy or provide considered advice on any material consideration arising.

6. Exhibiting model and displays at the meeting

Applicants or members of the public can exhibit models or displays at the meeting as long as they notify the Democratic Services Officer of their intention at least 24 hours before the start of the meeting so that members can be notified.

7. Recording meetings

Members of the public and press can record the proceedings of any public meeting of the Council. If you do wish to record the meeting, please notify the Committee clerk prior to the meeting so that they can inform the Chair and direct you to the best plan to record. You are not allowed to disturb the meeting and the Chair will stop the meeting if they feel a recording is disruptive.

The Council asks those recording the meeting:

- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule, or show a lack of respect towards those being recorded.
- To avoid recording members of the public present unless they are addressing the meeting.

For more information on recording at meetings please refer to the Council's [Protocol for Recording at Public Meetings](#)

8. Meeting Etiquette

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.

9. 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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West Area Planning Committee

11th August 2015

Application Number: 15/01102/FUL

Decision Due by: 22nd July 2015

Proposal: Erection of six pavilion buildings to provide 30 student bedrooms and ancillary facilities. Partial demolition of Fairfield House Northern Annex and associated reformation of Northern elevation. New vehicular access from Banbury Road and associated openings in existing boundary walls (Amended plans)

Site Address: Land To The Rear Fairfield 115 Banbury Road, Site Plan **Appendix 1**

Ward: St Margarets Ward

Agent: Barton Wilmore

Applicant: University College

Recommendation: West Area Planning Committee is recommended to approve the application for the following reasons and subject to and including conditions listed below.

Reasons for Approval:

- 1 The development is considered to provide for an identified need for student accommodation in an appropriate design and form. It would not harm the character and appearance of the Central Conservation Area, which is a designated heritage asset. Any loss of trees that are important within public views are suitably mitigated for by new planting. There would be no harm to adjoining neighbours. The proposal accords with the Policies contained within the Local Development Framework and NPPF.
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.

Conditions:

1. Time – outline / reserved matters
2. Plans – in accordance with approved plans
3. Materials – samples agree prior to construction

4. Works to historic walls; re-use materials and make good etc
5. Biodiversity – measures for wildlife
6. Construction Traffic Management Plan – details prior to construction
7. Cycle & bin storage – further details prior to substantial completion
8. Sustainability – in accordance with details submitted
9. SUDS – build in accordance with
10. Landscape plan in accordance with submitted documents and plans
11. Landscape – planting carry out after completion
12. Trees - Hard Surfaces – tree roots)
13. Trees - (Underground Services – tree roots)
14. Trees - (Tree Protection Plan)
15. Trees - (Arboricultural Method Statement)
16. Details of boundary treatment prior to occupation
17. Archaeology - WSI
18. Travel Plan
19. Student Accommodation and Out of Term Use
20. Student Accommodation - Management Plan
21. Students - No cars
22. Lighting Strategy/ Scheme
23. Obscure glazing

Community Infrastructure Levy (CIL)

The development is liable for CIL.

Principal Planning Policies:

Oxford Local Plan 2001-2016 (OLP)

- 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
- CP22 - Contaminated Land
- TR1 - Transport Assessment
- TR3 - Car Parking Standards
- TR4 - Pedestrian & Cycle Facilities
- TR12 - Private Non-Residential Parking
- TR13 - Controlled Parking Zones
- TR14 - Servicing Arrangements
- NE14 – Water and sewerage infrastructure
- NE15 – Loss of trees and hedgerows
- NE16 – Protected trees
- NE21 - Species Protection
- NE23 - Habitat Creation in New Developments

HE10 - View Cones of Oxford

Core Strategy (CS)

CS1 – Hierarchy of Centres
CS2 - Previous developed land & greenfield land
CS9 - Energy & natural resources
CS10 - Waste & recycling
CS12 - Biodiversity
CS13 - Supporting access to new development
CS17- Infrastructure & Developer contributions
CS18 – Urban Design, townscape character and historic environment
CS19 - Community safety
CS22 -Level of housing growth
CS24 - Affordable housing
CS23 - Mix of housing

Sites and Housing Plan

HP2_ - Accessible and Adaptable Homes
HP3_ - Affordable Homes from Large Housing Sites
HP9_ - Design, Character and Context
HP11_ - Low Carbon Homes
HP12_ - Indoor Space
HP13_ - Outdoor Space
HP14_ - Privacy and Daylight
HP15_ - Residential cycle parking
HP16_ - Residential car parking

Other Planning Documents

Supplementary Planning Documents:

- National Planning Policy Framework
- Balance of Dwellings SPD
- Natural Resource Impact Analysis SPD
- Parking Standards, Transport Assessment and Travel Plans SPD

Other Material Considerations:

National Planning Policy Framework
Planning Practice Guidance

Public Consultation:

Statutory Consultees Etc.

- Oxfordshire Architectural & Historical Society:
 - Object to backland development
 - Banal Architecture
 - Scale and density are inappropriate
 - Loss of tree regrettable
 - Loss of boundary walls regrettable
 - Increase in traffic [from both developments]
 - Pleased retaining the coach house

- Historic England Commission: It is not necessary to be consulted on this application
- Highways Authority: No objection subject to conditions; See Main Report
- Thames Water Utilities Limited: No objection subject to a condition requiring a drainage strategy
- Environment Agency Thames Region: Deemed to either have a low environmental risk
- Environmental Development: The report does not identify any unacceptable risks from contamination at the site. The report findings are accepted and agreed that an intrusive investigation is not likely to be necessary. However, informatives are recommended to ensure a watching brief is undertaken throughout the redevelopment to report any unexpected contamination and that topsoil is suitable for use.

Residents:

Comments received were from individuals, residents groups including one with 48 signatures: The main points raised can be summarised as:

- Does not enhance the historic Victorian character of the area,
- Out of keeping
- Significant reduction in openness
- Institutionalisation of CA
- Too close to Rawlinson Road properties
- Unusual geometric shape of the “pavilion” blocks, large featureless windows at odds with the prevailing architecture; Ugly.
- Too high and dominate views for neighbours
- Unrelieved walls facing neighbours
- Increase in vehicle movement within the site
- New Banbury Road access route will lead to increased noise, air, and light pollution
- Does not conserve its biodiversity
- Bats on the site and other animal species
- Orchard should be protected
- Construction traffic to access should be via Banbury Road not Staverton Road
- Construction work and deliveries should limited to between 8.00am and 5.00pm on weekdays
- The overall impact on a large and significant part of the Conservation Area is quite positive.
- Welcome the additional accommodation for Univ graduate students.
- Principle of development on this area acceptable, support provision of dedicated student accommodation

- Concern of conflict between construction traffic and cyclists on Staverton Road; suggest temporary signing for diverting cyclists through a more appropriate route; well used by school children walking and cycling.

Pre – App Discussion:

The Applicant undertook extensive joint pre-app discussion together with Fairfields with Officers of the Council, ODRP and the community. A public consultation event was held on 17th and 18th October 2014.

The ODRP supported the two applicants' collaboration and aim to create an excellent place for elderly and post-grad students, recognising it represented a unique opportunity to create special place for the two generations to enjoy. They felt that the joint proposals needed an improved site wide masterplan which encompassed landscaping, movements and access, and building principles. They suggested sharing the orchard and vegetable garden with the elderly residents and students. In relation to the Fairfields proposal, in their view the relationship between the pavilions and the residential home was cramped with the change in ground levels between the two developments causing an uncomfortable relationship and unclear access through the sites. However, the Panel praised the proposal as ambitious and inspiring for new student accommodation in Oxford and commended the creative approach, sensitivity to context and successful interpretation of housing in a backland site.

The Applicant and Architects, both Univ and Fairfield's, individually and collectively responded to these comments. The levels between Univ and the building were removed and, whilst a good deal of landscaping had already been proposed, a site wide landscape masterplan, landscape strategy and Narrative and planting plans for soft/ hard landscape plan were produced.

Officers Assessment:

Site Description:

1. The application site lies to the rear of 115 Banbury Road, currently operating as a private residential home known as Fairfield House (Fairfields), and adjacent to the existing University College Oxford (Univ) campus accessed from Staverton Road, known as 'Stavertonia'. The site lies within the North Oxford Conservation Area, which is characterised in part by Victorian villas and academic buildings within generous gardens, with mature trees and planting.
2. Univ proposes to extend their current student accommodation by providing 6 pavilion buildings within the rear garden of Fairfields for 30 post graduate students. Fairfields itself is understood to be now substandard to its functional requirements and upgrading of the main building is not possible. It is therefore proposed to construct a new purpose built care home (15/01104/FUL refers) and Fairfields would be used for student accommodation in the future (no change of use would occur). Both sites would be accessed from the Banbury Road via a new access.

3. Officers consider the principal determining issues to be:
 - Principle;
 - Site Layout, Built Form & heritage;
 - Transport;
 - Impact on Neighbours;
 - Landscaping and Trees;
 - Flood risk and Drainage;
 - Biodiversity;
 - Sustainability; and
 - Archaeology

Principle:

4. The proposal seeks to provide post-grad student accommodation for existing students at the College, there by releasing family housing stock back on to the market. There is no intention to increase student numbers as a result. The site lies adjacent to the existing campus for Univ and as such the proposal falls under, and is in accordance with, SHP Policy HP5 which states that permission will be granted for student accommodation on or adjacent to existing University or College academic site or in the City Centre.
5. SHP Policy HP6 sets out the requirement to either provide or contribute towards affordable housing on student accommodation of over 20 bedrooms, and also criteria for exemption. As the proposal is contiguous with an existing University site where student accommodation is provided, the proposed development is exempt from this Policy requirement.
6. Policy CS25 of the Core Strategy encourages the provision of high quality purpose-built student accommodation buildings that do not significantly harm the amenity enjoyed by local residents. The policy also states that the Council will seek appropriate management controls to restrict students from bringing cars to Oxford through the imposition of appropriate conditions or planning obligations. Such conditions are recommended by officers in the development is permitted.

Site Layout, Built Form & Heritage:

7. Local planning authorities have a duty to have special regard to the preservation or enhancement of designated heritage assets, (e.g. listed buildings and conservation areas). The NPPF encourages local planning authorities to look for opportunities to better reveal or enhance heritage assets and their settings and states that proposals that do make a positive contribution should be treated favourably.
8. In considering the impact of a proposed development the NPPF states that the significance of a designated heritage asset should be considered and great weight given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of a heritage asset or development within its setting.

As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification, measured in terms of the public benefits to be delivered through the proposal.

9. Policy CP1 of the Oxford Local Plan states that planning permission will only be granted for development that shows a high standard of design that respects the character and appearance of the area and uses materials of a quality appropriate to the nature of the development, the site and its surroundings. Policy CP6 states that development proposals should make the best use of site capacity but in a manner that would be compatible with both the site itself and the surrounding area. Policy CP8 suggests that the siting, massing and design of any new development should create an appropriate visual relationship with the form, grain, scale, materials and detailing of the surrounding area.
10. Policy HE7 of the Oxford Local Plan states that planning permission will only be granted for development that preserves or enhances the special character and appearance of conservation areas and their settings and policy CS18 of the Core Strategy emphasizes the importance of good urban design that contributes towards the provision of an attractive public realm.
11. The site lies within the North Oxford Conservation Area and a Heritage Assessment (HA) has been submitted as part of the proposed development, which also relates to the adjacent application for Univ. The HA discusses the heritage significance of the Conservation Area and Officers concur with its findings. This part of the Conservation Area is characterised by large dwellings within generous gardens, set back from the road with walls and hedges bounding the footpaths. The area has a 'leafy quality' with large trees and shrubs visible in both front and back gardens.
12. The site also forms part of that character; the large rear garden to Fairfields contains glass houses, orchard and a large area of lawn, bounded by brick walls and interspersed with individual and groups of mature and semi-mature trees and shrubs. Redcliffe Maud is set with a walled rose garden and areas of lawn divided by clipped hedging, creating several different garden 'rooms'. Adjacent to it are two mid 20thC student accommodation blocks. Redcliffe Maude House, whilst a fine villa in the Arts and Crafts style, is not listed and is used for teaching and offices by Univ. Immediately adjacent to the north would be the proposed new residential home by Fairfield's and to the south the existing houses on Rawlinson Road.
13. The development consists of 6 individual pavilion buildings linked at lower ground level by shared amenity space. The external appearance is very contemporary in form and appearance. The buildings are two storeys above ground with inset hidden terraced areas curtain glazing to the circulation spaces to the rear. The roofs are a contemporary interpretation of traditional pitched roof in zinc, and windows and door openings would be frameless, treated in a very simple form. The walls would be in stone coloured bricks to reflect the stone seen elsewhere in the City. It is considered that the layout and form of the proposed buildings as garden pavilion buildings is appropriate

within the rear garden of Fairfields, reflecting the character of the conservation area. The ODRP thoroughly supported the sculptural architectural style, height, massing and layout (internally and externally) stating it was inspiring and ambitious. This opinion has not changed at application stage.

14. In relation to the new Fairfields residential home adjacent, the distance between the buildings is approximately 3m which is considered sufficient for it not to appear overbearing or cramped. It would sit alongside the Mid-20th Century existing student accommodation and near to Thackley End.
15. The proposal also involves the demolition of some small parts of the existing home to facilitate the new access. Officers consider that this would not be detrimental to the character and appearance of the existing building and materials used should match the existing as far as possible.
16. Comments raised by neighbours that the proposal is backland development, out of keeping in appearance and harmful to the character and appearance of the CA and, destroying the leafy quality, have been taken into consideration.
17. It is considered that the architectural design whilst uncompromisingly modern represents a high quality design that would enhance the character of the area whilst appropriately responding to its context. It would appear as a series of two storey dwellings and which are appropriate in height and massing (individually and collectively). Views to it from public vantage points would be limited. It is therefore considered that the proposal would not be harmful to the character and appearance of the conservation area providing much needed student accommodation and making the optimum use of land. It is considered that the proposal is in accordance with Policies CP1, CP8, CP9, CP10, HE3 & HE7 of the OLP, CS18 of the Cores Strategy and the NPPF.

Transport:

18. A detailed Transport Assessment was submitted and supplemented in response to comments from the Highways Authority. It is proposed to create a new access from Banbury Road that essentially serves the residential home for visitors and dropping off, ambulances and the like, but would also serve the Univ student accommodation at the beginning and end of terms only. The development would be car free (the 6 car parking spaces provided along the new access are solely for use by the new Home) and servicing and delivery movements would take place from Staverton Road as existing.
19. The HA commented that as part of the Oxford Transport Strategy, Banbury Road is proposed to operate as a Mass Rapid Transit route. It therefore raised concerns regarding the proposed new access as having a potentially adverse impact on future Mass Rapid Transit (MRT) operation. However, on the basis of further information submitted and the fact that there only be parking at the beginning and end of term, the HA on balance, considered the proposal unlikely to result in a significant impact on the operation of a MRT system in future.

20. The HA recommended conditions including a construction travel management plan, sustainable drainage and a Student Accommodation Management Plan to be implemented to control parking demand at the start and end of term. The latter to incorporate a booking system to avoid over-subscription of the parking spaces which could result in an adverse impact on the operation of Banbury Road with vehicles waiting for car parking spaces to become available. The booking system will also help control the traffic generation of the site by spreading trips across the day. Furthermore Officers recommend a condition which would control students bringing cars to Oxford in line with our usual practice.
21. Cycle parking is to be provided with in the existing college grounds. SHP Police HP15 requires a minimum of 3 spaces per 4 study bedrooms, which can be reduced to 1 space per 2 study bedrooms where they are located close to their main studying and teaching facilities. A minimum of 15 spaces would be required. It is proposed to locate these 15 cycle stands within the cycle storage on the existing college campus, which could be suitably secured by condition.

Landscaping:

22. The OLP requires that as far as possible existing trees and other landscape features are successfully retained within new development and that new trees and new soft landscaping including tree planting is included whenever it is appropriate. Planning permission will not usually be granted for development proposals which include the removal of trees, hedgerows and other valuable feature that form part of a development site where this would have a significant adverse impact upon public amenity or ecological interest; Policy NE15.
23. The application includes a joint site-wide Univ and Fairifelds Landscape Masterplan, Landscape Strategy & Narrative, Detailed Planting Plans, an Arboricultural Tree Report, and a Conservation Area Tree Assessment. The latter has assessed the character of the area in relation to trees and landscape and an arboricultural report which accurately records existing trees growing within and adjacent to the application site in a tree survey to BS5837:2012. An arboricultural impact plan which identifies trees to be removed and retained, and a preliminary tree protection plan which includes proposals for protecting retained trees during the construction phase. The detailed planting proposals are underpinned by the Landscape Masterplan, Strategy & Narrative which has taken on board ODRP comments.
24. It is proposed to remove a large number of individual and group of trees, all of which are categorised as moderate to low quality and value. However, it is also proposed to plant 16 new ornamental trees, 8 orchard fruit trees and 8 espalier fruit trees, including; 2 heavy standard Himalayan birch and a heavy standard incense cedar along the boundary with Staverton Road; a semi-mature silver birch, 2 extra heavy standard sized flowering cherry trees and an extra heavy standard sized Judas tree along north side of the new entrance drive; and, an extra heavy standard flowing cherry tree and 4 snowy mespilus at the front of the proposed replacement residential care home.

25. It is considered that although the proposals include the removal of a number of trees and hedges, most of these are not visible in any public views. However, the 2 false acacia trees that stand in the densely planted garden area east 19A Staverton Road near to the boundary with Thackley End, are visible as skyline trees along a short section of Staverton Road when looking north between Nos. 19 and 21. It is proposed to plant 2 new Himalayan birch trees and an incense cedar along the southern boundary of the application site within this gap and this will go some way to mitigating the loss of trees in this view. However, further mitigation could be achieved by adding an additional 2 new semi-mature false acacia trees to the planting proposals in this area, which could reasonably be secured by condition.
26. The existing false acacia trees are very tall and the very tops of their crowns can also be seen from in gaps between properties from the street in Rawlinson Road. However, these are long distance views and it is considered that their loss will not be significant in these views.
27. Also, the mature silver birch (3006) and Lawson cypress (3005) trees which stand adjacent to the site boundary are visible in public views from the section of Banbury Road adjacent to the site, as is the top of the crown of the walnut (3001). Their removal and the construction of a new vehicular access from Banbury Road will open up new views into the site and trees beyond. New planting will include 2 new small leaved lime trees planted along the Banbury Road frontage south of the new vehicular access and a semi-mature silver birch planted close to the new entrance and this, together with other planting along the verge or the north side of the vehicular access which includes new cherry and Judas trees, will ensure that the change is not harmful.
28. Some of the trees that will be removed will be seen in private views from neighbouring residential properties in Staverton Road, Thackley End, Rawlinson Road and Woodstock Road. The presence of other trees in these private views, including trees retained within the application site, existing trees within adjacent properties, including a row mature lime trees that grow along the southern boundary of Thackley End and existing trees within the rear gardens of the other properties, will ensure that in most cases the residential amenities of neighbouring are not significantly harmed by these tree removals. Proposed new tree planting, including for example new trees planted along the boundary with properties in Staverton Road will further mitigate any impact on neighbours.
29. However, removal of the vegetation which is growing in the garden area of the bungalow near to the boundary of Thackley End, which includes the 2 tall false acacia trees (3168 and 3169) and a row of Leyland cypress and other boundary trees (TG3023 and TG3022), will affect existing private views towards the site from those adjacent Thackley End flats that have an outlook to the west. This garden area will be replaced by the new home and due to the proximity to the boundary there is not opportunity to plant trees to mitigate this change.

30. The draft North Oxford Victorian Suburb Conservation Appraisal and the Conservation Area Tree Assessment submitted both identify the significance of the leafy character of the area and the importance of trees to that. Although the proposals will reduce canopy cover in the area to some degree, it is considered that the proposed new soft landscaping and tree planting is appropriate to the area and will ensure that the site retains a leafy appearance and character and thus would not be harmful to the Conservation Area.
31. The preliminary tree protection plan includes proposals which are appropriate to ensure that retained trees are adequately protected during the construction phase, for example including no-dig construction for the hard surfaces proposed within the Root Protection Area of the lime trees which stand adjacent to the site within Thackley End, the trees adjacent to the boundary within the North Oxford Overseas centre, 117 Banbury Road and the retained veteran oak tree (adjacent to the car park). The concerns of residents, in particular of Thackley End residents regarding impact on their lime trees as a result of the new access road, have been taken into account. If planning permission is granted more detailed final tree protection proposals and arboricultural method statements would be required for approval before any work starts on site as will the location and construction method of all new underground services and drainage to ensure they are not harmed during or post construction.

Impact on Neighbours:

32. The most affected neighbours would be those properties adjacent on Rawlison Road. The proposed development would be over 47m away, 5m from the joint boundary, which is characterised by hedging, shrubs and trees. The side elevations of the two pavilions nearest would have windows and first and second floor to bathrooms and secondary bed windows. It is proposed to obscure glaze these windows. In addition it is proposed to plant pleached trees between the building and the boundary to further screen views. It is considered therefore that the proposal would not cause harm as a result of overlooking and loss of privacy. Furthermore, whilst it is acknowledged that the outlook for Rawlison Road residents will change, the development would not be intrusive, overbearing or cause loss of day/ sunlight or overshadowing. It therefore accords with Policies CP1 and CP10 of the OLP and HP14 of the SHP.

Flood Risk and Drainage:

33. A Flood Risk and Drainage Strategy was submitted and concludes that the site of the proposed building is located in Flood Zone 1 and has a low risk of fluvial, surface water and tidal flooding to the proposed building. The proposed development will not increase the risk of flooding on or off site. Any risk of ground water and sewer flooding to the basements can be mitigated by appropriate waterproofing and non-return valves. The surface water drainage will discharge into the ground via infiltration SuDS methods subject to further infiltration tests or a restricted connection to the public sewer subject to approval by Thames Water. Again, foul drainage from the proposed building

will discharge via gravity into the public foul sewer system subject to agreement with Thames Water.

34. The EA has not commented as it considers the site low risk and Thames Water has not objected, and in relation to Fairfields not objected but requested a Grampian style condition requiring a drainage strategy. It is considered therefore development is in accordance with Policy NE14 of the OLP.

Biodiversity:

35. A Phase 1 Habitat Survey and Bat Survey Report by Bioscan was submitted for this application, and an updated bat survey has been subsequently undertaken by Bioscan to assess the presence or not of bat roosts within the buildings to be demolished in June this year. Officers consider the botanical and ornithological elements of this report are considered to be appropriate to use in 2015. The survey study area includes that of the adjacent Univ application (15/01102/FUL) and the findings and proposed measures are applicable to both sites.
36. The assessment states that the study area has no statutory or non-statutory nature conservation designation. No specially protected species were identified as resident within the study area during the surveys or are known from background records to be present. In particular no evidence of bats roosting in the buildings or trees affected by the proposals has been found and no roosts have been identified. Four bat species were detected incidentally during the bat surveys foraging and commuting within the study area. The study area is however assessed to be of only limited value to bats for foraging due to the largely ornamental and/or well-maintained nature of the habitats present and large areas of buildings and hardstanding. Retention of a large number of the mature trees within the overall study area will ensure that commuting activity through the study area is not significantly affected.
37. No other additional protected species surveys are regarded as necessary, bird species found were reflective of the presence of mature garden habitats and no particular constraint was identified over and above the standard legal protection afforded to all nesting birds. The existing orchard (to the rear of Staverton and Thackley End properties) is of interest but considered too small and isolated by its urban context to be likely to support significant secondary biodiversity interests.
38. The report states that the proposed development is not likely to change local conditions to an extent that could be detrimental to the conservation status of any bird or bat species. An addendum containing details of bird and bat enhancement measures have been submitted with this application, including bat and bird boxes.
39. Officers concur with the findings of the report(s) and the survey mitigation and enhancement measures contained therein. The orchards retention is welcomed and additional tree planting proposed would mitigate the loss of any

foraging or nesting habitat. A condition is recommended in accordance with the conclusions and recommendations including the provision of bat and birds boxes in accordance with policy CS12 of the CS and the NPPF.

Sustainability:

40. An Energy Efficiency statement has been submitted to show how 20% on site renewables can be achieved in accordance with Policies HP11 of the SHP and Core strategy CS11. It states the development would achieve a 20% reduction in carbon emissions, by installing an on-site combined Heat and Power System, coupled with highly efficient gas fired boiler. The proposal would therefore accord with Policies HP11 of the SHP and CS9 of the CS.

Archaeology:

41. The site is of interest because of the scale of the proposed development and its central location on the Summertown-Radley gravel terrace, in an area that has not been subject to much previous archaeological investigation and where dispersed Prehistoric and Roman rural settlement might be anticipated, bearing in mind the pattern of settlement evidence to the north and south along the terrace. A targeted geophysical survey has undertaken at this site by Stratascan (2014) and archaeological desk based assessment has been produced for this site by CgMs Ltd (2015) for the joint Univ and Fairfields sites. In this instance the limited geophysical survey did not identify any strong anomalies of likely archaeological origin and it is noted that the site is constrained in terms of pre-determination access for trenching.
42. The NPPF states the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Where appropriate developers should be required to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.
43. In this case, bearing in mind the results of the Heritage Impact Assessment, Officers consider that any consent granted for this development should be subject to condition requiring the archaeological investigation take the form of targeted building recording and watching brief in accordance with Policy HE2 of the OLP and the NPPF.

Conclusion:

44. The development would provide good quality sustainably located student accommodation in a location that is unlikely to give rise to material harm to the living conditions of occupiers of residential properties. It represents efficient use of brownfield land, and whilst back land development, would not be

harmful to the character and appearance of the Conservation Area. Loss of any significant trees would be mitigated by new planting and works close to significant trees would be carefully controlled. Officers therefore recommend that planning permission is granted, subject to conditions.

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: 15/01102/FUL & 15/01104/FUL

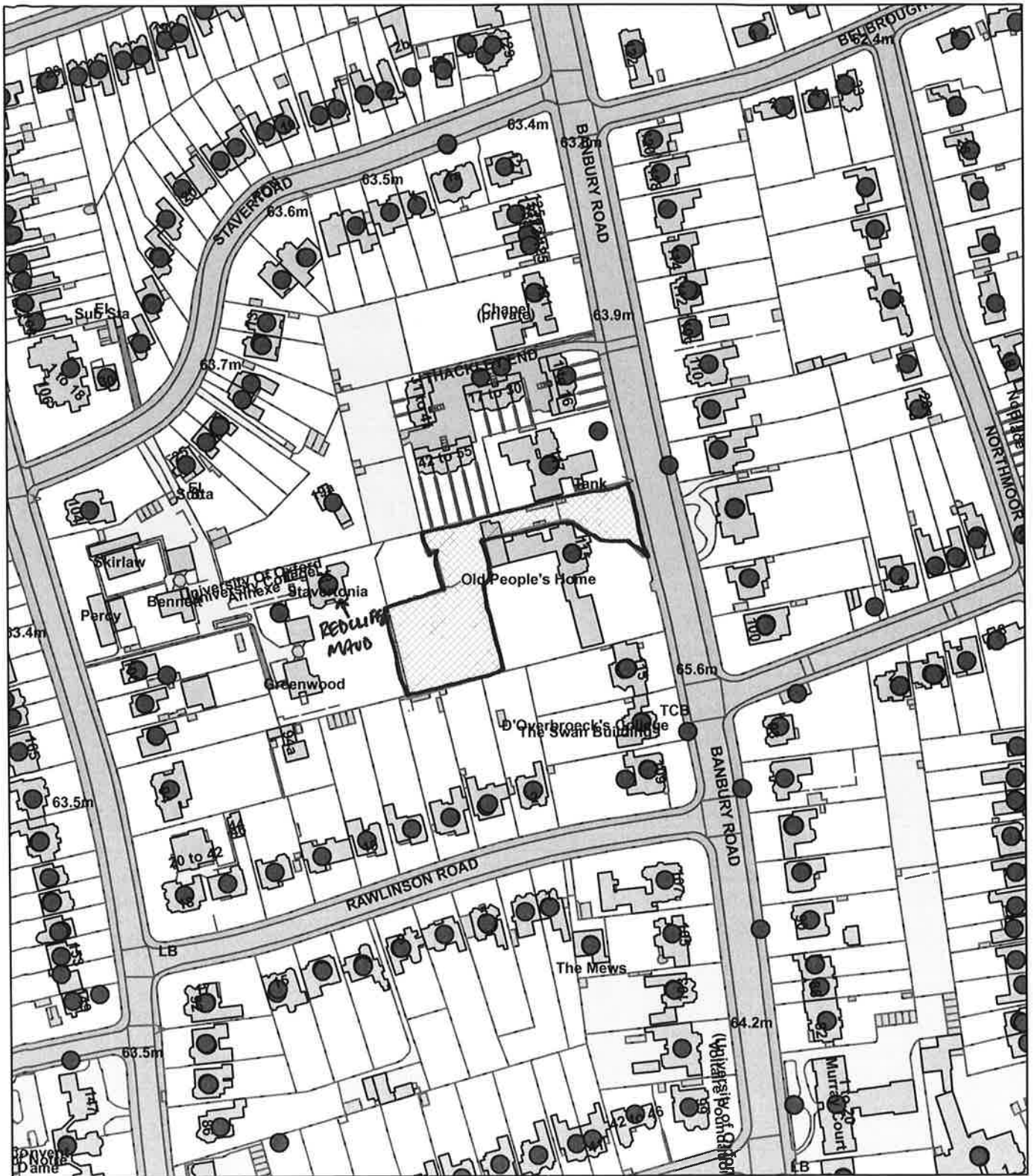
Contact Officer: Felicity Byrne

Extension: 2159

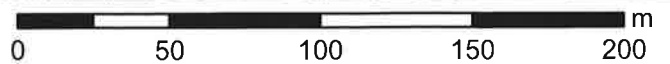
Date: 11th August 2015

Appendix 1

15/01102/FUL - Rear of 115 Banbury Road



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Ordnance Survey 100019348.



Oxford City Council

West Area Planning Committee

11th August 2015

Application Number: 15/01104/FUL

Decision Due by: 22nd July 2015

Proposal: Demolition of existing bungalow, part of existing Fairfield Residential Home and various outbuildings. Erection of replacement residential care home consisting of 38 bedrooms, communal and ancillary facilities on 1, 2 and 3 storeys, together with extension and alteration to existing garage to rear of 25 Staverton Road to form manager's accommodation. New vehicular access from Banbury Road, 18 car parking spaces and landscaped garden.

Site Address: Part Of 115 Banbury Road University College Annexe 19A
And 25 Staverton Road Staverton Road, **Appendix 1.**
Oxford Oxfordshire

Ward: St Margarets Ward

Agent: Kemp & Kemp

Applicant: Fairfields Residential Care Home

Recommendation: West Area Planning Committee is recommended to approve the application for the following reasons and subject to and including conditions listed below.

Reasons for Approval:

- 1 The development is considered to provide for an identified need for retirement accommodation in an appropriate design and form. It would not harm the character and appearance of the Central Conservation Area, which is a designated heritage asset. Any loss of trees that are important within public views are suitably mitigated for by new planting. There would be no harm to adjoining neighbours. The proposal accords with the Policies contained within the Local Development Framework and NPPF.
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.

Conditions:

1. Time – outline / reserved matters
2. Plans – in accordance with approved plans
3. Exclude details and resubmit; roof plant room
4. Materials – samples agree prior to construction
5. Works to historic walls; re-use materials and make good etc
6. Biodiversity – measures for wildlife
7. Construction Traffic Management Plan – details prior to construction
8. Cycle & bin storage – further details prior to substantial completion
9. Sustainability – in accordance with details submitted
10. SUDS – build in accordance with
11. Landscape plan in accordance with submitted documents and plans
12. Landscape – planting carry out after completion
13. Trees - Hard Surfaces – tree roots)
14. Trees - (Underground Services – tree roots)
15. Trees - (Tree Protection Plan)
16. Trees - (Arboricultural Method Statement)
17. Details of boundary treatment prior to occupation
18. Archaeology – WSI
19. Obscure glazing

Community Infrastructure Levy (CIL):

The development is liable for CIL.

Principal Planning Policies:

Oxford Local Plan 2001-2016 (OLP)

- 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
- CP22 - Contaminated Land
- TR1 - Transport Assessment
- TR3 - Car Parking Standards
- TR4 - Pedestrian & Cycle Facilities
- TR12 - Private Non-Residential Parking
- TR13 - Controlled Parking Zones
- TR14 - Servicing Arrangements
- NE14 – Water and sewerage infrastructure
- NE15 – Loss of trees and hedgerows
- NE16 – Protected trees
- NE21 - Species Protection
- NE23 - Habitat Creation in New Developments

HE10 - View Cones of Oxford

Core Strategy (CS)

CS1 – Hierarchy of Centres

CS2 - Previous developed land & greenfield land

CS9 - Energy & natural resources

CS10 - Waste & recycling

CS12 - Biodiversity

CS13 - Supporting access to new development

CS17- Infrastructure & Developer contributions

CS18 – Urban Design, townscape character and historic environment

CS19 - Community safety

CS22 -Level of housing growth

CS24 - Affordable housing

CS23 - Mix of housing

Sites and Housing Plan

HP2_ - Accessible and Adaptable Homes

HP3_ - Affordable Homes from Large Housing Sites

HP9_ - Design, Character and Context

HP11_ - Low Carbon Homes

HP12_ - Indoor Space

HP13_ - Outdoor Space

HP14_ - Privacy and Daylight

HP15_ - Residential cycle parking

HP16_ - Residential car parking

Other Planning Documents

Supplementary Planning Documents:

- National Planning Policy Framework
- Balance of Dwellings SPD
- Natural Resource Impact Analysis SPD
- Parking Standards, Transport Assessment and Travel Plans SPD

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Public Consultation:

Statutory Consultees Etc.

- Oxfordshire Architectural & Historical Society:
 - Object to backland development
 - Banal Architecture
 - scale and density are inappropriate
 - Loss of tree regrettable
 - Loss of boundary walls regrettable
 - Increase in traffic [from both developments]
 - Pleased retaining the coach house

- Historic England Commission: It is not necessary to be consulted on this application
- Highways Authority: No objection subject to conditions; See Main Report
- Thames Water Utilities Limited: No objection subject to a condition requiring a drainage strategy
- Environment Agency Thames Region: Deemed to either have a low environmental risk
- Environmental Development: The report does not identify any unacceptable risks from contamination at the site. The report findings are accepted and agreed that an intrusive investigation is not likely to be necessary. However, informatives are recommended to ensure a watching brief is undertaken throughout the redevelopment to report any unexpected contamination and that topsoil is suitable for use.

Residents:

Comments received were from individuals, Thackley End Management team on behalf of their residents and a petition contacting X signatures: The main points raised can be summarised as:

- Out of keeping with the character and appearance of the Conservation Area
- Backland development;
- Overdevelopment
- Significant reduction in openness
- Institutionalisation of CA
- Too high
- Too close/ overbearing/ loss of privacy to Thackley End garden and flats
- Loss of trees/ screening and harmful to their roots (particularly Limes)
- Harmful to visual amenity from neighbouring properties
- Noise and disturbance from construction
- Loss of light
- Light to northerly ground floor flat in Thackley End is adversely/ heavily impacted by the height of the existing Leylandii hedge between Thackley End and new building (west boundary).
- Design of the new Fairfield accommodation is underwhelming; similar to an office block with repetitive windows of equal size on three sides.
- Brick facing more appropriate to CA
- Unclear what will happen to Fairfields in the future
- The overall impact on a large and significant part of the Conservation Area is quite positive.
- It will provide a long term future for the residents of Fairfield
- welcome the additional accommodation for OU graduate students.

- Principle of development on this area acceptable, support provision of dedicated student accommodation
- Concern of conflict between construction traffic and cyclists on Staverton Road; suggest temporary signing for diverting cyclists through a more appropriate route

Pre – App Discussion:

The Applicant undertook extensive joint pre-app discussion together with Univ with Officers of the Council, ODRP and the community. A public consultation event was held on 17th and 18th October 2014 and further consultation with Thackley End Management on behalf of its resident was done on 5th March 2015.

The proposed residential home has undergone several reiterations, not least as a result of the comments from the ODRP. They supported the two applicants' collaboration and aim to create an excellent place for elderly and post-grad students, recognising it represented a unique opportunity to create special place for the two generations to enjoy. They felt that the joint proposals needed an improved site wide masterplan which encompassed landscaping, movements and access, and building principles. Specifically in relation to the new residential home they considered that whilst the quantum of development was acceptable the layout, height and massing did not relate to the garden setting, the elevations should be simplified using classical architectural principles, and the entrance from Banbury Road better identified. They suggested balconies, sharing the use of the rose garden to Redcliffe Maud House adjacent, and increasing the residents south facing internal garden space. Furthermore they suggested sharing the orchard and vegetable garden with the students. In relation to the Univ proposal, the new home in their view appeared cramped with the change in ground levels between the two developments causing an uncomfortable relationship and unclear access through the sites. However, the new Manager's house, was highly praised as simple and elegant, successfully combining old and new architecture.

The Applicant and Architects, both Univ and Fairfield's, individually and collectively responded to these comments. The levels between Univ and the building were removed and, whilst a good deal of landscaping had already been proposed, a site wide landscape masterplan, landscape strategy and Narrative and planting plans for soft/ hard landscape plan were produced. Specifically in relation to the new residential home Fairfield's chose a contemporary architectural response with a simplified window rhythm and use of three materials; stone, wood and render. Initially the proposal had balconies within a stone framework, however latterly the balconies were removed due to cost, health and safety issues and residents' preference, but the stone framework retained to add interest. The entrance has been more defined.

In relation to Thackley End, comments were received on the first design in October 2014 and then further on the new design in March 2015. The residents were concerned about the following:

- The new access and pedestrian safety along Banbury Road;
- Intensification of the Staverton Road access;
- Impact on the existing Lime trees adjacent to new access road;

- The high concentration of institutional uses within the locality and the long term impact that this might have on the character of the area;
- Close proximity of the new building to Thackley End residents; and
- Noise and disturbance associated with the construction works.

Their further comments in March indicated that they considered progress had been made in their view, for example the proposed flat green roof on the two-storey section immediately adjacent to the Thackley End boundary was improved. However, they still had concerns amongst other things regarding the overall appearance, proximity to them, direct overlooking and future failure to retain or protect their trees.

Officers Assessment:

Background to Proposals.

Site Description:

- 1 The application site lies to the rear of 115 Banbury Road, currently operating as a private residential home known as Fairfield House (Fairfields), and also on land adjacent owned by University College Oxford (Univ) known as 'Stavetonia'. It is unusual in shape and extends to the rear of properties on Staverton Road and Thackley End, see Site Plan **Appendix 1**. The site lies within the North Oxford Conservation Area, which is characterised in part by Victorian villas and academic buildings within generous gardens, with mature trees and planting.
2. Fairfield House itself is now substandard to its functional requirements and upgrading of the main building has been explored but is not possible. It is therefore proposed to construct a new purpose built residential home within the grounds of both Fairfields and Univ. It also includes demolition of an existing bungalow and rebuilding of a house, for use by the care home manager, by converting and extending the old coach house which lies to the rear of No.25 Staverton Road (also owned by Univ). Part of a later extension to Fairfields is to be demolished to allow the new access from Banbury Road.
3. Officers consider the principal determining issues to be:
 - Principle;
 - Site Layout, Built Form & heritage;
 - Transport;
 - Impact on Neighbours;
 - Landscaping and Trees;
 - Flood risk and Drainage;
 - Biodiversity;
 - Sustainability; and
 - Archaeology

Principle:

4. The submitted statement of need for the new care home is noted and also that the care home cannot be suitably or economically adapted to meet the needs of the occupiers and requirements of the Care Quality Commission. It is considered that the replacement care home would meet the requirements set out in the Core Strategy to provide a mix of housing and meet the needs of the community (Policy CS23) whilst making best use of previously developed garden land in accordance with Policy CS2 and the principles of HP10 of the SHP. Therefore the development is considered acceptable in principle.

Site Layout, Built Form & Heritage:

5. Local planning authorities have a duty to have special regard to the preservation or enhancement of designated heritage assets, (e.g. listed buildings and conservation areas). The NPPF encourages local planning authorities to look for opportunities to better reveal or enhance heritage assets and their settings and states that proposals that do make a positive contribution should be treated favourably.
6. In considering the impact of a proposed development the NPPF states that the significance of a designated heritage asset should be considered and great weight given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of a heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification, measured in terms of the public benefits to be delivered through the proposal.
7. Policy CP1 of the Oxford Local Plan states that planning permission will only be granted for development that shows a high standard of design that respects the character and appearance of the area and uses materials of a quality appropriate to the nature of the development, the site and its surroundings. Policy CP6 states that development proposals should make the best use of site capacity but in a manner that would be compatible with both the site itself and the surrounding area. Policy CP8 suggests that the siting, massing and design of any new development should create an appropriate visual relationship with the form, grain, scale, materials and detailing of the surrounding area.
8. Policy HE7 of the Oxford Local Plan states that planning permission will only be granted for development that preserves or enhances the special character and appearance of conservation areas and their settings and policy CS18 of the Core Strategy emphasizes the importance of good urban design that contributes towards the provision of an attractive public realm.
9. The site lies within the North Oxford Conservation Area and a Heritage Assessment (HA) has been submitted as part of the proposed development, which also relates to the adjacent application for Univ. The HA discusses the heritage significance of the Conservation Area and Officers concur with its

findings. This part of the Conservation Area is characterised by large dwellings within generous gardens, set back from the road with walls and hedges bounding the footpaths. The area has a 'leafy quality' with large trees and shrubs visible in both front and back gardens.

10. The site also forms part of that character; the large rear garden to Fairfields contains glass houses, orchard and a large area of lawn, bounded by brick walls and interspersed with individual and groups of mature and semi-mature trees and shrubs. Redcliffe Maude House within 'Stavetonia' is set with a walled rose garden and areas of lawn divided by clipped hedging, creating several different garden 'rooms'. Adjacent to it are two mid 20th C student accommodation blocks. Redcliffe Maude House, whilst a fine villa in the Arts and Crafts style, is not listed and is used for teaching and offices by Univ. Thackley End to the north and north east of the site is a series of Mid 20th C blocks of flats with shared garden spaces and with a parking court. To the north the existing bungalow is set within a large garden area, made up of trees, large shrubs and mainly grass. The site plan shows the context at **Appendix 1**.

11. The building layout itself is unusual in shape constrained by historical boundaries, significant trees and existing buildings and therefore the proposal itself is unusual in form and footprint as a result, folding itself round Redcliffe Maude House and in between the boundaries of Fairfields House, Redcliffe Maude and Thackley End flats. See **Appendix 2** for the site layout.

12. The proposed building has been through several transformations and reiterations during the pre-application process, particularly as a result of comments from the Oxford Design Review Panel (ODRP). It has been designed, in collaboration with the Univ proposal adjacent, to create a series of buildings, or pavilions, within a garden setting. These linked buildings create essentially an L-shaped building that wraps around Redcliffe Maude, ranging from a maximum of three storeys to the frontage as seen from Banbury Road, two storeys adjacent to Thackley End and down to single storey to the rear when viewed from Staverton Road. These individual parts of the overall proposal seek to reinforce the existing 'garden rooms' such as the rose garden and also create new ones such as the residents' sun garden. The link also seek to indicate the historic wall along Fairfield's boundary. The architectural style is contemporary in form, as a direct result of comments from ODRP and materials proposed are stone, wood and render. The main element of the building containing the majority of the bedrooms has a flat parapet roof and windows framed by a stone surround. Elsewhere the roofs are also flat covered with a green roof covering and again the stone surround is used around the bedroom windows.

13. The ODRP has undertaken a further desktop review requested by Officers, given the change in the architecture of the proposal. The Panel considered that the new design did not go far enough in addressing previous shortcomings in the design, although it did acknowledge that the height and quantum of development was acceptable. It also acknowledged the further landscape strategy / plan work done, including the creation of the new garden

spaces and route and uses through the two sites, and recommended a lighting strategy be undertaken. However, the Panel considered that the proposal did not meet their expectations in terms of architectural response and response to the landscape setting. It considered the would appear cramped and bulky between the Univ development, Redcliffe Maud and site boundaries. Improvements could be made by emphasising further the 'pavilion buildings within a garden approach, linking spaces together (e.g. kitchen and dining room) and reducing bulk. Improvement could be made to the rear staff and servicing area to make it more inviting through landscaping and framing the space using the kitchen building. Whilst they applauded the improvements to the front of the Home from Banbury Road, the entrance could be further emphasised and the entrance hall given more space internally. They criticised the stone framework around the windows without the balconies within to serve its purpose and felt health and safety concerns could be designed out. However, they still commended the simple and elegant manager's house.

14. The Applicant has responded to their comments and considers that the new proposal does relate to its garden setting and consider the bulk of the buildings does adhere to the pavilion building principle, whilst also responding to the functional requirements of the home itself. Suggestions made by ODRP in relation to the west servicing / staff entrance and car park area cannot be done due to the constraints imposed by the existing trees, not least the very large and old oak tree. The design intention here has specifically been to make this area appear subservient and distinct from the front main entrance. Specifically in relation to the front entrance the design intention is that of a domestic hallway and arrival at 'home' rather than an institution, and thus not overwhelm residents with large spaces or dramatic architectural gestures. Furthermore in relation to balconies, notwithstanding that they would have to be entirely encased in glass or some other measure to prevent falling and thus negate the purpose of a balcony, the residents themselves, when consulted, did not want them as they prefer to sit together in the communal areas.
15. Comments raised by neighbours that the proposal is backland overdevelopment, out of keeping in appearance and harmful to the character and appearance of the CA and, destroying the open leafy quality, have been taken into consideration.
16. Officers consider that, notwithstanding comments from ODRP, the contemporary architectural form and the varied height and massing of the proposal are considered acceptable in this location. There is much to be applauded in the proposed design, particularly when viewed together with the Univ proposal and in the context of previous discarded designs. Given the Mid 20th Century buildings adjacent and nearby it is considered that the contemporary architecture is not necessarily out of place and would not appear harmful to the character and appearance of the Conservation Area. Whilst it is development in the rear garden area the proposal would appear as series of linked buildings within a garden setting and this again is considered appropriate and respects the existing character. The only element that

Officers considers inappropriate is the plant room on the roof, which does not appear subservient or sufficiently integrated to the whole design. It is considered that it could be re-housed within the building and this could be explored further by excluding it from the plans and requiring further details to be submitted, should Committee support the application.

17. It is acknowledged that this is an unusual building layout, but this has been derived mostly by the constraints formed by key significant trees that could not be lost and is therefore considered acceptable. The design has taken into account the old historical boundary with Thackley End and sought to reinforce it by separating the main building with a glazed link at this point. During the pre-app process the internal rear gardens and south facing courtyard gardens were made bigger in response to ODRP comments, moving the 2 and 3 storey elements of the building away from Redcliffe Maude to a minimum distance of approximately 21m and 8m at single storey. In Officers opinion it would not appear overbearing, intrusive or overshadowing to it.
18. The proposal also involves the demolition of some small parts of the existing home to facilitate the new access. Officers consider that this would not be detrimental to the character and appearance of the existing building and materials used should match the existing as far as possible.
19. In relation to Univ student accommodation adjacent, the distance between the buildings is approximately 3m which is considered sufficient for it not to appear overbearing or cramped. The Univ buildings would be in buff brick and the stone surround of the new building picks up on this in colour and height on the building. Internally the spaces have been specifically designed to the resident's and staffing requirements and how they would like the building to operate. Although, the ODRP consider more should be done to the main entrance porch and the rear kitchen/service elevation/ area, Officer's consider that what is proposed is acceptable given the design ethos, constraints and justification presented by the Applicant in this case.
20. From the Banbury Road the new building, which is set back over 110m away, is obscured by the existing Fairfield's building, high brick wall boundary wall and boundary trees. Therefore glimpsed views would be only achievable within the new access point onto that road. It is considered that the building would not harm views into our out of the site or the character of the CA from this point. From the Staverton Road end, the views are obscured by existing dwellings and trees and it would not be harmful to views into or out of the site at this point.

Manager's Accommodation:

21. The conversion and extension of the old coach house to the rear of No.25 Staverton Road for the Manager's accommodation again is considered a sustainable re-use for the existing heritage asset. The overall design and form is considered acceptable and is not harmful to the character and appearance of the Conservation Area. Furthermore it counterbalances the loss of the existing bungalow on the site and therefore accords with Policy HP1 of the SHP which states there shall be no net loss of a dwelling on a site.

Adequate internal and external amenity space is provided in accordance with Policies HP12 and HP13 of the SHP and the development has been carefully designed to avoid overlooking, appear overbearing, overshadowing or visually intrusive to neighbours in accordance with HP14 of the SHP. Adequate boundary treatment, bins and cycle storage are proposed in accordance with HP13, HP14 and HP15 of the SHP and can be secured by condition.

22. In conclusion, whilst contemporary in architectural style, it is considered that the development is of a suitable height, form and massing that is appropriate to its context. As such it therefore would not cause harm to known heritage assets but makes best use of available land and provision of much needed care home facilities in accordance with Policies CP1, CP8, CP9, CP10, HE3 and HE7 of the OLP, CS18 of the Core Strategy, HP9 of the SHP, and the NPPF.

Transport:

23. A detailed Transport Assessment was submitted and supplemented in response to comments from the Highways Authority. It is proposed to create a new access from Banbury Road that essentially serves the residential home for visitors and dropping off, ambulances and the like, but would also serve the Univ student accommodation at the beginning and end of terms. 6 car parking spaces are provided along this access and within the turning area. Deliveries, staff car parking and the Managers House would be accessed from Staverton Road, via the existing private access road to Univ and through the car park for Redcliff Maude (due to tree constraints). A total of 12 car parking spaces are proposed, including provision for the Manager's house.
24. The HA commented that as part of the Oxford Transport Strategy, Banbury Road is proposed to operate as a Mass Rapid Transit (MRT) route. They therefore raised concerns that the proposed new access would have an adverse impact on the future MRT. However, the access from Banbury Road will serve six parking spaces for use by visitors and staff parking and deliveries / servicing access will be taken from the existing access off Staverton Road. The HA have therefore accepted that the provision of six car parking spaces for visitor use only would not result in significant traffic generation. Furthermore sharing of these parking spaces and access by the student accommodation and residential home is unlikely to result in a significant impact on the operation of a MRT system in future.
25. SHP Policy HP16 requires a minimum of 1 space per 3 bedrooms (32 rooms being provided), plus one per staff. This would equate to a minimum of 11 spaces for residents plus staff. Clearly there is under provision of car parking but given that the majority of residents will not drive and its sustainable location on a good public transport route, it is considered that on balance adequate car parking is provided in this case. One space must be designated for the manager's accommodation, which could be secured via condition.
26. In relation to cycle parking, parking for staff must be provided and must be sheltered and secure. There is no minimum standard identified in Policy

HP15 for care homes and therefore each development is to be judged on its own merits. At least 1 cycle parking space for every two staff is considered appropriate by Officers. Some cycle parking is indicated on the plans however this is not in any detail and in any event may not be in a suitable location, these further details could be secured by condition.

Landscaping:

27. The OLP requires that as far as possible existing trees and other landscape features are successfully retained within new development and that new trees and new soft landscaping including tree planting is included whenever it is appropriate. Planning permission will not usually be granted for development proposals which include the removal of trees, hedgerows and other valuable feature that form part of a development site where this would have a significant adverse impact upon public amenity or ecological interest; Policy NE15.
28. The application includes a joint site-wide Univ and Fairifelds Landscape Masterplan, Landscape Strategy & Narrative, Detailed Planting Plans, an Arboricultural Tree Report, and a Conservation Area Tree Assessment. The latter has assessed the character of the area in relation to trees and landscape and an arboricultural report which accurately records existing trees growing within and adjacent to the application site in a tree survey to BS5837:2012. An arboricultural impact plan which identifies trees to be removed and retained, and a preliminary tree protection plan which includes proposals for protecting retained trees during the construction phase. The detailed planting proposals are underpinned by the Landscape Masterplan, Strategy & Narrative which has taken on board ODRP comments.
29. It is proposed to remove a large number of individual and group of trees, all of which are categorised as moderate to low quality and value. However, it is also proposed to plant 16 new ornamental trees, 8 orchard fruit trees and 8 espalier fruit trees, including; 2 heavy standard Himalayan birch and a heavy standard incense cedar along the boundary with Staverton Road; a semi-mature silver birch, 2 extra heavy standard sized flowering cherry trees and an extra heavy standard sized Judas tree along north side of the new entrance drive; and, an extra heavy standard flowing cherry tree and 4 snowy mespilus at the front of the proposed replacement residential care home.
30. It is considered that although the proposals include the removal of a number of trees and hedges, most of these are not visible in any public views. However, the 2 false acacia trees that stand in the densely planted garden area east 19A Staverton Road near to the boundary with Thackley End, are visible as skyline trees along a short section of Staverton Road when looking north between Nos. 19 and 21. It is proposed to plant 2 new Himalayan birch trees and an incense cedar along the southern boundary of the application site within this gap and this will go some way to mitigating the loss of trees in this view. However, further mitigation could be achieved by adding an additional 2 new semi-mature false acacia trees to the planting proposals in this area, which could reasonably be secured by condition.

31. The existing false acacia trees are very tall and the very tops of their crowns can also be seen from in gaps between properties from the street in Rawlinson Road. However, these are long distance views and it is considered that their loss will not be significant in these views.
32. Also, the mature silver birch (3006) and Lawson cypress (3005) trees which stand adjacent to the site boundary are visible in public views from the section of Banbury Road adjacent to the site, as is the top of the crown of the walnut (3001). Their removal and the construction of a new vehicular access from Banbury Road will open up new views into the site and trees beyond. New planting will include 2 new small leaved lime trees planted along the Banbury Road frontage south of the new vehicular access and a semi-mature silver birch planted close to the new entrance and this, together with other planting along the verge or the north side of the vehicular access which includes new cherry and Judas trees, will ensure that the change is not harmful.
33. Some of the trees that will be removed will be seen in private views from neighbouring residential properties in Staverton Road, Thackley End, Rawlinson Road and Woodstock Road. The presence of other trees in these private views, including trees retained within the application site, existing trees within adjacent properties, including a row mature lime trees that grow along the southern boundary of Thackley End and existing trees within the rear gardens of the other properties, will ensure that in most cases the residential amenities of neighbouring are not significantly harmed by these tree removals. Proposed new tree planting, including for example new trees planted along the boundary with properties in Staverton Road will further mitigate any impact on neighbours.
34. However, removal of the vegetation which is growing in the garden area of the bungalow near to the boundary of Thackley End, which includes the 2 tall false acacia trees (3168 and 3169) and a row of Leyland cypress and other boundary trees (TG3023 and TG3022), will affect existing private views towards the site from those adjacent Thackley End flats that have an outlook to the west. This garden area will be replaced by the new home and due to the proximity to the boundary there is not opportunity to plant trees to mitigate this change.
35. The draft North Oxford Victorian Suburb Conservation Appraisal and the Conservation Area Tree Assessment submitted both identify the significance of the leafy character of the area and the importance of trees to that. Although the proposals will reduce canopy cover in the area to some degree, it is considered that the proposed new soft landscaping and tree planting is appropriate to the area and will ensure that the site retains a leafy appearance and character and thus would not harmful to the Conservation Area.
36. The preliminary tree protection plan includes proposals which are appropriate to ensure that retained trees are adequately protected during the construction phase, for example including no-dig construction for the hard surfaces proposed within the Root Protection Area of the lime trees which stand

adjacent to the site within Thackley End, the trees adjacent to the boundary within the North Oxford Overseas centre, 117 Banbury Road and the retained veteran oak tree (adjacent to the car park). The concerns of residents, in particular of Thackley End residents regarding impact on their lime trees as a result of the new access road, have been taken into account. If planning permission is granted more detailed final tree protection proposals and arboricultural method statements would be required for approval before any work starts on site as will the location and construction method of all new underground services and drainage to ensure they are not harmed during or post construction.

Impact on Neighbours:

37. The new residential home would affect the residents of Thackley End, Redcliffe Maud House owned by Univ and the residents and neighbours of No.25 Staverton Road in relation to the new manager house.
38. In relation to Thackley End the two storey element of the home would be approximately 1.5m from the joint boundary. As mentioned above there are currently high trees (*Leylandii*) along this boundary, and within Thackley End is the shared garden for its residents bounded by one of the blocks of flats. The proposal would alter the outlook from this part of Thackley End. The new building has two windows facing the garden, which are a secondary window to the end bedroom and the corridor window. It is proposed to etch the glass to a height of 1.5m from finished floor level so that it would be obscured. Officers are satisfied this would overcome direct overlooking and loss of privacy into the garden area. Whilst it is acknowledged that the loss of trees will obviously change the outlook for these residents, Officers consider that the building would not be overbearing to them, taking into account the existing trees. Neither, due to orientation and existing trees, would the development result in any significant increase in overshadowing or loss of sun or day light to the garden than currently exists. In respect of impact on the windows to habitable rooms of the block of flats adjacent to the garden, Officers consider that due to distance between the buildings, orientation and existing boundary treatment, that the development would not harm their residential amenities in terms of overshadowing or overbearing impact, or loss of daylight, sunlight or privacy.
39. With regard to Redcliffe Maud, this building is used for teaching and office space. The purpose of the collaboration between the two proposals is to encourage the residents to use the rose garden. It is considered none the less that here would be no harm as a result of overlooking, given the distance of approx. 21m between the two buildings and the nature of the use of Redcliffe Maud. Issues of overshadowing, overbearing etc. have already been dealt with elsewhere in this report.
40. In relation to the new manager house, the conversation and extension has been designed so that it is essentially single storey. Officers consider that it would not adversely impact neighbours' residential amenities in terms of overbearing, overshadowing, visually intrusive or loss of day/sun light or

privacy.

41. In conclusion the proposal accords with Policies CP1, CP10 of the OLP and HP14 of the SHP.

Flood Risk and Drainage:

42. A Flood Risk and Drainage Strategy was submitted and concludes that the site of the proposed building is located in Flood Zone 1 and has a low risk of fluvial, surface water and tidal flooding to the proposed building. The proposed development will not increase the risk of flooding on or off site. Any risk of ground water and sewer flooding to the semi basements which can be mitigated by appropriate waterproofing and non-return valves. The surface water drainage will discharge into the ground via infiltration SuDS methods subject to further infiltration tests or a restricted connection to the public sewer subject to approval by Thames Water. Again, foul drainage from the proposed building will discharge via gravity into the public foul sewer system subject to agreement with Thames Water.
43. The EA has not commented as it considers the site low risk and Thames Water has not objected but has requested a Grampian style condition requiring a drainage strategy for the residential home, and raised no objection to the student accommodation. It is considered therefore, subject to the condition, that there would be no adverse impact from the development proposal in accordance with Policy NE14 of the OLP.

Biodiversity:

44. A Phase 1 Habitat Survey and Bat Survey Report by Bioscan was submitted for this application, and an updated bat survey has been subsequently undertaken by Bioscan to assess the presence or not of bat roosts within the buildings to be demolished in June this year. Officers consider the botanical and ornithological elements of this report are considered to be appropriate to use in 2015. The survey study area includes that of the adjacent Univ application (15/01102/FUL) and the findings and proposed measures are applicable to both sites.
45. The assessment states that the study area has no statutory or non-statutory nature conservation designation. No specially protected species were identified as resident within the study area during the surveys or are known from background records to be present. In particular no evidence of bats roosting in the buildings or trees affected by the proposals has been found and no roosts have been identified. Four bat species were detected incidentally during the bat surveys foraging and commuting within the study area. The study area is however assessed to be of only limited value to bats for foraging due to the largely ornamental and/or well-maintained nature of the habitats present and large areas of buildings and hardstanding. Retention of a large number of the mature trees within the overall study area will ensure that commuting activity through the study area is not significantly affected.

46. No other additional protected species surveys are regarded as necessary, bird species found were reflective of the presence of mature garden habitats and no particular constraint was identified over and above the standard legal protection afforded to all nesting birds. The existing orchard (to the rear of Staverton and Thackley End properties) is of interest but considered too small and isolated by its urban context to be likely to support significant secondary biodiversity interests.
47. The report states that the proposed development is not likely to change local conditions to an extent that could be detrimental to the conservation status of any bird or bat species. An addendum containing details of bird and bat enhancement measures have been submitted with this application, including bat and bird boxes.
48. Officers concur with the findings of the report(s) and the survey mitigation and enhancement measures contained therein. The orchards retention is welcomed and additional tree planting proposed would mitigate the loss of any foraging or nesting habitat. A condition is recommended in accordance with the conclusions and recommendations including the provision of bat and birds boxes in accordance with policy CS12 of the CS and the NPPF.

Sustainability:

49. An Energy Efficiency statement has been submitted to show how 20% on site renewables can be achieved in accordance with Policies HP11 of the SHP and Core strategy CS11. It states the development would make a 25% saving in energy usage and 30% reduction in carbon emissions, by installing an on-site combined Heat and Power System, coupled with highly efficient gas fired boiler. The proposal would therefore accord with Policies HP11 of the SHP and CS9 of the CS.

Archaeology:

50. The site is of interest because of the scale of the proposed development and its central location on the Summertown-Radley gravel terrace, in an area that has not been subject to much previous archaeological investigation and where dispersed Prehistoric and Roman rural settlement might be anticipated, bearing in mind the pattern of settlement evidence to the north and south along the terrace. A targeted geophysical survey has undertaken at this site by Stratascan (2014) and archaeological desk based assessment has been produced for this site by CgMs Ltd (2015) for the joint Univ and Fairfields sites. In this instance the limited geophysical survey did not identify any strong anomalies of likely archaeological origin and it is noted that the site is constrained in terms of pre-determination access for trenching.
51. The NPPF states the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage

asset. Where appropriate developers should be required to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

52. In this case, bearing in mind the results of the Heritage Impact Assessment, Officers consider that any consent granted for this development should be subject to condition requiring the archaeological investigation take the form of targeted building recording and watching brief in accordance with Policy HE2 of the OLP and the NPPF.

Conclusion:

53. The development would provide a purpose built residential home which meets the needs of a mixed community. It represents efficient use of brownfield land and whilst back land development would not be harmful to the character and appearance of the Conservation Area or adjacent neighbours. Loss of any significant trees would be mitigated by new planting and works close to significant trees would be carefully controlled. Officers therefore recommend that planning permission is granted, subject to conditions.

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: 15/01104/FUL & 15/01102/FUL

Contact Officer: Felicity Byrne

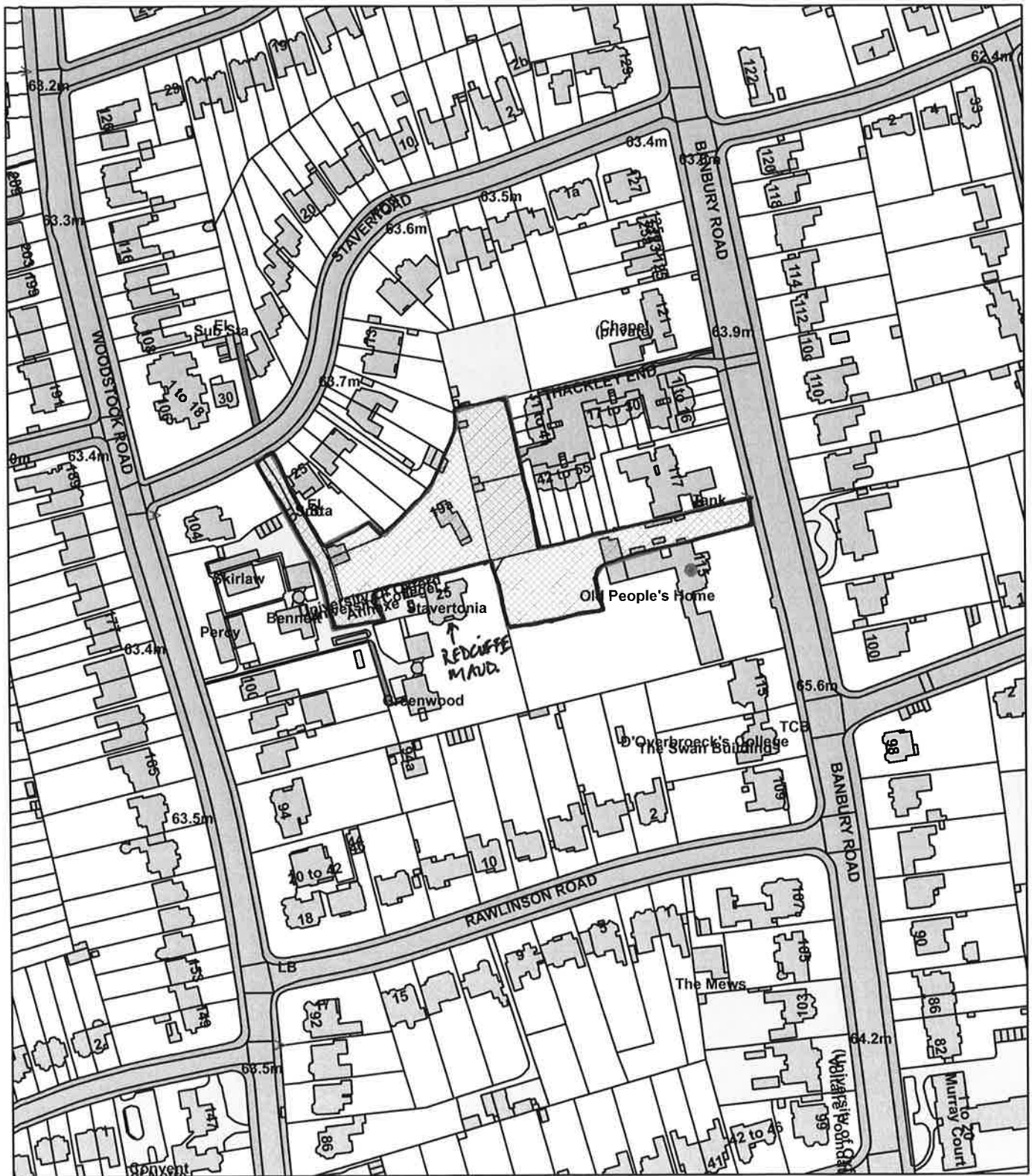
Extension: 2159

Date: 30th July 2015

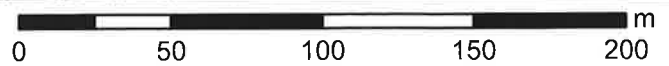
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Appendix 1

15/01104/FUL - Rear of 115 Banbury Rd and 19A & 25 Staverton Rd



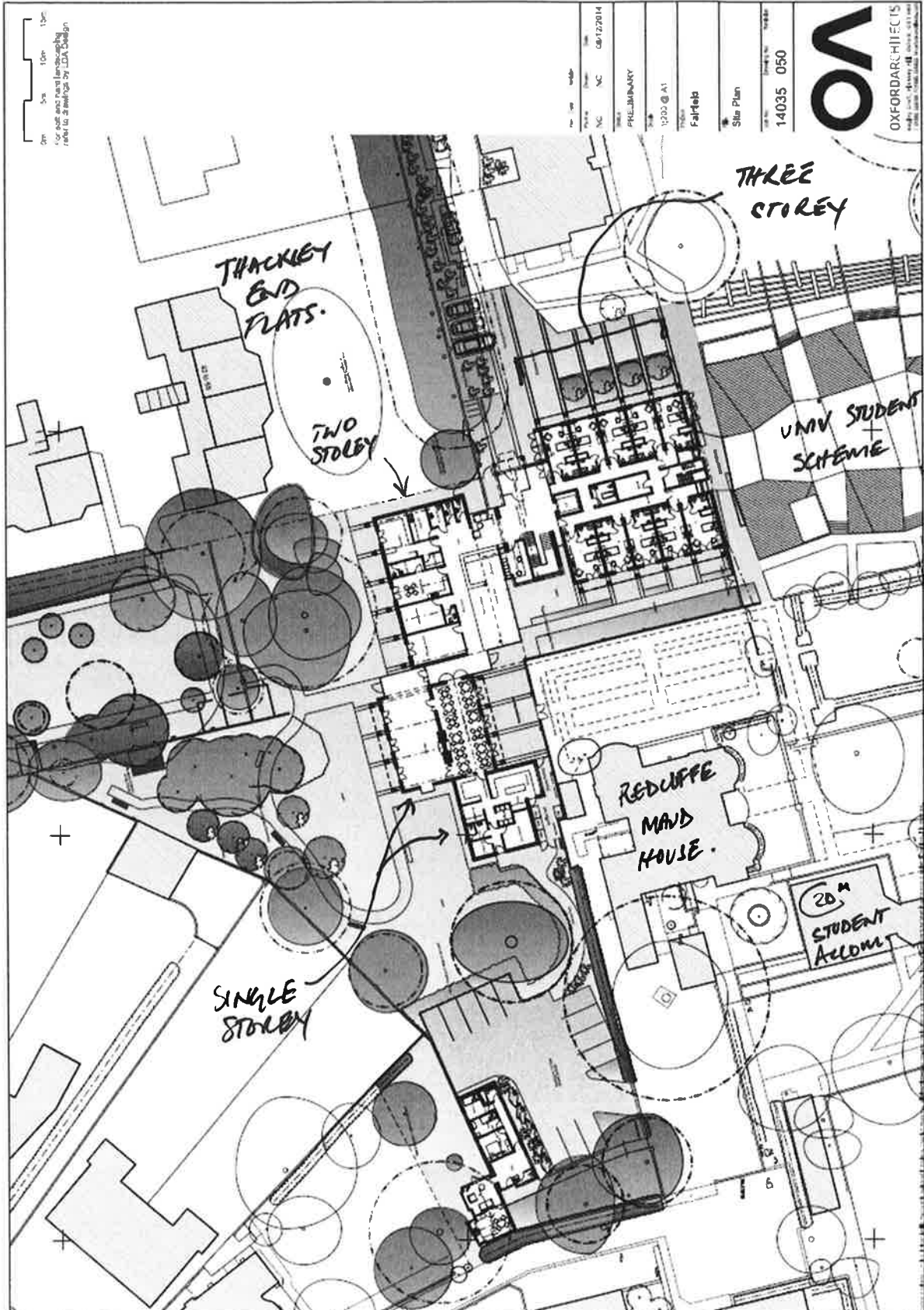
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Oxford City Council

APPENDIX 2

Site Layout Plan



West Area Planning Committee

8th September 2015

9th June 2015

Application Number: a) 15/01550/LBC
b) 15/01549/FUL

Decision Due by: 20th August 2015

- Proposal:**
- a) Demolition of Staircase 6 and the West Building. Erection of new four storey annexe with basement, to provide storage library facilities, refurbished student rooms, provision of front gates and railings.
 - b) Demolition of Staircase 6 and the West Building. Erection of new four storey annexe with basement, to provide storage library facilities, refurbished student rooms, provision of front gates and railings and associated re-landscaping of Garden Quad and front car parks including front gates and railings.

Site Address: Corpus Christi College Merton Street Oxford Oxfordshire
(Appendix 1)

Ward: Holywell Ward

Agent: Mr Chris Pattison

Applicant: The President And Scholars
Of The College Of Corpus
Christi

Recommendations:

- a) **15/01550/LBC:** Recommend approval, defer to Government Office for the West Midlands (GOWM) and delegate to officers to issue decision once cleared by GOWM.
- b) **15/01549/FUL:** Approve

Reasons for Approval

1. The proposals represent a sensitive and well-considered response to the issues of providing new library facilities and archive resources for the college on a constrained site and involving direct impacts on a number of listed buildings and/or their settings. Whilst the proposed new buildings would involve works of demolition the City Council considers that there are exceptional circumstances to justify the proposal and that the overall benefits that would flow from the development are sufficient for it to be considered favourably within the terms of the policy set out in the National Planning Policy

Framework and local planning policies as set out 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.

2. The City Council has taken account of the comments raised in public and statutory consultation, which are summarised below, in its assessment of the proposals but consider that they do not constitute sustainable reasons sufficient to refuse planning permission and/or listed building consent and that the imposition of appropriate planning and listed building consent conditions will ensure a good quality form of development that will enhance the appearance of the street scene and relate satisfactorily to nearby properties.
3. The City Council has given considerable weight and importance to the desirability of preserving or enhancing designated heritage assets and their settings, including the listed buildings, registered historic garden and conservation area. It considers that any harm that would result from the proposed development and works to the listed building is justified by the public benefits that would result and that the proposal is considered to comply with adopted policies contained within the adopted Oxford Local Plan, the adopted Oxford Core Strategy and National Planning policy and guidance.

subject to the following conditions, which have been imposed for the reasons state

a) 15/01550/LBC

1. Development begun within time limit
2. Development in accordance with approved plans
3. Commencement
4. Completion
5. Further construction and design details to be submitted (including details of junction between new work and historic fabric)
6. Samples of materials
7. Sample panels on site
8. Archaeological investigation and mitigation
9. Building recording and details of salvage/reuse
10. Informative: Considerate Contractors Scheme

b) 15/01549/FUL

1. Development begun within time limit.
2. Development in accordance with approved plans.
3. Further construction and design details to be submitted.
4. Samples of materials.
5. Sample panels on site.
6. Archaeological investigation and mitigation.
7. Building recording and details of salvage.
8. Proposed landscaping and tree planting.
9. Landscaping scheme implementation.
10. Landscape management plan and implementation.
11. Sustainable drainage.
12. Construction traffic management plan.

- 13. Informative: Considerate Contractors Scheme
- 14. Informative: Water main.

Legal Agreement:

Exemption from CIL contributions

Principal Planning 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
- CP13** - Accessibility
- HE1** - Nationally Important Monuments
- HE2** - Archaeology
- HE3** - Listed Buildings and Their Setting
- HE7** - Conservation Areas
- HE8** - Important Parks & Gardens

Core Strategy

- CS9** - Energy and natural resources
- CS12** - Biodiversity
- CS29** - The universities
- CS11** - Flooding
- CS18** - Urban design, town character, historic environment

Statutory and Public Consultation

Statutory consultees

Highways Authority: No objection, recommends condition
Thames Water Utilities Limited no objection recommends informative
Environment Agency Thames Region: No objection
English Heritage: no objection to demolition of existing building or new building, Objects to loss of existing window to library (see **Appendix 2**)
The Twentieth Century Society: Objects to loss of existing building
Victorian Society: Objects to loss of existing building
Society for the Protection of Ancient Buildings: Objects to demolition of existing building. expresses concerns about proposed junctions between new and existing fabric.

Third Parties

Oxfordshire Architectural & Historical Society (Victorian Group): Objects to loss of existing building
Oxford Preservation Trust: Objects to impact of the new building on Oriel Square

Individual Comments:

4 Elsfield Road

- Objects to impact of new building on Oriel Square
- Concern about impact of new building on light levels to Christ Church Picture Gallery

Officers Assessment:

Background

1. Corpus Christi was founded in 1517 by the Bishop of Winchester, on the site of existing medieval halls. It is possible that the existing kitchens incorporate elements of the pre-college buildings. The front quad, which included the entrance tower, President's lodgings, Hall and Chapel, was followed by the cloisters quad, replaced in 1706 by the Fellows Building. In Thomas Quad the New Building was erected in 1666 and then in 1927 the Emily Thomas Building added.
2. The Presidents Lodgings were originally above and to the north of the entrance gates, but by 1607 had been moved to colonise Schidyerd Street (a street separating Christ Church from Corpus). The lodgings were rebuilt in 1688, reordered in 1783 and extended in 1804 before being rebuilt in 1905. In 1957 the accommodation was again rebuilt, but retaining the 1905 façade. In 1986 there was again rebuilding and reworking of the accommodation.
3. The trilingual Library represents probably the fifth largest college collection of early printed books, in Latin, Greek and Hebrew. At present the collection is stored in cramped and inappropriate conditions that puts it at risk and restricts access.

The Proposal

4. This 'New Library Project' seeks to secure purpose built accommodation, for the storage, study and digitisation and display of the collection in appropriate environmentally controlled and secure conditions. The new development is proposed on the site of Staircase 6 and the West Building and involves the demolition of those buildings and their replacement with a new extension. This will involve a 4 storey building generally on the footprint of the demolished extension with a basement extending into Schidyerd Street and also into the Garden Quad. The accommodation will provide secure and open access book storage, environmentally controlled accommodation for the special collections, reader space and accommodation for staff with a link through to the existing library. External materials proposed include stone for the elevations, bronze window systems and a lead roof. The garden quad will be re-design with the lightwells serving the basement level.

Planning Policy

5. The application site is located within a Grade II Registered Garden, within the setting of the listed buildings of Corpus and adjacent to the gardens and buildings of Christ Church, within an archaeologically sensitive area. Policies that are relevant to this proposal are listed at the beginning of this report but the focus will be on those matters that require some explanation; officers

having concluded that the development is in accordance with other relevant policies not explicitly discussed here.

- The principle issues to consider are the impact of
- the works of demolition of part of the grade II listed President's Lodgings (Staircase 6),
- the impact of the alterations to provide access to the Grade I listed library,
- the impact of the new building on the setting and context of existing listed buildings (Grade I and II) and Grade II registered garden
- Archaeological impacts and
- Impact on the character and appearance of the conservation area.

Historic Environment

6. The National Planning Policy Framework in Annex 2 defines heritage significance as:

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'

and defines the setting of a heritage asset as:

'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.'

7. Conservation principles, policy and practice seek to preserve and enhance the value of heritage assets. The National Planning Policy Framework explains that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations.
8. The Government sets out a presumption in favour of sustainable development and explains that the purpose of the planning system is to contribute to the achievement of this. The NPPF sets out twelve core planning principles that should underpin decision making (paragraph 17.). Amongst those are:
 - *not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;*
 - *proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs;*
 - *conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.*

9. The historic environment policies of the NPPF are supported by Historic England's Good Practice Advice Notes, which give more detailed advice about gathering the information on significance, assessing the impact and assessing harm with an emphasis on the proactive management of heritage assets.
10. The application site is part of a listed building located within the Central (City and University) Conservation Area and adjacent a registered garden and thus a designated heritage asset. The NPPF and accompanying Practice Guide (NPPG) explain that great weight should be given to the asset's conservation and *'the more important the asset, the greater the weight should be'*. Recent case law (Barnwell) has demonstrated that this responsibility, rooted in the legislative requirements of the Planning Acts, should be given special consideration when considering the balance between any harm and the planning merits of the proposal.
11. The application proposals are supported by a body of research and a historic buildings appraisal that sets out in detail the history of the development of the site and which seek to define the heritage significance the site holds as an evidence base to inform assessment of the nature and extent of the heritage impacts that would result from this proposal.
12. The site as a whole has high heritage significance including:
 - Evidential – potential to reveal information about the site's occupation and the early history of Oxford prior to establishment of the college.
 - Historic – continuous occupation and expansion as an educational establishment since the C16th, as a part of the University of Oxford. Its library collection reflects its founding principles and illustrates many of the challenges and 'discoveries' of contemporary society over a 500 year period.
 - Aesthetic – sense of intimate enclosure and architectural delight derived from the layout of quadrangles and routes with the mix of buildings of different architectural periods.
 - Communal – representative of the collective memory of all those associated with teaching, learning and research throughout history at this and other Oxford University colleges. Its association with significant people and events in history link to political, religious and architectural movements and their communities.

Assessment of impact

Demolition

13. Staircase 6 and the West building are part of a grade II listed building, listed in 1954. The building was subsequently rebuilt (in 1957/9) retaining only the façade (which also was altered) onto Garden Quad. This rebuilding was to the designs of Architects Co-Partnership, who were also responsible for the Grade II listed Beehive building at St John's College and represents the Oxford Colleges' break with tradition and embrace of modern architecture, an approach that is still pursued. As such the building by association with this architects practice and as physical evidence of this stylistic shift holds significance. However, the 1958 building was itself remodelled in the 1980s,

which has reduced its architectural and historic integrity. What remains of the building that is of some interest is the 1950s façade facing down towards Oriel Square and the 1905 façade facing onto the Garden Quad.

14. Consultee comments reflect on the design of the two facades, concluding that they have architectural significance and should not be demolished (one being an example of proportion and ratio in the manner of Corbusier's "TraceesRegulateurs" and the other being a handsome piece, highly contextual and sensitive to the existing C17th buildings). The applicant has provided evidence to demonstrate that

- the significance of the listed building has been diminished by subsequent alteration;
- There is an important and justifiable need for this development;
- Through 'sequential testing' of the development opportunities on the site this is the most appropriate location
- Any harm is justified by the public benefits of the proposal

15. Historic England in its comments concludes that the case for the replacement of the existing building is made and raises no objection to these demolition works.

16. The College is on a very constrained site and as with many other colleges there are considerable challenges to find ways of meeting its needs to provide new facilities and accommodation without sacrifices those characteristics that make it special.

17. It is recognised that the removal of this building will result in the loss of a historic building that evidences two phases of the colleges building history. That in one sense is an aspect of this proposal, a new chapter in the college's development, which could of itself hold interest as part of the history of the site. Officer's accept that there is an important and justified need for this new accommodation – to provide appropriate facilities for its library and collection (which is an important part of the college's significance) and agree with Historic England that the demolition of the existing building is justified by the public benefits that the development will bring (including public access to the archive and appropriate facilities for the archives conservation). This is an instance where it would be appropriate to preserve the existing building 'by record', i.e. require a full archaeological building record to be made prior to demolition, and a condition is proposed to secure that.

Other demolition works

18. In order to give first floor access to the library from the new building it is proposed to gain access via an existing window in the original range. The evidence shows that whilst this range is of C16th origin it has been renewed in the C18th (the window joinery is of early C18th date). The window tracery though maintains the C16th form. Historic England has objected to this aspect, arguing that an existing opening through the wall could be adapted to provide first floor circulation in preference to the adaptation of the historic window and recommends refusal unless this impact can be resolved. The

statutory amenity groups consulted on this proposal have not raised a specific issue on the loss of this window.

19. The applicants have sort to be sensitive to the heritage significance that the site holds and to avoid unnecessary loss of historic fabric. Officers are mindful that it is also important to ensure that the architectural solution provides an appropriate aesthetic response with a functional logic to circulation and movement between the old and new. An important basis for the removal of this window to form a doorway is that it will be on axis with the library and is intended to provide a visual dialogue with the detailing at the far end of the existing library. It is considered that the opportunity to create visual interest and drama between the old and the new should be supported and whilst this will involve loss of the C16th window detailing this is justified to deliver new internal views and spaces that would enhance the visual appreciation of the old. As above the existing window can be preserved 'by record' and a condition is proposed to secure this. A condition is also proposed that would allow more detailed consideration of the construction details of this new opening and to explore opportunities for retaining as much of the existing window head as possible so that not all the existing historic fabric is lost.

New extension

20. The new building will be taller than the existing, presenting a new façade onto Oriel Square (though set back and behind new railings and gates) and a new façade (including a bow window) onto the Garden Quad. It will change some aspects of the view from the gardens and rooms in Christ Church.
21. The applicant has been through a series of design iterations to resolve the relationship of the building to its varied contexts (internal to the Quad and Christ Church and external to Oriel Square).
22. Consultees have expressed concern about the impact on views from Oriel Square, on the setting of the historic buildings in the Garden Quad and on light levels to Christ Church Picture Gallery. Historic England comments about the design challenges of fitting a taller building into this context and comments in particular about the details of the top of the bow windows in views from the Garden Quad but concludes that any harm that there may be has been minimised by design and raises no objection to the new building. It comments that the nature of the views from Christ Church will change to some degree, noting that from the Cathedral garden the view of Merton tower will be partly obscured. However, it concludes that these changes will not be harmful to the significance of the heritage assets and doesn't make any comment about any harmful effects on the Picture Gallery.
23. Officers conclude that the proposed new building is contemporary but contextual and represents an intelligent response to how the new building will be experienced from various viewpoints. It is not considered that it will have a harmful impact on Oriel Square. As historic evidence shows the nature and form of the building in the gap between Corpus and Christ Church has changed, the latest iteration being the present 1950s façade. This façade is set well back from the Square and the space in front is currently used for parking and servicing. These proposals involve a new, and taller façade, but

importantly also seek to rationalise how the space in front is used. The proposal to reduce the parking and to provide gates and railings across the front will improve the relationship with Oriel Square and the new façade will represent a secondary element that will not harm the viewing experience of Oriel Square or the buildings around it.

Archaeology

24. This site is of interest because it is located within the late Saxon burh and medieval walled town close to the projected extent of the hypothesised primary 9th century burh and on an important north-south axial route that may be prehistoric in origin and was later known as Schidyerd Street. The projected lines of the primary burh are located in the near vicinity. In the medieval period the area of Garden Quad was occupied by a number of documented medieval academic halls (Beke's Inn, Nevilles's Inn and St Christopher Hall).
25. Archaeological evaluation trenches in the former Schidyerd Street, where part of the proposed basement is to be located, have produced evidence for significant archaeological remains comprising Late Saxon waterlogged midden tips along a likely intra-mural trackway and later medieval road surfaces. The remains in Schidyerd Street can be assessed as of high archaeological value, though it is not possible, based on existing evidence, to confidently state that these assets are demonstrably equivalent in value to a Scheduled Ancient Monument. The limited hand dug trench in Garden Quad has revealed tip levels containing medieval and post-medieval material of local interest (although the sample was constrained and there remains potential for further remains of interest to be located elsewhere in the basement footprint).
26. Officers are satisfied that the public benefits of the scheme are sufficient to justify the loss of this archaeology, with the harm also mitigated by excavation, analysis and publication of the results.

Other Matters.

27. There no highways objection (conditions on sustainable drainage proposed) and no adverse comment from Environment Agency or Thames Water. Cycle parking is provided for below ground via a ramped access and though parking will be retained in Schidyerd Street, the number of spaces will be reduced and reorganised.
28. The new building has been designed to minimise the use of traditional mechanical ventilation where possible seeking to make use of natural ventilation and sustainable technologies (e.g. ground source heat pumps) as much as possible. It is recognised that for the proper conservation of the archives some stable environmental controls are required but the proposal seeks to achieve this through building design minimising the use of mechanical ventilation and control. Thus the building is designed for low energy use with limited requirement for additional environmental control.

Conclusion:

The site has presented a range of challenges for the applicants to overcome. It is recognised that the solution results in the loss of a building that holds some heritage significance and has an impact elsewhere on below ground archaeology and historic fabric of adjoin buildings.

Officers concluded that the harm that this would entail has been minimised by design and the resultant impact are justified by the public benefits that the development would deliver including:

- Conservation of the College's special collection
- Improved access to the library and to the special collection
- Supporting the college's academic and outreach programme

Approval is recommended

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission and listed building consent, 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:

Contact Officer: Nick Worlledge

Extension: 2147

Date: 19th August 2015



Site Location

The site

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SOUTH EAST OFFICE

Mr Nick Worlledge
Oxford City Council
Planning Control & Conservation
Town Hall
St Aldate's
Oxford
OX1 1BX

Direct Dial: 01483 252026

Our ref: L00460971

26 June 2015

Dear Mr Worlledge

Arrangements for Handling Heritage Applications Direction 2015 & T&CP (Development Management Procedure) (England) Order 2015

CORPUS CHRISTI COLLEGE MERTON STREET OXFORD OXFORDSHIRE OX1 4JF
Application No 15/01550/LBC

Thank you for your letter of 1 June 2015 notifying Historic England of the above application. Our comments also pertain to the associated planning application 15/01549/FUL.

Summary

The proposed new library at Corpus Christi College has been developed in close consultation with both Oxford City Council and Historic England. In general we are content with the proposals: the applicant has made a good case for the necessity of the scale of the new building and handled the design in a sensitive manner. However, we remain unconvinced that removing a primary window opening at first floor level is the best way to link old and new libraries.

Historic England Advice

The principle of development

The College and the team advising them have made argued pervasively that there is a need to improve their library facilities. They have also identified what is almost certainly the only area of the College where it would be possible to insert a new library without seriously compromising the significance of an excellent group of historic buildings.

The site in question lies between the front quad and the President's Lodgings in the south-west corner of the college. This has a reasonably handsome but unexciting gothic revival façade of 1905-6 facing the Fellows Building which has been compromised by the addition of an ugly mansard roof. Behind this façade is a building



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by Michael Powers of the Architect's Co-partnership dating from 1957-9. Pevsner's write up of the College looks on this building rather favourably, calling it pretty with an ingenious plan. However, it has not stood the test of time well (Pevsner was writing in 1974) and the plan has been compromised by alterations carried out in the 1980s. We therefore accept the critique of this building set out in pages 30-33 of the Heritage Audit, which states that this building to be of very limited architectural and historical significance. Consequently we and are content with the principle of replacing it with a high quality building.

The design of the proposed library

The College have looked carefully at their needs and are clear that the proposed building, which is four storeys high, represents the minimum size necessary to meet their requirements. Successfully placing a building of this size in this space presents many challenges. The small size and intimate nature of Corpus is a very important aspect of its character and one of the most distinctive things about the College. Any new building must respect this context and avoid seeming out of scale with its neighbours. The issue of scale is intensified by the fact that the most important, and most diminutive, element of the grade II listed President's Lodgings is the remains of the 1690s wing, which stands right next to the site of the proposed library. The historic library itself, while bigger than the Lodgings, is also a relatively small building. While the nearby early 18th century Fellows' Building is larger, and appreciably higher than the front quad, this cannot automatically be taken as a precedent for a suitable height. The Fellows' building benefits from having the Cloister and Garden Quad to mediate between it and earlier parts of the College which allows for a change in scale in a way that cannot be accommodated as easily in the proposed new library site.

The difficulty caused by the scale of the proposed library is most apparent on the east elevation, which would form a link between the library and the President's Lodgings. The Architects have reduced its impact as far as possible by setting back the majority of the top storey using and vertical fins to differentiate this level. However, the top storey of the projecting bay has not been set back in the same way. The applicants maintain that this space is necessary in order to make the library function effectively but in my view it would appear a little overbearing in views of the courtyard. Nevertheless, the fin-like cladding of the top storey would reduce its impact and as a whole it has the potential to be a handsome elevation if well executed. We therefore conclude that the harm to significance entailed by this element of the proposal has been minimised and is relatively low.

A larger building would also affect the setting of Christchurch College. Views from the Dean's drawing room and Dean's garden would certainly change, as the presence of a large building would be noticeable. As this a varied townscape with a number of large buildings already in these views (most notably Christchurch Library) an additional large building of high design quality would not necessarily harm the setting of the



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Christchurch College. However, there would be an impact on views from the Cathedral Garden, where a pleasant view of the tower of Merton Chapel would be obscured. This is an incidental rather than a designed view and doesn't directly contribute to an appreciation of the historic or aesthetic qualities of the Cathedral. However, these fortuitous glimpses of one historic building from another are part of what makes Oxford so special: they give the sense of being surrounded on all sides by history. Therefore there is an element of harm, albeit small, to the conservation area.

The northern elevation is well designed and would present a much better face to Oriol Square than the current building. While there is an element of harm in that part of the west elevation of the front quadrangle is obscured overall we judge the impact to be positive.

In summary we consider that the proposals are for a high quality building that reacts well to its context while meeting a demanding brief. While the scale of the building would entail an element of harm to the significance of the College and surrounding Heritage Assets this has been reduced to the minimum possible through the design process and is now considered to be relatively low.

The link with the Old Library

The proposals only involve one major intervention into the historic fabric of the College: the removal of a twin light gothic style window at first floor level to connect old and new elements of the library. We agree with the chronology set out in Appendix 2 of the Heritage Impact assessment that the window is likely to be composed of 18th century fabric. This was a renewal of the early 16th century original. This relatively late date should not be taken as an indication of low significance. Most of the external stonework on medieval and Tudor buildings in Oxford has been renewed in a similar way but is valued highly because it preserves the form and spirit of the original. This window is no exception to this general rule. Furthermore, the current fenestration arrangement and thus offers valuable clues as to the likely original internal arrangements within the building. Its removal therefore would entail a high degree of harm and could only be accepted if there is a very strong justification.

We accept that there is a need to link into the Old Library at this level if the new library is to operate effectively. The question is whether it is better to achieve this by opening up the window or enlarging the existing doorway at this level (this was inserted at some point before 1905). The applicant has opted to enlarge the window on the grounds that this would involve less loss of and disruption to historic fabric (for instance there would be less disruption of the panelling in the Old President's study). They believe that would be less disruptive to the architectural qualities of the exterior and result in a more logical circulation route. Minimal intervention is proposed into the opening: the mullion and material beneath it would be removed leaving the head in place, making it obvious that a window has been removed here. In our opinion is that



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enlarging the existing door would be a less harmful solution for the following reasons:

- While it involves the loss of a greater proportion of primary fabric this would be wall core and internal face work which is in our view of lesser significance than the window which, although a renewal, preserves the form and architectural qualities of the original building.
- Leaving the window head in place would look very odd. More architecturally satisfactory alternatives would involve a greater loss of historic fabric and design intent.
- The issue of disturbing the panelling in the Old President's study is probably soluble with a limited degree of harm, particularly as the panelling has already been altered to admit a doorway.
- The disadvantages in terms of circulation are not great as the route from new library to old remains obvious.

Planning Policy Considerations

Paragraph 132 of the NPPF requires all proposals that would entail harm to the significance of a listed building to be clearly and convincingly justified. In the case of the window we do not consider the harm justified, as the works could be done in a way which, in our view, would be less harmful.

There are other elements of the proposals which involve a degree of harm, most notably the increase in the scale of the building. We accept that these are justified as they are necessary to create a building that meets the needs of the College and cannot be further mitigated by refining the design. In accordance with paragraph 134 of the NPPF this harm needs to be weighed against the public benefits of the application. While it will be for Oxford City Council carry out this balancing exercise we consider that the level of harm is relatively low (with the exception of the matter of the window). We also acknowledge that there are strong public benefits to the proposals in terms of better caring from an outstanding collection of historic documents and allowing the College to carry out its teaching functions in a way that meets modern expectations.

Recommendation

It is recommended that the application is amended to retain the window to the Old President's Study and enlarge the adjacent door as an alternative means of access between new and old libraries. We consider that this issue is of sufficient importance to recommend refusal if the applicant is unwilling to make this change, given that in our opinion the harm would not be justified in terms of Paragraph 132 of the NPPF. If this issue can be resolved satisfactorily we would be content for listed building consent and planning permission to be granted.



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We would welcome the opportunity of advising further. Please consult us again if any additional information or amendments are submitted. If, notwithstanding our advice, you propose to approve the scheme in its present form, please advise us of the date of the committee and send us a copy of your report at the earliest opportunity.

Yours sincerely

Richard Peats

Inspector of Historic Buildings and Areas

E-mail: richard.peats@HistoricEngland.org.uk

Enclosure: Checklist for notification to the National Planning Casework Unit



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CHECKLIST OF INFORMATION FOR NOTIFICATION TO THE SECRETARY OF STATE (NATIONAL PLANNING CASEWORK UNIT)

Arrangements for Handling Heritage Applications Direction 2015 & T&CP (Development Management Procedure) (England) Order 2015

If you are required to notify the National Planning Casework Unit of this application, it will help to save time if you include the following documents:

- ◆ Copy of the application
- ◆ List of the drawing numbers
- ◆ Copy of the list description(s)
- ◆ Recent photographs if available
- ◆ Copy of the advertisement
- ◆ Copies of any representations received
- ◆ Statement explaining the extent to which the local authority has taken on board the advice and recommendations from Historic England and other consultees
- ◆ Confirmation of any amendments made to the application subsequent to initial notification to Historic England
- ◆ Explanation of why the local authority is disposed to grant consent, including copies of committee report(s) and minutes, where relevant
- ◆ List of proposed conditions



West Area Planning Committee

8th September 2015

Application Number: 14/02256/CND

Decision Due by: 17th September 2015

Proposal: Details submitted in compliance with conditions 10 (archaeology), 13 (refuse and cycle storage), and 22 (Queen Street elevation) of planning permission 14/02256/FUL.

Site Address: Site Of 4 To 5 Queen Street And 114 - 119 St Aldate's Oxford (**site plan: appendix 1**)

Ward: Carfax Ward

Agent: Mr David Skelton

Applicant: Reef Estates

Recommendation:

The West Area Planning Committee is recommended the following

1. approve the details submitted in compliance with conditions 13 and 22 of planning permission 14/02256/FUL
2. approve the outline methodology for archaeological works submitted in compliance with condition 10 of planning permission 14/02256/FUL and delegate to officers the approval of the remaining details to be submitted as part of this condition.

Background to Case

1. The conditions relate to planning permission (14/02256/FUL) for the demolition of 4-5 Queen Street and rear of 114-119 St Aldates, renovation and alteration of 114-119 St. Aldates with roof extension, plus erection of new building to Queen St on 5 levels plus basement. The change of use from offices and retail to form 2 Class A1 retail units plus further unit for either Class A1 (retail), Class A2 (offices) or Class A3 (restaurant) at basement and ground floor levels. Provision of 133 student study rooms at upper levels, plus ancillary facilities at basement level and cycle parking for 110 cycles at ground floor level.
2. On the 12th November 2014, the West Area Planning Committee resolved to support the development in principle but defer the application in order to draw up a legal agreement to secure financial contributions towards affordable housing

provision. A copy of the original committee report is attached in **appendix 2** of this report

3. In doing so, the West Area Planning Committee requested that the details submitted in relation to conditions 10 (archaeological investigation), 13 (refuse and cycle storage), and 22 (revised Queen Street elevation) be brought to committee for consideration and determination.
4. This report will consider the details that have been submitted in relation to this condition.

Officers Assessment

Condition 10 (Archaeological Investigation)

5. The condition reads as follows

Post-demolition no development shall proceed until the developer has:

1. *Carried out an archaeological evaluation of the site in accordance with a written scheme of investigation approved in writing by the local planning authority and;*
2. *Secured the implementation of a scheme of mitigation of any significant archaeological impact, which may be achieved by redesign, or by archaeological recording action in accordance with a supplementary written scheme of investigation, to be approved in writing by the Local Planning Authority.*

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including Late Saxon, medieval and post medieval remains (Local Plan Policy HE.2)

6. The applicant has submitted an Outline Methodology for the Archaeological Works that will form part of Archaeological Written Scheme of Investigation for the development. A copy is attached to **appendix 3** of this report
7. As stated within the original committee report (**appendix 2**) this site is centrally located within the historic core of the city, central to the Late Saxon burh, fronting onto the medieval market which encompassed Queen Street (Great Bailey) and St Aldates (Fish Street) and located partly within the 13th century Jewish 'Quarter' in the vicinity of suggested high status Jewish dwellings of likely stone construction. The site has previously produced evidence for significant Late Saxon and medieval remains including in-situ Late Saxon street surfaces and medieval floor levels. The site as a whole has the potential to preserve a wide range of features, ecofacts and artefacts that may be of national significance in terms of the study of the development of early towns.

8. In June the archaeological consultant from CgMs and City Council Archaeologist met with representatives of the Oxford Jewish Heritage Committee to explain how the archaeological investigation and mitigation on site will be dealt with and to make links so that further involvement could be co-ordinated as the project progresses.
9. In July 2015 Oxford Archaeology undertook an archaeological evaluation as part of preliminary groundwork investigations. Three test pits were undertaken within the basement of the existing buildings to investigate levels of archaeological preservation at the site. The evaluation revealed the remains of late Saxon/early medieval horizons located just underneath the current basement levels. Evidence for 13th-14th century domestic waste pits, walls and a compacted gravel surface was recovered. Finds included late Saxon and medieval pottery, animal bone, tile, semi-waterlogged organic remains including food waste, 'cessy' material, mineralised insect remains and a leather shoe. Furthermore a fragment potentially from a medieval crucible may indicate that small-scale processing of bronze or precious metals may have occurred on the site.
10. The applicant is currently revising their foundation design in order to minimise the impact on archaeological remains. Where meaningful preservation-in-situ cannot be achieved there is an expectation that archaeological remains will be appropriately recorded. The development will have a variable impact across the site. The St Aldate's frontage basement levels are to be retained. The basement levels of 4 & 5 Queen Street are to be retained, however there may be pile cap impacts within these basements that require further mitigation. The recommended approach is to seek to design out the pile cap impact if feasible. The remaining basement area to the rear of the Queen Street and St Aldate's frontages is to be reduced by a relatively small amount. At present the proposed impact is around 100mm. The applicant is seeking to further reduce this impact or potentially concentrate the impact so that, from an archaeological perspective, meaningful recording of impacted features can be secured. There is also a small area in between existing basements where ground reduction will be more substantial which will require appropriate archaeological recording.
11. A satisfactory specification for recording at this site has been submitted by CgMs Ltd following discussions with the City Council Archaeologist. The applicants are therefore currently in compliance with the archaeological condition and are now required to submit a revised foundation design and Archaeological Written Scheme of Investigation covering the detail of the archaeological work (specialist provision, sampling strategy, public outreach arrangements, monitoring arrangements, archiving and publication arrangements etc.). These documents will need to be approved in writing by the Local Planning Authority.
12. The committee initially requested approval of condition 10 because they wanted to ensure that any archaeological investigation investigated any opportunities for further archaeological study by the Oxford Jewish Heritage Committee. To this end the archaeological consultant and Oxford City Council Archaeologist have met with the Oxford Jewish Heritage Committee to establish a line of communication for the further works. There is a concern however, that the finalisation of the Archaeological Written Scheme of Investigation will require

further information to be submitted and therefore the requirement to report this to the planning committee for approval may have an impact upon project timescales. As such officers would request that the committee approve the Outline Methodology for Archaeological Works and delegate to officers the approval of the remaining details required by the condition.

Condition 13 (Refuse and Cycle Storage)

13. The condition reads as follows

Apart from demolition and site clearance no work shall commence until details of the refuse and cycle storage for the development have been submitted to and approved in writing by the Local Planning Authority. The refuse and cycle storage shall be provided in accordance with these approved details prior to the development being first occupied, and shall be retained thereafter unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of residential amenity, and in accordance with Policies CP1, and CP10 of the Oxford Local Plan 2001-2016 and Policy HP13 of the Sites and Housing Plan 2011-2026

14. The committee were concerned that the layout of the refuse and cycle storage would not enable practical clear access for the refuse stores to the rear and therefore wanted to have further details submitted to demonstrate how this area would operate.

15. The Cycle and Bin Store Floor Plan (drawing no. A (90) 04 Rev B) provides further details on the refuse storage. The store would be located to the rear of the site with level entrance from Queen Street. The route to the store would be constructed from a robust material with small kerbs denoting the areas around the cycle storage system. There will be a secure access control fitted to the doors in the building and storage areas. The refuse collections to be undertaken by a specialist waste collection company who will have access to the building.

16. The submitted plans show that a clear waste collection route will be provided from Queen Street to the refuse storage areas. This would enable sufficient space for the bins to be moved from the storage area through the cycle store without any conflict occurring. The cycle storage system allows for a clear managed system to be put in place to maintain this clear route.

17. As such officers would recommend that members approve the details contained on drawing no. A (90) 04 Rev B under the terms of the condition.

Condition 22 (revised Queen Street elevation)

18. The condition reads as follows

This permission shall specifically exclude the details of the design, and external appearance of the elevational treatment for the facade of 4-5 Queen Street as set out on the plans approved under this permission. No work shall commence until

amended elevational details for this Queen Street frontage have been submitted to and approved in writing by the Local Planning Authority. The development shall only be carried out in accordance with the approved details.

Reason: For the avoidance of doubt and so that the Local Planning Authority can agree these details in the interests of preserving the character and appearance of the conservation area, and in accordance with Policies CP1, CP8, and HE7 of the adopted Oxford Local Plan 2001-2016

19. At the meeting, the committee took the view that the proposed elevation for the Queen Street frontage did not successfully provide a sensitive treatment for this location. A condition was therefore imposed to consider alternative proposals for the Queen Street frontage of the development.
20. The original proposal for the Queen Street frontage was developed following extensive pre-application discussions with the Local Planning Authority and English Heritage. At the beginning of these discussions officers had recognised that the building would need to negotiate the transition between the city scale buildings surrounding Carfax to the narrow plot widths in Queen Street. The applicant subsequently prepared a number of options for the new development that sought to provide a memory of the narrow medieval plots in Queen Street. These options were presented to the Oxford Design Review Panel [ODRP] who took the view that the design of the Queen Street frontage was being conceived more as a façade than an integral part of a complete concept. The panel concluded that the tenement boundaries of Queen Street had already been eroded and having reviewed some of the historic evidence within the submitted character assessment, suggested that the phases of change that had occurred within this part of Queen Street suggested that the scheme should look to take cues from the civic scale of Carfax.
21. It was clear from the ODRP's comments that the need to meet modern retailing needs, preserve the historic narrow tenement boundaries and deliver a well-designed building presented a challenge to the applicant. Moreover their comments that the scheme would benefit from a single design concept, which responds to the civic scale of the Carfax junction were considered valid given that site would be seen in that context when viewed from other streets such as High Street and Cornmarket. As a result the pre-application discussions, which followed on from the design review panel meeting, focussed on a single plot concept for the Queen Street elevation which was eventually submitted.
22. The applicant has subsequently submitted an alternative treatment for the Queen Street elevation which retains the single concept approach of the original proposal but includes the following amendments.
 - The deepening of the window reveals facing Queen Street
 - The reduced width of the windows on the return elevation facing Carfax
 - The reduced width of the window in the attic floor facing Carfax
 - The reduction in the roof pitch of the attic floor
 - The bronzed windows better articulated and colour lightened

23. The applicant has provided enhanced CGI images to better reflect the appearance of the building, highlighting how the deeper window reveals, bronze windows, and clipsham stone will help this building appear as a bookend to the street and gateway to the civic scale of Carfax and High Street to the east as recommended by the ODRP.
24. A number of alternative proposals were considered both prior to the submission of the original application and also following the committee meeting. These treatments explored the use of different materials, window patterns and roof profiles in order to try to meet the need to provide a single modern retail unit on the ground floor of the building and respect the narrower tenement boundaries in Queen Street. These variations included retaining a stone base to the building with string courses and window dressings. The upper floors of the building then used either a singular brick across the upper floors or a combination of bricks to denote a narrower plot. The variations also used a combination of regular or irregular window patterns to help distinguish the narrower plot.
25. Officers consider that these alternative options provided significant weight to the ODRP's comments that the building did not successfully negotiate the transition between the narrow plot widths in Queen Street and the city scale buildings surrounding Carfax. The proposed loss of the tenement boundaries exhibited in the existing buildings at 4-5 Queen Street would result in less than substantial harm to the historic interest of Queen Street and the significance of the Central Conservation Area. A significant proportion of medium and high quality examples of these tenement plots would remain throughout Queen Street and the other streets within the Central Conservation Area and the loss of above ground evidence (in the form of the buildings) would be mitigated by the preservation of the below ground references to these medieval burgage plots through the revised basement design which officers negotiated. Queen Street has undergone progressive change throughout the C19th/20th and the revised proposal would represent part of this change. The harm that would result from the proposed development would be mitigated by the preservation of below ground evidence and justified by the public benefits that would be achieved through a well-designed replacement building (of better quality to the existing buildings) that would sit comfortably within the local context and make full use of the site with mixed commercial and residential accommodation.
26. In that respect the revised Queen Street Frontage would accord with the aims of the National Planning Policy Framework, Oxford Local Plan Policy HE2 and HE7, Oxford Core Strategy Policy CS18, and West End Area Action Plan Policy WE10 and WE11. Officers would therefore recommend that members approve the details under the terms of the condition.

Conclusion:

27. The details submitted in relation to conditions 10 (archaeology), 13 (refuse and cycle storage), and 22 (Queen Street elevation) of planning permission 14/02256/FUL are considered to be in accordance with the aims of the National Planning Policy Framework and the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, Sites and Housing Plan 2011-2016, and

West End Area Action Plan. Therefore officer's recommendation to the Members of the West Area Planning Committee is to approve the details under the terms of the condition and to delegate officers the ability to approve the further details required as part of condition 10 (archaeology)

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to approved the 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 the conditions, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Contact Officer: Andrew Murdoch

Extension: 2228

Date: 5th August 2015

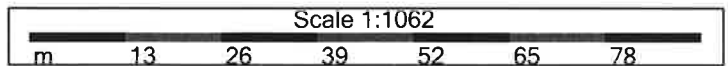
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Appendix 1

4-5 Queen Street & 114-119 St Aldate's



1:1062



Organisation	Oxford City Council
Department	City Development
Comments	Not Set
Date	25 August 2015
SLA Number	100019348

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APPENDIX 2

West Area Planning Committee

12th November 2014

Application Number: 14/02256/FUL

Decision Due by: 11th November 2014

Proposal: Demolition of 4-5 Queen Street and rear of 114-119 St Aldates. Renovation and alteration of remaining properties at 114-119 St. Aldates with roof extension, plus erection of new building to Queen St on 5 levels plus basement. Change of use from offices and retail to form 2 Class A1 retail units plus further unit for either Class A1 (retail), Class A2 (offices) or Class A3 (restaurant) at basement and ground floor levels. Provision of 133 student study rooms at upper levels, plus ancillary facilities at basement level and cycle parking for 110 cycles at ground floor level.

Site Address: Site Of 4 To 5 Queen Street And 114 - 119 St Aldate's

Ward:

Agent: Philip Brown

Applicant: Reef Estates Ltd

Recommendation:

The West Area Planning Committee is recommended to support the development in principle but defer the application in order to draw up a legal agreement in the terms outlined below, and delegate to officers the issuing of the notice of permission, subject to conditions on its completion:

Reasons for Approval

- 1 That the principle of redeveloping this site for mixed-use student accommodation / commercial development would make an efficient use of previously developed land in the West End Regeneration Area. The student accommodation would be suitable for the site and would contribute towards creating a balanced and mixed community within the West End, and provide suitable contributions towards off-site affordable housing provision. The commercial uses would not have an adverse impact upon the retail hierarchy of the city. The City Council has given considerable weight and importance to the desirability of preserving or enhancing this conservation area, as a designated heritage asset. It considers that any harm that would result from the proposed development is justified by the public benefits that would result through a replacement building of better quality to the existing buildings that sits comfortably within the local context and creates better quality

accommodation, making full use of the site and providing a mix of uses that will contribute to the vitality and viability of the city centre. The development would also be acceptable in terms of highway considerations, sustainable design, archaeology noise and environmental health considerations subject to appropriately worded conditions.

- 2 In considering the application, officers have had specific regard to the comments of third parties and statutory bodies in relation to the application. However officers consider that these comments have not raised any material considerations that would warrant refusal of the applications, and any harm identified could be successfully mitigated by appropriately worded conditions.
- 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 Submission of design details for windows, roof extension, shop fronts etc
- 4 Material Samples in Conservation Area
- 5 No demolition before rebuilding contract
- 6 Student Accommodation – Full Time Courses / Management Plan
- 7 Student Accommodation - No cars
- 8 Student Accommodation - Out of Term Use
- 9 Archaeology - Design & method statement
- 10 Archaeology - WSI
- 11 Transport Assessment
- 12 Travel Plan
- 13 Cycle and Refuse Areas Provided
- 14 Construction Traffic Management Plan
- 15 Noise - insulation before use
- 16 Air conditioning plant
- 17 Scheme of extraction / treating cooking odours from restaurant
- 18 Detailed Energy Statement / NRIA
- 19 Drainage Strategy
- 20 Biodiversity Measures / Enhancements
- 21 Development of a Servicing Plan for all uses

Legal Agreement:

- £628,028.24 towards off-site affordable housing provision

Principal Planning Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP5 - Mixed-Use Developments

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
CP13 - Accessibility
CP14 - Public Art
CP19 - Nuisance
CP20 - Lighting
CP21 - Noise
TR1 - Transport Assessment
TR4 – Cycle Parking
HE2 - Archaeology
HE3 - Listed Buildings and Their Setting
HE7 - Conservation Areas
HE9 - High Building Areas
HE10 - View Cones of Oxford
RC3 - Primary Shopping Frontage
RC5 - Secondary Shopping Frontage
RC12 - Food & Drinks Outlets
RC13 - Shop Fronts

Core Strategy

CS1_ - Hierarchy of centres
CS2_ - Previously developed and greenfield land
CS5_ - West End
CS9_ - Energy and natural resources
CS10_ - Waste and recycling
CS11_ - Flooding
CS12_ - Biodiversity
CS13_ - Supporting access to new development
CS17_ - Infrastructure and developer contributions
CS18_ - Urban design, town character, historic environment
CS19_ - Community safety
CS24_ - Affordable housing
CS25_ - Student accommodation
CS31_ - Retail

West End Area Action Plan

WE10 - Historic Environment
WE11 - Design Code
WE12 - Design & construction
WE13 - Resource efficiency
WE18 - Student accommodation
WE20 - Mixed uses
WE23 - Retail

Sites and Housing Plan

HP5_ - Location of Student Accommodation
HP6_ - Affordable Housing from Student Accommodation

Other Planning Documents

- National Planning Policy Framework
- Affordable Housing and Planning Obligations SPD
- Natural Resource Impact Analysis SPD

Public Consultation

A summary of all comments received from statutory and third party consultees are set out in **Appendix 2** of this report.

Pre-Application Discussions / Oxford Design Review Panel

The applicant undertook detailed pre-application discussions through a series of meetings with Oxford City Council and English Heritage in order to develop the scheme. The applicant has also met with Oxford Preservation Trust separately.

The proposal was reviewed positively by the Oxford Design Review Panel on the 20th March 2014. Their comments were summarised as follows. The mixed use development is an excellent opportunity to enhance the Oxford Central conservation area. They stated that it is critical that the project should be seen as a single concept that combines both a clear idea grounded in the site and the desire to create high quality accommodation.

The panel took the view that the initial concept for the building was not as strong as the site merited. There needed to be more clarity about how the building will work internally to provide an excellent environment for student houses, and make the best use of the opportunities that the internal elevations and courtyards presented. If this was developed the external aspects of the project such as entrances, roofs, and facades would come together and help develop a more fitting building for central Oxford.

114-119 St. Aldates is a robust and good quality building that may benefit from a bold approach, with the insertion of a new internal layout and roof extension offering opportunities for creative design. A similar boldness should be adopted for the 4-5 Queen Street elevation, which should look to take architectural cues from Carfax and the east, rather than the heavily eroded plot boundaries of Queen Street to the west. The elevation of 4-5 Queen Street appears to have been conceived simply as a façade, as opposed to an integral part of a complete concept. Nonetheless, the emerging design integrity of that façade is encouraging and should be extended across the site as a whole. The proposal offers the opportunity to improve the immediate roofscape as viewed from Carfax, and the panel are encouraged by the commitment to achieving this. The choice of materials and design of a confident roof form which is informed by a single concept would help.

Officers Assessment:

Background to Proposal

1. The application site is located within the heart of the city centre to the south and west of Carfax Tower, and can be viewed in two parts with street frontages onto St Aldate's and Queen Street (**appendix 1**)

2. The first is 114-119 St Aldate's which comprises two 4 storey buildings that front onto the eastern side of the road with 2 and 3 storey buildings to the rear. There are two ground floor commercial units with basements that are currently occupied by Blacks (Class A1) and Santander (Class A2), whilst the upper floors of the building are currently vacant but were previously in office (Class B1) use.
3. The second is 4-5 Queen Street, which includes two 3 storey buildings that front onto Queen Street. There are two commercial units at ground floor level Swarovski (Class A1) and Eat (Class A1/A3). The basements and upper floors of the building are currently vacant.
4. The site is within the Central Conservation Area and the West End Regeneration Area. The commercial units on Queen Street form part of the Primary Shopping Frontage, while St Aldate's is within the Secondary Shopping Frontage in the retail hierarchy.
5. In December 2010, a report to committee was prepared relating to a comprehensive mixed-use redevelopment of a group of buildings in St Aldate's and Queen Street, which included the buildings subject to this application, under 08/02261/FUL and 08/02260/CAC. In determining this application, the general principle of a mixed-use retail led development which included student and office accommodation was accepted but the application was recommended for refusal on the basis that satisfactory arrangements to mitigate the impact of the proposal upon the transport network, public realm and other services in the West End Regeneration Area were not in place. The application was subsequently withdrawn shortly before the committee was due to meet to determine the case.
6. The current proposal is more modest but seeks planning permission for an extensive redevelopment of the site to create a mixed-use commercial and student accommodation development. The main frontage building to St Aldate's would be retained, with the rear additions and Queen Street buildings demolished. This would be replaced by a new four storey building that fronts onto Queen Street and links with the rear of the St Aldate's building, which would have an additional floor added at roof level.
7. The student accommodation would provide 133 rooms, 79 of which would provide accommodation for Christ Church with the remainder available for occupation by others. The accommodation would be accessed from Queen Street and generally arranged in clusters around shared kitchens and study rooms with some have communal facilities in the basement. The Christ Church Accommodation has been designed to meet the specific standards of the college.
8. The new building at 4-5 Queen Street will provide a single retail unit at ground and basement level, and there would be two ground floor units fronting onto St Aldate's.
9. The proposed development is to be car-free. There would be a designated space for 110 cycle spaces to the rear of the site at ground floor level which would be used by both the commercial and student accommodation.

10. Officers consider the principal determining issues to be:

- Principle of Development
- Student Accommodation
- Affordable Housing
- Commercial Use
- Impact on Heritage Assets
- Highway Matters
- Archaeology
- Ecology
- Sustainability
- Noise
- Drainage
- Community Infrastructure Levy

Principle of Development

11. The National Planning Policy Framework [NPPF] has a presumption in favour of sustainable development. The NPPF has a set of core principles which requires planning to proactively support sustainable economic development and encourage the effective use of previously developed land provided that it is not of high environmental value and to promote mixed use developments.

12. The Oxford Core Strategy encourages development proposals to make an efficient use of land in built up areas through Policy CS2. The site is within the West End Regeneration Area, which is a key location whose regeneration has been identified as fundamental to the overall long-term success of Oxford. Policy CS5 of the Oxford Core Strategy identifies this area as suitable for mixed-use developments.

13. The site is specifically allocated within the West End Area Action Plan as being suitable for redevelopment to a range of uses including retail and student accommodation

14. Therefore the principle of redeveloping the site for a mixed use development would be consistent with the aims of the NPPF and relevant policies of the West End Area Action Plan and the Oxford Core Strategy.

Student Accommodation

15. The West End Area Action Plan identifies the West End as being suitable for student accommodation as it contributes to creating a mixed and balanced community. The Sites and Housing Plan Policy HP5 is supportive of locating student accommodation within the city centre.

16. The proposed redevelopment would result in a loss of the existing office space on the upper levels of 114-119 St Aldates. This space is currently vacant, and is not considered a key protected employment site. The West End Area Action Plan has identified the site as being suitable for redevelopment to a range of uses such as student accommodation. Therefore there would be no objection to the resultant loss of office accommodation.

17. In terms of the general use of the student accommodation, the Oxford Core Strategy Policy CS25 restricts the occupancy to students that are in full-time education on courses of an academic year or more. Sites and Housing Plan Policy HP5 then goes on to state that developments of 20 or more bedrooms should provide both communal indoor space and outdoor space which would be available to all residents. The accommodation will need to include a management regime for the building and an undertaking that residents will be prevented from parking their cars anywhere on site, and in Oxford. A condition would be imposed accordingly.
18. The layout has been developed following pre-application discussions with officers and also the Oxford Design Review Panel. The student rooms are arranged in clusters with individual rooms with private ensuite bathrooms set around shared kitchens and study rooms. The accommodation would be of an appropriate size and designed in a manner to ensure that the rooms that do not face onto St Aldates or Queen Street benefit from good quality daylight. The internal corridors are wide and there are windows and lightwells to give these circulation areas access to natural light. The layout would be fully accessible for those with mobility problems and would accord with the standards required by Part M of the Building Regulations.
19. With regards to external space, it is recognised that this is a constrained site which restricts the ability to provide meaningful areas of amenity space. The proposed layout has sought to address this challenge to provide some outdoor space for residents. The shared kitchens and lounges have balconies and there is also a roof terrace that officers consider utilises well the available external space. The accommodation would also provide good quality communal facilities with the kitchens, lounges, and also a common room, cinema, gym, lounge, and laundry in the basement of the building. As such officers consider that the layout makes the best use of the site to provide external and internal communal space and is considered acceptable.
20. In terms of management the Christ Church accommodation will be managed by the college itself. As the remaining accommodation does not have a current end user, there are no details with respect to management. However the layout includes an office at basement level to allow for on-site supervision if required. Similarly the accommodation has its own refuse stores at ground floor level which is accessible and collected by private contractors. In accordance with Policy HP5 a condition should be attached which requires a management plan to be provided for both the Christ Church and remaining accommodation, and also includes provisions for preventing students from bringing cars into Oxford.

Affordable Housing

21. Sites and Housing Plan Policy HP6 states that new student accommodation that includes 20 or more bedrooms will be required to make a financial contribution towards delivering affordable housing elsewhere in Oxford.

22. The proposed student accommodation would qualify for an off-site affordable housing contribution. The student accommodation would have a gross internal floor area of 4485.96m², and therefore would attract an off-site contribution of £628,028.24. The applicant has agreed to meet this contribution, and this should be secured through legal agreement.

Commercial Use

23. The City Centre is at the top of the retail hierarchy as defined by the Oxford Core Strategy 2026, with Policy CS1 and CS31 encouraging proposals that support the role of the City centre as the main focus for retail, leisure, and cultural activities.

24. The City centre is separated into two types of shopping frontage, Primary and Secondary. The two commercial units - Swarovski (Class A1) and Eat (Class A1/A3) - at 4-5 Queen Street form part of the Primary Shopping Frontage, while the two units - Blacks (Class A1) and Santander (Class A2) – form part of the Secondary frontage. The proposed development would create 3 commercial units in total with a single retail unit (Class A1) on Queen Street and a retail unit (Class A1) and either a Retail (Class A1), Financial and Professional Services (Class A2), or Food and Drink (Class A3) on St Aldates. The retail (Class A1) unit on Queen Street would accord with the aims of Oxford Local Plan Policy RC5 which encourages the provision of retail uses within the Primary Shopping Frontage.

25. In terms of St Aldates, the proposed Class A1 use for 117-119 St Aldates and an Class A1 or A2 use for 114 St Aldates would maintain the status quo with respect to the current authorised use of the current premises and therefore there would be no change to the Secondary Frontage. The potential use of the current Santander unit (114 St Aldates) for retail (A1) would accord with the aims of Oxford Local Plan Policy RC5 which has a general presumption in favour of retail units. The potential use of this unit for food and drink (A3) outlet would not have any impact on the overall percentage of retail units within the Secondary Shopping Frontage given the authorised use of the existing premises is Class A2 use. Therefore the proposed uses for the St Aldates frontage would fully accord with the requirements of Policy RC5.

26. The Local Plan recognises that food and drink outlets (Class A3-5) uses make an important contribution to the vitality and viability of the City centre, but that they can give rise to environmental problems. Therefore Policy RC12 states that food and drink outlets should not give rise to unacceptable environmental problems or nuisance from noise, smell, or visual disturbance including the impact of any equipment or plant associated with the use. It also states that where necessary conditions will be imposed to control the impact of food and drink outlets.

27. Environmental Health Officers have identified that the proposed Food and Drink Outlet could give rise to possible odour nuisance for the residential accommodation above. Therefore a condition should be attached which ensures that cooking odours are discharged at or above roof level to allow dispersion of cooking fumes. Similarly the standard condition requiring prior approval of a scheme for the treatment of cooking fumes and odours shall also be added.

Impact on Heritage Assets

28. The site is in a sensitive location at the heart of the Oxford Central (City and University) Conservation Area, and within the setting of a number of listed buildings, all of which are defined as designated heritage assets. The Queen Street frontage lies in the south-west quadrant of the ancient crossing in the centre of the City opposite the Grade II listed Carfax Tower. This crossing has undergone major phases of redevelopment in the late C19th with the development of the Town Hall and widening of roads, and in the 1930s with the reconstruction of buildings around the crossroads. There are Grade II listed buildings on the north-west and north-east corners and the Grade II* listed Town Hall to the south-east. The northern part of St Aldate's has a city scale to its buildings derived from the Town Hall and the neo-classical buildings opposite erected during the 1930s. The site and its other adjoining building at 121 St Aldates are not listed. Queen Street was largely rebuilt in the C19th and has undergone further progressive and incremental changes over time. Its early medieval origins are still evident in the gentle curve of the street, widening in the central section, and narrow plots widths albeit some of which have been lost as part of C20th changes in retailing.
29. Conservation principles, policy and practice seek to preserve and enhance the value of heritage assets. With the issuing of the National Planning Policy Framework (NPPF) in March 2012 the Government has re-affirmed its aim that the historic environment and its heritage assets should be conserved and enjoyed for the quality of life they bring to this and future generations. The NPPF requires proposals to be based upon an informed analysis of the significance of any affected Heritage Asset and expects applicants to understand the impact of any proposal upon the asset with the objective being to sustain that significance. These aims are embodied in Local Plan Policy HE7 which seeks to preserve or enhance the special character and appearance of the conservation area or its setting. In considering the impact of development on the significance of Heritage Assets, the objective must be for new development to sustain that significance but where there is potential for harm, then the public benefits must clearly outweigh that harm.
30. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. In the Court of Appeal, *Barnwell Manor Wind Energy Ltd v East Northants District Council, English Heritage and National Trust*, 18th February 2014, Sullivan LJ made clear that to discharge this responsibility means that decision makers must give considerable importance and weight to the desirability of preserving the setting of listed buildings when carrying out the balancing exercise (of judging harm against other planning considerations).
31. The proposal involves the demolition of the Queen Street frontage buildings and rearward additions, and erection of a new building on the site of 4-5 Queen Street which wraps around to the rear of 115 St Aldates, and a new attic storey to 114-119 St Aldates. Officers consider that potential impact of the scheme upon Queen Street and surrounding views at street level, and the potential impact on the

important views of the distinctive city skyline are the two main issues that need to be considered when assessing the impact of the development upon the significance of the designated heritage assets and their setting.

32. The scheme has been developed following extensive pre-application discussions with the Local Planning Authority and English Heritage and also been presented to the Oxford Design Review Panel. It is supported by a Design and Access Statement, Local Character Assessment, Character Assessment Toolkit, Visual and Townscape Assessment, and Built Heritage Statement and Addendum which considers these two issues.

Impact upon Queen Street

33. During the consultation process, concerns have been raised about the impact the proposed development would have upon the significance of the remnant tenement boundaries within the historic core of the town and in particular Queen Street. The historic tenement character assessment in the Oxford Archaeological Action Plan (2013-2018) demonstrates that these boundaries remain a significant component of the townscape around central Carfax crossroads and that the width of frontages in this area contribute to the way residents and visitors can appreciate central Oxford as a historic medieval town. The area has already been affected by the new Brewer Street Quadrangle for Pembroke College which was one area of moderately well preserved tenement boundaries within the study area. The cumulative impact of these two developments on the remaining tenement boundaries could arguably be assessed as constituting harm to the character of the Central Conservation Area. This view has to some extent been echoed in the consultation response from Oxford Preservation Trust which expresses regret at the loss of the narrow plots of 4-5 Queen Street.
34. Officers and English Heritage had raised concerns at the pre-application stage that the proposals did not successfully reflect the narrow plot widths in Queen Street or handle the competing need to negotiate the transition from the city scale buildings surrounding Carfax. The applicants subsequently prepared options for the new development that sought to provide a memory of the narrow medieval plots. These options were subsequently considered by the Oxford Design Review Panel [ODRP] who raised concerns that the Queen Street frontage was being conceived as a façade rather than an integral part of a complete concept. The panel were encouraged by the emerging design treatments for this frontage but recommended that it be treated as one rather than two separate components. The panel concluded that the tenement boundaries of Queen Street had already been eroded and having reviewed some of the historic evidence and photographs in the Character Assessment, which illustrated phases of change to this part of Queen Street, suggested that the scheme should look to take cues from the civic scale of Carfax.
35. The challenge of how to meet modern retailing needs, preserve the historic narrow tenement boundaries and deliver a well designed building is evidenced in ODRP's comments. However, the comments that the scheme would benefit from a single design concept, which responds to the civic scale of the Carfax junction are valid given that site would be seen in that context when viewed from other streets such

as High Street and Cornmarket. As a result the pre-application discussions, which followed on from the design review panel meeting, focussed on a single plot concept for the Queen Street elevation and resulted in the scheme submitted in this application.

36. The proposed loss of the tenement boundaries exhibited in the existing buildings at 4-5 Queen Street would result in less than substantial harm to the historic interest of Queen Street and the significance of the Central Conservation Area. However, a significant proportion of medium and high quality examples of these tenement plots would remain throughout Queen Street and the other streets within the Central Conservation Area and the loss of above ground evidence (in the form of the buildings) can be mitigated by the preservation of the below ground references to these medieval burgage plots through the revised basement design, which officers have negotiated. Queen Street has undergone progressive change throughout the C19th/20th and the current proposal would represent part of this change. The harm that would result from the proposed development would be mitigated by the preservation of below ground evidence and justified by the public benefits that would be achieved through a well designed replacement building (and of better quality than the existing buildings) that would sit comfortably within the local context and make full use of the site with mixed commercial and residential accommodation. In that respects the proposal would accord with the aims of the National Planning Policy Framework and Oxford Local Plan Policy HE2 and HE7.

Impact upon Long and Short Distance Views

37. The Oxford Local Plan recognises the importance of views of Oxford from surrounding high places, both from outside Oxford's boundaries but also in shorter views from prominent places within Oxford. As a result there is a high buildings policy (HE9), which states that development should not exceed 18.2m in height or ordnance datum 79.3m, whichever is the lower, within a 1,200m radius of Carfax except for minor elements of no great bulk.
38. The manner in which the height of the new building and the proposed roof would impact upon views from high vantage points within and outside the city were considered at length during the pre-application process. At the design review, the ODRP recognised that the redevelopment of the plot was an opportunity to improve the immediate roofscape of the site as viewed from Carfax Tower and encouraged this.
39. In terms of the high buildings policy, the maximum height for the application site would be 79.3m as stipulated by the policy. The proposal would exceed this level, but would ensure that the majority of the roof would sit below the 18.2m limit with only the lift shafts protruding marginally beyond this limit. The application is accompanied by a Visual and Townscape Assessment, which considers the impacts of the scheme upon the skyline. It is clear from the applicant's analysis of the proposal upon these short and long distance views that there is potential for the scheme to have an impact on these views.

40. Carfax Tower: The existing view (6) demonstrates that the important features of the

view are the domes and spires of the Town Hall, Tom Tower, and St Aldates with the tenement plots of Pembroke Street and the green hills beyond. The existing buildings at 4-5 Queen Street and St Aldates Chambers are not particularly positive elements within the foreground of this view, and nor are the collection of roofs and plant from the other retail units.

The proposed view (6) shows how the series of mono-pitched roofs would provide a more varied and interesting roofscape than exists at present. Furthermore it would not interrupt views of the main elements of significance such as the Town Hall, Tom Tower, Christ Church, tenement blocks of Pembroke Street, and the green hills beyond.

41. St Mary's Tower: This is the highest viewing point within the city. The existing view (7) highlights the views across the roofs of the colleges and historic buildings in this part of the city including the spires and towers of Tom Tower, St Aldates, Town Hall, All Saints, Carfax Tower and Nuffield Tower. Again the green hills set the background for the city.

The proposed view (7) demonstrates that the proposed building will not interfere with these key elements and would form an integrated part of the existing lower level roofscape of the buildings within the view.

42. St Michaels at the Northgate: The existing view (8) looks southwards down Cornmarket and the prominent features are the Town Hall, St Aldates, and Carfax Tower. 121 St Aldates is clearly visible at Carfax junction. The green hills beyond the city are less prominent.

The proposed view (8) shows that there will be little impact upon the existing roofline with all of the prominent features visible in the view and the attic extension of 114-119 St Aldates only marginally visible.

43. St Georges Tower: The existing view (6) highlights the importance of the tower as a defensive position with the city surrounded by hills and trees. The view has site of Carfax Tower and other prominent features of St Mary's, All Saints, Town Hall, Tom Tower and St Aldates. The viewer has the sense of being within an environment of more domestic scale, albeit with the bulk of County Hall obscuring the view of the centre.

The proposed view (8) shows that the building will protrude above the existing undistinguished roof line and directly in front of the Town Hall. The loss of a view of the Town Hall would not be so significant although this does highlight the importance of ensuring that the material treatment for the roof and its scale will help to integrate the building into the setting of rooftops that frame the foot of the view.

44. Castle Mound: The existing view (10) again shows how the castle mound provided a 360° view of the surrounding landscape. The towers of St Mary's, All Saints, Town Hall, Tom Tower, and St Aldate's are visible but far less prominent than in other views. The foreground has more of a domestic scale, but again is largely dominated by County Hall.

The proposed view (10) shows that the new building would not interfere with these elements and would be hardly visible from this vantage point.

45. Raleigh Park View Cone: The existing views (11 & 12) highlight that the view of Oxford from Raleigh Park is framed by trees within parkland. The high buildings within the city are set within the middle distance across the framed area, above the lower scale roofscape of the city suburbs. The foreground preserves the elements of the hillside and meadows, and Headington Hill provides the backcloth against which the historic buildings are seen.

The proposed view (11 & 12) shows that the roofline of the proposed building would not obscure the important elements of this view. It would be set within the existing roofline of the buildings just above the existing Westgate shopping centre (which has outline planning permission for redevelopment). There would be no material impact upon this view.

46. South Park View Cone: This is a 'close-up' view of the city from South Park. The existing view (13) shows the belt of trees that provides a green fringe which separates the historic city centre buildings from the low rise suburbs of St Clements and East Oxford. Wytham Hill and Hinksey Hill provide a green backcloth with prominent dip that focuses the view of the city centre. The spires, towers and domes break the skyline.

The proposed view (13) shows that the roofline of the building will be obscured by the gable of the Main Hall of the Town Hall, with small elements protruding either side that sit within the general roofscape of the buildings in that view.

47. Boars Hill View Cone: The existing view (14 and 15) show that the city is seen at a distance with the city set above green fields and woodlands. The hills of Elsfield and Woodeaton form a green backcloth. The limestone churches and university and college buildings are a prominent feature in the south east of the city centre, whilst the rest of the city centre is mainly comprised of a mix of small, pitched rooftops. The towers of Carfax and the Town Hall are set to the west of these college buildings.

The proposed view (14 and 15) highlights that the building will be more prominent in this view cone than Raleigh Park and South Park. The building will sit below Exeter College Chapel and between Carfax Tower and the Town Hall and within the collection of roofs that form the base to which these towers protrude. The building will not have a significant impact upon the prominent features of this view cone however the roof form would be likely to provide some order to the collection of roofs that it would sit within. That said the colour of the roof and choice of material will be an important element for integrating the building into this view.

48. The views into and across Oxford from the various viewing places identified above hold interest for the buildings in the view (aesthetic and historic value), the history of the view and the green backcloth in the views (which help understanding of Oxford's location as a crossing point within the Thames Valley). In summary, officers recognise that the proposed building would exceed the maximum height for

new buildings as set out in Local Plan Policy HE9 and that the proposed buildings would be visible in the views.. However, officers recognise that views are dynamic and subject to change over time. Indeed change is a part of the history of the view. The challenge is to ensure that the change adds interest, rather than depletes it. The design of the roof has created a visually interesting high quality roofscape, which as recognised by English Heritage, would sit comfortably amongst its surrounding buildings in long views from protected view cones and short views such as Carfax Tower and would add interest. As such the projection beyond the high buildings policy is considered to be an acceptable exception.

Form and Appearance

49. Policy CS18 of the Oxford Core Strategy 2026 requires development to demonstrate high-quality urban design responding appropriately to the site and surroundings; creating a strong sense of place; contributing to an attractive public realm; and providing high quality architecture. The Local Plan requires new development to enhance the quality of the environment, with Policy CP1 central to this purpose. Policy CP8 requires development to relate to its context with the siting, massing and design creating an appropriate visual relationship with the form, grain and scale of the surrounding area. This is supported through Policy HP9 of the Sites and Housing Plan, and the West End Area Action Plan design codes.

50. Layout: The proposal is designed to make use of the two main street frontages with the existing retail frontage onto St Aldates maintained and a single retail unit onto Queen Street provided. The student accommodation not intended for Christ Church would be accessed from Queen Street via the archway between 4-5 Queen Street and 121 St Aldates. The existing archway currently provides service access to the rear of the Queen Street buildings, and so using this as the main point of entrance would provide a more legible access that responds well to the activity within Carfax. This would also provide access to the cycle and refuse stores for the main uses within the proposed development. The Christ Church accommodation would be accessed via St Aldates using the existing access to the upper floors of the building. The application site is a constrained site in the city centre and as such the upper levels of the building have been designed to ensure that as many aspects face out onto the street and to the rear in order to maximise the outlook for the accommodation. Where smaller courtyards / atriums are proposed consideration has been given to light and outlook by locating some of the communal rooms in these areas.

51. Size, Scale, and Massing: The overall size and scale of the proposed development would respond to the city scale of the Carfax junction. The Queen Street building would be four storeys high with a recessed roof level extension which follows the building line of Queen Street. There would be a return frontage that faces towards High Street and creates a stronger corner junction than the existing buildings. The overall massing of the building would be reduced by the recessed roof, which would only be visible in glimpsed views from the surrounding streets. The building would confidently handle the transition between the city scale Carfax buildings and the smaller scale and narrower building plots that exist as the street runs westwards. The Visual and Townscape Assessment submitted with the application demonstrates in the existing and proposed street views (3-5) how the

building would frame both Carfax and Queen Street.

52. The proposal would maintain the existing St Aldates frontage and preserve the positive contribution they make to the appearance of St Aldates. The roof extension would again be recessed to maintain an appropriate scale. The overall roof design comprises a series of mono-pitched roofs, which will be an improvement on the existing roofscape and help to break up the built form and scale of the development while not harming long and short distance views of the city's skyline.
53. Appearance: The proposed building would have a contemporary appearance. Officers would concur with English Heritage's views that the Queen Street building would have a well ordered and rational frontage which would work well in its setting. The additional relief of the elevation proposed by the deep window openings and projecting bands create a visually interesting elevation that reflects the more intricate modelling of buildings in the surrounding area. The one concern officers would raise would relate to the return frontage on the Queen Street elevation, where the windows should be reduced in size to better reflect the scale of openings in the adjoining building at 121 St Aldates. This should be controlled by a condition on any consent to secure amendments.
54. The Queen Street frontage would be formed from stone, whilst the rear elevations would be facing brick. The roof structure would be copper with standing seams extending to wall cladding, and the windows would be of a bronze finish. The material treatments for the main elevations would be acceptable in principle subject to a condition requiring prior approval of these details. The main concern with the materials would relate to the choice of copper for the roof, which may appear too strident in this context and as such needs further consideration to ensure the building successfully integrates into its local setting and so as not to adversely impact upon long and short range views. This should be secured by condition which would allow for a more detailed consideration of the alternatives available.
55. Overall officers consider that the size, scale and massing of the development would be appropriate for the site and would not harm the significance of the Central Conservation Area or the setting of the listed buildings surrounding the site. This would accord with the aims of the NPPF and also the above-mentioned policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, Sites and Housing Plan 2026, and West End Area Action Plan.

Highway Matters

56. A Transport Assessment has been submitted with the application which has demonstrated that the uses proposed within the development would result in a net reduction of 194 vehicle wide trips across the city's road network when compared to the trips that would be generated by the existing office and retail uses on site.
57. The existing building currently provides pedestrian access to the retail elements from St Aldate's and Queen Street, with the offices on the upper levels accessed via St Aldate's. The proposed development would maintain this existing situation with respect to the ground floor commercial uses, whilst the student

accommodation would be accessed from both St Aldate's and Queen Street in order to disperse pedestrian demand.

58. The proposal will not provide any vehicle parking on site, and would maintain its existing 'car-free' status. The West End is an appropriate location for car-free development given the excellent walking, cycling and public transport opportunities that exist in this central location. It is also recognised that Sites and Housing Plan Policy HP5 requires a condition that prevents occupants of the student accommodation from bringing cars into Oxford.
59. In order to help encourage the uptake in sustainable modes of transport to the site, the scheme will provide 110 cycle parking spaces for both the commercial use and student accommodation. This would comfortably exceed the minimum cycle parking standards set out within the Oxford Local Plan 2001-2016 Policy TA4. A condition should be attached which requires this cycle parking provision to be provided and made available for use before the development is first occupied.
60. The Oxfordshire County Council have highlighted the potential for servicing of the development to have a negative impact upon the operation of St Aldate's and Queen Street particularly during the daytime hours where there are a large numbers of buses arriving and departing from St Aldates. St Aldate's is a narrow street which conveys a high number of passengers bound for East and South Oxford and beyond. It has 10 heavily used bus stops including two outside the application site. The footway in St Aldate's adjacent to the site is also narrow and is used by a large number of pedestrians and passengers waiting for buses. As a result it is imperative that the proposed development does not result in any reduction in the width of the footway, and that deliveries and servicing of the proposed development are properly considered.
61. There is currently no direct servicing to 114-116 St Aldates from Queen Street and all servicing for this retail unit is via St Aldate's. The servicing for the remainder of the site is via Queen Street. As the majority of the servicing will take place from Queen Street. There may be a requirement for some servicing of 114-116 & 117-119 St Aldates as is currently the case given the entrance location of these units are onto St Aldate's. However all servicing of the site is to be between 1800 and 1000 hours, and would comply with all local loading / unloading restrictions. The refuse storage for the proposal is located on the ground floor and is fully accessible through the cycle store, and will be collected via a private (commercial) collection contractor. It is not proposed to alter the footway onto St Aldates as part of the scheme.
62. The County Council as Highways Authority has raised no objection to the development but recommended a service plan be developed which prevents routine deliveries and servicing from disrupting the operation of buses on St Aldate's or pedestrian amenity on Queen Street. The plan would also need to address how student's belongings can be dropped off and picked up at either end of university terms without impacting negatively on the operation of the streets. This should be secured by an appropriately worded condition.

63. A Framework Construction Traffic Management Plan has also been submitted at the request of the Local Highways Authority to ensure that the potential disruption from the construction phase is considered at an early stage. The Highways Authority has raised no objection in principle to this document but recommend that the formal plan should ensure that all construction traffic is routed via Queen Street (outside the core trading hours, i.e. 1000 to 1800hours) and that St Aldate's should not be used for loading/unloading or stationary construction/contractor vehicles at any time. In addition the Highway Authority also seeks that the full width of the footway in St Aldate's is maintained for pedestrian use at all times. Any temporary relocation of bus stops would be required to be agreed in advance with the Highways Authority.
64. Overall the proposed development is considered acceptable in highway terms, subject to the above conditions in accordance with the aims of Oxford Local Plan Policies CP1, CP10, TR1 and TR4

Archaeology

65. The application involves a substantial ground works in an area of high archaeological sensitivity. An archaeological desk based assessment (Heritage Assessment) has been submitted for this site by CgMs Ltd (2014) along with a subsequent addendum (September 2014).
66. The site is centrally located within the historic core of the city, central to the Late Saxon burh, fronting onto the medieval market which encompassed Queen Street (Great Bailey) and St Aldates (Fish Street) and located partly within the 13th century Jewish 'Quarter' in the vicinity of suggested high status Jewish dwellings of likely stone construction. The site has previously produced evidence for significant Late Saxon and medieval remains including in-situ Late Saxon street surfaces and medieval floor levels. The site as a whole has the potential to preserve a wide range of features, ecofacts and artefacts that may be of national significance in terms of the study of the development of early towns.
67. The importance of Late Saxon urban sites, such as Oxford, at a regional level is recognised by the Thames Solent Research Assessment which notes that the Late Saxon urban remains of the region represent a nationally important resource (Dodd and Crawford 2014: 230). In the post-Conquest period the national significance of Oxford in economic terms increased significantly, until a period of decline in the 14th century. By 1066 it was *'one of the largest towns in England, exceeded in size only by London, York, Norwich, Lincoln, and Winchester'* (Victoria County History 1979). The town's rising prosperity in the later 12th and early 13th centuries, reflected in tallage contributions, in 1176-7 it paid the same as Exeter, Gloucester, Norwich, Bedford, Dover, and Canterbury, but less than London, Northampton, York, or Lincoln, Winchester, and Dunwich. In 1227 Oxford paid the same amount as York, and more than any other town except London. In 1334 Oxford ranked 8th among English provincial towns on the basis of taxable wealth. The potential archaeological significance of well-preserved deposits along the principal market frontages of the central crossroads is therefore clear.

68. Officers initially raised concerns that the submitted basement design would have a likely impact upon archaeological remains. The basement designs have been significantly amended to secure the preservation in-situ of Late Saxon and medieval street frontage remains known to be present at Nos 4 and 5 Queen Street. Officers welcome these amendments which will secure Oxford's important below ground heritage. Therefore officers would raise no objections to the proposal subject to conditions which ensure that a sympathetic demolition and construction methodology is employed and that post demolition evaluation of the remaining impacted areas be undertaken in order to guide subsequent mitigation by archaeological excavation and/or localised redesign, if appropriate.

Ecology

69. A Bat Survey has been included with the application. The survey found no evidence that the application site was being used by roosting bats. The location is considered too far into the centre of Oxford for bats to commute to find roost sites, and there are more optimal roost sites in surrounding buildings and closer to green space which they are more likely to use. The Survey recommends a precautionary approach is followed during construction to monitor for the presence of bats.

70. Officers are satisfied with the conclusions and recommendations contained within the survey and recommend a condition be attached which requires these recommendations to be carried out.

Community Infrastructure Levy

71. The Community Infrastructure Levy (CIL) is a standard charge on new development. The amount of CIL payable is calculated on the basis of the amount of floor space created by a development and applies to developments of 100 square metres or more. The reason that CIL has been introduced is to help fund the provision of infrastructure to support the growth of the city, for example transport improvements, additional school places and new or improved sports and leisure facilities.

72. The proposal will be liable for a CIL payment of £231,123.62. The Oxfordshire County Council have requested this money be spent on a number of schemes. There are no longer any direct allocations towards specific infrastructure projects from applications. The CIL contribution from this application will go into a central fund and the Council will decide the spending priorities in consultation with the County Council through the infrastructure planning and budget setting process.

Sustainability

73. Sites and Housing Plan Policy HP11 requires development proposals for student accommodation to include at least 20% of their energy needs from on-site renewable or low carbon technologies where practical. This is supported by Oxford Core Strategy Policy CS9 which states that all development should optimise energy efficiency by minimising the use of energy through design, layout, orientation, landscaping and materials.

74. A Natural Resource Impact Analysis (NRIA) and Energy Strategy have been submitted with the application. The NRIA scores 9/11 which exceeds the minimum score of 6. The Energy Strategy sets out how the proposed accommodation intends to reduce energy consumption through efficient design and utilising renewable technology. It focuses upon using low energy lighting and lighting control to optimise lighting efficiency; small power management systems in student bedrooms to minimise power consumption; improved building fabric thermal properties to reduce heating loads and solar shading to minimise the risk of overheating during summer months; and an energy efficient ventilation strategy and installation of heat recovery to ventilation systems. The proposal will use air source heat pumps in order to meet the energy target of 20% required by the policy. Similarly the commercial units will be fitted out to ensure that they achieve the 20% renewable energy target.
75. Having reviewed these documents, officers consider that they have provided a good baseline for optimising energy efficiency within the building but have not entirely demonstrated how the 20% target for total energy needs will be met. In terms of renewable technologies the NRIA scores poorly as only Air Source Heat Pumps have been proposed. A number of other technologies such as Solar Water Heating Systems, Biomass Boilers, Grey and Rain Water Harvesting have seemingly been discounted on the basis that they may not be permitted in a Conservation Area. The location of the site within a Conservation Area should not necessarily preclude such technologies if they are appropriately designed.
76. A more detailed energy statement would therefore be required which properly considers all options and sets out firm commitments as to how the building will optimise energy efficiency to meet the 20% target for energy needs would be required in accordance with the above-mentioned policies. This could reasonably be secured by an appropriately worded condition.

Drainage

77. A Drainage Statement has been submitted with the application which indicates that all drainage will utilise the existing connections from the existing buildings to the public network.
78. Thames Water have raised concerns with the strategy and made clear that it would not be appropriate to allow surface water from the site to be discharged via the existing connection into the public foul sewer in Queen Street. St Aldates and Queen Street are serviced by separate foul and surface water sewers that the development could connect to provided that all other surface water disposal methods have been demonstrated as being impractical. The foul sewer system in the city is not intended to convey surface water and therefore it is imperative that new developments actively seek to separate foul and surface water flows and control the rate of surface water flows by incorporating sustainable urban drainage into their design. Thames Water have therefore reiterated their comments that a separate foul and surface water drainage strategy should be submitted which calculates peak foul and surface water discharge rates at each existing connection to the public sewer system, calculated peak foul and surface

water discharge rates at each proposed connection (post development) to the public sewer system, Sustainable Urban Drainage methods to be incorporated into the development's drainage with attenuation capacity requirement and associated calculations and proof that the surface water disposal methods hierarchy has been investigated. The Drainage Authority have raised no objections to the proposal, but have acknowledged that the drainage flow from the existing hard surfaces on site drain to the existing sewers. These flows could be reduced by the use of grey water recycling.

79. It is clear that the current drainage strategy is not sufficient to demonstrate that the proposed drainage will not have an impact upon the existing sewerage network. However, as originally recommended by Thames Water this could be dealt with by imposing a condition which requires a more detailed drainage strategy to be developed before development commences.

Noise

80. A Noise Impact Assessment has been submitted which has been developed in conjunction with Oxford City Council Environmental Health. The noise assessment criteria meet recognised guidance levels and are therefore appropriate.

81. In order to ensure that the residential accommodation is designed to meet the agreed criteria, a condition should be attached which recommends the following.

- All residential accommodation to meet agreed noise level of 30 dB LAeq in living rooms and bedrooms prior to occupation with no single noise event to exceed 45dB LAmax.
- In addition all applicable rooms to be capable of meeting these levels with windows in the open position. Where windows need to remain in the closed position to achieve agreed levels, applicant to install an acoustic ventilation to ensure that an adequate supply of fresh air is provided.

82. In addition to the above, a condition should also be attached which requires a Demolition and Construction Management Plan in order to ensure any adverse impact on local and residential amenity is reduced to a minimum.

Conclusion:

83. The proposal is considered to be in accordance with the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, Sites and Housing Plan 2011-2016, and West End Area Action Plan. Therefore officer's recommendation to the Members of the West Area Planning Committee is to approve the development in principle, but defer the application for the completion of a legal agreement to secure the necessary financial contribution towards off-site affordable housing as set out above.

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 grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Contact Officer: Andrew Murdoch

Extension: 2228

Date: 3rd October 2014

Appendix 2: Summary of Public Consultation

4-5 Queen Street and 114-119 St Aldate's (14/02256/FUL)

The following comments have been received from Statutory Organisations and Third Parties in relation to the application.

Statutory Organisations

- English Heritage

English Heritage had extensive pre-application discussions on the design of the proposed new building at 4-5 Queen Street and 114-119 St Aldates. We are content that the design, scale and appearance of the proposed new building at 4-5 Queen Street and additional storey on 114-119 St Aldates would not harm the significance of the Central (University and City) Conservation Area. However, the site has high potential for archaeological remains of national importance and further field evaluations are required prior to determining the application to establish the significance of any buried archaeology.

This application consists of a proposal to construct an entirely new building on the site of 4-5 Queen Street which wraps around the rear of 115 St Aldates and add a new attic storey to 114-119 St Aldates in order to provide student accommodation. This raises two conservation issues: firstly, the potential impact on views of the distinctive Oxford roofscape of towers and spires which is a defining characteristic of the city (and therefore a key aspect of the significance of the conservation area). Secondly, Queen Street is one of the major historic streets within the city where, although most buildings are relatively modern, it still retains the route of the medieval street and has an interesting streetscape characterised by some relatively narrow frontages inherited from medieval burgage plots. Any new building needs to sit comfortably within this context and contribute positively to the appearance of the street.

The height of the proposed building would exceed the maximum height for new buildings of 79.3m above Ordnance Datum set out in Policy HE.9 of the Oxford Local Plan. However, in our view the height of the proposed building would not be harmful to the distinctive Oxford skyline and thus the significance of the conservation area as no buildings of architectural note would be obscured by the proposed building in views from nearby Carfax Tower. The design of the roof is clever and comprises a series of mono pitched roofs covered in a copper coloured metal that together would create a visually interesting roofscape of a very high quality and would thus be a significant improvement on the quality of the roofscape currently visible from the Tower. Long views towards the City (shown in views 11, 12, 13, 14 and 15) would also not be harmed by the proposed building as the varied and high quality roofscape would sit comfortably amongst surrounding buildings of similar scale and massing. That said, English Heritage would not view the scale of the proposed building as a precedent for new buildings along Queen Street, as a distinctive characteristic of this street is the descending scale in building heights from 115 St Aldates to the more modest buildings of three to four storeys further down the street. We also consider that the current proposals represent the maximum height that could be accommodated on the site. Anything

higher would begin to obscure buildings of note in views from Carfax Tower and would likely dominate and rise above the distinctive and rich tapestry of buildings that underpin the spires and towers which together form the attractive and highly significant Oxford skyline.

We are also content with the proposed Queen Street elevation, a well ordered and rational frontage which would work well alongside the varied but ordered frontages surrounding it. The additional relief on the elevation provided by the proposed deep window openings and projecting bands would create a visually interesting elevation that reflects the more intricate modelling of buildings in the surrounding area. We are also content with the proposed attic storey on 114-119 St Aldates as the way in which the attic is recessed means that it would only be visible in glimpsed views from St Aldates and Cornmarket.

Our only concern remains the buried archaeology. The site is located in a critical area for the understanding of the origins of the town of Oxford lying as it does at the very centre of the oldest part of the town. As yet it is unclear whether there are intact archaeological deposits under the current building. If these do survive they could be of national significance. This potential should be assessed through field evaluation before any decision is taken on this application in accordance with paragraphs 128 and 129 of the NPPF.

English Heritage is content with the design, scale and appearance of the proposed building but remains concerned about the potential impact on buried archaeology which could be of national importance. We therefore recommend that further field evaluation is required prior to determination of the application. We would welcome the opportunity of advising further. Please consult us again if any additional information or amendments are submitted. If, notwithstanding our advice, you propose to approve the scheme in its present form, please advise us of the date of the committee and send us a copy of your report at the earliest opportunity.

- Environment Agency Thames Region: No objection
- Oxford Civic Society
The Society is concerned about the following points.
 - The location of the refuse storage area is through the cycle storage area, at the furthest point from Queen St on the ground level and a long way from the street. This arrangement is inconvenient, risks litter being dropped and it seems inevitable that bicycles will be damaged on occasions.
 - The only amenity area for resident students is located in the basement; this is not satisfactory for students who may have no other nearby such facility (as in other college buildings). Consideration should be given to alternative or additional provision elsewhere in the development, e.g. common rooms on upper floors
 - There appear to be no area for management of the accommodation, except for a small office in the basement. It is unclear what arrangements are proposed for management of the student accommodation, but particularly in this location, we would consider that onsite supervision is necessary
- Oxford Preservation Trust

The Trust have been pleased to be involved in the pre-application discussions in this very sensitive position at the heart of Oxford

We have been concerned at the heights of this development in this location next to Carfax Tower throughout and would have preferred that any building in this location was no higher than the existing. However, we recognise the attempts that have been made to create a varied roofscape which will not dominate in the view and that the top storey has been set back behind the Queen Street façade building line in an attempt to soften its impact from street level. We do still make the point that it will be prominent in the views

This is a big building in a narrow street and we have had a number of discussions over the façade onto Queen Street. We regret the loss of the reference to narrow plots which date from Saxon times when this formed part of the Jewish Quarter, and which remain the character of the adjoining buildings in Queen Street. What is proposed pays more reference to Carfax than to Queen Street and we are concerned that it will not sit easily here.

- Oxfordshire County Council

- General comment: The county council supports the development in principle. However, the following issues need to be considered in determining this proposal.

The servicing of the development could cause a negative impact on the operation of St Aldate's and Queen Street, particularly during the daytime when there are large numbers of buses arriving and departing from the St Aldate's street. A servicing plan needs to be submitted and agreed by the county council for the development which prevents routine deliveries and servicing from disrupting the operation of buses on St Aldate's or pedestrian amenity on Queen Street. The plan would also need to address how student's belongings can be dropped off and picked up at either end of university terms without impacting negatively on the operation of the streets.

St Aldate's is the location of significant numbers of bus services to south and east Oxford, as well as to locations outside the city. Many other bus services pass through St Aldate's without stopping, on route to/from other stops in the High Street, Speedwell Street and beyond. It is always difficult to provide bus stops and the routeing of buses in Oxford city centre. Therefore, the county council would request that any temporary relocation of bus stops as a result of this development be avoided. Around 50% of people currently access the city centre by bus, so it is important to maintain the flow of buses and their passengers.

If permitted, the proposal will impact upon various infrastructure and services provided by the county council. To address these, Community Infrastructure Levy (CIL) revenue would be necessary. The transport schemes that CIL could be put towards are: Improved environment for pedestrians and cyclists in City centre, including Queen Street, St Giles, Magdalen Street, George Street and Broad Street; Improved City centre cycling environment; Cycle

parking, cycle hire or cycle hubs; Public realm improvements within City centre; Reconfiguration of city centre bus and passenger waiting facilities

- Highways Authority: St Aldates is a narrow street which conveys very large numbers of buses and coaches (up to 200 per hour) and their passengers linking the City Centre with a wide swathe of East and South Oxford and beyond. The full width of the carriageway at the northern end of St Aldates is required for the passage of buses and other vehicles. St Aldates also contains 10 very busy bus stops, including stops G4 and G5 in the close vicinity of the development site. These stops serve the very busy Cowley Road corridor and the Thornhill Park and Ride site.

The footway adjacent to the development site in St Aldates is very narrow, and is used by huge numbers of pedestrians walking along the length of this key city thoroughfare and is also used to form long queues of waiting passengers for buses. It is imperative that there is no reduction in the available width of this footway.

The provision of bus stops and the routeing of buses in Oxford is a hugely controversial subject, and the temporary relocation of any bus stops should be avoided, not only because of the extreme difficulties in finding alternative locations, but also because of the likelihood of many complaints, adverse media comment etc. Around 50% of people currently access the city centre by bus, so the importance of maintaining the flow of buses and their passengers cannot be overstated.

The Local Highways Authority have raised no objections subject to the following conditions

- A Construction Traffic Management Plan shall be included which ensures that all construction traffic is routed via Queen Street outside core trading hours and that St Aldates will not be used.
 - A management regime for the student accommodation that prevents cars being brought into Oxford.
- Drainage Authority: The drainage flow from the existing hard areas drain to the existing sewers, these flows could be reduced by the use of grey water recycling.
 - Property: It is calculated that this proposed development would generate a population of 133 additional residents. If permitted, the proposal will impact upon various County Council related infrastructure and services. To address these, CIL revenue would be necessary. The County's non-transport infrastructure priorities arising from development in this area are (not in particular order):
 - Improved capacity and accessibility of Westgate library
 - Improved capacity and accessibility of early intervention centres
 - Older people day centre and learning disabilities day centre in West Oxford
 - Extensions to existing primary schools
 - Extensions to existing secondary schools

- Extensions to special needs accommodation
 - Extensions to existing 6th form schools
 - Improved capacity and accessibility of existing children's centres
- Thames Water Utilities Limited
Thames Water have submitted two sets of comments on the 9th September 2014 and 29th October 2014

Water Comments

Thames Water recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.

Thames Water recommend the following informative be attached to any planning permission: There is a Thames Water main crossing the development site which may/will need to be diverted at the Developer's cost, or necessitate amendments to the proposed development design so that the aforementioned main can be retained. Unrestricted access must be available at all times for maintenance and repair. Please contact Thames Water Developer Services, Contact Centre on Telephone No: 0845 850 2777 for further information.

Waste Comments

In their comments dated 9th September 2014, Thames Water stated

With the information provided Thames Water has been unable to determine the waste water infrastructure needs of this application. Should the Local Planning Authority look to approve the application ahead of further information being provided, we request that the following 'Grampian Style' condition be applied –

"Development shall not commence until a drainage strategy detailing any on and/or off site drainage works, has been submitted to and approved by, the local planning authority in consultation with the sewerage undertaker. No discharge of foul or surface water from the site shall be accepted into the public system until the drainage works referred to in the strategy have been completed".

Reason - The development may lead to sewage flooding; to ensure that sufficient capacity is made available to cope with the new development; and in order to avoid adverse environmental impact upon the community'

Should the Local Planning Authority consider the above recommendation is inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Control Department (telephone 0203 577 9998) prior to the Planning Application approval

A Drainage Statement had been supplied at the time of the application, and following a review of the document, Thames Water made the following comments on the 29th October 2014.

Section 3.3 of the drainage statement for the proposed development (Drainage Statement, 114-119 ST ALDATES AND 4-5 QUEEN STREET, OXFORD, dated: June 2014) indicates that the developer plans to discharge surface water via the existing 300mm diameter combined (foul and surface water) connection to the 225mm diameter public FOUL sewer in Queen Street.

This proposal contradicts current plans to address flooding in Oxford by separating surface water connections from the foul network. Both St Aldates and Queen Street are serviced by separate foul and surface water sewers that the development could connect to following demonstration that the hierarchy of surface water disposal methods (1st Soakaways; 2nd Watercourses; 3rd Sewer) have been examined and proven to be impracticable, In accordance with part H of the Building Regulations Act 2002.

Section 3.3 of the development's Drainage Statement concludes that the existing combined (foul and surface water) 300mm diameter connection to the public system has a maximum flow capacity of 57 litres/second. The receiving 225mm diameter foul sewer has a maximum flow capacity of 43.45 litres/second. Please Note that the foul sewer system is not intended to convey surface water, and has been sized to accommodate foul flows only. This is why there is a separate surface water system servicing the City. Miss-connection of surface water to the foul system can rapidly consume capacity in foul sewer during wet weather and result in sewer flooding. This is why it is of prime importance that new developments actively seek to separate foul and surface water flows and control the rate of discharge to the public system by incorporating SuDS into their design.

As previously requested, the developer is required to submit a separate foul and surface water drainage strategy. Detailing; calculated peak foul and surface water discharge rates at each existing connection to the public sewer system, calculated peak foul and surface water discharge rates at each proposed connection (post development) to the public sewer system (Please Note: Foul and surface water must not be combined), SuDS incorporated into the development's drainage with attenuation capacity requirement and associated calculations and proof that the surface water disposal methods hierarchy has been investigated. It is recognised that some of this information has been provided in separate documents, but for continuity, the developer is requested to include this information in the drainage strategy. If, following review of the requested drainage strategy, initial investigations conclude that the existing foul or surface water sewer network is unlikely to be able to support the demand anticipated from this development, it will be necessary for the developer to fund an Impact Study to ascertain, with a greater degree of certainty, whether the proposed development will lead to overloading of existing waste foul and/or surface water infrastructure, and, if required, recommend network upgrades.

Third Parties

17 London Place: Whilst the proposal meets the policy of student accommodation on a main road, I feel the site is more suitable for commercial, and it would be a pity to lose central commercial / employment space. The accommodation seems to be in 2 parts - part for Christ Church and part for private letting. Whilst the Christ Church

part has local support from the college, the private section has no amenity space (roof garden perhaps) and poor light and outlook to the rear. The access for bins is poor having to collect through a cycle store and down a narrow alley. Service access generally is poor. Also there does not seem to be any level 3 (disabled) provisions. I think a more detailed design should be considered by the Design Review Committee.

114-119 St Aldates/4-5 Queen St, Oxford

Outline Methodology for Archaeological Works

Introduction

This document outlines the broad methodology to be adopted to mitigate the impact on archaeological remains arising out of proposed development (planning reference 14/02256/FUL). It forms a part of the Archaeological Written Scheme of Investigation (WSI) required by the Local Planning Authority (LPA). The archaeological works are designed to comply with and allow discharge of (draft) conditions 9 and 10.

Condition 9

No development (including site clearance) shall take place until a detailed design for foundations; other ground-works; intrusive landscaping; and a method statement for their construction in areas of archaeological potential; have been approved in writing by the local planning authority. The method statement shall be expressed in terms that commit the developer to compliance unless otherwise agreed in writing by the planning authority.

Condition 10

Post-demolition no development shall proceed until the developer has:

1. Carried out an archaeological evaluation of the site in accordance with a written scheme of investigation approved in writing by the local planning authority and;
2. Secured the implementation of a scheme of mitigation of any significant archaeological impact, which may be achieved by redesign, or by archaeological recording action in accordance with a supplementary written scheme of investigation, to be approved in writing by the Local Planning Authority.

This document should be read in conjunction with the Archaeological Desk-based Assessment (CgMs 2014a) and the Addenda to that assessment (CgMs 2014b) attached to this document as Appendices 1 and 2 respectively. Together, these documents, submitted in support of the planning application, describe the known and potential archaeological remains on the site, identify the potential impact of the proposed development on those remains, and outline a strategy to mitigate that impact. As a result the Oxford City Archaeologist has recommended that the scheme can proceed subject to conditions requiring further archaeological investigation.

In addition, further documents will be produced comprising:

- A detailed foundation and groundworks design to specify the type and location of works and the methodology for their construction (see condition 9)
- A detailed WSI to specify the scope scale and methodology for an archaeological evaluation of areas to be affected by the construction works (see condition 10)
- A detailed WSI to specify the scope, scale and methodology for any detailed investigative works that may be required, following evaluation, to mitigate construction impact (see condition 10)

General impact of construction on archaeological remains

The proposal affect land at 4/5 Queen Street and 114/115 St Aldates Oxford, although only construction works in land to the rear of Queen Street have the potential to cause significant disturbance to archaeological remains. In properties fronting St Aldates existing basements will be retained with no or only very limited construction impact below this level. Any archaeological remains that survive will be preserved in situ. Along the Queen Street frontage the existing basements will also be retained, although it proposed that some piling will take place here. Piling will be designed to be minimal impact with pile caps inserted above the level of archaeological remains.

As such, the areas of highest archaeological importance, comprising potential remains of Saxon and Medieval buildings fronting on to two of Oxfords main thoroughfares , will suffer no or only very limited disturbance. This strategy of promoting preservation in-situ of important archaeological remains follows national and local policy and guidance.

An area to the rear of properties fronting Queen Street will be subject to excavation for a new basement, below existing levels, with the potential to disturb archaeological remains (see Appendix 2). These remains, should they have survived previous development of the site, are likely to comprise backyards attached to the properties fronting Queen Street and may preserve important evidence for the use of the street frontage properties. This area will provide the focus for archaeological evaluation and, if required, subsequent detailed investigation (see below).

Demolition, foundation design and construction methodology

A detailed methodology for demolition and construction has yet to be finalised although the following broad methodology is proposed.

Those elements of the existing standing building that will not be retained will be demolished to the level of the existing ground floor/basement slab as appropriate. Some limited removal of slab and existing footings will take place to enable piling.

The new build will be constructed on a piled foundation, with pile caps and ground beams. Once demolition is complete the site will be filled with crushed material, over the retained basement slab, to provide a stable piling matt from which piling will be undertaken. Once piling is complete this material will be removed and the ground will then be reduced to the new basement level. Construction will proceed from this new formation level.

In order to discharge (draft) condition 9 it is intended to submit to the City Council a detailed foundation design and construction method statement prior to the start of demolition works.

Archaeological works

It is proposed to undertake archaeological works on site in two phases to ensure compliance and discharge of (draft) condition 10.

Phase 1 Evaluation

In part discharge of (draft) condition 10, and in order to test the survival of archaeological remains, their location, condition and significance, it is proposed to undertake Phase 1 Evaluation, comprising

a number of test trenches/pits (to be specified within a WSI agreed by the LPA). These works will take place prior to demolition, and will be located in areas where construction impact will take place, specifically to the rear of Queen Street. The results of the work will be submitted to the LPA and will be used to (a) agree any changes to the foundation design and construction methodology (possibly to further promote preservation of important remains), and (b) to agree the scope and scale of any further detailed investigation.

Phase 2 Detailed investigations

Should evaluation confirm the location of significant archaeological remains that cannot be preserved in situ then a programme of detailed pre-construction investigation will be undertaken (to be specified within a WSI agreed by the LPA). This would likely involve excavation and recording of archaeological remains to the rear of Queen Street, after the removal of the piling matt (to be confirmed), but prior to the construction of pile caps, ground beams and the insertion of services. The surviving basement slabs and any recent make up/obstructions would be removed under archaeological supervision with archaeological excavation undertaken to the depth of formation for the new build. Any archaeological remains below this depth would be considered for protection and retained in situ.

Watching brief

As noted above, the evaluation and detailed investigation works will be focussed on the area to the south of Queen Street. Across the remainder of the site only limited groundworks are proposed beneath existing levels. Where these do occur, for services, etc. an archaeological watching brief will be maintained to ensure the recording of any archaeological remains that are exposed. The scope and scale of the watching brief will become clearer when detailed foundation and construction plans are available and be specified within a WSI agreed with the LPA.

Reporting and archiving

In addition to the WSI's, a number of reports will be issued during the project as follows:

- Phase 1 Evaluation report
- Phase 2 Detailed investigation interim results and post-excavation assessment report
- Draft Publication report
- Final publication report

The format of these reports will be specified within the WSI's.

The records and artefacts and other data generated by the projects will be subject to appropriate analysis as agreed with the LPA and specified within the post-excavation assessment report leading to publication/dissemination of the results.

The records and artefacts will be deposited with an appropriate publically accessible local archive.

Standards and monitoring

All works will be undertaken in compliance with the standards and guidance of the Chartered Institute for Archaeologists (CIfA). Other standards and guidance specific to period or data types will

be referenced within the WSI's as appropriate. The works will be managed on behalf of the developer by historic environment consultants CgMs who are a Registered Archaeological Organisation (RAO) with ClfA and have been involved as part of the design team from the start of the project. Fieldwork and reporting will be undertaken by a sub-contractor who will also have RAO status (to be appointed). Throughout the fieldwork and reporting works will be monitored by the City Archaeologist on behalf of the LPA.

Public outreach

The archaeological works are taking place in the centre of Oxford and there will be considerable public interest. As part of the WSI for Phase 2 detailed investigations proposals will be included to allow public access to the on-going works as far as possible given the constraints of a commercial construction site.

Appendix 1 Archaeological Desk-based Assessment

Appendix 2: Addenda to Archaeological DBA September 2014

MINUTES OF THE WEST AREA PLANNING COMMITTEE

Wednesday 26 August 2015

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COUNCILLORS PRESENT: Councillors Van Nooijen (Chair), Gotch (Vice-Chair), Cook, Fooks, Hollingsworth, Price, Tanner and Upton.

OFFICERS PRESENT: Murray Hancock (Planning and Regulatory), Michael Morgan (Law and Governance) and Jennifer Thompson (Law and Governance)

38. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS

Apologies for absence were received from Councillor Gant (substitute Councillor Fooks) and Councillor Benjamin.

39. DECLARATIONS OF INTEREST

There were no declarations of interest made.

40. 68 ABINGDON RD: 15/02142/SF56

The Committee considered a report detailing an application for prior approval for the change of use from financial/professional services (Use Class A2) to restaurant/café (Use Class A3) at 68 Abingdon Road, Oxford.

After discussion the Committee agreed to explicitly restrict the range of foodstuffs to be sold to that indicated in the application, and restrict the range of catering equipment indicated in the application and amend the conditions to that effect.

The Committee resolved to note that "Prior Approval" is required for application 15/02142/SF56 and approve the application subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Exclusion of other uses.
4. No hot food takeaway items.
5. Restricted hours/delivery times.
6. Use of yard for deliveries.
7. No structural alterations or additions.
8. Details of cycle parking.
9. Range of foodstuffs to be sold limited to that indicated in the application, and prepared by only the range of equipment indicated in the application.

41. 46 HYTHE BRIDGE STREET: 15/00656/VAR

The Committee considered a report detailing an application for the variation of conditions 2 (approved plans) and 9 (cycle parking details) of planning permission 10/01783/FUL (Conversion of building to provide flats) to amend the design layout to insert two new windows and a door on the north elevation and to alter the location of cycle parking at 46 Hythe Bridge Street.

The Planning Officer advised the committee that the application now varied from that described in the officer's report and involved less intervention to the building as the two new windows shown on the Hythe Bridge Street frontage were no longer proposed. Appendix 2 was circulated to the committee.

Members noted that a ramp should be provided to allow easy access to the cycle store.

The Committee resolved to approve application 15/00656/VAR with the following conditions:

1. Development to be commenced within 3 years of date of consent.
2. Development in accordance with the approved plans.
3. Samples of proposed materials.
4. Sample panels on site.
5. No additional windows in south west elevation.
6. Landscape Plan.
7. Landscaping to be carried out upon substantial completion of the development.
8. Plan showing means of enclosure.
9. Details of cycle parking areas.
10. Variation of Road Traffic Order.
11. Construction Travel Plan.
12. No windows to open out onto a public highway.
13. Bin storage facilities.
14. Scheme of archaeological work-written scheme of investigation.
15. Contamination survey.
16. Ground floor room in flat 7 shall not be used as a bedroom.
17. Structural details of the existing building fabric to be retained.

42. MINUTES OF PREVIOUS MEETING

The Committee resolved to approve the minutes of the meeting held on 11 August 2015 as a true and correct record.

43. DATES OF FUTURE MEETINGS

The Committee noted future meeting dates.

The meeting started at 6.30 pm and ended at 6.55 pm