

# Agenda

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## West Area Planning Committee

Date: **Tuesday 12 April 2016**

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Time: **6.30 pm**

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

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For any further information please contact:

**Jennifer Thompson, Committee and Member Services Officer**

Telephone: 01865 252275

Email: [democraticservices@oxford.gov.uk](mailto:democraticservices@oxford.gov.uk)

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# West Area Planning Committee

## Membership

<b>Chair</b>	Councillor Louise Upton	North;
<b>Vice-Chair</b>	Councillor Michael Gotch	Wolvercote;
	Councillor Elise Benjamin	Iffley Fields;
	Councillor Colin Cook	Jericho and Osney;
	Councillor Andrew Gant	Summertown;
	Councillor Alex Hollingsworth	Carfax;
	Councillor Michele Paule	Rose Hill and Iffley;
	Councillor Bob Price	Hinksey Park;
	Councillor John Tanner	Littlemore;

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

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# AGENDA

## Pages

1 **APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

2 **DECLARATIONS OF INTEREST**

3 **LAND SOUTH OF MANOR PLACE: 15/01747/FUL**

11 - 60

**Site Address:** Land South of Manor Place, near Manor Road

**Proposal:** Erection of 4 buildings on one, three and four levels to provide 286 student study rooms together with ancillary facilities including dining room, reception, lounge areas, car and cycle parking, bin storage and landscaped gardens. (Amended Application).

**Officer recommendation:** to refuse planning permission for the following reasons:

1. The evolution of the design has resulted in a development proposal whose buildings (their size, height, massing, footprints, architecture and siting) and landscape would fail to respond appropriately to the particular character, constraints and opportunities of the site. The proposal is an unacceptable and inappropriate form of development that would result in the overdevelopment of the site and would not make a place of sufficiently high quality. The proposal would therefore be contrary to Policy CS18 of the Council's Core Strategy, Local Plan Policies CP6, CP9 and CP11 and would fail to meet many of the objectives and policies set out in the Government's National Planning Policy Framework in particular the core planning principles set out in paragraph 17 and policies set out in sections 7 and 12 of the document.
2. The proposed design by virtue of the architecture, size, height, massing, footprint and siting of the buildings and the landscape proposal would result in an unacceptable development, out of place with the character and appearance of its surroundings, neither preserving nor enhancing the special character or appearance of the Central (University and City) Conservation Area. Approval of the proposal would contravene the duty set out in section 72(2) of the Planning (Listed Buildings and Conservation Areas Act 1990). The proposed development would fail to comply with the policies set out in of the Government's National Planning Policy Framework including those set out in paragraphs 9 and 17 and sections 7 and 12 of the document. The development proposal, by virtue of the reasons set out above would be contrary to Policy CS18 of the Oxford City Council's Core Strategy, Policies CP.8, HE.3 and HE.7 of the LPA's adopted Oxford Local Plan and Policy SP27

of the OCC Sites and Housing Plan.

3. The proposal is unacceptable by virtue of the siting, height and massing of Building A which would relate poorly to and have an overbearing impact on the garden of No.13 Manor Place and consequently would be detrimental to the amenities of the occupiers. The proposal would therefore be contrary to Policy HP14 of the Sites and Housing Plan.

**4 FLOREY BUILDING, 23-24 ST CLEMENT'S STREET:15/03643/FUL & 15/03644/LBC**

61 - 108

**Applications:** 15/03643/FUL (full planning application) – page 61  
15/03644/LBC (listed building consent application) – page 93

**Site Address:** Florey Building, 23-24 St Clement's Street

**Proposal:** Refurbishment and extension of existing student accommodation building to provide 25 additional study bedrooms, conference and support facilities.

**Officer recommendation:**

- (1) to grant planning permission for application 15/03643/FUL subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Material Samples in Conservation Area.
4. Landscape Plan.
5. Landscape Implementation.
6. Hard Surface Design – Tree Roots.
7. Underground Services – Tree Roots.
8. Tree Protection Plan Implementation.
9. Arboricultural Method Statement Implementation.
10. Student Accommodation – Full Time Courses.
11. Student Accommodation - No cars.
12. Student Accommodation - Out of Term Use.
13. Management Plan – including Service Management and Traffic Management Strategy.
14. Archaeology – WSI.
15. Travel Plan.
16. Student Travel Information Packs.
17. Cycle and Refuse Areas Provided.
18. Construction Traffic Management Plan.
19. Noise Levels as stated in Noise Assessment Report.
20. Air conditioning plant.
21. Scheme of extraction / treating cooking odours from kitchen.
22. Sustainability Statement Implementation
23. Flood Risk Assessment Recommendation Implementation.
24. Drainage Strategy.
25. Biodiversity Measures / Enhancements.
26. Development of a Servicing Plan for all uses.
27. Contaminated Land Risk Assessment.

(2) to grant listed building consent for application 15/03644/LBC subject to the following conditions:

1. Commencement of works LB consent.
2. LB consent - works as approved only.
3. 7 days' notice to LPA.
4. LB notice of completion.
5. Repair of damage after works.
6. Further works - fabric of LB - fire regs
7. Details stacks, plant and colours
8. Removal of historic features.
9. Internal features retained and protected.
10. Features to match.
11. Preservation of unknown features.
12. Fire doors – character.
13. Lighting.
14. Recording Written Scheme Investigation.
15. Audit of original internal features and fittings.
16. Method statement protection.
17. Further details.
18. Further works - buildings bounding site.
19. Materials samples.
20. Materials to match existing.
21. Conservation management plan.

**5 LAND ADJACENT TO 30A UNION ST: 15/03633/FUL**

109 - 116

**Site Address:** Land Adjacent to 30A Union Street Oxford.

**Proposal:** Erection of 2 storey side extension to No. 30A Union Street to create 1 x 3-bed semi-detached dwellinghouse (Use Class C3). Provision of private amenity space, bin and cycle store.

**Officer recommendation:** to approve the application subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Bin details.
5. Cycle parking.
6. Boundary details before commencement.
7. Ground resurfacing - SUDS compliant.
8. Variation of road traffic order.
9. Bollards.
10. Construction Travel Plan.
11. Street lighting.
12. No additional windows.

**6 33-35 GEORGE STREET OXFORD OX1 2AY: 16/00232/CT3**

117 - 122

**Site Address:** 33-35 George Street Oxford OX1 2AY

**Proposal:** Replacement windows and doors to the 1st, 2nd and 3rd floor rear elevation and first and second floor side elevation.

**Officer recommendation:** to approve the application subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials as proposed.
4. Details of doors and windows.

## **7 PLANNING APPEALS**

123 - 128

Summary information on planning appeals received and determined during February 2016.

The Committee is asked to note this information.

## **8 MINUTES**

129 - 136

Minutes from the meetings of 8 March 2016.

**Recommendation:** That the minutes of the meeting held on 8 March 2016 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.

## **10 DATES OF FUTURE MEETINGS**

The Committee will meet on the following dates:

25 May 2016 6.00 pm  
14 Jun 2016 6.00 pm  
12 Jul 2016 6.00 pm  
2 Aug 2016 6.00 pm  
13 Sep 2016 6.00 pm  
11 Oct 2016 6.00 pm  
8 Nov 2016 6.00 pm  
13 Dec 2016 6.00 pm

## **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.
4. Preparation of Planning Policy documents – Public Meetings

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.
5. Public requests to speak

Members of the public wishing to speak must notify the Committee and Member Services Officer before the meeting starts 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 Committee and Member Services Officer (whose details are on the front of the Committee agenda) or given in person before the meeting starts.
6. Written statements from the public

Members of the public and councillors can send the Committee and Member Services Officer written statements to circulate to committee members, and the planning officer prior to the meeting. Statements are accepted and circulated by noon, two working days 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.
7. 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 Committee and Member Services Officer of their intention at least 24 hours before the start of the meeting so that members can be notified.



## 8. 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](#)

## 9. 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.

## 10. 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; or
- (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**

12th April 2016

**Application Number:** 15/01747/FUL

**Decision Due by:** 23rd September 2015

**Proposal:** Erection of 4 buildings on one, three and four levels to provide 286 student study rooms together with ancillary facilities including dining room, reception, lounge areas, car and cycle parking, bin storage and landscaped gardens. (Amended Application).

**Site Address:** Land South Of Manor Place, **Appendix 1.**

**Ward:** Holywell Ward

**Agent:** JPCC

**Applicant:** McLaren (Manor Place) Ltd  
And The Warden And  
Scholars

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**Recommendation:** Committee is recommended to refuse planning permission.

**Reasons for Refusal.**

1. The evolution of the design has resulted in a development proposal whose buildings (their size, height, massing, footprints, architecture and siting) and landscape would fail to respond appropriately to the particular character, constraints and opportunities of the site. The proposal is an unacceptable and inappropriate form of development that would result in the overdevelopment of the site and would not make a place of sufficiently high quality. The proposal would therefore be contrary to Policy CS18 of the Council's Core Strategy, Local Plan Policies CP6, CP9 and CP11 and would fail to meet many of the objectives and policies set out in the Government's National Planning Policy Framework in particular the core planning principles set out in paragraph 17 and policies set out in sections 7 and 12 of the document.
2. The proposed design by virtue of the architecture, size, height, massing, footprint and siting of the buildings and the landscape proposal would result in an unacceptable development, out of place with the character and appearance of its surroundings, neither preserving nor enhancing the special character or appearance of the Central (University and City) Conservation Area. Approval of the proposal would contravene the duty set out in section 72(2) of the Planning (Listed Buildings and Conservation Areas Act 1990). The proposed development would fail to comply with the policies set out in of the Government's National Planning Policy Framework including those set out

in paragraphs 9 and 17 and sections 7 and 12 of the document. The development proposal, by virtue of the reasons set out above would be contrary to Policy CS18 of the Oxford City Council's Core Strategy, Policies CP.8, HE.3 and HE.7 of the LPA's adopted Oxford Local Plan and Policy SP27 of the OCC Sites and Housing Plan.

3. The proposal is unacceptable by virtue of the siting, height and massing of Building A which would relate poorly to and have an overbearing impact on the garden of No.13 Manor Place and consequently would be detrimental to the amenities of the occupiers. The proposal would therefore be contrary to Policy HP14 of the Sites and Housing Plan.

### **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  
CP11 - Landscape Design  
CP13 - Accessibility  
CP14 - Public Art  
CP17 - Recycled Materials  
CP18 - Natural Resource Impact Analysis  
CP19 - Nuisance  
CP20 - Lighting  
CP21 - Noise  
TR1 - Transport Assessment  
TR2 - Travel Plans  
TR3 - Car Parking Standards  
TR4 - Pedestrian & Cycle Facilities  
TR5 - Pedestrian & Cycle Routes  
NE6 - Oxford's Watercourses  
NE12 - Groundwater Flow  
NE13 - Water Quality  
NE14 - Water and Sewerage Infrastructure  
NE15 - Loss of Trees and Hedgerows  
NE16 - Protected Trees  
NE21 - Species Protection  
NE22 - Independent Assessment  
NE23 - Habitat Creation in New Developments  
HE2 - Archaeology  
HE3 - Listed Buildings and Their Setting  
HE7 - Conservation Areas  
HE8 - Important Parks & Gardens  
HE9 - High Building Areas  
HE10 - View Cones of Oxford

#### Core Strategy

CS1 - Hierarchy of centres  
CS2 - Previously developed and greenfield land  
CS9 - Energy and natural resources  
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  
CS25 - Student accommodation

#### Sites and Housing Plan

HP5 - Location of Student Accommodation  
HP6 - Affordable Housing from Student Accommodation  
HP9 - Design, Character and Context  
HP11 - Low Carbon Homes  
HP14 - Privacy and Daylight  
HP15 - Residential cycle parking  
HP16 - Residential car parking  
SP27 - Land off Manor Place

#### Other Planning Documents

- National Planning Policy Framework (NPPF)
- National Planning Practice Guidance.
- Affordable Housing and Planning Obligations SPD
- Parking Standards, Transport Assessment and Travel Plan is SPD 2007
- Natural Resource Impact Assessment SPD
- Oxford Character Assessment Toolkit
- English Heritage: The Setting of Heritage Assets (October 2011)
- English Heritage: Good Practice Advice on Setting and Decision - Taking

#### **Planning Obligations and Community Infrastructure Levy (CIL).**

The development as proposed is eligible for a financial contribution of £1,130,920 plus £56,546 costs towards off - site affordable housing secured by S.106 legal agreement, and a CIL contribution of £858,691.

#### **Pre Application Engagement.**

Prior to the submission of the planning application the applicant undertook its own consultation procedures which were reported in the documentation received in the form of a Statement of Community Involvement (SCI). The applicants sought to engage with elected members, interested third parties, various University colleges, student groups, the press and University Estates Office. This was done by a series of briefings, a community newsletter to properties within 0.5 miles of the site, a website and preview events before submission. Some 56 people attended events on 23<sup>rd</sup> and 25<sup>th</sup> January 2015 with 16 feedback forms received. Whilst there were few direct comments on the proposals, a number of queries were raised, in particular relating to the choice of the site for student accommodation, future management of the development, the potential for students to own cars, job creation, disturbance during

construction and flooding issues. The SCI can be viewed in full on the Council's website.

## **Public Consultation**

### Statutory Bodies.

- County Council: Strategic Comments: No Comments.
- County Council: Highways: No objection to final amendments and details; visibility at Manor Road / Manor Place junction achievable; cycle parking in accordance with Sites and Housing Plan; suggest conditions relating to visibility splays, cycle parking details, Travel Plan, construction travel plan, student management plan and sustainable drainage.
- County Council: Ecology: Advice to be taken from internal advisors.
- Environment Agency Thames Region: No strong objections to the development.
- Natural England: Raise no objection; would not damage the nearby SSSI at Magdalen Grove or new Marston Meadows.
- Historic England: Objections to the original proposals on heritage grounds, particularly the impact on St Catherine's College, Magdalen deer park, views into and out of Holywell Cemetery, and the Oxford Central Conservation Area generally; objection no longer sustained on amended proposals but recommends Council determines the application making a balanced assessment in line with the requirements of paragraph 134 of the NPPF and the development plan.
- Environmental Development: Recommends conditions in respect of working hours and noise in the construction stage, and standards for noise for air conditioning and other plant and the student rooms.

### Third Parties.

- Oxford Design Review Panel (ODRP): ODRP originally raised a number of concerns including the need to take a more holistic approach, to change aspects of building and landscape design as necessary to deliver a scheme that is sensitive to its setting. Following amendments support amended application in principle; siting of buildings improved, now with successful relationship to cemetery wall but aspects of the detailed building design would benefit from further resolution; landscaping now successful, responding well to character of area but suggest enhancing biodiversity with more diverse species and consider in more detail the placement of proposed trees in proximity to the site boundary; height and massing of blocks B and C sound and does not impact negatively on views; elevations well composed. *(NB: Copies of ODRP letters of comment of 8<sup>th</sup> October 2015 and 7<sup>th</sup> January 2016 attached as **Appendices 2 and 3.**)*
- Campaign to Protect Rural England (CPRE): Object to the scale, size, massing and bland design of the proposed development; alternative sites for student accommodation in less sensitive locations should be developed first.
- Oxford Civic Society: Object on grounds of non-compliance with the development plan, particularly Policy CS25, overdevelopment of the site, inadequacy of the facilities for students leading to noise disturbance and public nuisance, inadequate student management, transport and highway implications, and the impact of the proposals on the Holywell Cemetery.
- Oxford Preservation Trust: Object on grounds of design and impact on heritage

assets; amendments have not addressed concerns relating to proximity to listed buildings at St. Catherine's college, Law Library, Magdalen Deer Park and Holywell Cemetery; recommend refusal of application.

- St Catherine's College: Objection to the original proposals and revised scheme on basis of impact on the setting of St Catherine's College and its grounds; concerns also on affordable housing, the architectural design of the development, the quality of the student accommodation proposed, the private nature of the development and traffic related matters.
- Magdalen College: Accepts the principle of developing the site for student accommodation but objects on grounds of the scale, bulk and mass of the development on heritage assets, and on grounds of inadequate consultation, flood risk, and ecology.
- Brasenose College: Accepts the principle of student accommodation site, but has concerns about the scale of development on the site.
- All Soul's College: Object on grounds of the impact on heritage assets, noise disturbance, and flood risk.
- Queens College: No objection in principle, but present proposal too visually intrusive.
- St Edmund Hall: No objection in principle, but standard of accommodation and facilities poor; security potentially unsatisfactory; development will create excessive congestion on Manor Place;
- The Victorian Group of the Oxford Architectural and Historic Society: Object on grounds of scale and adverse impact on Magdalen Deer Park, St Catherine's College, Holywell Cemetery and the Conservation Area generally; poor standard of design, loss of trees, and poor standard of accommodation.
- The Twentieth Century Society: Object on the grounds of adverse impact on heritage assets, particularly St Catherine's College, and on the character of the Conservation Area.
- Friends Of Holywell Cemetery: Object on the grounds of the standard of accommodation; potential noise and disturbance from residents; impact on wildlife, flood risk and tranquillity of the cemetery.
- Oxfordshire Gardens Trust: Object on grounds of scale, design and disposition of proposed buildings, impact on heritage assets and, Holywell Cemetery in particular.

#### Individual Responses.

Approximately 70 comments were received from individuals in response to the original application. Objections were raised on the following grounds:

- Scale of development; over development of the site
- Adverse effect on the character of the Central Conservation Area
- Poor design of buildings
- Adverse impact on Magdalen Deer Park and Holywell Cemetery
- Destruction of Civil War defences
- Adverse effect on the tranquillity of the area
- Increase in light pollution
- Adverse effect on tourism
- Traffic and highways impacts
- Road safety, especially for cyclists
- Amenity of neighbouring occupiers

- Destruction of mature trees
- Adverse effects on ecology and biodiversity
- Erosion of wildlife corridors
- Increase in degree of risk from flooding
- Noise and disturbance for nearby occupiers
- Standard of accommodation, particularly size of study bedrooms, lack of communal facilities, inadequate kitchens and cycle storage
- Lack of supervision and safety for residents

In processing the planning application, various rounds of public consultation were undertaken. In undertaking re-consultation on the amendments in December 2015, January and February 2016 some 28 comments/objections were received from individuals. No additional issues were raised.

### **Officers Assessment:**

#### **Background to Proposals.**

1. The planning application relates to a site on the eastern side of the city centre allocated for development in the Sites and Housing Plan. It was submitted in May 2015 following lengthy pre application negotiations and was accompanied by an Environmental Assessment (ES) under the provisions of the Environmental Impact Assessment Regulations 2011. This followed a formal "Screening Opinion" made by the Planning Authority that an ES was required to accompany the planning application.
2. As submitted the planning application gave rise to a number of objections and, following ODRP review, amended proposals were submitted, reducing the size of the development and the number of student rooms from 349 to 286. The amendments also resulted in small changes to the disposition of buildings and their design, including moving the main structures away from the cemetery wall and a reduction in height of the southern wings of Buildings B and C located closest to Magdalen College and the deer park.

#### **The Site and Surroundings.**

3. The site, an irregular shaped parcel of land of 1.19 hectares (2.9 acres) lying historically on the eastern edge of the town (the Magdalen wall forms part of the historic town wall), has evolved to become the apparently abandoned, overgrown area of land that can be seen today. The site has been vacant and unused for many years, its last known use still being evident in the remnants of hard tennis courts that survive amongst the numerous mature and semi - mature trees. Archaeologically the site is important in that it has released evidence of Civil War defences. In its current guise it provides a space in the heart of the city which is verdant and tranquil, contributing positively to settings of a number of highly significant and important heritage assets as well as providing a valuable green space within the Central (University and City) Conservation Area. The land is currently owned by Merton College. However the current proposals are of a



commercial nature in terms of the end user and not for the college's particular use.

4. The site as well as lying within the Central (University and City) Conservation Area, also falls within the City Centre Archaeological Area, and the Transport Central Area, and within 1,200 metres of Carfax, i.e. the area within which the height of buildings is restricted.
5. Clockwise from the north the surroundings to the site consist of Edwardian housing on the west side of Manor Place with a two storey terrace of 5 dwellings and two no. two storey detached houses. On the east side there are two terraces of five dwellings each plus a detached house. In the main these are substantial dwellings in red brick with steeply pitched, tiled roofs. Adjacent to number 10, Manor Road crosses Holywell Mill Stream into the grounds of the Grade 1 listed St Catherine's College, designed by Arne Jacobsen and opened in 1965. The College's surroundings are a Grade II Registered Park and Garden.
6. To the south of St Catherine's College lies Holywell Ford, comprising a collection of buildings located just to the east of the River Cherwell. Some structures are located over the sluice gates themselves. The original house dates from the late C19 and is designed, typically of this period, in a vernacular style, in this case in the manner of a C17 farmhouse built in coursed stone rubble with distinctive, steep roofs and prominent chimney stacks. The building is Grade II listed and together with a modern 1990s development is used as accommodation for postgraduate students at Magdalen College. Adjacent to the C19 building group is a further 1990s building housing squash courts, also for Magdalen College. Holywell Mill Lane is owned by Magdalen College rather than Merton and forms the southern boundary of the site for about 110 metres. On the south side of the Lane, the northern boundary of Magdalen Grove (the deer park) consists of a Grade II\* listed, castellated stone wall dating from the 15th century about 3.7metres (12') in height.
7. The deer park itself is a Grade 1 Registered Park and Garden and is a Site of Special Scientific Interest (SSSI). It consists of grassland with a large number of mature trees, despite losses to Dutch Elm disease in the 1970s. To the south lie the buildings of Magdalen College itself, the nearest at a distance of about 200 metres from Holywell Mill Lane. To the west is located student accommodation also dating from the 1990s and occupied by St. Cross and Brasenose Colleges.
8. Holywell Cemetery was established in 1847 and contains memorials to a number of notable people. It is identified in policy CS12 of the Core Strategy as enjoying biodiversity interest. The wall which forms its southern and eastern boundaries adjoining the site of the proposed development marks a difference in ground levels. The wall is a significant feature but is not listed. At the north - western edge of the cemetery lies St Cross Church a Grade 1 listed building of early medieval origin, which was extensively rebuilt in the

nineteenth century. It closed in 2008 and is now used by Balliol College as a historic collections centre. The wall around the churchyard is Grade II listed. The site of the original Holywell Manor occupies a roughly triangular site facing onto Manor Road. The oldest part of the site consists of a 16th century farmhouse. Extensive later additions by George Kennedy include the road façade, and two wings in a Queen Anne style. More recent additions include the James Fairfax Yard block (1993). Holywell Manor is occupied by graduate students of Balliol College.

9. On the north side of Manor Road lie a number of University buildings including Sir Leslie Martin's St Cross Building housing English and Law libraries, Sir Norman Foster's Manor Road Building and recent extensions at the entrance to St. Catherine's College by Stephen Hodder.

## The Proposals

10. The proposed development as amended consists of the erection of four buildings on primarily four as well as three and one levels, to provide 286 student study rooms, together with ancillary facilities, including dining room, reception, lounge areas, disabled car and cycle parking, bin storage and landscaped gardens. Access is proposed from Manor Place for pedestrians, cyclists and motor vehicles. **Appendix 1** refers. There is no access from Holywell Mill Lane. The general disposition of the buildings of the site is as indicated in **Appendices 4** and **5** and is as follows. Building A is rectangular with a broadly east - west axis. It is located in the northern part of the site, with its western gable end facing the cemetery and its northern elevation nearly perpendicular to Manor Place. Buildings B and C occupy the wider southern section of the site. They each have an 'L' shaped footprint sitting back to back in a symmetrical form; the east - west oriented elements being parallel to Building A and the north - south elements perpendicular. The fourth building is located between Buildings A and B. The three principal buildings consist of three and four floors, with the uppermost floor set into the roof space. The main buildings would have an approximate height of 12.0m. to ridge and 9.0m. to eaves with split gables. The three principal buildings provide the following accommodation;
11. Building A: This building consists of four floors. The ground floor consisting of reception/office, laundry, plant, cycle storage, with upper floors accommodating clustered study bedrooms and kitchen/lounge areas. The third floor rooms are within the pitched roof.
12. Building B: This L shaped building consists of four floors in its east - west oriented sections and three floors in its north south oriented sections. Student study bedrooms and kitchen / lounge areas are provided on the ground, first, second and third floors with the top floor rooms again within the pitched roof.
13. Building C: Building C is a mirror image of Building B, its north - south section parallel to that of Building B and separated by a gap of about 20 metres. It provides identical accommodation to Building B.

14. A fourth building consists of a single storey pavilion set between and linking Buildings A and B. This houses the main kitchen and refectory. The single storey refectory building has been designed to have a sedum roof as has the adjacent cycle store. The east elevation of the refectory is glazed with bifolding screens opening out onto a courtyard and leading to a wide terrace with steps and informal seating. The dining room is set below the ground level of Holywell Cemetery to the west to allow views over it.
15. The external materials are envisaged to be facing brickwork with soldier courses and stone detailing to cills etc with aluminium framed doubled glazed windows. To gable ends composite timber veneer panels are introduced whilst the roofs to the main residential blocks would be of natural slate and green sedum to the single storey buildings. The single storey structures consist of dry stone walling where they face the cemetery wall, with composite timber veneer panels and glazing to other elevations, all under a green sedum roof.
16. Internally the non-self-contained student study rooms are each fitted with a shower room and other facilities within a floor area varying from 16 to 20 sq m per room. This is fairly typical of developments of student accommodation permitted elsewhere in recent times. Students would have the choice of preparing their own meals in the shared kitchens or using the refectory.
17. Externally pedestrian, cycle and vehicular access is taken from Manor Place. The area between the site entrance and the north facing facade of Building A would accommodate 2 disabled car parking spaces, together with a turning area for service, emergency and refuse collection vehicles. The proposed development would be essentially “car-free” and would not therefore include car parking for students, with the exception of the parking spaces for the disabled. The vehicle movements associated with students moving in and out at the start and end of term are intended to be covered by a management plan, although non - car modes of transport would be encouraged via a travel plan in any event. Informal footpaths would link the buildings and the site with Manor Place to the north and the river to the east. There would be provision for parking and storing up to 176 bicycles with secure access arrangements and CCTV coverage.
18. In respect of landscape design the scheme proposes approximately 0.9 hectare of open space, consisting of the following features:
  - semi-enclosed garden areas near the accommodation blocks;
  - areas of existing trees and vegetation and enhancement of existing boundary planting particularly along the Holywell Mill Stream;
  - a green buffer area in the north eastern sector of the site between the site and Manor Place;
  - areas of tree planting in the south of the site, to reinforce established vegetation between the proposed development and the Magdalen College Deer Park; and
  - pathways connecting buildings and around the site perimeter.
19. The landscape strategy has taken into account the need to maintain the view from Holywell Cemetery across the site by ensuring that the linking building

between the accommodation blocks is at a height below the top of the cemetery wall. Where practicable, existing trees have been retained. However, a number of existing trees would need to be removed in order to accommodate the new buildings. These are referred to later in this report.

20. Generally the proposed landscape and planting scheme seeks to reinforce the existing vegetation that is to be retained. It is also intended to pollard the willows along the proposed ditch features. There would be areas of lawn laid out near the accommodation blocks as well as a sunken garden in the centre of the site. Native wildflower grassland would be seeded around the edges of the site and amongst areas of new tree planting.

21. Overall Officers consider the principal determining issues in this case to be:

- planning policy;
- site layout, built forms and heritage assets;
- archaeology;
- trees and planting;
- impacts on adjacent properties;
- affordable housing;
- highways, access and parking;
- flood risk and drainage;
- biodiversity;
- sustainability;
- public benefits of the development; and
- Environmental Assessment.

22. The detailed report which follows is arranged under these headings.

### **Planning Policy**

23. At the national level, the NPPF encourages the effective use of land by reusing land which has been previously developed to secure good standards of design and amenity, and to focus significant development in locations which are sustainable and where the fullest possible use of transport by sustainable means can be made.

24. Locally the Core Strategy at policy CS1 is relevant to the proposed development to the extent that it states that planning permission will be granted for higher density development in the city centre and its immediate surroundings *“subject to the need to protect and enhance the character and setting of Oxford’s historic core, and to deliver a high-quality public realm”*. Similarly policy CS2 states that development will be focused on previously developed land. The application site constitutes previously developed land as defined by the glossary to the NPPF, so the proposed development is consistent with this policy. Moreover the proposed development, providing 286 units of student accommodation on a site of about 1.2 hectares, can reasonably be described as higher density development in its context.

25. The strategic context for the provision of student accommodation is provided

by Core Strategy policy CS25 which seeks to ensure that the number of students at both universities living outside accommodation provided by either institution does not exceed 3,000, and that the provision of new student accommodation keeps pace with any expansion of the universities. Thus the need for additional student accommodation is established, though under the requirements of policy CS25, in the event of planning permission being granted, occupation would not be limited to students of the 2 universities but to *“students in full - time education on courses of an academic year or more”*.

26. As indicated at the head of this report a whole range of other adopted Core Strategy, Sites and Housing and Local Plan policies are relevant to the application and have been taken into account in coming to a recommendation. Some of these are sited in this section and elsewhere in the body of the report.

27. In terms of the Sites and Housing Plan, policy HP5 for example identifies locations where student accommodation may be appropriate, whilst site specific requirements on impact on residential amenity issues are expressed in policy HP 14.

28. Policy SP27 of the Sites and Housing Plan specifically allocates this site for student accommodation or car free residential development or a mix of both uses. The policy acknowledges however the sensitivity of and constraints on the site in terms of built environment, natural environment and flood risk and requires careful design vis-a-vis the conservation area and listed buildings.

29. Oxford Local Plan policies of significance are:

CP1 relating to development proposals and requires inter alia:- a) high standard of design; b) appropriate quality materials; e) appropriate landscape treatment; and g) preserve or enhance the character and setting of listed buildings and conservation areas;

CP6 relating to efficient use of land and in particular requires in d) that built form and site layout must suit the site's capacity;

CP8 which seeks to ensure that design of development relates to its context;

CP9 on creating successful new places;

CP11 on landscape design;

### **Site Layout, Built Forms and Impact on Heritage Assets.**

30. It is recognised that the site will be developed at some point and that its current character will be changed. However it is important to retain the sense of place that the site provides at present and to try to preserve some of this quality in the design of any new development, as advised by the NPPF at paragraphs 58, 126 and 131 and in Local Plan policies CS18 and HE.6. In addition the Sites and Housing Plan specifically identifies this site and sets out in the supporting text at paragraph B2.76:

*“This site consists of a mix of disused hard and grass tennis courts, abandoned private allotments and an orchard. It is a sensitive site as it is close to a number of listed buildings, the Holywell Cemetery and within the Central Conservation Area with a number of large trees on site. Any*

*development would need to ensure that there was no adverse impact upon the setting of the listed buildings and the Central Conservation Area. There is high potential for archaeological interest on the site with Civil War defences having previously been excavated”*

31. Officers considered that the originally submitted proposal for 349 rooms was an unacceptable over-development of the site and had an adverse impact on heritage assets and neighbouring properties. In discussion with the applicants, however officers agreed to have the proposals reviewed by the Oxford Design Review Panel to offer the opportunity of amendments that might overcome the concerns. The ODRP were unable to support the scheme at this stage and strongly urged the design team to step back and address the scheme in a more holistic way, changing aspects of the building and landscape design if needed. In response the applicants submitted the amended proposal reducing the study rooms from 349 to 286.
32. The submitted amendments retained the basic concept of the development unchanged from the planning application as originally submitted. As part of the amendments the northern residential block, Building A, is now relocated further to the east, away than previously to a distance of 5.7m from the Holywell Cemetery wall. Building A is shortened in length by 4.4m overall. The L shaped Building C is moved, by 3.8m, away from of the existing Brasenose buildings and 1.5m to the south away from the cemetery wall. Building B was aligned with Building C and the distance between them reduced by 2m. The north-south wings of both Buildings B and C were reduced by one floor.
33. The amendments are small in response to the ODRP suggestion that the design should have a *“stronger landscape narrative that better embraces the conservation area”*. The fundamental architectural proposition of the original design has not altered. The long, brick facades of the buildings are unrelenting in their unrelieved solidity. The vertical alignment of openings creates a strong rhythm but the simplicity of their treatment does little to provide visual interest or delight on what are quite massive facades. The treatment of the fenestration in the gable ends present a marked contrast with a complexity that emphasizes the prominence of these parts of the buildings particularly where they impose in important views into the site, for example from the calm tranquility of the cemetery. The tall eastern gable of Building A results in a rather dominating effect over the unbuilt part of the site in this direction.
34. Another significant feature carried over from the original proposals is the trademark split gable. The roofs are necessarily quite steeply pitched so that rooms can be accommodated in them but not as steep as those found in the traditional architectural forms that characterise the immediate surroundings of the site. The combination of this feature and the rather complex pattern of windows means that the gabled façades of the proposed buildings would impose themselves on their surroundings, emphasising the very different size of these buildings in comparison to the more traditional building sizes and forms that surround the site.

35. As indicated in the previous text, planning policy at both a national and local level requires that new development in the setting of, and within, heritage assets should respond positively to its surroundings. The applicant's early intention was to create *"buildings in a landscape in response to the character of the site and the important contribution that its tranquility gave to the surrounding environment"*. However the reality of the present design fails to meet this ideal and instead appears to offer designs which are functionally driven. An important consequence of this is that the buildings impose themselves on their surroundings rather than respecting the numerous heritage assets, some of considerable significance, whose settings, character and appearance they will impact upon.
36. The design of the proposal fails to preserve or enhance the character or appearance of the Central Conservation Area and would therefore fail to meet the duty of the authority as set out in section 72 (2) of Town & Country Planning (Listed Building and Conservation Areas) Act 1990. The design of the development fails to add to the overall quality of the area surrounding the site and furthermore fails to respond to the local and historic character, where it would appear visually intrusive. It would therefore fail to meet the requirements set out in paragraph 58 to 61 and paragraph 126 of the NPPF and policy CS18 of the Oxford CS, and importantly site specific policy SP 27 of the Sites and Housing Plan which instructs:  
*"Careful design must ensure that development proposals contribute towards the character of the conservation area and preserve and enhance nearby listed buildings and their setting"*.
37. Looking at the site's surroundings purely in terms of urban grain and pattern of development and comparing the footprint and disposition of built forms in the proposed design it is immediately apparent that the proposed buildings are considerably larger than the traditional residential forms found in Manor Road and Manor Place by which it is intended to approach the site. The proposed building footprints are also distinctly disparate in terms of size and pattern to those of the development which lies at the south - west corner of the site, a relatively recent development for Brasenose College from which the design of the new development appears to have taken some architectural reference and which might be considered to have reasonable comparison in terms of building type. Other buildings that immediately bound the site are the historic mill buildings that bridge the Cherwell to the south - east and the Holywell buildings that sit at the north - west corner of the site all of which have relatively modest, domestic scale footprints. By designing buildings with a significantly larger plan form (footprint) to the typical, the architect has already created a scale anomaly which converted into mass given substantive height and strong architectural elements further compounds the harm.
38. It might be, indeed is, argued that the footprint of the buildings of St Catharine's College and indeed those of the University buildings that lie on the northern side of Manor Road are considerably larger than those identified above. However these buildings are distinctly different. St Catherine's because it was purposefully designed by Jacobsen as a building group in open meadows on the eastern bank of the Cherwell, a place of fundamentally

different character to and physically set apart from the development site. The University buildings too are distinctively different, because they are departmental, teaching and library buildings not residential buildings and they sit at the southern edge of an area of similar, large University departmental buildings which is very different in character and appearance to the area immediately around the site. Whilst the design of any development on the site must consider the setting of St Catherine's College and indeed importantly the setting of the deer park at Magdalen, if it is to sit comfortably in the conservation area it must relate in terms of its scale to those buildings and spaces that make the greatest contribution to and inform the character and appearance of the place. In particular the design of the development would have a harmful impact on the setting of an important local designated heritage asset, Holywell Cemetery. In failing to make a more positive contribution to the character and appearance of the area the proposed development would not comply with the policy HE6 of the Local Plan.

39. The ODRP encouraged the applicants to adopt a more holistic view towards the development, in order to address the underlying concerns relating to context and the architectural design of the proposed buildings, which Planning Officers believed were not at an appropriate scale for their surroundings. It was felt that the façades of the proposed large scale accommodation blocks were bland, monotonous and unbroken when seen in important views from and through the surrounding heritage assets. Indeed by positioning Building A across the line of the approach from Manor Place the development fails to open up the site to views through it from the north towards the deer park, failing to take up the opportunity to introduce visual permeability into and through the site. Instead by siting Building A in this way the architect has introduced a private, impermeable feel to the development as it is approached from Manor Place. The massing, size and scale of Building A is in dramatic contrast to the domestic scale and design of the Edwardian houses along Manor Place and the distinctive mid - 20<sup>th</sup> century detached villas set on each side of the street's southern end.
40. The ODRP has given its support to the amended proposals, but still suggest that aspects of the detailed building design and the landscape would benefit from further resolution. Even though the development has been amended, officers still consider that the proposal by virtue of its design, architecture, size and massing would not preserve the special sense of place that exists currently, and that the quality of the place created would not be comparable to the delightful spaces and places in both immediate and wider surroundings. The long, unrelentingly hard ranges of buildings with their strident gables would present harsh visual intrusions into a place whose landscape qualities, all be they serendipitously evolved, are so fundamental a part of its character. To totally alter this character with the introduction of large, long building ranges that leave little space for substantial and appropriate landscape would be harmful both to the place (the site itself) and to the surrounding places whose settings rely on the presence of a distinctive landscape. Indeed policy CP11 of the Oxford Local Plan seeks to ensure that landscape design relates to function and character of the spaces and surrounding buildings.



41. Similarly, although Officers have been in dialogue with the applicant throughout the application process and have on a number of occasions expressed concerns over the scale of the proposed buildings, in particular their size and massing, their proximity to neighbouring heritage assets and their impact on the character of the conservation area, it is considered that the development as proposed still does not demonstrate a proper understanding and analysis of the character of the application site and its surroundings. The original stated intention, to create “*pavilions in a landscape*” has been forgotten it seems or subsumed by other design drivers and the earliest concerns of the local planning authority have not been addressed.
42. In summary the context of the application site is such that it forms part of the setting of the Grade I listed St Catherine’s College, the Grade I listed St Cross Church, the Grade I Registered Park and Garden of Magdalen College, Grade II\* listed 15th century precinct wall of Magdalen College, the Grade II listed Holywell Ford, the Grade II listed churchyard wall of St Cross Church, and the Grade II Registered Park and Garden of St Catherine’s College. Saved Policy HE3 of the Local Plan covers listed buildings and their setting. Its last part in particular is relevant and states:  
*“Planning permission will only be granted for development which is appropriate in terms of its scale and location and which uses materials and colours that respect the character of the surroundings, and have due regard to the setting of any listed building”.*
43. The site is located in the Central (University and City) Conservation Area, which means that saved Local Plan Policy HE7 is also relevant. This states in part that:  
*“planning permission will only be granted for development that preserves or enhances the special character and appearance of the conservation areas or their setting”.*
44. Appendix 5 of the Local Plan also lists fifteen important parks and gardens in the City, of which Magdalen College is one, to which saved Local Plan Policy HE8 applies. This states that planning permission will not be granted for development which:  
*“will adversely affect the visual, historical or horticultural character of an historic park or garden or its setting”.*
45. Overall it is concluded that the proposed development in its amended form would have negligible adverse effects on the setting of the Grade 1 listed St Catherine’s College which is largely hidden from sight from the application site, although views of Jacobsen’s campanile that are currently seen from the cemetery across the site would be lost. Despite the proposed reduction in height of the north - south wings of Buildings B and C which would provide some mitigation to the harm the proposed development would have on views out of and consequently the setting of the deer park, the mitigation that this amendment would offer is considered to be insufficient to warrant permitting the proposal even if the development were considered acceptable in all other respects.

46. The most serious adverse effects would however remain in respect of impacts on the Holywell Cemetery. Although the amended design moves Buildings A and B away from the edge of the cemetery wall, it does so by distances insufficient to mitigate those adverse effects to any discernible extent. The effects are made more severe by the fact that the perimeter path of the cemetery is along the boundary of the application site on its southern and eastern sides, and the fact that ground levels in the cemetery are significantly higher than on the application site by at least 2m and more than 3m in places which gives a prominence to the new buildings in views from the cemetery. Furthermore, the unforgiving architecture of the new buildings makes little concession to the context of their surroundings presenting strident elements such as the split gables to the deliberately tranquil, contemplative environment of the cemetery.

47. Whilst there is no issue of principle in terms of use of the land for student accommodation, in view of the above it is considered that:-

- i) the development would not create a place of sufficient high quality, failing to sit comfortably on the site, resulting in its overdevelopment. In this respect the development would be contrary to policy CS18 of the Council's Core Strategy, Local Plan Policies CP6, CP9 and CP11. It would also fail to meet many of the objectives and policies set out in the NPPF, in particular the core planning principles set out in paragraph 17 and policies set out in sections 7 and 12 of the document.
- ii) the development would result in an unacceptable development, out of place with the character and appearance of its surroundings, resulting in harm to the character of the conservation area. In this respect the development would be contrary to policy CS18 of the Oxford City Council's Core Strategy, Policies CP.8, HE.3 and HE.7 of the adopted Oxford Local Plan and Policy SP27 of the Sites and Housing Plan. It would also contravene objectives and policies of the NPPF, including those set out in paragraphs 9 and 17 and sections 7 and 12.

## **Archaeology**

48. Saved Policy HE2 of the Local Plan deals with archaeology. It sets requirements for information to be submitted with planning applications, especially in the City Centre Archaeological Area in which the site is located. It makes provision for conservation in situ where appropriate and for suitably detailed recording of findings. The information submitted with the application meets the requirements of this policy. The findings are that the archaeological potential of the site largely consists of the likely line of the Civil War outer defences, believed to have been constructed in 1644 - 45. The site lies outside the walls of the medieval City, and these works would therefore have provided additional protection. The proposed amendments to the development have allayed earlier concerns, leading to the conclusion that the amendments should substantively preserve in situ the Civil War remains. No objection is therefore raised to the proposed development in archaeological terms subject

to the imposition of appropriate conditions in the event that planning permission were to be granted.

### **Trees and planting.**

49. The application was accompanied by a report carried out to the relevant standards of BS5837:2012, a Landscape Framework Plan and a Planting Plan. To take the Landscape Framework Plan first, this indicates a substantial amount of new planting in the following areas, clockwise from north-east:

- Additional planting on the northern boundary of the site, either side of the proposed main entrance and on the southern boundary of the gardens of numbers 13 and 22 Manor Place
- To the north east and east of Building A, near or next to the bank of the River Cherwell.
- More formal rows of trees parallel to each other to the south of Building A and to the north of Building C
- Substantial new planting, where little exists at present, to the east, south east and south of Building C
- Two more formal rows of trees between parts of Buildings B and C, similar in pattern to the rows between Buildings A and C
- Substantial new planting, to reinforce existing trees, to the south, south west and west of Building B

50. There is little scope for planting between the proposed buildings and to the southern and eastern boundaries of the cemetery none is proposed.

51. As it currently exists the site consists of a large central area of unmanaged grassland and ruderal vegetation with individual trees, tree and shrub groupings, and trees around the edge. A dense thicket exists on the north eastern corner of the site adjacent to Holywell Mill Stream. This is developing into secondary woodland through the process of ecological succession. The trees surveyed are of a broad age structure and variable quality. Most of the trees are native, but there are a number of ornamental trees. The applicant's survey records 104 individual trees, 7 groups, and 1 woodland area on the site. The removal of 34 individual trees and 4 groups of trees is proposed. Most trees to be removed are of low quality and value, falling into category C of BS5837. However, there are 10 individual trees and 1 group of trees which are classified as of moderate quality and value, falling into category B. These are T8 oak, T9 oak, T10 ash, T15 crack willow, T26 crack willow, T45 field maple, T50 purple-leaved plum, T61 western red cedar, T76 sycamore, T97 ash and G5, a group of hybrid poplars.

52. Although most of the trees to be removed, whether individual or in groups, are of low quality and value, collectively they contribute positively to the appearance and character of the site and will have some habitat value. The impact of their loss on public amenity in the area can however be mitigated by planting new trees, whilst a Tree Protection Plan and a specification for tree protection fencing are included in the Arboricultural Method Statement. Also included are recommendations for construction of new hard surfaces within the root protection area of retained trees.

53. Since the site is allocated for development in Policy SP27 of the Sites and Housing Plan, these trees of low quality and value should not in general act as a constraint on the layout of development. However, they should be retained where the layout of the development allows. The proposals achieve this. Nevertheless, some of these trees are prominent in public views and are of higher quality:

- T8, T9 and T10 - two oak and an ash in the eastern part of site, adjacent to Holywell Ford Lane and visible from Holywell Cemetery
- T27 and T28 – two crack willow trees standing centrally within the site and visible from Holywell Cemetery
- T29 – two oak trees standing centrally in the site and visible from Holywell Cemetery
- G5 – a group of hybrid poplar trees, prominent in public views from Holywell Cemetery.
- In addition a western red cedar, T56, can be seen from Manor Place.

54. The loss of the oak and ash trees (T8, T9, T10 and T29) would constitute an adverse impact. During pre-application negotiations, however, it became clear that the removal of these trees would provide increased flexibility in the layout and thus facilitate a significantly improved design. On balance, taking the allocation of the site for development and the proposed new planting into account, it is considered that the removal of these trees would be justified. Furthermore the characteristics of crack willow and hybrid poplar (T27, T29 and G5) include unpredictable breaking of large branches and stems. It is not appropriate to retain trees of these species in a central location within a new development which has people and buildings in close proximity, whilst the western red cedar, T56, would need to be removed to allow vehicular access to the site from Manor Place.

55. The proposals retain most of the existing trees along the bank of Holywell Mill Stream, a group of several trees in the eastern part of the site adjacent to Holywell Mill Lane, some of the trees along the site entrance from Manor Place, including the coppiced willow along the bank of the Cherwell. The retained trees will ensure that some of the existing landscape features within the site will be preserved. The appearance and character of the site will nevertheless change from its existing natural one, the result of the site being left unmanaged for a long period, to a more intensively managed landscape if developed. The proposed soft landscaping includes a dense belt of trees (predominantly silver birch and Scots pine, but also including common alder and oak) planted along the southern boundary of the site adjacent to Holywell Lane, in an attempt to screen the proposed buildings in views from the deer park and from St Catherine's.

56. The western boundary of Holywell Mill Stream is proposed to be planted with a belt of European lime and field maple at its southern end. At the northern end and on the west side of the access road from Manor Place, which will have a row of bird cherry planted along its west side, the retained trees will be supplemented with a dense planting of trees and shrubs such as common

aspen, alder, osier, dogwood and goat willow. These will be managed as coppice, that is, cut down to ground level and allowed to grow on a rotation. The amenity lawn area between these groups and adjacent to the river is bounded with rows of white willow which will be managed as pollards.

57. Although the proposed planting includes some non-native ornamental species and cultivars besides native trees and shrubs, it is broadly appropriate for a development of this kind in a riverside setting. However, it would be preferable for landscape and biodiversity reasons for the European limes (*Tilia europea* 'Pallida') proposed at the southern end of the western boundary to be replaced with native small-leaved lime (*Tilia cordata*). Further biodiversity benefits could be provided by managing the amenity lawn areas as wildflower meadow with careful management needed to ensure that design and biodiversity objectives are delivered.
58. It is concluded that in the event of the development being approved in its current form, then the removal of the trees proposed and their replacement in a comprehensive planting scheme would be generally satisfactory in compliance with policies CP1 and NE15 of the Local Plan, subject to some adjustment and confirmation of lower level planting.
59. Notwithstanding, the applicants have sought to mitigate the harmful impacts of the proposed built forms, referred to earlier, both within the site and to its wider context, with a landscape design solution. However, this has not achieved the intended objective and would therefore remain contrary to Oxford Local Plan policy CP11.

### **Impact on Adjoining Properties**

60. The application site is proposed to be accessed via Manor Place, a short residential street aligned north - south and accessed off Manor Road. The rear façades of numbers 1 to 6 and 7 to 10 Manor Road are at a distance of more than 100 metres from the north facing elevation of Building A. Despite the height of Building A, it is considered that the distance between them is sufficient to result in no adverse effect on the amenities of the occupiers of these properties. Most of the dwellings on Manor Place, (numbers 2 to 20 to the east side and 1 to 9 to the west), are terraced, and their windows, both front and rear, do not face the site directly. Number 11 is a detached dwelling, but the main fenestration is again to the front and rear. This leaves numbers 22 and 13 Manor Place as the only potentially affected houses in terms of their residential amenities. Both are detached properties and are the closest to the site. Number 22 to the east side of the street is located slightly further away from Building A than number 13. There are a number of mature trees in the southern part of its garden, and proposed planting on the boundary will reinforce the screening effect. The orientation of number 22 and its location in relation to Building A, in combination with these other factors, leads to the conclusion that there will be no significant adverse effect on the amenities of the occupiers of this property.

61. Number 13 Manor Place and its garden lie a little closer to the site. Some of

the trees on the site which will need to be removed to accommodate Building A provide shade to the garden. Building A is about 34m away from the rear of the property at its nearest point. Thus number 13 will be doubly affected, by the removal of trees which make a significant contribution to the amenity of its garden, and their replacement by Building A. The distances between no. 13 and Building A could usually be said to be sufficiently reasonable in an urban context. However in this case the 45m long Building A on four floors rising to 12m height would, as perceived from the garden of no. 13, introduce an overbearing and oppressive feature to the detriment of the amenities of the occupiers contrary to policy HP14 of the Sites and Housing Plan. Further, this awkward relationship is indicative of the overdevelopment of the site as set out earlier in the report.

### **Affordable Housing.**

62. Policy HP6 of the Sites and Housing Plan sets out a requirement for schemes of student accommodation of over 20 units to contribute towards affordable housing in the interests of mixed and balanced communities. The contribution is to be made in the form of a financial payment to off - site provision with Appendix 4 to the Plan setting out the formula by which the financial contribution is to be calculated. In this case the sum amounts to £1,130,920 plus £56,546 administrative costs, to be secured by legal agreement. Separately the development is also eligible for a contribution of £858,691 under the provisions of the Community Infrastructure Levy (CIL). The applicant has confirmed agreement to both these payments in the event of planning permission being granted.

### **Highways, Access and Parking.**

63. The application has been accompanied by both a Transport Statement (TS) and a draft Travel Plan (TP). The scope of the TS was agreed with Oxfordshire County Council Highways and addresses the impacts of the original proposal for 349 units of student accommodation. It states at the outset that the development would be essentially car free other than disabled spaces and operational parking. This is in accordance with Policy HP5 of the Sites and Housing Plan and saved Policy TR12 of the Oxford Local Plan. The TS concludes that the proposed development is acceptable in transport terms and in accordance with the policy objectives. Notwithstanding the conclusions of the TS about the minimal impact of the development, the Travel Plan seeks to reinforce the use of sustainable transport by such measures as a welcome pack for new residents, the provision of information to encourage walking, cycling and public transport, and the appointment of Travel Plan Co-ordinator to implement the Plan. It also identifies that arrivals can be phased at the beginning of term to reduce traffic congestion at any one specific time, an arrangement which the Highway Authority has increasingly been keen to adopt at collegiate institutions across the city. However further detail may be required on how in practice this could be accomplished.

64. In terms of car parking, policy HP16 of the Sites and Housing Plan sets out the requirements for student accommodation and refers to the maximum car

parking standards in Appendix 8, which in the case of student accommodation consist of operational and disabled parking only. With the number of spaces set at 2, the proposed development complies with this policy though for such a large development there may be a need for a small number of additional spaces, including disabled ones. For cycle parking Local Plan policy TR4 and supporting Appendix requires provision of 3 cycle parking spaces per 4 bedrooms or 1 space per 2 rooms in the case of accommodation located close to the institution where most of its residents will be studying. Whilst it is not known at this stage who would occupy the development, the site is centrally located and with the provision now of 225 spaces to serve 286 student study rooms this is considered to be adequate. Provision of the cycle store under cover is supported.

65. Notwithstanding the degree of compliance of the proposed development with most relevant policies, Oxfordshire County Council Highways had originally raised practical considerations which if not addressed would warrant opposition to the application. These related to the provision of cycle parking spaces, visibility at the junction of Manor Road and Manor Place, the accessibility of the site to refuse collection vehicles, shortage of information on details of deliveries and services, and on the parking arrangements for student arrivals and departures at the beginning and end of term. However on the provision of further information the Highway Authority has withdrawn its comments and is able to support the application subject to a range of conditions in the event of planning permission being granted.

### **Flood Risk and Drainage**

66. The Holywell Mill Stream, a tributary of the River Cherwell, runs along the eastern side of the site with land adjoining it identified in the Local Plan Policies Map as an area of flood risk. Such areas are also defined as “More Vulnerable” in the NPPF. In the main the proposed buildings are located away from this more vulnerable area.

67. A Flood Risk Assessment (FRA) was submitted with the planning application which seeks to address the requirements of Core Strategy policy CS11 and Local Plan policies NE12, NE13 and NE14 to ensure that all new development in potentially vulnerable areas are protected from flooding whilst not increasing the risk of flooding elsewhere. The submitted FRA identifies two specific sources of flooding which might affect the site: fluvial flooding and groundwater flooding, categorising the risks from them as “high” and “moderate” respectively. However, it also identifies mitigation measures which will reduce the level of risk from both sources to “low” in both cases. For fluvial flooding, this consists of setting the finished floor levels of buildings 300mm higher than the 1 in 100 year plus climate change modeled level and providing safe “dry access” routes for pedestrians and vehicles during a 1 in 100 plus climate change event. For groundwater, the surface water drainage scheme for the site is designed to maintain greenfield rates of runoff during a 1 in 100 plus climate change event.

68. The FRA also observes that flooding occurred in parts of the City Centre in

nine years from 1947 to 2007, but that in none of these events was the site affected. It is also suggested in the separate Environmental Statement (reported in more detail later in this report), that compensation for any loss of flood plain storage could be provided by reducing ground levels on the site. The FRA concludes that the proposed development is safe and will not increase the risk of flooding elsewhere. The Environment Agency has been fully consulted on the proposals and has advised that it has no adverse comments to make on the revised application.

## **Biodiversity**

69. In view of its waterside location and the presence of unmaintained grassland and tree coverage, the site has an interest in biodiversity terms. A habitat survey was therefore undertaken to accompany the planning application. The survey found that various locations within the site had low to medium potential for bat roosts, with some areas including the cemetery wall having high potential. Similarly for nesting birds. There was also evidence of badger activity along the margins of the Holywell Mill Stream with a potentially active badger sett to the east beyond the site boundary, with the likelihood of tunnels extending into the site. For other wildlife species such as great crested newts, otters, water voles and reptiles, potential exists for suitable habitats on the site, but no evidence of their current presence was found, other than grass snakes.

70. In the event of planning permission being granted it would be recommended that further wildlife surveys be undertaken before construction, together with details of planting to be agreed such as to ensure future habitats are created, including a wildlife corridor linking the cemetery to the Holywell Mill Stream. Other biodiversity features such as bird boxes etc could also be incorporated. These measures would maintain and enhance biodiversity interests and be consistent with policy CS12 of the Core Strategy and related Local Plan policies on planting and landscaping. They would be secured by condition.

## **Sustainability**

71. In line with the requirements of policy CP18 of the Local Plan a full Natural Resource Impact Analysis (NRIA) and Energy Statement was submitted with the planning application and subsequently amended during the course of its processing. The production of the NRIA is also consistent with related policies CP17 of the Local Plan, CS9 and CS10 of the Core Strategy, and policy advice in the NPPF. It records a score of 10 out of a possible 11 with a maximum score in each of the categories of energy efficiency, renewable energy and water resources.

72. This results in a 54% reduction in regulated carbon dioxide (CO<sub>2</sub>) emissions compared to the requirements of Part L2A of the Building Regulations and is achieved by a combination of features to be incorporated into the development, including:

- improved levels of thermal transmittance and air tightness;
- natural ventilation;



- high efficiency, low energy LED lighting with PIR controls;
- mechanical heating / cooling plant;
- a combined heat and power (CHP) system incorporating gas boilers and generating 42% of regulated on – site energy requirements;
- south and west facing Photovoltaic (PV) arrays, providing approximately 20% of regulated on - site electrical energy and 2% of total energy requirements;
- water efficient taps, WCs etc.

73. Overall the development is therefore considered to be broadly sustainable, as in addition to the physical measures incorporated into the buildings, the development makes good use of a previously developed site and is located close to many of the teaching areas of the University, to the City’s cycle network and to bus services, and to the wide range of services and facilities that the City centre provides.

### **Public Benefits to the Development.**

74. As a development site allocated for student accommodation, it is fully acknowledged that the development if it were to proceed would deliver economic and other benefits to the wider community which are a material consideration in the determination of the planning application. Paragraph 134 of the NPPF emphasizes the point:

*“Where the development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum use.”*

75. A supporting document to the planning application produced by Bidwells seeks to identify the economic, social and environmental benefits of the development. In summary these are identified in the report as being:

- a financial contribution of £1,130,920 towards affordable housing, releasing the equivalent of 57 dwellings onto the housing market;
- meeting an identified need for student accommodation, assisting the University of Oxford and Oxford Brookes University to achieve no more than 3,000 students each accommodated in the open housing market;
- contributing to spending in the national, regional and local economies;
- supporting the running costs of Merton College as landowner;
- contributing £858,691 in Community Infrastructure Levy (CIL) payments;
- exercising greater control over student behaviour;
- delivering a high quality design;
- replacing unmanaged land with new structured landscape planting and public art;
- increasing biodiversity; and
- improving drainage and alleviating flood risk.

76. A copy of the Bidwells report is attached in full as **Appendix 6** to this report.

### **Environmental Assessment**

77. Notwithstanding the identification of the key determining issues indicated at the head of this report, the planning application is also accompanied by a comprehensive Environmental Statement (ES). The planning application fell within the terms of Schedule 2 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011 with the Council as local planning authority determining that an Environmental Assessment (EA) should be undertaken accordingly. It advised on the broad content of the ES in a “Scoping Opinion” dated 19th March 2013. The purpose of EIA is to inform the decision making process, with the ES containing a comprehensive description of the proposed development, and schedules of measures to be adopted as part of the project during construction, and during operation, ie once the development is completed.
78. Chapter 3 of the submitted ES consists of a consideration of need and alternatives. Need is established by reference to adopted development plan policy whilst the alternatives relate to the iterations of the design process, including the layout. Chapter 4 consists of a detailed account of the methods used whilst Chapters 5 to 12 relate in more detail to the following substantive issues:
- historic environment
  - townscape and visual impact
  - ecology and nature conservation
  - transport
  - noise and vibration
  - air quality
  - land contamination and ground conditions
  - hydrology and flood risk
79. For each of these topics, the method of assessment is set out, and relevant planning guidance and policy identified. The importance or value of receptors, and scales of impact are defined, and combined in a matrix of significance of effects. The baseline (existing) environment is described in detail. Assessment of effects in both the construction and operational stages then follows. The conclusions of these chapters are summarised below.
80. Historic Environment: The assessment concludes that the proposed development would have a moderate adverse effect on the buried archaeological remains in the northern part of the site. This would however be compensated for by a programme of detailed investigation of these remains followed by reporting of the results. The scope and method of the investigation would be agreed with the Council and fieldwork undertaken before construction starts. The assessment also concludes that there would be a moderate adverse effect on Holywell Cemetery as a result of visual impacts, including an increased sense of enclosure and loss of tranquillity. However, key views from the cemetery across the project site have been maintained and these views would include the high quality buildings and landscape planting. It was also concluded that the proposed development would have minor adverse effects on other designated heritage assets: the wall and historic grounds of Magdalen College, the buildings and grounds of St. Catherine’s College; the church of St. Cross; Holywell Ford and the

Central (University and City) Conservation Area generally. These effects would not be significant. The impact on all these assets would fall over time as the proposed planting matures, ensuring that views of the proposed development are filtered or excluded.

81. Townscape and Visual Impact: The assessment concludes that the buildings and landscape proposals have been designed and located to ensure that there would be no unacceptable adverse effects on the character of the townscape in the study area, or in public views.
82. Ecology and Nature Conservation: The construction phase would result in some loss of invertebrate habitat - trees, scrub and semi-improved grassland. The loss of these habitats would be mitigated by the proposed planting, which would involve the creation of tree, shrub, wildflower grassland, marginal and aquatic habitats. The effects would be minor adverse, in the worst case that protected or notable invertebrate species are present. These effects would diminish as planting becomes established. Some adverse effects would result from the loss of habitat during the construction phase but such effects would be largely offset in the longer term as the proposed planting becomes established.
83. Transport: The assessment shows that the proposed development would not have a detrimental impact on the highway network during the construction phase. No significant effects are predicted during the operational phase.
84. Noise and Vibration: As the proposed development will be car free, the assessment of operational noise effects is focused on any mechanical plant. Any such plant was assessed as unlikely to give rise to adverse effects at any sensitive locations. The effects are assessed as of negligible significance taking account of mitigation incorporated in the design of the development.
85. Air Quality: It was concluded that concentrations of pollutants are expected to fall below the relevant objectives at the façades of the identified receptors.
86. Land Contamination and Ground Conditions: The ES considered it unlikely that ground contamination would be present at the site which could pose a significant risk to sensitive receptors. No significant effects were therefore identified.
87. Hydrology and Flood Risk: The site lies mostly in Flood Risk Zone 1 (low probability of flooding), but it was also found that 60% of the site lies below the modelled 1 in 100 year plus climate change flood level. During the construction phase, pollution would be prevented by means of the Code of Construction Practice. In the operational phase, compensation for any loss of flood plain storage would be provided by reducing ground levels on the site. A sustainable drainage strategy is proposed which would prevent direct discharge into Holywell Stream. Building slab levels would be raised by at least 300mm above the 1 in 100 year plus climate change flood level.
88. Overall the ES is considered to be satisfactory in terms of the methods followed.

## **Conclusion**

89. The application site is allocated for student accommodation in the Sites and Housing Plan, which establishes the principle of its future development. However, intractable difficulties remain as a result of the design of the proposed development, the architecture, size and massing, the footprint and siting of the buildings and the lack of an appropriate landscape-led design. Whilst it is acknowledged that the development has been amended during its course through the planning process, the amendments have failed to satisfactorily mitigate the harm caused by the size and siting of the proposed buildings.
90. In addition, the architectural treatment of all three buildings, particularly the gabled façades, but also the unyielding long façades and the overall massing of the individual buildings is still considered to be unsatisfactory in both the quality of the place that would be created on the site and the impact that the development would have in important views from surrounding, significant sites. The split gable design is a distinctly strident feature inconsistent with the calm tranquility and elegant gentility of the immediate surroundings. The bulk, mass and alignment of Building A would close the view southwards from Manor Place resulting in an unsatisfactory end to the current street, and would have adverse impacts on the amenity of the occupants of number 13 Manor Place.
91. Officers consider that on balance, the positive benefits of the site's development, set out in the report, do not outweigh the identified harm to the acknowledged interests. Members are therefore recommended to refuse the planning application for the stated reasons.

### **Human Rights Act 1998**

Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to refuse this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

### **Section 17 of the Crime and Disorder Act 1998**

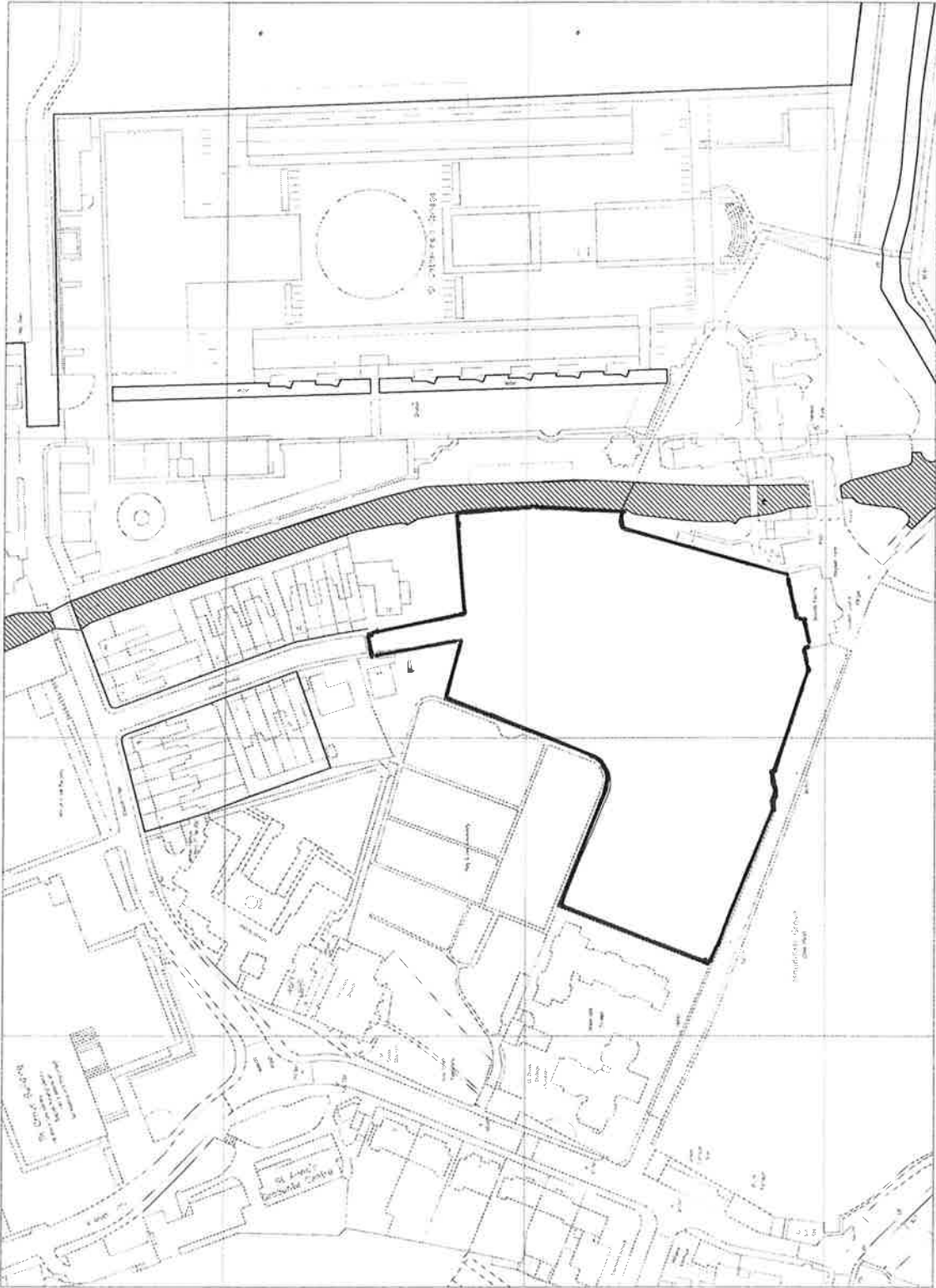
Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to refuse planning permission, officers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

**Background Papers:** Application 15/01747/FUL

**Contact Officers:** Murray Hancock / Gill Butter  
**Extension:** 9219 / 2219  
**Date:** 1<sup>st</sup> April 2016

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APPENDIX 1



CLIENT																	
STRUCTURAL ENGINEER																	
SERVICES ENGINEER																	
CONSULTANT																	
REV PLAN																	
NOTES:																	
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	<p><b>PLANNING</b></p> <p><b>tp bennett</b> architecture interiors planning</p> <p>One Avenue Road, London EC1A 3DF, UK. +44 (0) 20 7298 2000 <a href="http://www.tp-bennett.com">www.tp-bennett.com</a></p>																
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Drawn	SD	Date	01.06.15	Scale @ A2	1:1000	A4 Ref.											
tp-bennett	Project No.	A10298	Drawing Number	F 0001	Rev	P1											

8 October 2015

Stuart Black  
McLaren Property Ltd  
McLaren House  
100 Kings Road  
Brentwood  
Essex  
CM14 4EA

Our reference: DCC/0655

**Oxford City Council: Manor Place**

Your reference: 15/01747/FUL

Dear Stuart Black,

Thank you and the design team for presenting at the ODRP review meeting on 24 September 2015. This is our formal response to the updated planning application drawings following your discussions with Oxford City Council, local groups and neighbours subsequent to the original application dated 10 June 2015. We support new student housing on this site and acknowledge the efforts of the client and design team to respond to the character of the area and to engage with key stakeholders throughout the design process.

**Design principles**

This site is of outstanding significance. A building is appropriate in this location but needs to have a considered approach with outstanding architectural quality that builds upon the unique qualities of this historically-rich site in a verdant conservation area. The proposed design approach is sound and many aspects are promising. The formal axial site arrangement with a series of rectilinear buildings that frame the outdoor taking cues from the building arrangement of St Catherine's College could form the basis of a good proposal. However, the design appears overly constraints-led in its attempts to respond to the listed cemetery and Magdalene Deer Park, and the River Cherwell. Embracing these special qualities as opportunities, and not just constraints, will help to deliver a scheme that is confident in its design yet sensitive to its setting. At this stage we strongly urge the client and design team to step back and address the scheme in a more holistic way, taking the necessary steps to test and change aspects of the landscape and building design if needed. Providing these steps are achieved, we are confident the client and design team, in collaboration with the city council, will create an appealing and appropriate scheme. We are unable to support this application at this stage.





### *Blocks A, B and C*

The placement and configuration of the L-shaped blocks work well as the blocks frame the central courtyard and do not overly impinge on the views from Holywell Lane and Magdalene Deer Park. To the north, Block A forms a welcoming single entry point at Manor Place. The principle of a more lightweight structure for bike storage at the eastern end of this block is reasonable to avoid deep piles in the vicinity of the civil war remains. We suggest exploring whether this area could be better used for shared facilities, for eating or catering for example, particularly given its key location and views to the Manor Place entrance, central courtyard and existing mature trees.

### *Dining hall*

The proposed dining hall is the most significant building in this scheme as it links the north-south and east-west axes and frames the central courtyard. We support the principle of a sunken building that enables unobstructed views from the cemetery to River Cherwell. However, this requires external stairs and makes access for disabled users difficult and, as proposed, does not give protected access from rooms to the dining hall. The green roof, in keeping with the natural setting, supports biodiversity and provides a calm backdrop when gazing across East Oxford from the edge of the cemetery wall. However, its design approach and location on the site are not yet convincing, particularly as the dining hall feels unreasonably close to the cemetery and outdoor access to it is not ideal.

### **Elevations and roofscape**

We welcome the initiatives to respond to the residential character of the area and create a homely feel. The pitched roof works well on the site as it is in keeping with the surrounding roof forms. However, the stone base, split gabled roof, crenellated roofline, fenestration and roof form appear over complex which seems at odds with the tranquility of the site. We encourage the design team to continue to investigate roof materials, such as slate tiles, that help in reducing the overall impact of the roof on the skyline and views into the site. It will be beneficial to also continue investigating the proportions and placement of the windows further.

The internal layouts within the blocks appear sound. As minor alterations, we suggest providing natural light and ventilation to the staircases in Blocks B and C, and increasing the size of the shared lounge rooms on each floor, where possible, to provide more practical and useable spaces for students.

Thank you for consulting us and please keep us informed of the progress of the scheme. If there is any point that requires clarification, please telephone us.

Yours sincerely



Victoria Lee  
Design Council Cabe Advisor



### **Landscape design**

The proposed central courtyard is an attractive feature that successfully connects the listed cemetery and the River Cherwell whilst providing a large space for outdoor activity for students and staff. The idea of regular tree planting that reflects the orchard that existed some time ago in the northern part of the site adjacent to the entrance gates is successful.

A scheme in a unique, natural and historic setting such as this should be led by its landscape. Currently, this is not the case. A stronger landscape narrative that better embraces the conservation area and the character of the wet and low lying site is needed. As a matter of priority, we recommend addressing the landscape strategy in two ways:

1. A more formal design approach to landscape, including the edge treatment, that relates to the axial building arrangement would provide a clearer sequence and hierarchy of spaces for users. Currently the landscape design is neither formal nor informal with somewhat undefined open spaces and is not strong enough to create a sense of place. Paths that cut through the blocks could help to make the site feel more open and permeable similar to the historic college buildings in Oxford. A trimmed hedge along the southern boundary, as opposed to the proposed haphazardly planted trees, would help in the transition from the formal site arrangement to the wider context and allow views to the listed deer park wall. More sketches of both the indoor and outdoor spaces at key junctions will help to illustrate how the buildings, gardens and internal spaces work together.
2. We urge the design team and client to integrate the existing site character and natural assets more in the landscape design. The water features which relate as a concept to the River Cherwell could be part the site wide sustainability strategy, for example by incorporating sustainable urban drainage systems or rainbeds and other planting and growing activities, creating a more purposeful way for students and staff to use the site.

### **Height, massing and wider context**

The proposed height and massing of the blocks in the updated planning application drawings are sound. They work well with the existing buildings in the immediate area, such as the height and massing of Blocks B and C in relation to the adjacent Brasenose College buildings. Based on the verified views provided subsequent to the original planning application, the proposed blocks do not appear to negatively impact on the surrounding area and views. In our view, the taller blocks in the original planning application are also acceptable providing that a confident and sensitive elevational treatment and roofscape are achieved, as described below.

### **Site layout**

While the proposed building layout creates some well-framed courtyard spaces, it could do more to strengthen the north-south route which currently appears is unresolved. It does not take advantage of the great opportunity to establish a strong axial connection from the Manor Place entrance to the dining hall and beyond.



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Nik Lyzba	JPPC
Katherine Owen	Oxford City Council
Trevor Saunders	Oxford City Council
Amy Ridding	Oxford City Council (Observer)
Ian Marshall	Oxford City Council (Observer)

**Review process**

Following a site visit and discussions with the design team and local authority and a pre-application review, the scheme was reviewed on 24 September 2015 by Fred Manson (chair), Peter Studdert, Deborah Nagan, Eddie Booth, Alan Berman and Jon Rowland. These comments supersede any views we may have expressed previously.

As this scheme is the subject of a planning application, we will publish our views on our website, [www.designcouncil.org.uk](http://www.designcouncil.org.uk).



7 January 2016

Stuart Black  
 McLaren Property Ltd  
 McLaren House  
 100 Kings Road  
 Brentwood  
 Essex  
 CM14 4EA

Our reference: DCC/0655

**Oxford City Council: Manor Place**

Your reference: 15/01747/FUL

Dear Stuart Black,

Thank you for submitting the following items to us in conjunction with the current planning application for Manor Place:

- Sketchbook Addendum to the June 2015 Design and Access Statement, dated November 2015
- Briefing Note to the ODRP, dated November 2015
- Accurate Visual Representation (AVR) document, issued 3 December 2015
- The sample material palette

We reviewed the material on 17 December 2015 and this letter is our formal response to the updated planning application.

**Summary**

New student housing is appropriate in this location and we support the updated planning application. The unique characteristics of this site have been taken into account in the proposed building and landscape design. Since the Oxford Design Review Panel (ODRP) review of the planning application (letter dated 8 October 2015), the siting of the proposed buildings has improved and now have a successful relationship with the historic cemetery wall. The formal character of the landscape works well with that of the buildings and the improved axial arrangement makes navigation easier along the north-south route. The sketches of both the indoor and outdoor spaces at key junctions have been helpful in illustrating how the buildings, gardens and internal spaces work together. While covered access has been provided between the blocks, the proposed pedestrian access with the level differences between the dining hall, Blocks B and C and the new pavilion building to the south are unsatisfactory and should be resolved prior to the consideration of the Planning Application by the Council. Aspects of the detailed building design would also benefit from further resolution.

**Landscape design**

The proposed landscape design is successful, responding well to the character of the conservation area and the wet and low-lying character of the site. The formal arrangement of the landscape relates well to the axial building configuration and provides a clear sequence of spaces for users to walk through. The central



courtyard with the proposed water features, a key element of the landscape design, connects the listed cemetery and the River Cherwell, and provides a generous space for outdoor activities for students and staff. Paths give access to other large spaces with outdoor seating enabling enjoyment of the greenery of the site. The idea of regular tree planting that refers to the orchard that once existed in the northern part of the site adjacent to the entrance gates is convincing. It will be helpful to consider in more detail the placement of the proposed trees in close proximity to the site boundary, particularly to the north, in terms of their future growth and maintenance. We suggest enhancing the natural biodiversity across the site by introducing more diverse species of trees and plants that also support local wildlife. Wildlife planting on the green roof of the dining hall would also contribute to this and work well with the meadow-like landscape character of the site.

### **Height, massing and wider context**

The proposed height and massing of the blocks in the updated planning application drawings are sound. They work well with the existing buildings in the immediate area, such as Blocks B and C in relation to the adjacent Brasenose College buildings. Based on the verified views provided subsequent to the original planning application review, the proposed blocks do not appear to negatively impact on the surrounding area and views.

### **Site layout**

#### *Blocks A, B, C and pavilion buildings*

The location and configuration of the blocks on the site and their relationship to the historic cemetery wall work well. To the north, Block A forms a welcoming single entry point from Manor Place. The new shared facilities on the eastern end of Block A takes better advantage of this key location adjacent to the river and mature trees, and the views across the central courtyard and to the Manor Place entrance. The relocation of the bike storage to the north of the site is also positive. To provide more usable spaces for students, it would be preferable to have natural light and ventilation to the staircases in Blocks B and C and larger shared lounge rooms on each floor.

The addition of the single-storey pavilion to the south between Blocks B and C is positive. It provides covered shared space with a direct view to the outdoors and the Magdalene Deer Park wall beyond, and complements the single-storey bike storage building to the north. However, the large refuse stores that open into this space compromise its quality and the experience of accessing the dining hall from Blocks B and C, making it feel and function more like a service area than a peaceful place for students and staff. Consideration needs to be given to the relocation of these bin stores and/or their entrances.

#### *Access*

While pedestrian and wheelchair access is provided from all blocks to the sunken dining hall, the proposed access arrangements are unsatisfactory. The routes are convoluted and not generous enough for the large number of students using this site. The placement, size and relationship of the wheelchair lift and dining hall staircases in relation to the block entrances is awkward and would benefit from further investigation.

### **Elevations and roofscape**

The proposed elevations are well-composed and in keeping with the character of the conservation area. The proposed material palette appears promising. The slate roof tiles, for example, help to reduce the overall impact of the roof on the skyline and views into the site, and the proposed brick and windows are appropriate.

The protruding glass boxes at the end of the corridors in the blocks require more detailing. As shown, they are likely to be difficult and costly to build, and will also need some ventilation or shading devices to avoid



overheating. The small dormer windows on the top floors are likely to be insufficient in terms of providing daylight into the student rooms.

An energy strategy for a scheme of this scale in this location will be beneficial.

Thank you for consulting us and please keep us informed of the progress of the scheme. If there is any point that requires clarification, please telephone us.

Yours sincerely



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Design Council Caba Advisor  
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cc (by email only)

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Bill Soper	tp Bennett
Mike Habermehl	Adams Habermehl
Mick Rawlings	RPS
Nik Lyzba	JPPC
Alice Brockway	Historic England
Andrew Murdoch	Oxford City Council
Katherine Owen	Oxford City Council

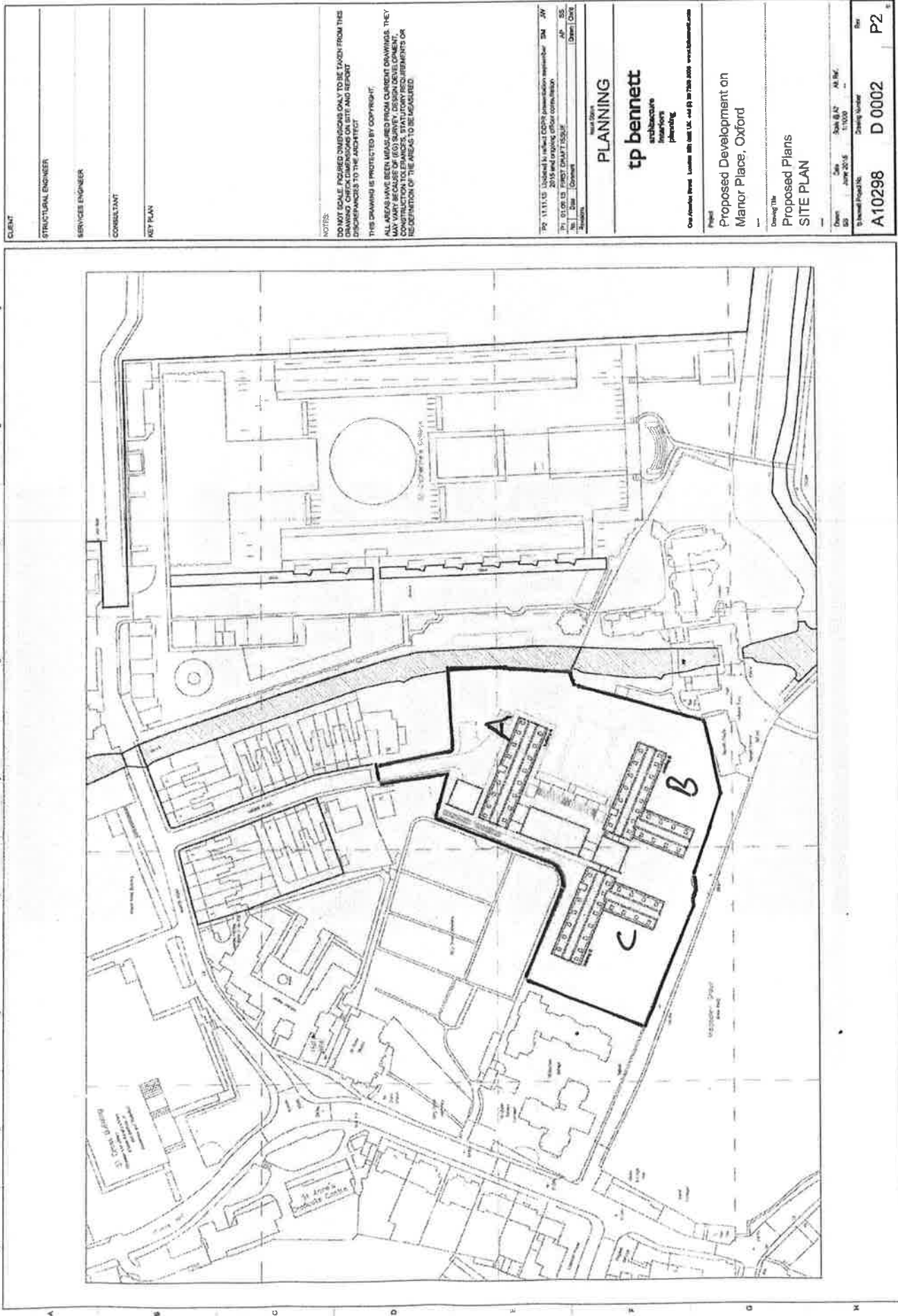
**Review process**

Following a site visit, and discussions with the design team and local authority, a pre-application and planning application review, the scheme was reviewed on 17 December 2015 by Fred Manson (chair), Alan Berman and Deborah Nagan. These comments supersede any views we may have expressed previously.

As this scheme is the subject of a planning application, we will publish our views on our website, [www.designcouncil.org.uk](http://www.designcouncil.org.uk).

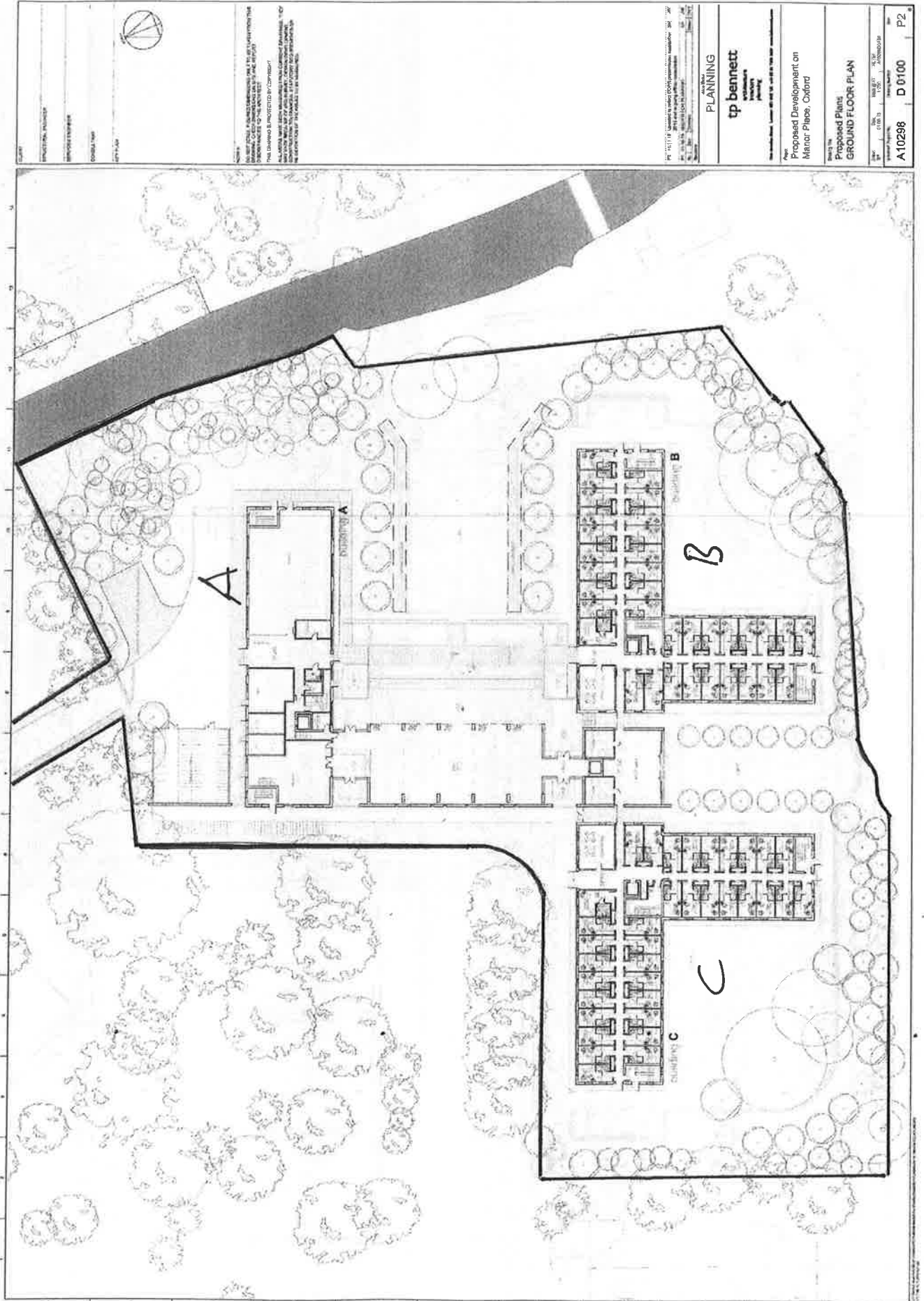


APPENDIX H



CLIENT	STRUCTURAL ENGINEER	SERVICES ENGINEER	CONSULTANT	KEY PLAN
<p>NOTES:</p> <p>DO NOT SCALE FIGURED DIMENSIONS ONLY TO BE TAKEN FROM THIS DRAWING CHECK DIMENSIONS ON SITE AND REPORT DISCREPANCIES TO THE ARCHITECT.</p> <p>THIS DRAWING IS PROTECTED BY COPYRIGHT.</p> <p>ALL AREAS HAVE BEEN MEASURED FROM CURRENT DRAWINGS. THEY MAY VARY BECAUSE OF (EO) SURVEY, DESIGN DEVELOPMENT, CONSTRUCTION TOLERANCES, STATUTORY REQUIREMENTS OR REDEFINITION OF THE AREAS TO BE REDUCED.</p>				
<p>Project: 111115 Unfitted in relief (ODP) presentation September '04 JM JV                  2004/05/18 2004/05/18                  No. Date: 0001/15/04 AP SS                  0001/15/04                  No. Date: 0001/15/04                  0001/15/04                  0001/15/04</p>				
<p>PLANNING</p> <p><b>tp bennett</b>                  architecture                  interior                  planning</p> <p>One Abchurch Lane, London EC4N 3DF, UK. Tel: +44 (0) 20 7500 0000. www.tpben.co.uk</p>				
<p>Project: Proposed Development on Manor Place, Oxford</p>				
<p>Drawing Title: Proposed Plans SITE PLAN</p>				
Drawn: Sam B. A2	AS Ref: 111000	Scale: 1:1000	Sheet Number: D 0002	Box: P2
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APPENDIX 5





BIDWELLS



Land south of Manor Place, Oxford  
15/01747/FUL

Public Benefits of the Scheme

10 March 2016

10 March 2016

## Quality Assurance

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Site name: Land south of Manor Place, Oxford

Reference: 15/01747/FUL

Prepared by: Alison Wright BA (Hons) MRTPI

Signed:



Date: 10 March 2016

Reviewed by: Mike Derbyshire BA (Hons) MRTPI

Signed:



Date: 10 March 2016





10 March 2016

## Table of Contents

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<b>1</b>	<b>Economic and Social Benefits</b> .....	<b>1</b>
	Financial Contributions towards the provision of Affordable Housing.....	1
	Meeting Oxford's Objectively Assessed Housing Need.....	1
	Meeting an identified need for student accommodation.....	2
	Boosting the Economy.....	4
	Economic Reinvestment for Merton College.....	5
	CIL Payment.....	5
	Social Benefits.....	6
	High Quality Design.....	6
<b>2</b>	<b>Environmental Benefits</b> .....	<b>7</b>
	Visual Benefit.....	7
	Increase in Biodiversity.....	7
	Improvement to Drainage and Flood Risk.....	7
<b>3</b>	<b>The Planning Balance</b> .....	<b>8</b>





10 March 2016

# 1 Economic and Social Benefits

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## Financial Contributions towards the provision of Affordable Housing

- 1.1 Evidence has been submitted alongside this application to demonstrate that the requested affordable housing contribution would cause the development proposal to be unviable.
- 1.2 Notwithstanding the above, **the Applicant is prepared to make a conditional payment of the full requested off-site affordable housing contribution of £1,130,920 plus the administration fee of £56,546.** As such, the Applicant is conceding that in this circumstance they are prepared to accept a lower than normally expected developer profit and take the risk as developer.
- 1.3 The offer is a conditional one and that condition is that the application is resolved to be approved by Committee on 12 April 2016, with the s106 finalised by the end of June 2016.

## Meeting Oxford's Objectively Assessed Housing Need

- 1.4 Oxford has suffered for many years from a shortfall in housing supply relative to demand. This has contributed to a lack of affordability. Therefore, it is vital for the continued success of Oxfordshire that there is enough housing available to meet need and deliver the growth aspirations of the County.
- 1.5 The adopted Oxford Core Strategy 2026 sets out a housing requirement of a minimum of 8,000 new homes to be provided over the period 2006 to 2026, which represents an average of 400 homes per annum.
- 1.6 The Oxfordshire authorities produced a new Strategic Housing Market Assessment (SHMA) in March 2014. The proposed housing figures in the SHMA are substantially in excess of those set out in the Core Strategy. That is, the SHMA concludes that there is strong evidence from market signals of the need to significantly boost housing supply in Oxford, with a requirement for between 24,000 and 32,000 homes in Oxford from 2011-2031, equating to an average of 1,400 dwellings per annum in the period 2011-2031.
- 1.7 Oxford's Housing Land Availability and Unmet Need Assessment (December 2014) concluded that there is only capacity in Oxford to sustainably provide around 10,000 further homes within the City's boundaries, thereby demonstrating that some 14,000 - 22,000 new homes for Oxford will need to be provided within neighbouring local authority areas. **It is clear, therefore, that there is currently a significant unmet housing need for Oxford.**
- 1.8 As well as high housing demand arising from economic growth as the regional centre, the demand for academic, research and student housing linked to the universities, colleges and institutions in the city has created a **burgeoning private rented market which adds further pressures.** As such, there are high concentrations of larger sized properties in the city housing students at the expense of families.
- 1.9 The NPPG (paragraph 039, Reference ID: 3-039-20140306) confirms that all student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can be included towards the housing provision in local development plans, based on the amount of accommodation it releases in the housing market. In terms of how this need is calculated, Paragraph 17 of Oxford's Housing Land Availability Assessment and Unmet Need Assessment confirm that houses in multiple-occupation (HMOs) by students accommodate on average 5 students.



10 March 2016

- 1.10 In light of the above, based on the provision of 286 purpose-built student units, the application proposals would release the equivalent of a maximum of 57 dwellings in the housing market. This effect may be either by releasing existing housing to return to occupation by single households or by reducing the need for additional housing to be converted to multiple occupation.
- 1.11 The delivery of housing *per se* is at the core of the Government's aims of delivering a strong, responsive and competitive economy. The development of 286 high quality new student beds will therefore help to secure economic growth by contributing towards an identified Objectively Assessed Housing Need for Oxford, including much needed affordable housing (circa £1.13 million financial contribution), though releasing private rented homes in the housing market.

#### Meeting an identified need for student accommodation

- 1.12 Both of Oxford's Higher Education Institutions are currently engaged in significant growth plans.
- 1.13 The University of Oxford's Estate Strategy is currently focused on the following development plans;
- Development of the former Radcliffe Infirmary Site as a campus to provide facilities for 'dry' science, humanities and social sciences (to be known as the Radcliffe Observatory Quarter);
  - Redevelopment of the existing Science Area on South Parks Road to support planned growth in research activity;
  - New medical facilities at Old Road campus in Headington.
- 1.14 Oxford Brookes University's Estate Strategy is the delivery of the University's 'Masterplan'; a £150 million campus redevelopment project to deliver new teaching facilities, accommodation and social spaces across their three campuses: Headington, Harcourt Hill and Wheatley.
- 1.15 According to official UCAS (Universities and Colleges Admissions Service) figures, 46,195 applications were made to Oxford's Higher Education Institutions in the 2014 cycle, of which 6,780 were accepted. Since 2008, applications to the institutions have risen by 31.9%, rising from 35,028 in 2008 to the 46,195 figure recorded in 2014.
- 1.16 According to the latest data from the Higher Education Statistics Agency (HESA), Oxford has a total of 43,800 students of which 32,375 (74%) are full-time and are likely to require student accommodation over the lifetime of their studies, as detailed in the table below.

University	Total	Full-time	International Students	Applicants Per Place
University of Oxford	25,905	18,895 (73%)	7270	5.7
Oxford Brookes University	17,895	13,480 (75%)	3,360	7.8
TOTAL	43,800	32,375 (74%)	10,245 (24%)	

Source: HESA 2013/14 data

- 1.17 The total number of full-time students in Oxford represents 20.9% of the city's population (c154,800 people in 2013) i.e. approximately one in five residents in Oxford is a university student.



10 March 2016

- 1.18 Core Strategy Policy CS25 requires each university to have no more than 3,000 full-time students living outside of university provided accommodation in the city. The policy is intended to reduce the pressures from students on the private rental market.
- 1.19 According to the 2014-15 Annual Monitoring Report (AMR), as at 1 December 2014, there were 2,910 students without a place in university provided accommodation within the collegiate University and 3,451 students without a place in Oxford Brookes University provided accommodation.
- 1.20 **In the context of the planned expansion of both higher education facilities in Oxford as referred to at paragraphs 1.13 and 1.14, complying with the 3,000 target has been, and will continue to be, a significant challenge for each university. The application proposals would therefore help to meet an identified need for student accommodation in Oxford.**
- 1.21 In terms of the development pipeline of student accommodation, the table below includes all consented planning applications or sites under construction for student accommodation. It is estimated that there are approximately 90 student beds under construction and 657 student beds with planning permission.
- 1.22 The development pipeline does not include planning applications that have not yet been consented, nor do they include development proposals at pre-application stage. It is likely, however, that due to funding and planning challenges, only a proportion of the beds will be delivered to the market over the next 5 years.

Site Address	Application Reference	No. of Student Beds	Current Status
Land at Former Acland Hospital and 46 Woodstock Road and 25 Banbury Road	09/02466/FUL	Net gain of 170	Permission granted 25.10.2013 and part implemented
Ruskin Hall, Dunstan Road, Oxford	12/03123/EXT	65	Permission granted 17.10.2013
Ruskin College (Oxford Automotive Components Site)	13/00832/FUL	90	Under Construction
Mansfield College, Mansfield Road, Oxford	13/01637/FUL	78	Permission granted 17.10.2013
St Cross College, St Giles'	13/01800/FUL	53	Permission granted 22.10.2013
114-119 St Aldates	14/02256/FUL	133	Permission granted 04.08.2015
376 Banbury Road	14/03445/FUL	58	Permission granted 24.03.2015
Land to the rear of Fairfield, 115 Banbury Road	15/01102/FUL	30	Permission granted 08.10.2015
Cheney Hall (extension)	15/01568/FUL	20	Permission granted 10.07.2015
162-164 Hollow Way	15/01643/FUL	20	Permission granted 21.08.2015
Site of former Friar Public House, 2 Old Marston Road	15/02543/FUL	30	Permission granted 20.01.2016
<b>TOTAL</b>		<b>747</b>	



10 March 2016

### Boosting the Economy

- 1.23 The development of the application site for student housing would provide an opportunity to create, support and enhance local facilities and service provision in Oxford and provide improved affordability of housing. This would, in turn, help to drive economic performance in the area.
- 1.24 The proposal would also lead to the creation and security of new jobs. Figures from the Home Builders Federation (HBF) issued in March 2011 identified that providing new homes to address the housing crisis would create 200,000 direct jobs and stimulate growth more widely.
- 1.25 Even at the current low-level of house building, Government figures show that housing supply accounts for around 3% of UK GDP and provides between 1-1.25 million jobs in the UK. At the local level, the HBF assess that;
- each home built creates 1.5 full time jobs; and
  - twice that number of jobs is created in the supply chain.
- 1.26 The Government also confirmed in its publication "Laying the Foundation – a Housing Strategy for England" (November 2011) that;
- "Housing construction also supports more jobs compared with investment in many other sectors of the economy, because it supports a large amount of related activity such as concrete production, and glass and brick manufacturing. Every £1 million of new house building output supports 12 net jobs (seven direct and five indirect) for a year. Builders of new affordable homes also provide apprenticeships."*
- 1.27 Ensuring an adequate supply of new homes also assists with achieving a flexible local labour supply, ensuring that the workforce is able to find somewhere to live near to where job opportunities exist. Conversely, a shortage in new homes leads to constraints in the local labour supply, which is damaging to the competitiveness of the local economy and thereby the economy of UK plc.
- 1.28 With particular reference to student accommodation, there is **considerable evidence that students are significantly contributing to the UK economy at national, regional and local levels while Higher Education Institutions (HEIs) also generate substantial wealth for the economy**<sup>1</sup>. Some key findings to date are listed below:
- For each pound of public money invested in higher education, graduates return £3.22 of cashable benefits to the economy, on average, throughout their lifetimes;
  - Higher Education Institutions (HEIs) contribute significantly to local and regional economies through numerous means, which include:

<sup>1</sup> Organization for Economic Cooperation and Development (2013), Education at a glance.  
The new economics foundation (2013), Student contributions to the UK Economy.  
Universities UK (2014), The Impact of Universities on the UK Economy.



10 March 2016

- 
- The direct impacts of their expenditures on local, regional and national economies;
  - The indirect impacts of their supply chain expenditures on local, regional and national economies;
  - The direct employment of personnel;
  - The employment indirectly generated via their supply chain expenditures;
  - The attraction of extra-regional and extra-national students who spend in the local and regional economy thus contributing to these regions both in terms of Value Added creation and employment;
  - The Value Added generated by visitors.
- Students make up an important part of HEIs contribution to the economy through their own subsistence expenditures and the spending of friends and relatives visiting the area, in particular;
    - Student spending has supported over £80bn of UK economic output and generated over £25bn of Gross Value Added (GVA); and
    - Student expenditure supports over 830,000 UK jobs.
- 1.29 The development will also help to **secure additional funds for Oxford City Council** through **increased council tax revenues** on any housing which is freed from students to new council tax liable occupiers as a result of the scheme and from **payments through the New Homes Bonus** on the newly constructed student housing.
- 1.30 **The NPPF confirms, at paragraph 19, that "the Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Therefore significant weight should be placed on the need to support economic growth through the planning system."** The application proposals would help meet this aim by boosting the economy at both a local, regional and UK level.

#### **Economic Reinvestment for Merton College**

- 1.31 The land at Manor Place forms part of Merton College's general endowment. Capital receipts from the endowment will accrue to the endowment to be invested in accordance with their investment strategy.
- 1.32 The college operate a total return policy with respect to their endowment, spending 3.5% of the five year averaged value. These funds are then used to support the running costs of the college in the pursuit of their charitable objectives of teaching, education, research and religion, for the public benefit.

#### **CIL Payment**

- 1.33 The application is liable for Community Infrastructure Levy (CIL) which will help to fund the provision of infrastructure. The liability is £858,691.





10 March 2016

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**Social Benefits**

- 1.34 When compared to students accommodated in private rented housing, the application proposals would also secure the provision of student accommodation whereby the Higher Education Institution (HEI) would have more control over student behaviour, together with appropriate management controls being in place to restrict students from bringing cars to Oxford. This would help to respect adjoining residential amenity.

**High Quality Design**

- 1.35 The overall arrangement and massing, together with the landscape proposals, have been recognised by the Oxford Design Review Panel (ODRP) who confirmed in their most recent response of 7 January 2016 that they now support the application. Their letter confirms that *'the proposed height and massing of the blocks...are sound'* and *'the proposed elevations are well-composed and in keeping with the character of the conservation area'*. In the same letter, the ODRP confirmed that *'the proposed landscape design is successful, responding well to the character of the conservation area'*.
- 1.36 Historic England (HE) have also recently responded to the revised proposals and confirmed in their most recent letter dated 27 January 2016 that the amended proposals have addressed their concerns about the impact of the development on nearby designated heritage assets and as such they would not be objecting to the application. HE conclude by acknowledging that the proposal would entail 'limited' harm to significance but that it is for the Council to carry out the weighing exercise, as required by paragraph 134 of the NPPF.

10 March 2016

## 2 Environmental Benefits

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### Visual Benefit

- 2.1 The application site currently consists of vacant, unmanaged, former recreational land reverting to scrub with some woodland and an area of open hardstanding. The current derelict and deteriorating appearance of the site means that its contribution towards the significance of the adjacent listed structures and the Conservation Area is diminished.
- 2.2 **The application proposals would secure the redevelopment and long-term management of the site and enable the replacement of the unmanaged land with new structured landscape planting and public art which is designed to complement and enhance the adjacent buildings as well as their immediate environs.**

### Increase in Biodiversity

- 2.3 The application proposals would secure an increase in biodiversity at the site, leading to the creation of additional habitat for a number of species. This includes the following:
- Tree planting, including reinforcement of existing retained trees near Holywell Mill Stream and pollard willows along proposed ditch features;
  - Amenity lawn areas near the accommodation blocks, including a sculpture lawn and sunken garden;
  - Native wildflower grassland closer to the site boundary, including wildflower understorey beneath some areas of tree planting;
  - Native marginal planting along ditch features and marginal aquatic/semi-emergent planting along river bank and within proposed ditch features;
  - Boundary hedgerow and shrub planting; and
  - Green roof, including sedum planting over central linking area.

### Improvement to Drainage and Flood Risk

- 2.4 Currently any flooding of the site would result in direct uncontrolled discharge into the Holywell Mill Stream. **However, with the development in place flood water would discharge via the designed infiltration measures and not directly into the Holywell Mill Stream.**

10 March 2016

## 3 The Planning Balance

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- 3.1 Evidence within this report has confirmed that opportunities to enable the growth of Oxford, in particular to build new purpose-built student accommodation, must be sought. It is, however, acknowledged that Oxford's growth is considerably constrained by the need to conserve its historic environment and by the Green Belt designation within and around it. A careful planning balance must therefore be sought between making the most effective and efficient use of this allocated, city centre site whilst not causing material harm to the surrounding heritage assets. In particular, reference should be made to paragraph 134 of the NPPF which advises the following;
- "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use."*
- 3.2 As a starting point, the site is allocated under Policy SP27 of the adopted Sites and Housing Plan for student accommodation. Therefore, not only is the principle of student accommodation on the site acceptable but it should be acknowledged that by virtue of this allocation the subsequent redevelopment of the site will inevitably lead to changes to the local environment which will impact upon the surrounding heritage assets.
- 3.3 With this in mind, the application proposal has evolved following detailed and productive dialogue with design and heritage experts, including the Oxford Design Review Panel (ODRP) and Historic England, and has responded to sound urban design and architectural principles in order to reach a solution which makes both efficient and effective use of a vacant, allocated, city centre site whilst respecting the surrounding historic context.
- 3.4 As such, the proposed quantum of development of 286 student beds is entirely appropriate for its context.
- 3.5 Notwithstanding the commentary provided at paragraph 1.2 of this report, consideration must also be given to the fact that the Applicant has commissioned CBRE to prepare a viability report which concludes that the full requested affordable housing contribution would render the scheme unviable. Therefore, any scheme proposing for a lower number of units would likely be undeliverable.
- 3.6 Both ODRP and Historic England are supportive of the application in terms of the scale proposed and accordingly Historic England have concluded that whilst the scheme would entail 'some harm to significance' it is 'limited' and as such it is for the Council to undertake the final 'weighing exercise' as required by Paragraph 134 of the NPPF.
- 3.7 Turning to the matter of public benefits, this report has outlined a number of significant economic, social and environmental benefits that a scheme of 286 student beds could deliver, which contribute to achieving the three dimensions to sustainable development. The application proposals therefore represent an entirely suitable development, providing high quality, managed, purpose built student accommodation in a highly sustainable location which responds sensitively and appropriately to its setting.
- 3.8 In particular, the public benefits can be summarised as follows;
- £1,130,290 financial contribution towards provision of off-site Affordable Housing;
  - Helping to meet Oxford's Objectively Assessed Housing Need;
  - Helping to meet an identified need for purpose-built student accommodation;

10 March 2016

- 
- Boosting the economy through job creation, staff, student and visitor subsistence expenditures, increased Council Tax revenues and payments through the New Homes Bonus;
  - Generating additional funds for Merton College to re-invest in their Charitable Funds;
  - £858,691 CIL payment;
  - Social benefits through providing managed purpose built student accommodation;
  - High quality design, supported by the Oxford Design Review Panel and Historic England;
  - Visual benefits through securing the redevelopment and long-term management of the site and enabling the replacement of the unmanaged land with new structured landscape planting and public art;
  - Net increase in biodiversity; and
  - Improvements to drainage and flood risk.

3.9 The above benefits all form important material considerations in the determination of this application and demonstrate that, on balance, the public benefits of the scheme outweigh the 'limited' harm to the significance of nearby designated heritage assets. Accordingly, it is requested that planning permission is granted.

**West Area Planning Committee**

12<sup>th</sup> April 2016

**Application Number:** 15/03643/FUL

**Decision Due by:** 15th February 2016

**Proposal:** Refurbishment and extension of existing student accommodation building to provide 25 additional study bedrooms, conference and support facilities.

**Site Address:** Florey Building 23-24 St Clement's Street (**site plan: appendix 1**)

**Ward:** St Clement's Ward

**Agent:** Ms Fiona Lamb

**Applicant:** Mr David Goddard

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## **Recommendation:**

The West Area Planning Committee is recommended to grant planning permission for the following reasons:

- 1 The development proposals represent an appropriate response to the issues of increasing student accommodation on site, providing conference facilities and of restoring the listed building. 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 building and conservation area, and that any harm that would result from the proposed development is justified by the public benefits of the proposal. The proposal has been designed to safeguard the amenities of the adjoining properties and would not create any adverse impacts in terms of highways, flood risk, sustainability, archaeology, biodiversity and land contamination that could not be mitigated by appropriately worded conditions. Therefore the proposal is considered to comply with policies contained within the Oxford Local Plan, Oxford Core Strategy, Sites and Housing Plan and National Planning policy and guidance.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officer's report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other

material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

**Conditions:**

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Material Samples in Conservation Area
- 4 Landscape Plan
- 5 Landscape Implementation
- 6 Hard Surface Design – Tree Roots
- 7 Underground Services – Tree Roots
- 8 Tree Protection Plan Implementation
- 9 Arboricultural Method Statement Implementation
- 10 Student Accommodation – Full Time Courses
- 11 Student Accommodation - No cars
- 12 Student Accommodation - Out of Term Use
- 13 Management Plan – including Service Management and Traffic Management Strategy
- 14 Archaeology - WSI
- 15 Travel Plan
- 16 Student Travel Information Packs
- 17 Cycle and Refuse Areas Provided
- 18 Construction Traffic Management Plan
- 19 Noise Levels as stated in Noise Assessment Report
- 20 Air conditioning plant
- 21 Scheme of extraction / treating cooking odours from kitchen
- 22 Sustainability Statement Implementation
- 23 Flood Risk Assessment Recommendation Implementation
- 24 Drainage Strategy
- 25 Biodiversity Measures / Enhancements
- 26 Development of a Servicing Plan for all uses
- 27 Contaminated Land Risk Assessment

**Main Local Plan Policies:**

**Oxford Local Plan 2001-2016**

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- TR1** - Transport Assessment
- TR4** - Pedestrian & Cycle Facilities
- HE2** - Archaeology
- HE3** - Listed Buildings and Their Setting

**HE7** - Conservation Areas  
**NE15** - Loss of Trees and Hedgerows

### **Core Strategy**

**CS2\_** - Previously developed and greenfield land  
**CS11\_** - Flooding  
**CS25\_** - Student accommodation  
**CS12\_** - Biodiversity  
**CS18\_** - Urban design, town character, historic environment

### **Sites and Housing Plan**

**HP5\_** - Location of Student Accommodation  
**HP6\_** - Affordable Housing from Student Accommodation  
**HP15** – Residential Cycle Parking

### **Other Material Considerations:**

- National Planning Policy Framework
- This application is within the St. Clement's And Iffley Road Conservation Area and is affecting a Grade II Listed Building.
- Planning Practice Guidance

### **Relevant Site History:**

68/19646/A\_H - Residential graduate accommodation with caretakers flat: Approved

71/24116/A\_H - Formation of new carriageway to Florey Building: Approved

72/12926/A\_H - Renewal of temporary consent for garage for two vehicles:  
Temporary Permission

82/00512/GFH - Revised access to Florey Building and St. Clement's Car Park associated works: Deemed Consent

### **Public Consultation**

#### Statutory Consultees:

#### Historic England:

- The Florey building is 'truly remarkable' and has historic, architectural and aesthetic significance;
- The interiors contribute to the completeness as they are as Stirling designed;
- The building has always been challenging to live in and use and restoration and modernisation are necessary for its long-term future;
- The proposals represent a much-needed upgrading of the accommodation of this highly-important building. The proposals involve a high degree of change and a degree of harm, however they are probably the least harmful means of meeting the College's brief. The harm is less than substantial but not insignificant. Historic England accepts that this is justified to ensure that the building has a sustainable long-term future;

- The design of the western extension and the infill under the podium, is the most sensitive means of providing the extra accommodation needed to house the entire first year undergraduate cohort
- The harm mostly would arise from the infilling of the area under the podium and from the internal reconfiguration as the building would lose its completeness and not be as Stirling intended; and the extension would make it more difficult to appreciate the building's remarkable form and views would be compromised; and
- Historic England defers to the Council to weigh the balance between harm and benefit.

#### The Twentieth Century Society:

- The Society has been involved in pre-application discussions on the above site with the architects.
- Has concerns relating to the insertion of the new porter's lodge and additional ground floor accommodation. It is hard to ascertain from the provided visualisations the overall impact on the building. The movement forward of the screen wall affects the permeability of the space in terms of the passage of light between the quad and the rear approach of the building. This is a key feature of the building: the perceived separation of elements that the view of sky between the building and pods beneath confers is vitally important to the design ethos of the space. We would request that the Council seek assurances that it is the intentions of the applicants to maintain these views.
- Objects in principle to the loss of the mezzanine level in the majority of the double height rooms on the 4th/5th floor. The earlier proposals envisaged the retention of six of these 'heritage rooms': now reduced to three. The Society would like to see a minimum of six of these rooms being retained and in their original configuration. The loss of such a large part of significant heritage is not considered acceptable, especially as an earlier iteration of the proposals was considerably less damaging.
- Disappointed that the original internal décor and fittings in the student rooms are to be lost. Wants consideration being given to the retention of some of the timber detailing and original fabrics in the refurbished rooms, as well as some elements of the original colour scheme.
- It is noted that inserting the new rooms into the mezzanine will have an impact on the external appearance of new glazing system being proposed for the building. The "cascade effect" in the glazing is of fundamental importance and the detailing of the floor junctions with the glass at this point is critical in maintaining the glazing pattern. Whilst the Society understands the need for the new glazing system and acknowledges that considerable expertise has gone in to ensuring the similarity of the new to the original fabric, the join area at the new floor junction contains extra opening lights which break the continuity in glazing at this point. The Society would like to see this detail revised to minimise the visual impact of the changes at this critical junction.
- The proposed new annexe will be out of the main axis of view on the initial approach to the Florey Building, which the Society considers to be the correct approach to ensure that it is read as subservient to the listed building. The Society considers the proposed scale and massing of the new build extension to be uncontentious. The use of a complementary cladding material is appropriate. The Florey Building is rugged and robust, as well as being quirky in nature, and can withstand an extension that develops this ethos. The desire to re-invigorate



the road approach and especially the Riverside walk is welcomed, as is the very necessary proposal to provide a proper common room space.

#### Oxfordshire County Council Highways Authority:

- The county council is not opposed to the principle of the application, but without further information, would object
- The car park within the site will be reduced from 26 spaces which are currently used predominately by staff but also students at the beginning and end of term, to one disabled space. The site will also be able to accommodate service and maintenance vehicles and spaces for these vehicles will not be marked. The existing access to the site from St Clement's will be retained and an additional access point proposed from York Place
- The application would provide 78 cycle parking spaces to the south and east of the building away from the access and turning areas. This would accord with the adopted cycle parking standards
- The Transport Statement provides details of the accessibility of the site by non-car modes, however, there is no information included to demonstrate how staff that currently use the car park will be expected to travel to the site in future.
- There is no information to demonstrate that a Student Travel Information Pack for every student will be produced to promote sustainable transport
- There are no details to ensure how students will not bring or keep motor vehicles in Oxford
- A Construction Traffic Management Plan will be required
- The Transport statement outlines that the development will not have a negative impacts upon the highway network. However, there would be a concern about how drop off and pick up times will be managed to avoid queueing on the highway.
- The Transport Statement states that the additional two storey building set out in the application will be used to accommodate up to 100 people for various functions such as lectures and dances. While it is accepted that the location of the site is easily accessible by sustainable modes of transport, no information is provided to indicate where the users of this facility are likely to travel from or what impact this is likely to have on trip generation. This information is requested.

#### Third Parties

##### York Place Residents' Association

- The Residents' Association objects in the strongest possible terms to The Queen's College's plans to create an additional building and using York Place to service the Florey site
- The Association attended a preliminary 'consultation' exercise in the summer and were shocked to discover the extent of the work proposed. We therefore tried to engage the College in discussion on its plans and regret that the College has not responded in any meaningful way.
- We are now presented with essentially unchanged plans, underlying the fact that the summer exercise served no useful purpose whatsoever.
- We have come to admire the architect, Sterling's, conception and vision that the building represents and appreciate its being recorded as a Listed Building. Indeed, the Florey Building is recognised as an important Oxford landmark, and it seems that visiting

architects, their students and supporters of modern architecture make a bee-line to see and photograph it. Their preferred view, indeed the ONLY comprehensive view, is from York Place itself and the path leading down to the river. We therefore consider a plan to erect a new, barrack-like structure of even one storey obscuring the Florey Building, right up against it and in close proximity to nos. 7 and 8 York Place, entirely out of place (some have called it 'sacrilege', others 'a desecration'). We strongly oppose the proposal on aesthetic as well as on cultural heritage grounds.

- We cannot at all accept the argument that the proposed two-storey building represents an acceptable compromise between heritage concerns and practical usage. Indeed, Queen's, with its considerable resources, is in a position to adjust its undergraduate intake so that the number of students corresponds to the present number of rooms in the Florey Building. If it is felt that increased breakfast facilities are required, then internal re-planning is surely preferable to an ugly building on the doorstep, obscuring a representative and valuable example of 20th century architecture. Queen's also, unlike other poorer colleges, does not have to rely on conference income to balance its books, and extra facilities to increase conference provision beyond that available on its main site in the centre of town is entirely unnecessary. That the College can consider the astronomical cost of refurbishment of the Florey Building at all speaks of its considerable wealth.
- We understood from The Queen's College that it was in the process of purchasing from the City the strip of land stretching from the foot of York Place, adjacent to 8 York Place, down to the river. This is, of course, the access by the general public to the towpath on the right, leading to Angel and Greyhound Meadow, which the College blocked off months ago. The Residents' Association was not consulted on this matter. To the left, the towpath leads to the FRONT doors of houses on the river. As owners, we have used this access 'without force, stealth or permission', as the legal phrase goes, since the houses were built in 1981. Indeed, the strip represents an essential route for tradespeople and their vehicles and skips – builders, painters, window-cleaners, roofers, delivery-men, etc. - to carry out necessary works.
- There is also a safety issue. The City's HMO licence is only granted if there is safe exit from the houses on to the towpath and up to York Place. It must be understood that there has also to be access for fire-engines.
- We vehemently oppose any plan for deliveries to, and rubbish collections from, the Florey Building via York Place which is already congested by lorries dropping off supplies to the Public House, the Cocktail Bar and the constant flow of traffic by the estate agents whose car-park is off the private forecourt of nos. 1 – 8, as well as ambulances and vehicles servicing Anchor Court. The (relatively narrow) exit to St Clement's is frequently blocked.
- More traffic in York Place should be resisted. The Queen's College already has a dedicated road from St Clement's Street for deliveries, rubbish-collection, etc., and this should remain the only access.
- There is no way that a proposal involving a rectangular 2-storey building alongside the path down to the river could be made acceptable. We understand that this building would effectively become a restaurant/kitchen for undergraduates and the conference trade, involving deliveries, smells via extractor fans, rubbish collections and noise within very close proximity to residential housing, i.e. nos. 1 – 8 York Place and the Anchor Housing complex. And all that at the expense of obscuring a 20th century architectural masterpiece

### 103 Southfield Road

Queens College is to be commended for appointing Avanti Architects whose skill in dealing with modernist buildings is second to none. I accept that some additional accommodation may be warranted, and commend some of the design proposals.

With regard specifically to work proposed to the Florey Building itself, there are a number aspects to which I do however object:

- a) It appears from the drawings that the proposed additional space inserted underneath the main volume of accommodation will adversely affect the crucial view of sky and light that separates the original lower forms from the upper form suspended above. The separation of these two elements is essential to the quality of the design. I don't believe this need preclude additional accommodation, but rather that careful reconsideration of levels, heights and site lines is necessary to ameliorate this unfortunate impact.
- b) The proposed enlargement of the opening into the enclosed ground floor quad space destroys the initial conception of this as a private, quiet space, most particularly given the noise and busyness of St Clements. Such a wide opening is contrary to Oxford's tradition of enclosed spaces surrounded by accommodation: it should remain a "secret" place, hidden from view until entered.
- c) The loss of the tall uninterrupted glazing that fronts the 4th and 5th floors: this change to the glazing rhythm is important for which a glazing solution should be found if the additional floor is to be inserted. The details of this glazing, as well as other architectural details are not sufficiently clear from the drawings. Given the listed status of the building further details are important in order to understand the proposals fully. I have no doubt that with further development Avanti can develop the design in detail for the Florey Building itself to satisfactorily accommodate some of the necessary accommodation.

The proposed annexe however has no redeeming features. The essence of the Florey is that it stands as an isolated form, perceived as a sculptural object. The annexe renders this impossible as it only be some 5.7 meters from the Florey at its closest and some 7m at most. Queens' recognised this when objecting to the adjacent car park development - yet that proposal was some 16 m away.

In terms of locating the annexe I am aware there is a drain running across the site on which they do not propose to build - but that is not an excuse for so adversely affecting this heritage asset which is regarded as so important worldwide.

### **Pre-Application Discussions / Oxford Design Review Panel**

The applicant has undertaken extensive pre-application discussions with officers, Historic England, C20 Society, Alan Berman, Oxford Civic Society, Oxford Architectural and Historical Society, Oxford Preservation Trust, and public / local community and neighbouring properties prior to submission of the application.

A public consultation was held on the 9<sup>th</sup> July 2015, with invites issued to residents of York Place and Anchor Court, businesses and residents adjacent to the entrance to the site, and local amenity groups. 14 people attended the event.

The scheme has been reviewed by the Oxford Design Review Panel on the 16<sup>th</sup> October 2015, and 2<sup>nd</sup> July 2015. Copies of their comments are included within **appendix 2** of this report

## **Officers Assessment:**

### **Site Location and Description:**

1. The site is located on the northern side of St Clement's St and is bordered by the River Cherwell and Angel and Greyhound Meadow to the north, St Clements public car park and new student housing to the east, residential properties of York Place and Anchor Court to the west and south respectively (**appendix 1**).
2. The site comprises The Florey Building, which is a nationally significant heritage asset and was listed at Grade II in 2009. It was designed by James Stirling and Partners and completed in 1971 and forms one of a trio of "Red Buildings", now a famous part of the architect's work. The building has a comprehensive list description which emphasises its innovative design, architectural value and associational value with James Stirling. The site is also within the St Clement's and Iffley Road Conservation Area
3. The four storey building currently accommodates 78 study rooms within a structure that is suspended above a sculpted podium and wraps around a quad which faces northwards towards the River Cherwell and Angel and Greyhound Meadow.
4. The main vehicular and pedestrian access is from St Clement's Street alongside the entrance to the public car park, although a secondary access is located within York Place. The forecourt around the building currently provides approximately 26 parking spaces which are used by Queens College staff.

### **Proposal**

5. The proposal is seeking planning permission and listed building consent for the refurbishment of the listed building and the erection of a two-storey linked extension at the western end of the building.
6. The listed building would be refurbished to provide more modern student accommodation in order to house the college's undergraduates. The development would provide 23 new study bedrooms increasing the total number of bedrooms from 78 to 101. The works would include providing en-suite facilities for all rooms, improved access and circulation within existing corridors, alterations to the ground and lower floors to improve the existing bar area and a new bedroom for the caretaker / porters lodgings, and gyp-rooms incorporating basic cooking facilities on each floor.
7. In addition to these works, a new two-storey linked extension would also be created in order to provide a kitchen, servery, dining rooms, multi-purpose space for lectures, dances, conference functions and exercise classes, study rooms and basement plant room.
8. The development would seek to maintain the existing access from St Clement's Street for pedestrian, cycle, and vehicular movements. A secondary access is

also proposed via York Place which is to be used for servicing, deliveries and maintenance although the majority of movements will be via the main access.

9. Officers consider that the main determining issues would be as follows
  - Principle of Development
  - Student Accommodation
  - Built Form & Impact upon Designated Heritage Assets
  - Impact on adjoining properties
  - Noise Impact
  - Landscaping
  - Highways & Transport
  - Flood Risk
  - Sustainability
  - Archaeology
  - Biodiversity
  - Contaminated Land
  - CIL
  - Other matters

### **Principle of Development**

10. The National Planning Policy Framework (NPPF) encourages the effective use of land by reusing land which has been previously developed, it also aims to secure good standards of design and amenity, to support the transition to a low carbon future, and to focus significant development in locations which are sustainable and where the fullest possible use of transport by sustainable mean can be made. The proposed development is consistent with those principles.
11. Policy CP6 of the Oxford Local Plan requires that development proposals make maximum and appropriate use of land and the best use of a site's capacity in a manner both compatible with the site itself as well as the surrounding area. Larger scale and higher density proposals are encouraged in appropriate locations.
12. The proposal would seek to make better use of an existing college site by refurbishing the existing student accommodation in order to increase the number of rooms and also improve the overall standard of accommodation while also providing additional ancillary space. The principle of the development would therefore accord with the above-mentioned aims of the National Planning Policy Framework and also local development plan policies.

### **Student Accommodation**

13. Oxford Core Strategy Policy CS5 encourages the provision of purpose-built university provided accommodation in order to house their students in order to limit the number of students living outside of such accommodation. Sites and Housing Plan Policy HP5 also states that planning permission will only be granted for student accommodation that is on or adjacent to an existing university or

college academic site; or in the city centre, district centre, or on a main thoroughfare; or on land that is allocated for student accommodation.

14. The proposal would seek to increase the density of an existing purpose-built student residence which is located on a main thoroughfare. The planning statement makes clear that Queen's College have a need to additional residential, education and conference accommodation due to a lack of space on other sites. The existing student accommodation within the Florey Building needs updating to modern standards and therefore the proposed refurbishment works represent an opportunity to increase the number of bedrooms within the building to address this need. At the same time the college also has limited space within its city centre site to expand and therefore need to make better use of this site for additional space.
15. Officers consider that the college has identified a clear need to improve their educational and student accommodation and therefore making better use of their existing sites including one which is located on a main thoroughfare would accord with the aims of the above-mentioned policies. Sites and Housing Plan Policy HP5 makes clear that student accommodation of 20 or more bedrooms would need to include some indoor and outdoor communal space for the occupants; a management regime for the building; and an undertaking to prevent residents from parking their cars within the site and anywhere in Oxford. The Florey Building already has some indoor and outdoor communal space and this would be improved as part of the proposal. The management plan and restriction on students bringing cars into the city would be secured by condition.
16. In addition to the above, 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. However, it goes on to state that an exception to this requirement will be made where the proposal is for the redevelopment and/or intensification of a site, including proposals for the extension of a site on contiguous adjoining land where the main use is student accommodation. It is clear that the proposed development would qualify for this exception to the requirement to provide an affordable housing contribution.

### **Built Form & Impact upon Designated Heritage Assets**

17. The Florey Building is a grade II listed building within the St. Clement's And Iffley Road Conservation Area. Having regards to the building's internationally recognised importance it is essential that any interventions are handled in an extremely sensitive manner so as to maintain its significance. Throughout the design development the applicant has given consideration to this significance and involved the Oxford City Council Heritage Officers, Historic England, and the 20<sup>th</sup> Century Society in the development of the proposed scheme.
18. Conservation principles, policy and practice seek to preserve and enhance the value of heritage assets. The National Planning Policy Framework (NPPF) re-affirmed the aim for the historic environment and its heritage assets to 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.

19. 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*, 18<sup>th</sup> 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).
20. 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.
21. The proposed internal refurbishments to the Florey Building would restore and modernise the listed building while also creating additional student accommodation to house the entire undergraduate cohort. These works are considered in detail as part of the listed building consent (15/03644/LBC) which should be read in conjunction with this report.
22. The refurbishment works propose a number of external alterations to the building, including replacing the secondary glazing on the inner courtyard elevation with double glazing to match the original glazing bars; replacing the flashing on the stepped ledges between each storey with new profiled aluminium in a red colour to mirror the original tiled elements that delineated the floors; the restoration of the riverside terrace and walk. These repairs would replace some of the less successful interventions that have occurred to the Florey Building improving the overall condition and appreciation of the listed building and also the conservation area. This would accord with the above mentioned policies.
23. The proposed annexe would be located to the west of the Florey Building and would have two storeys and a glazed link to the main building. The building takes the form of an elongated rectangle with splayed front entrance which refers

to the canted bay characteristic of the Florey and the glazed link designed to be as simple and lightweight as possible. The refurbishment of the main building has enabled all the student rooms to be accommodated within that structure allowing the annexe to be as small as possible to fulfil the college's requirements and minimise the impact upon the listed building. At competition stage, taller buildings were proposed by other architects and these were rejected as causing too much harm to the setting of the Florey Building. The design and approach to the annexe addresses the main form and design of the Florey Building, whilst also differentiating between the new and the old as different volumes without competing or being too bold or radical. The overall scale and massing responds to that of the Florey without competing with it. The annexe has been designed to match the spacing and pattern of the main building and the footprint elongated due to site constraints and the major Thames sewer running down from York Place. The building has been kept as far away from the main building as possible in order to reduce the impact. The splayed end wall has a large window with a cantilevered main entry below and the splayed angle addresses the Florey's projecting end stairs. The width of the link block is dictated by the slope of the land and the amount of space required for ramped access. Although there will be some loss of heritage material, this has been kept to the minimum. The link would pass underneath the Florey's podium but would still appear separate to the main building.

24. The use of cladding materials albeit with different colour to the Florey would help differentiate the building from the listed building in material terms, in a similar way to Stirling's History Faculty Library in Cambridge which has concrete buildings surrounding it on the Sidgwick site. The rain screen cladding would be use ribbed terracotta tiles in reddish-black. This cladding would be in large panels, expressed by construction joint subdivisions, being suppressed construction joint subdivisions with vertical ribs, thus would appear as vertical cladding in three horizontal bands. The glazing system would have planar windows, flush with the cladding so as to read as part of the outer cladding, thus giving the appearance of sharp lines and sheer surfaces. The doors and windows would have black silicone bonded frames with flush glazing methods. The roof would be a green roof with biodiversity benefits and a reference to the green of the meadows nearby.
25. The Oxford Design Review Panel considered that the design of the proposed annexe building was more compelling than originally put forward at pre-application stage, and showed architectural merit in its own right. The panel suggested that the design could be further refined emphasising new elements through the proposed colour, scale, and texture of materials in order to ensure that the annexe is a distinct addition (**appendix 2**). Historic England considered that the design of the annexe and the infill is the most sensitive means of providing the extra accommodation needed to house the entire first year undergraduate cohort.
26. Having reviewed the proposal, officers consider that the size, scale, and design of the two-storey annexe and its impacts upon the listed building and conservation area have been carefully considered. As the Florey is already completely



different in scale and character from the rest of that part of the conservation area, the two-storey annexe was carefully designed to complement and not compete with the Florey and cannot be said to have a detrimental effect on the character or appearance of the conservation area.

27. Regarding the impacts on the setting of the listed Florey Building, there would be a partial loss of views towards the building and the full appreciation of its silhouette would be harmed to a lesser extent in some areas, however the loss of views have been kept to a minimum. Although the appreciation of the buildings original conception would be altered by the intervention in some views the proposed annexe is positioned away from the main axis of the building, in order to minimise its impact upon key sightlines of the building. The Florey is a substantial building tucked away from the main frontages of St Clement's Street. Its rear elevation can be partially seen and its staircase towers are a prominent feature in these views, but the location of the annexe would have no impact upon these views. The views from York Place would in parts be partly obscured by the new building but the loss of the views have been kept to a minimum and longer views from York Place would not be altered. While the main building is visible from the Angel and Greyhound Meadow, the glazing reflects the trees along this boundary and reduces its impact upon this setting. The annexe would be slightly visible from the north-east and Magdalen Bridge there is substantial foliage which restricts the view. It is considered that there would be no impact on the Grade II listed 27 St Clement's. The 20<sup>th</sup> Century Society identified that the perceived separation of elements that the view of sky between the building and pods beneath confers is vitally important to the design ethos of the space, and requested that the Council seek assurances that it is the intentions of the applicants to maintain these views. In response the architects have confirmed that the view of the sky between the building and the pods has been mostly retained.
28. The Florey Building roof is visible from South Park. There may be some impacts on this view from the proposed plant and by photovoltaic roof panels and details of these would be required by condition so as to minimise any adverse impacts. It is not considered that these would be visible from elsewhere such as from the meadows or St Clement's as these elements would be in the middle of the roof.
29. 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 St. Clement's And Iffley Road Conservation Area 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, and Sites and Housing Plan 2026.

### **Impact upon Adjoining Properties**

30. The Florey Building is located within a dense urban environment with buildings of varying size and scale and differing uses all in close proximity to each other. The proposed two-storey linked extension has the potential to have an impact upon the residential properties of Anchor Court and York Place that surround the site and therefore needs to be considered.

31. The flatted development of Anchor Court is located to the south of the Florey Building and has its main windows in its east and west elevations which do not overlook the site. As such it is considered that the proposed two-storey extension would not have an adverse impact upon the amenities of this adjoining development in terms of loss of light, privacy, or overbearing impact.
32. The residential properties in York Place lie to the west of the Florey Building with nos.7 and 8 directly adjacent to the site. The main elevations of these properties face north and south respectively, with the elevation of no.7 facing directly onto the rear elevation of no.8. The properties do not have any primary windows facing eastwards towards the Florey Building, with the only windows being obscure glazed bathroom windows at first and second floor level in no.7. The two-storey extension would be sited parallel to the flank wall of these adjacent properties, although no.7 does taper away from the extension towards the north. The building would be sited approximately 3.6m at its closest point adjacent to 8 York Place, and approximately 5.6m - 7.6m from no.7.
33. With respect to 8 York Place, the orientation of this property to the Florey Building would mean that the proposed extension would not result in a loss of light or outlook to the habitable room windows of this property. The proposed extension may result in some loss of light to the habitable room windows in the front of 7 York Place, however, given the proposed gap between the extension and this property, along with the position of the habitable room windows in the front of this building (i.e. set further towards the western side of the building rather than closer to the site), then it is considered that any loss of light would not be so significant to warrant refusal.
34. In terms of overbearing impact, the proposed extension would introduce a two-storey built form between the Florey Building and the adjoining properties. While this would increase the sense of enclosure around these properties in York Place including Anchor Court, the siting would maintain a suitable gap between properties and the distances would not be too different to the surrounding urban grain which has numerous instances of large scale buildings sitting in close proximity to other properties including newly developed buildings. As such the gaps between the properties and the extension would mean that the development would not create any adverse overbearing impact to any of the adjoining properties.
35. The proposed extension has been designed to minimise any loss of privacy to no.7 and 8 York Place. The ground floor windows in the western elevation of the extension would not overlook either of these properties, and although there are some windows at first floor level, they either face onto the flank wall of 8 York Place (in the case of the study room) and are angled so as to minimise views onto the flank wall and rear garden of 7 York Place.
36. Therefore officers consider that the proposed extension has been designed in a manner that would seek to minimise the impact upon the adjoining properties in terms of loss of light, outlook, and privacy in accordance with Oxford Local Plan

Policy CP10.

## **Noise Impact**

37. A Noise Assessment Report has been submitted with the application. The report considers the potential noise impact of the proposed plant on the refurbished student accommodation and on the proposed extension on the surrounding residential properties (Anchor Court, York Place, and Alice House Student Accommodation).
38. The report has carried out an assessment of the current background noise levels within the area and recommends that the plant will be designed to achieve a rating level of 5dB below the existing background noise level. Oxford City Council Environmental Health Officers have advised that the noise levels for the mechanical plant should be set by condition in order to safeguard the amenities of the adjoining residential properties.
39. During the consultation process, concerns have been raised about the potential nuisance caused by deliveries from the York Place service area. The Transport Assessment has indicated that only one recycling and waste collection will occur each week, and there will be no more than one delivery per day of catering supplies. York Place is already serviced by refuse collections, and the commercial premises on St Clement's are serviced from this area. The use of this space for serving of the two-storey extension would not materially increase noise and disturbance given the extent to which it would be used. Officers have recommended a management plan for the student accommodation be secured by condition, and this should also include a management plan for servicing and deliveries so as to preserve the amenities of the York Place and Anchor Court properties.

## **Landscaping**

40. A Landscape Strategy and comprehensive Arboricultural report which includes an Impact Assessment and Method Statement has been submitted with the application. The landscape strategy states that the overarching aims of the strategy would be to reinforce the landscape setting of the building within the conservation area, by decluttering views through to the meadow from High Street; addressing the sensitivity of boundaries with neighbours through retaining trees to the east and a living roof to the building to the west; enhancing the riverside experience with a new specimen tree and riverside garden.
41. Having reviewed the landscape strategy, officers would note that the proposals require removal of 4 existing trees; 1 alder, 2 field maple, and 1 Himalayan birch referenced T1, T2, T8 and T10 in Arboricultural report. These tree losses will not have a significant detrimental effect on public amenity and can be adequately mitigated by new landscaping as proposed; details can be secured by planning condition. The construction work will encroach within the notional root protection areas of retained trees T3, T5 and T11. However, the site circumstances are such that if reasonable care is taken these trees are not likely to be harmed. It is essential that any new underground drainage and services is located to avoid damage to retained trees. Also new hard surfaces within the RPA of retained trees must be

appropriately designed to avoid damage to roots and ensure water and air permeability. Retained trees will need to be robustly protected during the construction phase. Further details of these matters could be secured by condition.

42. The landscaping around the building was an important part of Stirling's design and is part of the setting of the listed building. However various additions such as chain-link fencing, car parking arrangements, general neglect and unsympathetic treatment have harmed the setting. The riverside walk appears neglected. The landscape strategy proposes new gates at the entrance which would improve the setting however there is a lack of detail in this regard. These details should be secured by condition.
43. A new ramp would be constructed out of part of the steps to the riverside thus improving access; although this is a change to Stirling's design it would not harm this part or the setting and is in the spirit of his design intent to improve access to the river and how the building addresses the river.
44. Therefore subject to appropriate conditions the landscaping proposals accords with Policies CP1, CP11, and NE15 of the Oxford Local Plan.

### **Highways and Transport**

45. The site is within the Transport Central Area as defined by the Oxford Local Plan, which is an area of the city centre that is considered to be highly accessible by non-car modes of transport, and serviced by a range of shops and facilities. A Transport Statement has been submitted with the application which considered the highway impacts of the proposed development.
46. Access: The existing access from St Clements will remain the primary access point to the site and a secondary gated access will be provided via York Place. The main access will handle the majority of vehicle movements and will be used to provide the main access for pedestrian, cycle movements to the site. This would include pick up and drop offs, and servicing and maintenance vehicles. As this retains the current situation there would be no objection to this remaining as the main access.
47. With respect to the secondary access, although the Transport Statement suggests that a secondary access from York Place will be created, it was observed that there is already a secondary vehicle access albeit an underused one in this location. This access would only be used to facilitate the delivery of catering supplies to the building. The applicant has confirmed that this would only take the form of one small delivery vehicle per day. There would also be one recycling and one waste collection per week accessing this secondary access.
48. Although it is understood from the consultation process that there are concerns about the potential impact that the use of this secondary access will have upon York Place, officers recognise that there is already an access to the site in the proposed location which could be used by Queens College for servicing and maintenance at the current time. The Transport Statement has demonstrated that this will only be used for a small number of vehicles, in a similar fashion to

the other commercial uses that are serviced from York Place. Swept Path Diagrams have been provided which demonstrate how these catering vehicles would access the site. Moreover officers would note that York Place would already be serviced by recycling and waste collections. Therefore there would be no material reason to object to the use of this access.

49. Traffic Generation: The Local Highways Authority has raised a concern that the Transport Statement has not provided details of how the users of the academic accommodation in the two-storey extension are likely to travel to the site and what impact this is likely to have upon trip generation.
50. The applicant has confirmed that the function space is expected to be used for academic purposes and by college members. It is therefore not expected to attract any vehicular movements other than the servicing and maintenance vehicles discussed above. Outside of term time, the space may be used by residential guests who will be occupying the building for various periods. This is not expected to attract any vehicular movements since delegates / guests will not be able to bring their own vehicles to the site.
51. The Local Plan designates this as a city centre site which is highly accessible by non-car modes of transport which enables travel demand in these locations to be met by these other forms of transport. Therefore the Local Highway Authority's concerns in this regard are difficult to support and officers consider that the academic accommodation is unlikely to generate significant levels of traffic over and above the servicing and maintenance vehicles.
52. The Local Highways Authority has also expressed a concern about how the pick-up and drop-off of students at the start and end of term will be managed. The applicant has confirmed that these arrangements will be organised by the college. The students will be allowed on-site with vehicles but this will be restricted to a reduced number and arranged over a number of days and pre-booked in advance in order to minimise the impact of traffic in the vicinity of the site. A Traffic Management Strategy will be prepared by the college, and implemented prior to occupation. This should be secured by condition
53. Car Parking: The scheme is proposing no on-site parking, with the exception of a single accessible parking space for disabled users. Sites and Housing Plan Policy HP5 makes clear that proposals for student accommodation will only be granted where the developer undertakes to prevent residents from parking their cars within the site and anywhere in Oxford. This would be achieved by condition and officers would also recommend a condition securing Travel Information Packs for students to highlight their transport options.
54. The area around the building is currently used by staff of Queens College for parking, and has approximately 26 spaces. The college currently permits certain members of staff to park in this location but the spaces are to be removed as part of the development and as such staff will be encouraged and expected to use public transport as the college are not providing alternative parking. The reduction of operational parking is welcomed within the Transport Central Area

given the availability of other forms of transport. Therefore the loss of these spaces should not be seen as a constraint on development.

55. Cycle Parking: The application would provide 78 cycle parking spaces to the south and east of the building away from the access and turning areas. This would accord with the adopted cycle parking standards within the Sites and Housing Plan. The cycle parking should be secured by condition.
56. Construction Traffic Management Plan: Having regards to the nature of the site, a construction traffic management plan will be required by condition to ensure that this is managed appropriately without impact on the local highway network.
57. 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 and Sites and Housing Plan Policies HP15.

### **Flood Risk**

58. A Flood Risk Assessment has been submitted which identifies that the majority of the site including all ground floor developments are within Flood Zone 1, while the riverside access path around the building is in Flood Zone 3.
59. The assessment states that the risk of fluvial flooding of the site is very low. The finished floor levels of the building will be set at the 100year plus climate change plus 300m freeboard level. The refurbishment of the lower ground floor windows will also ensure that the cill heights of the windows will be set at this level. The improvements to the footpaths around the river frontage will ensure that this is not blocked to cause impacts on flood conveyance. The assessment identifies that there is still a risk of the lower floor breakfast room flooding during a design exceedance, but that this will be managed through a flood evacuation procedure and subscription to the EA Flood Warning Service.
60. In terms of drainage design, a sustainable urban drainage scheme will be developed to ensure that surface water run off does not exceed current rates, and may include a green roof on the two-storey extension, permeable paving, and bio-retention tree pits. This could be secured by condition
61. Officers consider that the proposal would accord with Oxford Core Strategy CS11.

### **Sustainability**

62. The site is not a qualifying site for a Natural Resource Impact Analysis because the new student accommodation is within the existing listed building, and the two-storey extension is less than 2,000m<sup>2</sup>. 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.
63. A Sustainability Statement has been submitted. The project aims are to improve the energy performance of the existing building, and is seeking to reduce energy

demand through building fabric improvement, passive design measures and soft landings engagement. The strategy has demonstrated that a 45% reduction in energy consumption and approximately 60% reduction in carbon dioxide equivalent emissions per square foot area compared to the existing building will be achieved. The strategy considers on site-renewables. It will use ground source heat pumps, and photovoltaics on the uppermost roof of the building. A green roof is to be used on the new extension. Energy monitoring and management will be achieved through site-wide energy metering. The construction will also use sustainable materials in line with BREAMM principles.

64. Overall, officers consider that the energy strategy would accord with the aims of Policy CS9.

## Archaeology

65. An Archaeological Desk Based Assessment has been submitted with the application. The site is of interest because of the potential for archaeological deposits from all periods. The site is located on the first gravel terrace close to the current channel of the River Cherwell. Nearby borehole data suggests that the northern part of the application site is underlain by superficial deposits of alluvium which have the potential to seal prehistoric activity, whilst in the southern part made ground may sit directly over the underlying natural mudstone. The potential for earlier palaeo-channels and for the presence of peat deposits across parts of this site is noted by the desk based assessment. The site is located close to a historic crossing point of the Cherwell and is likely to have been an attractive location for Mesolithic and later activity. A small amount of Mesolithic flint was recovered during a nearby archaeological evaluation in St Clement's Car Park in 2010.

66. The settlement of St Clement's is likely to have its origins in the late Saxon period. A small settlement on the banks of the river was originally known as *Bruggeset* suggesting a bridge settlement and may be related to the settlement of a Danish garrison in the early 11<sup>th</sup> century. The dedication of St Clement's Church and the presence of a 'Viking warrior' burial near Magdalen Bridge may be further evidence for such a garrison (Blair 1994). A manor is first mentioned in St Frideswide's charter of 1004 when three hides beyond Cherwell Bridge were granted to the minster, dropping to two hides by 1166 (Lobel 1957). A manor house, Bolshipton, originally owned by St Frideswide's nunnery, is recorded the north side of St Clement's Street (formerly High Street) nearly opposite the Black Horse Inn, until its destruction in 1643. Furthermore a hospital is documented in St Clement's in 1345 but its location is not known. In 1643 year the Royalist defences were extended around St Clements to defend Magdalen Bridge. Bolshipton House and parts of the settlement to the east of it appears to have been levelled to provide a clear field of fire between the Royalist lines and the Parliamentarian siege works on Headington Hill. A transcription of De Gomme's map of the Royalist defences mapped on the Urban Archaeological Database projects the outer defensive line through the basement footprint of the proposed scheme. However the exact line of the defences has yet to be established archaeologically. A recording action in 1983 located a feature 3.5m deep and 17m wide on the site of Anchor Court just to the south of the proposed basement

footprint raising a question mark over the exact location and sequence of the defences in this area.

67. The parish of St Clements remained a separate parish until 1836 when it was incorporated with the city. It was notable for being located just outside the jurisdiction of the university control of the assizes, staple food prices and weights and measures. In the post-medieval period the application site was mostly gardens, although a small structure is shown in the vicinity of the new extension on Davis's Map of Oxfordshire (1797). The site was partially developed for working class housing in the early 19<sup>th</sup> century. Waste pits and wells belonging to the terraced housing at Magdalen Prospect (now demolished) may be present within the proposed basement footprint.
68. In this case, bearing in mind the site constraints, including the likely depth of modern made ground in the location of the basement (up to 2m) and the results of the archaeological desk based assessment, officers would recommend that a condition be attached requiring a written scheme of investigation to be approved before the commencement of development.

### **Biodiversity**

69. Officers consider that there is not a reasonable likelihood of protected species or habitats being impacted by the proposals. However, the National Planning Policy Framework and Oxford Core Strategy Policy CS12 both make clear that opportunities should be taken to include features beneficial to biodiversity within new developments. As such the site and development offer an opportunity for enhancements, and therefore a condition should be imposed which seeks details of these measures. The measures could include the provision of bat roosting devices and swift roosting devices.

### **Contaminated Land**

70. A Ground Investigation Report has been submitted with the application. Having reviewed the report, the Councils Environmental Health Officers have indicated the report would not constitute an appropriate Phase 1 report in accordance with the Defra and Environment Agency guidance Model Procedures for the Management of Land Contamination.
71. This Phase 2 site investigation report does not include any pollutant linkages, conceptual site model or risk assessment. The report also does not offer any conclusions or recommendations regarding the contaminated found on the site, with the exception of ground gas, which was found to not pose a risk. The ground investigation was limited in spatial scope, with only 4 exploratory hole locations tested for contaminants (BH101, BH102, TP102 and WS103). Only one of these (BH101) was in the footprint of the proposed extension, where significantly elevated PAHs were found in the made ground. It is also noted that some of the exploratory hole locations differ between the maps provided in the document.
72. The western boundary of this site is bordered by land identified as potentially contaminated in accordance with Oxford City Council's Land Quality Strategy,



due to the former use as printing works. The eastern part of the site falls within another area of land identified as potentially contaminated due to the former use as boathouses. It is unclear whether groundworks are proposed in this area, but no samples from this area were analysed for contaminants. No groundwater quality analysis or risk assessment was carried out despite groundwater being struck and monitored in 3 of the four boreholes

73. As such officers are not satisfied that the submitted ground investigation is adequate to inform a risk assessment for this site. Therefore, a condition should be attached requiring the phased risk assessment to be carried out and the provision of a validation report for any remedial works identified as part of this phased assessment

### **Community Infrastructure Levy**

74. 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. Based on the floor area of the proposed development the proposal will be liable for a CIL payment of £66,498.75.

### **Other Matters**

75. Rights of Access: During the consultation process, the York Place Residents Association has claimed that they have a right of access across the strip of land that lies adjacent to 8 York Place and runs down the river. Whether or not there is a right of access across this strip of land and around the towpath, is a matter for the applicant to deal with in terms of whether they are able to implement any planning permission and would not constitute a material consideration for the determination of this application

### **Conclusion:**

76. The proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Core Strategy 2026, Sites and Housing Plan 2011-2026, and Oxford Local Plan 2001-2016 and therefore officers recommendation to Members would be to approve the application.

### **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

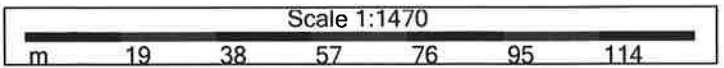
**Date:** 18th March 2016

# Appendix 1

## The Florey Building 15/03643/FUL



1:1470



<b>Organisation</b>	Oxford City Council
<b>Department</b>	City Development
<b>Comments</b>	Not Set
<b>Date</b>	04 April 2016
<b>SLA Number</b>	100019348

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**Design  
Council**

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23 July 2015

Amir Ramezani  
 Avanti Architects  
 361-373 City Road  
 London  
 EC1V 1AS

Our reference: DCC/0648

**Oxford City Council: Florey Building**

Dear Amir Ramezani,

Thank you for presenting the scheme at the follow-up ODRP design review on 2 July 2015. We are pleased to continue our involvement in this significant scheme for Oxford and look forward to the completed works. The scheme has progressed significantly since the last ODRP design review on 16 October 2014. The proposed design is responding well to the 21<sup>st</sup> century needs of Queen's College students while building upon the architectural quality of Stirling's work. We applaud the heritage report which is testament to the design team's thorough analysis of the listed building. The changes to the floor plans of the Florey Building including the additional rooms at ground floor, and the improved access arrangements and landscape design across the site are successful. Whilst the proposed annex building has also improved, the design could be even more distinct to the Florey Building to ensure a fully successful scheme. It is important that the design, detailing, materiality, and even colour of the new elements of architecture should be distinctive and consistent for both the annex building and the ground level insertions to the existing Florey Building. This would then confidently delineate where the work of Stirling finishes and the new architecture interacts with it.

**Public space and landscape**

The proposed landscape design is highly commendable as the open spaces – the riverside walk, central courtyard and the public space to the south – are now more distinct and their uses more defined. A pleasant route is beginning to emerge across the site that links these outdoor spaces. We encourage the team to continue to develop the character and use of the outdoor spaces for 21<sup>st</sup> century university students and define site-wide route in the treatment of the hard and soft landscaping.

The access improvements and the public space to the south of the Florey Building, particularly through strategic discussions with neighbouring landholders on the shared use of the vehicular road from St. Clement's Street, are to be greatly congratulated. Removing the car parking, repositioning the entrance gate and providing new hard



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landscaping and signage create a legible, safe and inviting main entrance. The new planting beds to the west and east of the Florey Building add greenery and soften the impact of the hard surfaces.

The landscape design of the central courtyard is in keeping with Stirling's original proposal and the meadow-like species and potted plants reflect the arid character of this space. The efforts to maintain and enhance the original truncated handrails that form one edge of the central courtyard are commendable as they are key sculptural features of Stirling's original concept. Whilst the combined ramp and steps connecting the central courtyard to the riverside is a useful feature, ensuring this route is easy to use and safe, particularly at the junctions between these elements, will be key to its success.

Stirling's vision of the riverside walk is successfully reinterpreted in the current design proposal. The new elements of the riverside walk work well as they are distinct from the listed elements of the Florey Building, for example, the proposed grey paving stones alongside the terracotta brick wall. The riverside location is successfully expressed in the choice of hard and soft landscaping, particularly the proposed weeping willow that provides a focal point along the riverside walk and the marshland planting. We suggest considering the growth and long-term maintenance of the weeping willow at this stage and removing the proposed planting bed that obscures the A-frame along the riverside. More detail is required on the treatment of the edge along the river, such as railings and lighting, to ensure it is safe for all users, particularly at nighttime and in the winter months. A collaborative initiative by the Oxford City Council, Queen's College, neighbouring landholders and other key stakeholders to clear rubbish in and alongside the river will also help encourage rest and relaxation along the river, as well water-based leisure activities such as punting.

### Florey Building

The design interjections to the Florey Building have been sensitively handled and preserve the quality of the listed building. The changes to the ground floor student accommodation – moving the inner wall of the cloister, relocating some ground floor rooms and providing a wider gap between the ground floor units and the C-shaped building above to highlight the existing A-frames preserve the effect of a 'floating' building – are to be commended. Lifting the ground floor rooms onto a plinth is also a positive change; a different colour or material could help to further differentiate the plinth from the original elements of the Florey Building. Punctuating the ground floor elevation facing the central courtyard with windows is successful as it provides outdoor views to the north and helps to activate the central courtyard without undermining the original concept. Continuing to explore the size and placement of these windows – possibly creating more or larger openings – could further strengthen this concept. The improvements to the main building entrance, including the level changes, create a more legible and pleasant entrance experience. Stirling's narrow entrance, on the other hand, creates a more private and secluded courtyard as the open space is more hidden. The proposed plant and photovoltaics on the roof, and changes to the breakfast room are acceptable ensuring the existing building functions successfully as 21<sup>st</sup> century student accommodation. It is unlikely that the original and replacement ceramic tiles will look the same in terms of their appearance and texture; both types of tiles



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are likely to weather differently over time creating a patchwork effect. We urge the team to take great care in assessing and selecting the new ceramic tiles.

### Florey Annex

The proposed annex building is now more compelling and shows architectural merit in its own right but could be refined further. The dark crimson hues of the vertical metal cladding contrast well with the horizontality of the terracotta tiles of the listed building. However, some aspects of the proposed annex building still appear too referential to the Florey Building. An even braver design approach – one that matches the design rigour without recreating the design of the Florey Building – will help to ensure a confident building. Emphasising the new elements even further, in the proposed colour, scale and texture of the materials, will help to ensure the annex building is a distinct new addition to the site. We suggest exploring a simpler building by incorporating a parapet wall to calm the roofline and by revisiting the shape and scale of the proposed windows. Currently the proposed projecting windows on the roof and to the west detract from the simple building form. Conversely, the vertical window on the east corner of the annex building seems appropriate. We recommend a nighttime view of the Florey Building and annex building to ensure coherence between the two within their surrounding context.

Thank you for consulting us and please keep us informed of the progress of the scheme. If there is any point that requires clarification, please telephone us.

Yours sincerely

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Design Council Cade Advisor  
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cc (by email only)

Fiona Lamb	Avanti Architects
Paul Madden	The Queen's College, University of Oxford
David Goddard	The Queen's College, University of Oxford
Fiona Bartholomew	Oxford City Council
Richard Peats	Historic England



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**Review process**

Following a site visit, and discussions with the design team and local authority and a pre-application review, the scheme was reviewed on 2 July 2015 by John Lyall (chair), Dan Jones, Deborah Nagan, Eddie Booth, Jon Rowland and Neil Deely. These comments supersede any views we may have expressed previously.

**Confidentiality**

Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that we are kept informed of the progress of the project, including when it becomes the subject of a planning application. We reserve the right to make our views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require our views to be kept confidential, please write to [designreview@designcouncil.org.uk](mailto:designreview@designcouncil.org.uk).





**CONFIDENTIAL**

03 November 2014

Amir Ramezani  
Avanti Architects  
361-373 City Road  
London  
EC1V 1AS

Our reference: DCC/0648

**Oxford City Council: Florey Building**

Dear Amir Ramezani,

Thank you for presenting to Cabe's review meeting on 16 October 2014. We are delighted to review this proposal and look forward to continuing our involvement in the scheme as the design progresses. The refurbishment of the Florey Building is timely as it is in need of a general uplift and we commend Queen's College on taking on this worthwhile endeavour. We applaud the extensive analysis and sensitive design approach to this outstanding building that responds to James Stirling's vision and satisfies the needs of the students and college today. The principle of additional student rooms to accommodate a full year group is sound. However, we urge the design team to clearly define which building elements need to be retained to determine the alterations that can be made to achieve the full potential of the scheme. The design rationale for the new building elements that wrap around and dive under the listed building is interesting but requires further attention, and a landscape strategy is needed to improve the relationship between the existing building, new elements and surrounding context.

**Design philosophy**

A clear philosophy and rigid set of criteria is needed to respond to the complex requirements of the listed building. It appears that the design philosophy is less developed than the architectural thinking. The design philosophy will help to inform the design approach to new and existing elements, and the criteria will precisely define if/what building or public space alterations can be made and to what extent. For example, are there aspects of the listed building or open space that can benefit from alterations that improve their use, such as the breakfast room on the lower ground floor?

We do not think that the new structures are compelling pieces of architecture in their own right yet. They should work with – not replicate or compete with – the listed building. At present, the proposed structures neither have the same look and feel of the listed building nor are they different enough to be read as new elements. It is unlikely that the original and new red tiles will look the same in terms of their appearance and texture; both types of tiles will weather differently over time. We encourage the design team to develop a stronger, bolder design approach and



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palette of colours and materials for both architectural and landscape elements to give more distinction between the old and new, and to echo the strong aspirations of Stirling. Alternatively, developing an architectural style that is high quality but has a transitory feel can give the new structures distinction whilst giving the sense that they can be removed or evolve over time.

### **Public space and landscape**

A thorough landscape and public space strategy is needed to set the scene for this significant building and help it to connect to the surrounding context. The entrance route from St. Clement's Road is part of the experience of the listed building for residents, employees and visitors. To help improve wayfinding to the building, access into the site and views, we suggest that through discussions with the landowner of the adjacent site this route, where possible, should be wider to ensure that safe access is provided for cars and pedestrians. Leftover spaces, such as the west corner of the site above the sewer, should be fully incorporated in the landscape design to create a pleasant and feel across the whole site.

The private courtyard is a key element of Stirling's design and efforts to maintain the character and develop the use of this space are crucial to the success of the scheme. The proposed trees at the centre of the courtyard weaken the clear horizontal hierarchy and sight lines established by Stirling, and block the views from bedrooms, and we therefore feel that they are not appropriate in this space. The courtyard is adequately framed by trees on the opposite side of the river. The new ramp and steps in the courtyard are to be commended as they strengthen the relationship between the public open space and the river, and help to provide passive surveillance to the route along the river and activate this space. Opening the route along the river will help to fulfill Stirling's aspirations for the Florey Building. However, a clear strategy for security and maintenance is needed to determine if/how this space can be used by the public. If public access is provided in the future, new signage, renewed hard landscaping, tree maintenance and a lighting strategy will help to make this space feel safe and appealing.

A long-term strategy for the wider public realm developed alongside the works to the Florey Building through a partnership between Oxford City Council, Queen's College and other relevant neighbouring landholders will help to resolve security, maintenance and accessibility issues for the users, and local and visiting community.

### **Florey Building**

We welcome the principle of dividing some of the single rooms with double height spaces to create two separate rooms, and the ambition to retain some of the double height rooms as a historic reference. However, the changes to the corridor space, while providing each of the rooms with an ensuite bathroom, create a convoluted route around the periphery of the building.

We question whether the removal of the existing separating wall on the ground floor and the principle of placing new student rooms below the Florey Building are still aligned with the original concept of the building. The new rooms on the ground floor reverse the fundamental order of the listed building – they do not face onto other student rooms or



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the river, and are not lifted off the ground. We are concerned that these rooms feel less secure and private as they face onto the vehicular entrance and car parking. An understanding of how this new space will be experienced at nighttime will also be helpful in assessing the quality of this space.

Improving the design of the main entrance of the Florey Building will help to create a stronger focal point for residents, employees and visitors as the current entrance is not particularly obvious. However, we think the entrance could be narrower to maintain the sense of privacy as in the original design and more distinct to help users navigate and orient themselves.

### Florey Suite

We welcome the principle of the new Florey Suite to provide new dining facilities, a lecture theatre and supporting amenities for students. The 'wrapped' form of the proposed building works well as it seems to reflect the form of the listed building. As with the other new elements, enhancing the identity of the Florey Suite in its form, detailed treatment and materials will continue to give it integrity as a new piece of architecture.

Thank you for consulting us and please keep us informed of the progress of the scheme. If there is any point that requires clarification, please telephone us.

Yours sincerely

Victoria Lee  
Cabe Advisor, Design Council  
Email Victoria.Lee@designcouncil.org.uk  
Tel +44(0)20 7420 5244

cc (by email only)

Linda Irving Bell	The Queen's College, Oxford University
Fiona Lamb	Avanti Architects
Fiona Bartholomew	Oxford City Council

### Review process

Following a site visit and discussions with the design team and city council, the scheme was reviewed on 16 October 2014 by John Lyall (chair), Colin Haylock, Deborah Nagan, Eddie Booth, Jon Rowland Neil Deely. These comments supersede any views we may have expressed previously.





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### Confidentiality

Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that we are kept informed of the progress of the project, including when it becomes the subject of a planning application. We may share confidential letters with our affiliated panels only in cases where an affiliated panel is taking on a scheme that we have previously reviewed. We reserve the right to make our views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require our views to be kept confidential, please write to [designreview@designcouncil.org.uk](mailto:designreview@designcouncil.org.uk).



**West Area Planning Committee**

12th April 2015

**Application Number:** 15/03644/LBC

**Decision Due by:** 15th February 2016

**Proposal:** Refurbishment and extension of existing student accommodation building to provide 25 additional study bedrooms, conference and support facilities.

**Site Address:** Florey Building, 23-24 St Clement's Street (**site plan: appendix 1**)

**Ward:** St Clement's Ward

**Agent:** Ms Fiona Lamb

**Applicant:** Mr David Goddard

---

**Recommendation:**

The West Area Planning Committee is recommended to grant listed building consent for the following reasons:

- 1 The City Council considers that the proposal, subject to the conditions imposed, would accord with the special character, setting and features of special architectural or historic interest of the listed building.
- 2 The Council considers that the proposal, subject to the conditions imposed, would accord with the special character and appearance of the conservation area and preserve or enhance it. The Council has taken into consideration all other material matters, including matters raised in response to consultation and publicity.
- 3 The proposals represent an appropriate response to the issues of student accommodation on site, improving facilities, providing conference facilities and of restoring the listed building. 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 building and conservation area. The City Council considers that any less than substantial harm that would result from the proposed development is justified by the public benefits that would result and that the proposal is considered to comply with policies contained within the adopted Oxford Local Plan, the adopted Oxford Core Strategy, the adopted Sites and Housing Plan and National Planning policy and guidance.
- 4 Officers have considered carefully all objections to these proposals. Officers

have come to the view, for the detailed reasons set out in the officer's 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 Commencement of works LB consent
- 2 LB consent - works as approved only
- 3 7 days' notice to LPA
- 4 LB notice of completion
- 5 Repair of damage after works
- 6 Further works - fabric of LB - fire regs
- 7 Details stacks, plant and colours
- 8 Removal of historic features
- 9 Internal features retained and protected
- 10 Features to match
- 11 Preservation of unknown features
- 12 Fire doors - character
- 13 Lighting
- 14 Recording Written Scheme Investigation
- 15 Audit of original internal features and fittings
- 16 Method statement protection
- 17 Further details
- 18 Further works - buildings bounding site
- 19 Materials samples
- 20 Materials to match existing
- 21 Conservation management plan

**Main Local Plan Policies:**

**Oxford Local Plan 2001-2016**

- CP1** - Development Proposals
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP11** - Landscape Design
- CP13** - Accessibility
- HE2** - Archaeology
- HE3** - Listed Buildings and their Setting
- HE4** - Archaeological Remains Within Listed Building
- HE5** - Fire Safety in Listed Buildings
- HE7** - Conservation Areas

**Core Strategy**

- CS18\_** - Urban design, town character, historic environment

**Other Material Considerations:**

- National Planning Policy Framework
- This application is in or affecting the St. Clement's and Iffley Road Conservation Area. The development is affecting a Grade II Listed Building.

- Planning Practice Guidance

**Relevant Site History:**

68/19646/A\_H - Residential graduate accommodation with caretakers flat: Approved

71/24116/A\_H - Formation of new carriageway to Florey Building: Approved

72/12926/A\_H - Renewal of temporary consent for garage for two vehicles:  
Temporary Permission

82/00512/GFH - Revised access to Florey Building and St. Clement's Car Park  
associated works: Deemed Consent

**Public Consultation**

**Statutory Consultees:**

Historic England:

- The Florey building is ‘truly remarkable’ and has historic, architectural and aesthetic significance;
- The interiors contribute to the completeness as they are as Stirling designed;
- The building has always been challenging to live in and use and restoration and modernisation are necessary for its long-term future;
- The proposals represent a much-needed upgrading of the accommodation of this highly-important building. The proposals involve a high degree of change and a degree of harm, however they are probably the least harmful means of meeting the College’s brief. The harm is less than substantial but not insignificant. Historic England accepts that this is justified to ensure that the building has a sustainable long-term future;
- The harm mostly would arise from the infilling of the area under the podium and from the internal reconfiguration as the building would lose its completeness and not be as Stirling intended; and the extension would make it more difficult to appreciate the building’s remarkable form and views would be compromised; and
- Historic England defers to the Council to weigh the balance between harm and benefit.

The Twentieth Century Society:

- The Society has been involved in pre-application discussions on the above site with the architects.
- Has concerns relating to the insertion of the new porter’s lodge and additional ground floor accommodation. It is hard to ascertain from the provided visualisations the overall impact on the building. The movement forward of the screen wall affects the permeability of the space in terms of the passage of light between the quad and the rear approach of the building. This is a key feature of the building: the perceived separation of elements that the view of sky between the building and pods beneath confers is vitally important to the design ethos of the space. We would request that the Council seek assurances that it is the intention of the applicants to maintain these views.
- Objects in principle to the loss of the mezzanine level in the majority of the double

height rooms on the 4th/5th floor. The earlier proposals envisaged the retention of six of these 'heritage rooms': now reduced to three. The Society would like to see a minimum of six of these rooms being retained and in their original configuration. The loss of such a large part of significant heritage is not considered acceptable, especially as an earlier iteration of the proposals was considerably less damaging.

- Disappointed that the original internal décor and fittings in the student rooms are to be lost. Wants consideration being given to the retention of some of the timber detailing and original fabrics in the refurbished rooms, as well as some elements of the original colour scheme.
- It is noted that inserting the new rooms into the mezzanine will have an impact on the external appearance of new glazing system being proposed for the building. The “cascade effect” in the glazing is of fundamental importance and the detailing of the floor junctions with the glass at this point is critical in maintaining the glazing pattern. Whilst the Society understands the need for the new glazing system and acknowledges that considerable expertise has gone in to ensuring the similarity of the new to the original fabric, the join area at the new floor junction contains extra opening lights which break the continuity in glazing at this point. The Society would like to see this detail revised to minimise the visual impact of the changes at this critical junction.
- The proposed new annexe will be out of the main axis of view on the initial approach to the Florey Building, which the Society considers to be the correct approach to ensure that it is read as subservient to the listed building. The Society considers the proposed scale and massing of the new build extension to be uncontentious. The use of a complementary cladding material is appropriate. The Florey Building is rugged and robust, as well as being quirky in nature, and can withstand an extension that develops this ethos. The desire to re-invigorate the road approach and especially the riverside walk is welcomed, as is the very necessary proposal to provide a proper common room space.

### Third Parties:

#### York Place Residents' Association: (summary of heritage comments)

Admire Stirling's work and vision; the building is much admired and photographed; it is a landmark, a new structure would obscure the Florey and is entirely out of place and strongly oppose on aesthetic and cultural grounds; the new building would not be an acceptable compromise between heritage and practical needs- the College could adjust its undergraduate intake to match the number of rooms at the Florey Building instead.

#### 103 Southfield Road

A complete rethink of strategy is necessary; the sky gap between ground floor and upper form would be adversely affected; the enlargement of the ground floor quadrangle space would destroy the conception of this as a private, quiet space; the change to the glazing is unclear; the proposed annexe has no redeeming features.

#### **Oxford Design Review Panel-**

The Oxford Design Review Panel was in broad support and encouraged the design response and the restoration of the Listed Building.



**Sustainability:**

The proposals would help with the continued use of the listed building and improves its energy efficiency.

**Officers Assessment:**

**Site Description and Significance:**

1. The Florey Building is an internationally significant heritage asset and was listed at Grade II in 2009. It was designed by James Stirling and Partners and completed in 1971 and forms one of a trio of “Red Buildings”, now a famous part of the architect’s work. The building has a comprehensive list description which emphasises its innovative design, architectural value and associational value with James Stirling.
2. The building is a masterpiece that merits close study and tells us about its time when originality was particularly valued in modern architecture and the new confidence of the 1960s which is still evidenced today. The building can be described as being remarkable, which is recognised by the fact that it is one of a very small number of Post-War buildings that are listed. Stirling had a high status amongst the architectural avant-garde and this final red brick trilogy university building represents a radical reinterpretation of the idea of the quad or the amphitheatre. The Florey represents the culmination of Oxford’s involvement with experimental modernism. The form is highly sculptural and the overall effect is dramatic.
3. The Florey was built by the Queen’s College as a quite separate block of study bedrooms arranged over four storeys arranged in a canted semicircle raised up on concrete piloti. The two prominent towers hold the main staircase and the lift and they refer to historic towers of traditional buildings.
4. Stirling succeeded in making a large, bulky building appear relatively light; this is partly achieved by the stepped and cupped sculptural form. This is also achieved by the open space designed to be seen between the top of the ground floor wall (and porter’s lodge) and the underside of the main building. It is possible to see greenery between these spaces thus the building’s context set against the trees is seen.
5. A cloister runs around the court on the east, south and west sides and provides access to the stairs descending at each end of the building. To the east, the cloister terminates in a ramp leading down to the public footpath along the river bank.
6. Stirling cleverly created a cascade effect between different floors and articulated the lower floors with red banding. There are ribbon windows to the outside of the plan form, which emphasise the canted form and modelling. The top 4<sup>th</sup> and 5<sup>th</sup> floor rooms are duplexes, having an internal staircase each and allowing full-height windows. Corridors provide entry to all study bedrooms which face the courtyard with service rooms, shower rooms and WCs at the outer face of the building. The corridors have small angled meeting spaces which are clever in

conception but apparently are not much appreciated; and the showers and WCs are too few and modern requirements are for improved offer. The study rooms have large windows and give attractive views to the trees and meadows.

7. The courtyard has a raised lawn with a separate breakfast room which has a clerestory without vents thus giving limited views to the outside. These spaces have some original features. The roof of the room is paved above the level of the court and accessed by a wide set of steps.

### **Surroundings**

8. To the North is tributary of the River Cherwell; this building overlooks the open space of Angel Meadow, with mature trees opposite the Florey. To the East is a car park, open since the construction of the Florey Building with consent for student housing with some public parking.
9. To the South East are the backs of the buildings fronting onto St Clement's; these are mostly brick 19th century two and three storey properties. 27 St Clement's is Grade II listed. To the South is the 1980's Anchor Court, a red brick four storey building occupying the site between the Florey's southern boundary and St Clement's.

### **Proposal:**

10. The Queen's College's aim is to house all 100 first year undergraduates in the main building and to construct a linked annexe to improve facilities with a new 100-place dining room, more flexible multi-use spaces, to introduce conference facilities and a new common room.
11. The main works as affecting heritage and design can be summarised thus, to include:
  - The external red tiles are to be refixed or replaced;
  - Concrete is to be cleaned and repaired;
  - Replacement of roof and upgrade for thermal purposes;
  - Introduce new lift to access lower common room and replace lift to main tower;
  - Photovoltaics to be added to the roof;
  - Addition of en-suites to all bedrooms;
  - Remove study room doors, shelves, wardrobes to match originals;
  - Addition of a new floor between 4<sup>th</sup> and 5<sup>th</sup> floors but retaining three heritage rooms in their existing duplex form, thus providing 17 additional bedrooms;
  - Double glazing courtyard façade and podium glazing to closely match original sight lines and fenestration patterns;
  - Repair and upgrade of original strip windows to south elevation including louvres and other glazing;
  - Renewal of all mechanical and electrical services;
  - Entrance steps replaced to match;
  - Widened entrance to the left of the towers;
  - Reconfiguration of ground floor access including removal of steps to caretaker's flat, the dias to be reinstated to accommodate new steps and

abutment;

- Removal of ante room (TV room) on ground floor in the undercroft and rebuilt, reconfigured with glazing and louvre assembly to closely resemble existing;
- Rebuilding of caretaker's flat in undercroft and reconfigured with replacement glazing and louvre assembly to closely resemble existing;
- Remove server shutters and upgrade room;
- Replacement of lighting, signage, etc.;
- Replace glazing to breakfast room in courtyard to provide ventilation and new lift link to breakfast room;
- Replacement of ceilings with dry linings;
- Replacement of surface mounted services to improve appearance;
- Recovering asphalt flat roofs to match;
- Works to retaining walls in courtyard including new balustrades and steps with landing;
- Replacement of non-original fences, and security barriers;
- Creation of a new riverside terrace by the proposed annexe; and
- Replacing doors to tower entrance, caretaker's flat and others to match.

12. Officers consider that the principle issues to consider are as follows:

- The works of demolition, restoration and alteration of part of the grade II Listed Florey Building;
- The impact on the character and appearance of the conservation area;
- The impact of the new building and link on the setting and context of the existing listed building; and
- Further information that would be secured by condition.

### **Policy Background**

13. The application site is a grade II listed building in the St. Clement's And Iffley Road Conservation Area.

14. Conservation principles, policy and practice seek to preserve and enhance the value of heritage assets.

15. 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 National Planning Policy Framework NPPF sets out twelve core planning principles that should underpin decision making (paragraph 17). Amongst those are to 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.

16. The NPPF in Annex 2 defines heritage significance as:

'The value of a heritage asset to this and future generations is 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.' It 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.’

17. The NPPF stresses the desirability of avoiding or minimising any conflict between the conservation of a heritage asset and a proposal (para 129), requires great weight to be placed on the asset’s conservation and clear and convincing justification for any harm (para 132) [Recent case law (Barnwell) has demonstrated that this responsibility should be given special consideration] and that harm should be weighed against the public benefits of the proposal, including securing its optimum viable use (para 134).
18. The NPPF states that regarding the great weight that should be given to the asset’s conservation ‘the more important the asset, the greater the weight should be’.
19. The 1990 Planning (Listed Buildings and Conservation Areas) Act requires the Local Planning Authority to have special regard to preserving the building or its setting when considering whether to grant planning permission or listed building consent (section 66).

**Assessment of impacts:**

20. Considering the Florey Building’s internationally recognised importance, any interventions proposed for this building need to be handled in an extremely sympathetic manner so as to maintain its significance. Consideration of the building’s significance has been undertaken in the design development of these proposals.

*External*

21. Restoration and modernisation is essential for the preservation of the building. Building failure is a major consideration. Unfortunately, although the dramatic form is exceptionally successful and the ideas and concept are realised, the practical application of the radical ideas had several failures. The building has needed substantial repair and upgrading for some time and the study rooms have always been cold in winter and too hot in summer; the building is difficult to heat. The external walls are clad in red tiles which in places are coming away from the fixing material and there are white streaks; the concrete is streaked in places. The tiles have all been checked and many may more come off from the building surface, thus posing a risk.
22. To the courtyard, inner elevation, the later secondary glazing would be removed, being an improvement, and would be replaced with double glazing to closely match the original glazing bars. Although double glazing is very rarely appropriate for listed buildings, with some C20th buildings it can be argued that the original design intent is paramount rather than the fabric itself. Stirling himself used off the shelf windows here not bespoke windows. The replacement glazing would closely match the profile width, the glazing pane modules and the fenestration pattern which maintains the cascade effect. The stepped ledges between each storey at 1st, 2nd and 3rd floors were originally tiled and

accentuated the cascade effect by framing them in red. This visual effect has been lost as the college has removed those tiles and introduced new flashing; the flashing would be replaced with new profiled aluminium to the original profile and matching red colour which would reinstate this delineation of the floors.

23. The riverside terrace would be restored and part of the riverside walk reactivated, much improving this very neglected area
24. The impact of the repairs and landscaping on the Conservation Area would be a local improvement as the condition of these does detract from the appreciation of the Heritage Asset. The impacts of the annexe are discussed below.

*Internal*

25. The project aims to provide a highly sustainable design with low maintenance. The solution must resolve the engineering and fabric deficiencies including the roof, insulation, heating and fenestration and remove problems associated with condensation, damp penetration and the acoustic separation between rooms.
26. Although the interior is simpler, it does have significance as much of this is original and illustrates the original design intent, thus has historical illustrative value. The proposals are for original internal décor and fittings in the student rooms are to be lost. Further consideration should be given to the retention of some of the timber detailing and original fabrics in the refurbished rooms, as well as some elements of the original colour scheme.
27. The structural support for the new mezzanine floor between 4th and 5th floors is kept well back from the façade and limits the impact on that façade. New opening lights would have flush glazing lines and the vent glass would not be framed with silver coloured metal, thus reducing the impacts. The requirement to provide fire and acoustic separation does require some intervention but this has been kept to the minimum.
28. The reduction in the number of proposed heritage rooms (from six to three heritage duplex rooms) came from Historic England's suggestion in order to reduce the impact of the infill accommodation on the ground floor. This also has the benefit of keeping to the original design intent of the bedrooms being on upper floors. This has reduced the depth of the ground floor infill by one metre, moving the outer edge back from the edge of the soffit of the main building above. It was agreed that three heritage rooms was on balance a reasonable number to record.
29. The conversion of bedrooms to en-suites would improve the welfare for students and is viewed by colleges as an important requirement. However this does result in loss of original fabric. It is hoped that more of the original fabric could be retained as appropriate.
30. Dining space for students in the breakfast room is insufficient and there is a limit to the settings. Placing a new kitchen and dining room capable of seating 100 students also allows for the breakfast room to be converted to a common room, which was missing from the original design.

31. Some services are built into the fabric such as underfloor central heating and replacing these would require major interventions.
32. There are other matters of detail that are not addressed and these would be secured by conditions.

*Proposed linked annexe building and its impacts:*

33. A design competition was commissioned by the College and the winning architects were chosen because of their previous experience of restoring and adapting 20<sup>th</sup> century heritage buildings such as the Isokon building in Camden. At competition stage, taller buildings were proposed by other architects and these were rejected as causing too much harm to the setting of the Florey Building. The College has consulted the 20<sup>th</sup> Century Society and others and had pre-application discussions with Historic England and the Conservation Officer. These have resulted in improved proposals although the Society has concerns, as set out above.
34. The proposed annexe would be located to the west of the Florey, would have two storeys and a glazed link to the main building.
35. The new block is the minimum size to fulfil its brief. Housing all the under graduates in one building means that there are no student rooms in the annexe, thus reducing its size, thus reducing the impact on the listed building. The design and approach to the new annexe addresses the main form and design of the Florey Building, however the annexe allows us to differentiate between the new and the old, as different volumes, without competing or being too bold or radical, which would distract. The scale and massing responds to that of the Florey without competing with it.
36. The form of the annexe would be a two-storey elongated rectangle with splayed front entrance which refers to the canted bay characteristic of the Florey, The glazed link between the buildings is designed to be as simple and lightweight as possible so to help this sense of separation.
37. The annexe has been designed to match the spacing and pattern of the main building. The annexe's footprint is elongated due to site constraints and the major Thames sewer running down York Place. The building has been kept as far away from the main building as possible to reduce the impacts on it. The end splayed wall has a large window with a cantilevered main entry below, and this splayed angle addresses the Florey's projecting end stairs and addresses the Florey. The width of the link block is dictated by the slope of the land and the space required to

accommodate ramped access. Although there will be some loss of heritage material, this has been kept to the minimum. The link would pass underneath the Florey volume, set away from it so as to appear separate.

38. The use of a complementary cladding material but different colour scheme is in

line with the pre-application advice to the applicant which stressed the need to differentiate the building from the listed building in material terms, in a similar way that Stirling's History Faculty Library in Cambridge contrasts with the concrete buildings surrounding it on the Sidgwick site.

39. The rain screen cladding would be ribbed terracotta tiles in reddish-black. This cladding would be in large panels, expressed by construction joint subdivisions, being suppressed construction joint subdivisions with vertical ribs, thus would appear as vertical cladding in three horizontal bands. This would contrast in a subtle way with the Florey Building's vitrified terracotta tile panels subdivided into grids. The tiles of the Florey have a more horizontal emphasis whereas those of the annexe have a more vertical emphasis. The glazing system would have planar windows, flush with the terracotta cladding designed to be read as part of the outer cladding, thus giving the appearance of sharp lines and sheer surfaces. The doors and windows would have black silicone bonded frames with flush glazing methods. The roof would be a green roof with biodiversity benefits and a reference to the green of the meadows nearby.
40. Another way that the annexe would contrast with the Florey would be the asymmetrical placing of some of the large windows, whereas the Florey is symmetrically designed with a strict grid pattern.
41. The size, scale, and design of the annexe and its impacts on conservation area have been carefully considered. The proposed annexe would be positioned away from the main axis, which is from St Clement's Street. (Stirling designed the main axis to be from the Cherwell side; however the riverside walk was never completed.) The location would minimise the annexe's impacts and any harm on key sightlines. Views towards the Florey would in parts would be partly obscured by the new building and our appreciation of it (and its silhouette) would be harmed in places; however the loss of views have been kept to a minimum.
42. Longer views from St Clement's would not be altered as the annexe would not be visible from there. The unsightly traffic barriers would be replaced with a boom barrier and the walls restored with improved ground treatment. Regarding the impacts on the conservation area, although the Florey is substantial, it has the appearance of being tucked away from the main frontages of St Clement's Street. Its rear elevation can be partially seen and its staircase towers are a prominent feature in views from St Clement's, however due to the location of the annexe this would have no impact on views from the main road. Although part of the main building is visible across the river, the glazing reflects the trees and reduces its impact on the river setting; it would be visible looking across the Cherwell but only to a lesser degree. From the north east and the bridge the annexe would be slightly visible however there is substantial foliage. As the Florey is already completely different in scale and character from the rest of that part of the conservation area, the two-storey annexe was carefully designed to complement and not compete with the Florey and cannot be said to have a detrimental effect on the character or appearance of the conservation area.
43. The glazed front stairway at the front entrance references Stirling's stairs and windows, which appear to break out from their volumes. The annexe's height,

treatment and colour would be subservient to and also refer to the Florey.

44. Regarding the impacts on the setting of the listed Florey Building, there would be a partial loss of views towards it and the full appreciation of its silhouette would be harmed to a lesser extent in some areas. Our appreciation of its original conception would be altered by the intervention in some views. It is considered that there would be no impact on the Grade II listed 27 St Clement's.
45. The Florey Building roof is visible from South Park, being situated in a dip in the land by the river. There may be some impacts on this view from the proposed plant and by photovoltaic roof panels and details of these would be required by condition so as to minimise any adverse impacts. Photovoltaic panels have improved greatly and it is possible to obtain these that are not shiny or reflect bright sunlight. It is not considered that these would be visible from elsewhere such as from the meadows or St Clement's as these elements would be in the middle of the roof.
46. Regarding the improved conference facilities, College has stated that the cost of servicing the rooms and buildings is in excess of the income received from students for their accommodation. Bringing in conferences to College is needed to reduce the financial burden and allows College to subsidise students. The refurbished and extended Florey would enable greater income from conferences.
47. The Oxford Design Review Panel (ODRP)'s comments have been taken on board including that the annexe should not compete or replicate the original building; making the annexe's shade of red tile cladding to be different from the Florey and showing how the public realm is connected to the context, retention of heritage rooms and not planting trees in the courtyard. ODRP questioned whether the opening into the quadrangle could be reduced. Stirling's intended that students would arrive from the river side thus this opening was a minor access point into the service yard and car park area. This concept was not realised as the access is from York Place thus there is justification for widening the route into the quadrangle. Historic England's comments were taken on board, in particular moving accommodation from the undercroft into more of the duplex rooms, being less harmful. This contrasts with the 20th Century Society's objection to the loss of further heritage rooms than originally discussed. The retention of more internal heritage features and further details on several matters would be secured by condition. The ground floor accommodation was made more organic in form. However Historic England's suggestion that the annexe be clad in a similar shade of red, which the ODRP did not support, was not carried out. The ODRP commented that the design of the annexe was more compelling and shows architectural merit in its own right and could be braver by emphasising the materials' colour texture and scale more and making the annexe appear more confident in its own right.
48. Regarding the Society's comment that the perceived separation of elements that the view of sky between the building and pods beneath confers is vitally important to the design ethos of the space, and the Society's request that the Council seek assurances that it is the intentions of the applicants to maintain these views the response is that the architects have confirmed that the view of the sky between



the building and the pods has been mostly retained.

*Landscape and public realm:*

49. The landscaping is addressed within the planning permission however it is an important part of Stirling's design and is part of the setting of the listed building. Various later additions such as chain-link fencing, the car parking arrangements, general neglect and unsympathetic treatment have harmed the setting. The truncated riverside walk appears neglected. The fact that the building was designed to address the river, but does not, means that the entrance is to the rear of the building. The landscape proposals such as new gates would improve the setting however there is a lack of detail in this regard, which would be secured by planning conditions.
50. A new ramp would be constructed out of part of the steps to the riverside thus improving access; although this is a change to Stirling's design it would not harm this part or the setting and is in the spirit of his design intent to improve access to the river and how the building addresses the river.

**Conclusion:**

51. The Council has weighed the balance between harm and benefit. A degree of harm, less than substantial but not insignificant, would be caused to the significance of the heritage asset. However, the public benefit of housing the entire first year of undergraduates in the building and improving their welfare outweighs this harm. Any harm caused has clear and convincing justification.
52. In addition, the Florey Building and its landscape require specialist conservation and upgrading. Any harm to the building's significance would be kept to the minimum and any historic material removed would be recorded. The special architectural and historic interest of the listed building would be conserved. The landscape would be improved. Any harm caused to the conservation area has been minimised and the character and appearance of the conservation area would be preserved. The proposals are considered to comply with national and local policies.

**Human Rights Act 1998**

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

**Background Papers:**

- The Statutory List of Buildings of Special Architectural or Historic Interest
- 'Good Practice Advice' (GPA) Advice guides, Historic England
- 'Conservation Principles', Historic England, 2008
- 'Oxford, an Architectural Guide', G Tyack, OUP, 1998
- 'The Buildings of England: Oxfordshire', J Sherwood and N Pevsner, Penguin, 1975
- 'Jim Stirling and the Red Trilogy: Three Radical Buildings', ed. Berman, Frances Lincoln Ltd, 2010
- The St Clement's and Iffley Road Conservation Appraisal, Oxford City Council
- Character Appraisal: St Clement's, section 2, Oxford City Council
- The Florey Building Conservation Statement, by Alan Berman, Architect, October 2013

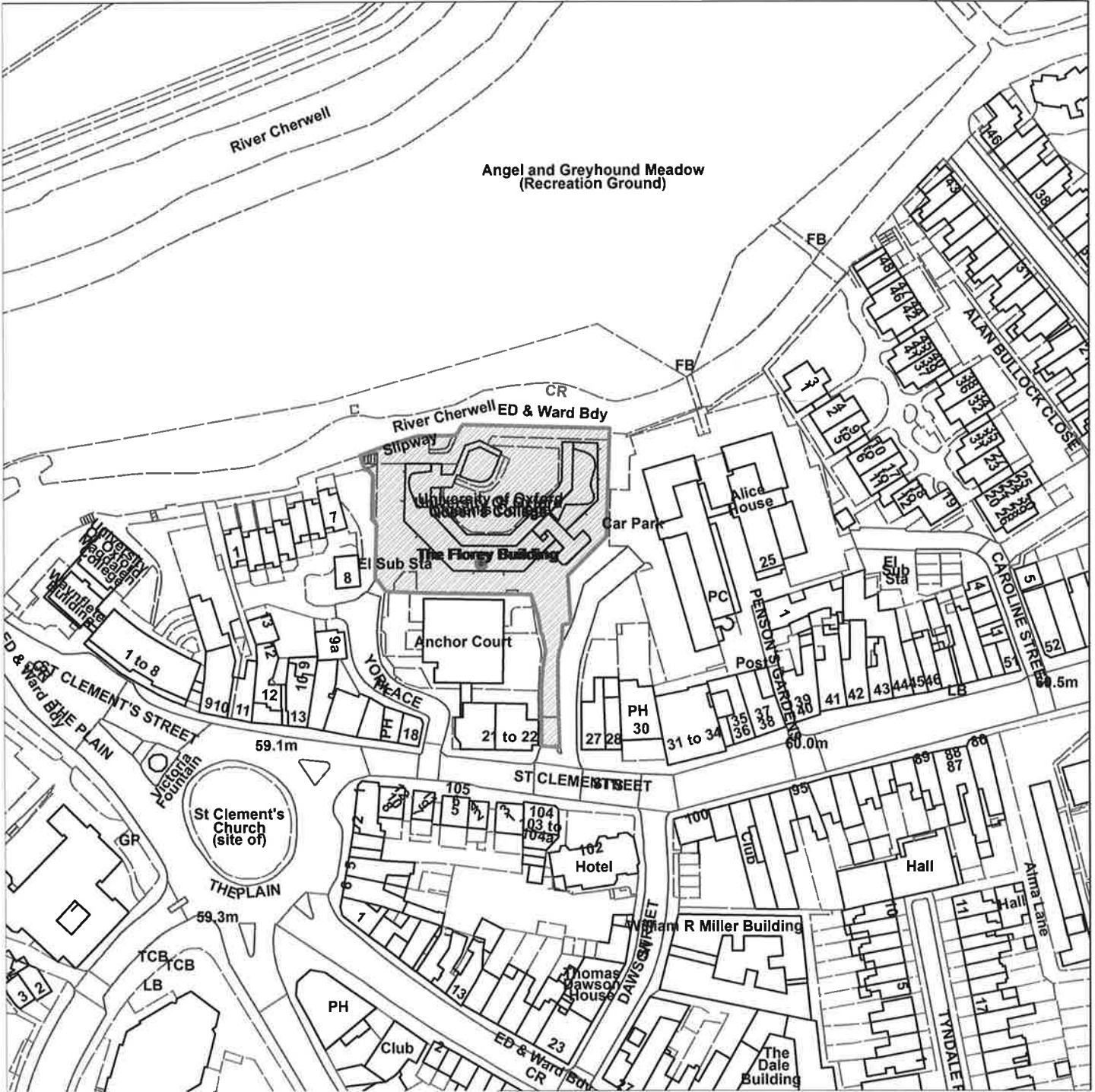
**Contact Officer:** Katharine Owen

**Extension:** 2148

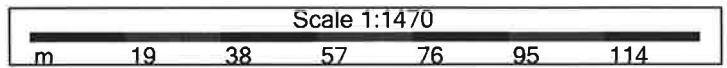
**Date:** 4 April 2016

# Appendix 1

## The Florey Building 15/03644/LBC



1:1470



<b>Organisation</b>	Oxford City Council
<b>Department</b>	City Development
<b>Comments</b>	Not Set
<b>Date</b>	04 April 2016
<b>SLA Number</b>	100019348

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## West Area Planning Committee

**Application Number:** 15/03633/FUL

**Decision Due by:** 12<sup>th</sup> February 2016

**Proposal:** Erection of 2 storey side extension to No. 30A Union Street to create 1 x 3-bed semi-detached dwellinghouse (Use Class C3). Provision of private amenity space, bin and cycle store.

**Site Address:** Land Adjacent 30A Union Street Oxford Oxfordshire

**Ward:** St Clement's Ward

**Agent:** Mrs Jayne Norris

**Applicant:** Mr Robin Popham

**Application Called in –** by Councillors Clack, Fry, Rowley and Hayes as they wished it to be considered by Committee.

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### Recommendation:

APPLICATION BE APPROVED

For the following reasons:

- 1 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.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
- 3 The principle of a dwelling in this location has been accepted. The only outstanding issue relates to the enforceability of parking in the access road. This has now been resolved to Oxfordshire County Highways satisfaction. For these reasons it is considered that the proposal complies with the relevant policies of the Oxford Local Plan 2016, Core Strategy 2026 and Sites and Housing Plan 2026. As such it is recommended that the application is approved.

subject to the following conditions, which have been imposed for the reasons stated:-

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials
- 4 Bin details
- 5 Cycle parking
- 6 Boundary details before commencement
- 7 Ground resurfacing - SUDS compliant
- 8 Variation of road traffic order
- 9 Bollards
- 10 Construction Travel Plan
- 11 Street lighting
- 12 No additional windows

### **Main Local Plan Policies:**

#### **Oxford Local Plan 2001-2016**

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP10** - Siting Development to Meet Functional Needs

#### **Core Strategy**

- CS9** - Energy and natural resources
- CS18** - Urban design, town character, historic environment
- CS23** - Mix of housing

#### **Sites and Housing Plan**

- HP2** - Accessible and Adaptable Homes
- HP9** - Design, Character and Context
- HP10** - Developing on residential gardens
- HP11** - Low Carbon Homes
- HP12** - Indoor Space
- HP13** - Outdoor Space
- HP14** - Privacy and Daylight
- HP15** - Residential cycle parking
- HP16** - Residential car parking

#### **Other Material Considerations:**

National Planning Policy Framework  
Planning Practice Guidance

#### **Relevant Site History:**

12/03195/FUL - Erection of a two-storey extension to 30A Union Street to create a semi-detached dwelling (class C3) – Refused. Dismissed at appeal.

**Representations Received:**

8 objections relating to the following issues:

- Inadequate access
- Too many vehicles using the access road
- Neighbours will be negatively impacted during the construction period
- Impact on drainage/flooding
- The site is cramped
- Impact of short term lets
- Overshadowing of the gardens of numbers 20 and 21 Princes Street
- Overbearing impact and loss of privacy for number 21 Princes Street
- Inadequate garden area

**Statutory and Internal Consultees:**

Oxford Civic Society:

*'This proposal constitutes over-development, with inadequate provision for access. Although it is proposed that the development would be 'car free', this does not of course eliminate vehicular traffic generated by the construction, visitors to and the servicing of the property. The property would potentially accommodate 6 persons, generating significant traffic, and the configuration of the cul-de-sac access road would necessitate two trips for each visit. This level of traffic along the narrow access road, together with the parking for deliveries, loading and unloading etc. would have an unacceptable effect on the amenity of the existing properties lining the narrow access road. We would urge refusal of this application.'*

East Oxford Community Association – no comment

Jeune Street Residents' Association – no comment

Environmental Development – no objection

Natural England – no comment

Highways – no objection subject to conditions

**Issues:**

Principle

Highways

**Officers Assessment:**

The application site is on the western side of Union Street and relates to the side garden of one of three houses. These houses, along with the proposed site, are accessed from Union Street. The surrounding area is predominantly residential consisting mainly of terraced dwellings although opposite the access to the site is East Oxford Primary School.

Proposed development

The proposed development consists of the erection of a two storey side extension to number 30a Union Street to create a new, three bedroom dwelling. It is proposed to be a car free development.

## Principle

Planning permission for an identical scheme was refused in February 2013. There was one reason for refusal and this related to an unacceptable and dangerous intensification of the access road that could not be controlled by parking controls. This decision was then dismissed at appeal on the same basis.

Issues relating to design, residential amenity and impact on neighbouring dwellings was assessed at the time of the previous application and considered to be acceptable. When considering the appeal in November 2013 the Inspector considered that the site would be acceptable for car free housing. It is considered that the principle of development in this location is acceptable providing issues relating to highways and parking can be addressed.

## Highways

The only issue to be considered as a result of the previous refusal and dismissal at appeal relates to highways. In his conclusion the Inspector stated:

*'In conclusion, whilst the site would be suitable for car free housing, having regard to the criteria contained in policy HP16 of the adopted Sites and Housing Plan 2011-2026, the appellants have failed to provide a suitable and enforceable mechanism for preventing additional vehicular use of the private access road. Such additional use would inevitably follow if the development went ahead and this would be detrimental to highway safety, contrary to policy CP1 of the adopted Local Plan 2001-2016.'*

The main issue therefore is that although the proposed development is to be car free, it is also required that parking restrictions can be enforced.

In order to address this issue a Technical and Legal review under the current East Oxford Resident's Parking Zone order made under the Road Traffic Act 1984 was undertaken. Liaison has taken place between the applicants and Oxfordshire County Council and the Department for Transport.

Oxfordshire County Highways have made the following comments regarding the highways issues and enforceability.

- *'It is noted that a restricted parking zone sign has been erected and that the majority of the private access road is subject to parking enforcement.'*
- *There are no objections to car-free development for this proposed dwelling.*
- *The proposed dwelling is located within the East Oxford Controlled Parking Zone (CPZ) where on-street parking is currently over-subscribed. The applicant is advised that the LHA requests a condition to exclude a dwelling in the location from eligibility for resident and visitor parking permits in order to minimise the impact of this proposal on on-street parking and to encourage car-free development.*
- *The LHA seeks a condition requiring an improved scheme of bollards or other measures which could include planting to be submitted for review and approval by the Local Highway Authority (LHA), prior to any occupation of the dwelling.*



- *A Construction Traffic Management Plan is required in light of the proposed developments location;*
  - *Within close proximity to East Oxford Primary School,*
  - *Semi-permanent vehicle access restriction on Union Street (adjacent to public car park)*
  - *The narrow constrained nature of the private access road from which the proposed development would be accessed.*

**Observations;**

- *The development site is located in the corner of Union Street, a narrow unmade private road, where vehicular access is bounded by terrace residential properties.*
- *The proposed dwelling is in a sustainable location to the east of Oxford City Centre, where it is situated in a Transport District Area (TDA) with access to a wide range of shops and facilities and regular bus services to Oxford City Centre. The location of the proposed dwelling provides good opportunities for walking and cycling.'*

Oxfordshire County Highways are satisfied that any parking that takes place in the access road can be enforced against. There is an area of private parking to the front of 30a Union Street. Details of bollards will be required by condition to ensure that parking does not take place to the front of 30a or the new dwelling. The site is within the East Oxford CPZ and permits will be withheld from the new dwelling. A construction management plan will also be required in order to minimise disruption.

There are no objections from Oxfordshire County Highways and the proposal is therefore considered to comply with policy HP16 of the Sites and Housing Plan.

Other matters

It is recognised that there have been a number of objections to the scheme from local residents. A number of concerns are not planning matters (for example the use of the property for lets). Apart from the highways issues and impact on the access which has been addressed earlier in this report, it has been previously considered that the dwelling is acceptable and that there will not be any undue harm caused to neighbouring dwellings. There has been no change in planning policy since the Inspector's decision in November 2013. Where appropriate, conditions have been applied in order to protect the privacy of neighbours.

Conclusion

The principle of a dwelling in this location has been accepted. The only outstanding issue relates to the enforceability of parking in the access road. This has now been resolved to Oxfordshire County Highways satisfaction.

For these reasons it is considered that the proposal complies with the relevant policies of the Oxford Local Plan 2016, Core Strategy 2026 and Sites and Housing Plan 2026. As such it is recommended that the application is approved.

**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:**

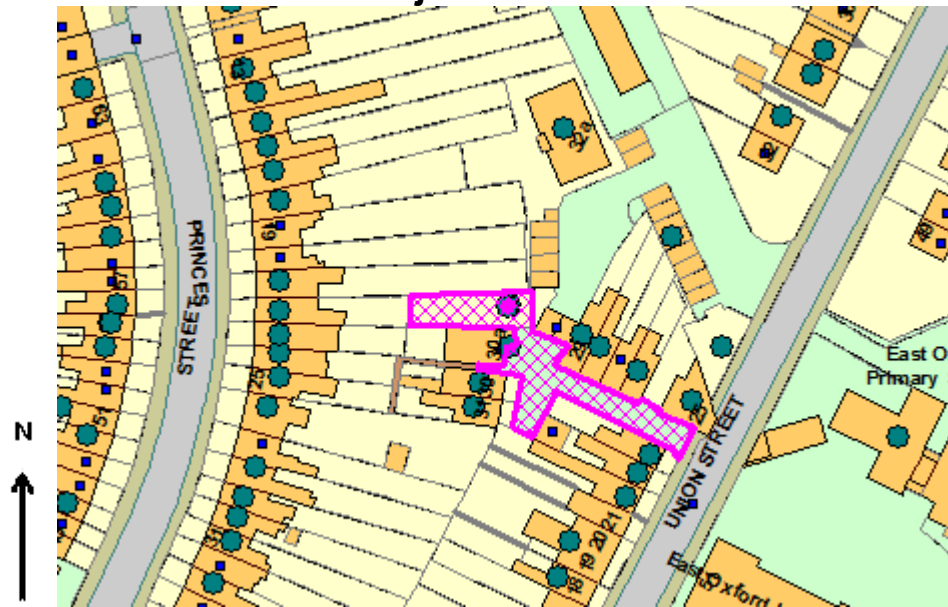
**Contact Officer:** Caroline Longman

**Extension:** 2152

**Date:** 21<sup>st</sup> March 2016

# Appendix 1

## 15/03633/FUL - Land Adjacent 30A



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**West Area Planning Committee**

**12th April 2016**

**Application Number:** 16/00232/CT3

**Decision Due by:** 24th March 2016

**Proposal:** Replacement windows and doors to the 1st, 2nd and 3rd floor rear elevation and first and second floor side elevation.

**Site Address:** 33-35 George Street Oxford Oxfordshire OX1 2AY

**Ward:** Carfax Ward

**Agent:** Mr Richard Davison

**Applicant:** Oxford City Council

---

## **Recommendation:**

APPLICATION BE APPROVED

For the following reasons:

- 1 The proposal would respect the setting of the listed buildings, and preserve the appearance of the Central Conservation Area, and would form an acceptable visual relationship with the existing building. As such, it is considered to accord with the relevant policies of the Oxford Core Strategy 2026 and Oxford Local Plan 2001-2016.
- 2 The Council considers that the proposal, subject to the conditions imposed, would accord with the special character and appearance of the conservation area. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity.
- 3 The Council considers that the proposal, subject to the conditions imposed, would accord with the special character, setting, features of special architectural or historic interest of the listed building. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity.
- 4 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.

subject to the following conditions, which have been imposed for the reasons stated:-

- 1 Development begun within time limit
- 2 Develop in accordance with approved plns
- 3 Materials as proposed
- 4 Details of doors and windows

**Main Local Plan Policies:**

**Oxford Local Plan 2001-2016**

**CP1** - Development Proposals  
**CP8** - Design Developmt to Relate to its Context  
**HE3** - Listed Buildings and Their Setting  
**HE7** - Conservation Areas

**Core Strategy**

**CS18\_** - Urb design, town character, historic env

**Other Material Considerations:**

National Planning Policy Framework  
This application is in or affecting the Central Conservation Area.  
Planning Practice Guidance

**Relevant Site History:**

79/01220/A\_H - 33-35 George Street - New fire escape at rear. PER 1st February 1980.

**Representations Received:**

None

**Statutory Consultees:**

None

**Issues:**

Design and impact on conservation area

**Officers Assessment:**

Site description

The site is located on George Street and backs onto a courtyard area onto which

various properties on George Street, New Inn Hall Street and St Michael's Street look out. The site is in the setting of 26 & 28-30 St Michael's Street, which are Grade II listed buildings. The rear of the site is clearly visible from the restaurant/café within 28-30 St Michael's Street.

The building is unlisted, however, it is considered to have heritage value and makes a positive contribution to the character and appearance of the Central Conservation Area in which it sits.

### Proposal

Planning permission is sought to replace the existing steel Crittal rear windows and doors at first, second and third floors.

### Design and impact on conservation area and setting of listed buildings

The principle of replacing the existing Crittal windows and doors at the rear is considered acceptable, given their poor condition and the fact they are beyond economical repair.

The replacement windows proposed will match the existing windows in terms of their materials and design. Given the sensitive location of the site within the setting of listed buildings, further information would be required by condition in the form of section details showing the size of the frames, glazing bars and glazing units, to demonstrate that the difference in appearance would match the existing as closely as possible.

Officers consider that, subject to conditions, the proposal would respect the setting of the listed buildings, and preserve the appearance of the Central Conservation Area, and would form an acceptable visual relationship with the existing building. As such, it is considered to accord with the relevant policies of the Oxford Core Strategy 2026 and Oxford Local Plan 2001-2016.

### **Conclusion:**

Officers recommend that the West Area Planning Committee approves the application, 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:** 16/00232/CT3

**Contact Officer:** Nadia Robinson

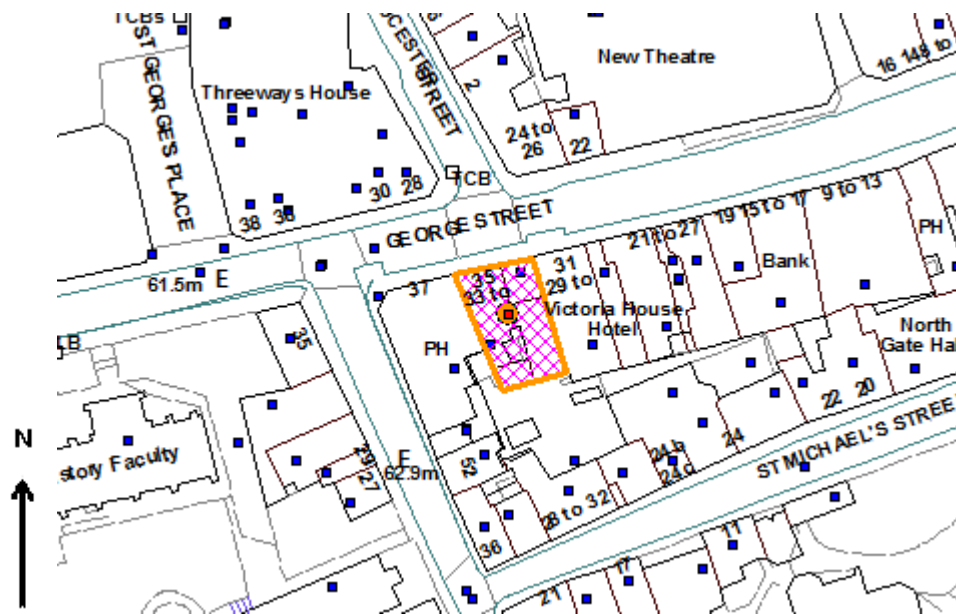
**Extension:** 2697

**Date:** 24th March 2016



# Appendix 1

## 16/00232/CT3 - 33-35 George Street



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## Monthly Planning Appeals Performance Update – February 2016

Contact: Head of Service City Development: Patsy Dell

Tel 01865 252356

1. The purpose of this report is two-fold:
  - i. To provide an update on the Council's planning appeal performance; and
  - ii. To list those appeal cases that were decided and also those received during the specified month.

### Best Value Performance Indicator BV204

2. The Government's Best Value Performance Indicator BV204 relates to appeals arising from the Council's refusal of planning permission and telecommunications prior approval refusals. It measures the Council's appeals performance in the form of the percentage of appeals allowed. It has come to be seen as an indication of the quality of the Council's planning decision making. BV204 does not include appeals against non-determination, enforcement action, advertisement consent refusals and some other types. Table A sets out BV204 rolling annual performance for the year ending 29 February 2016, while Table B does the same for the current business plan year, ie. 1 April 2015 to 29 February 2016.

Table A	Council performance		Appeals arising from Committee refusal	Appeals arising from delegated refusal
	No.	%	No.	No.
Allowed	13	34.21%	4	9
Dismissed	25	65.79%	7	18
Total BV204 appeals	38	100%	11	27

**Table A. BV204 Rolling annual performance  
(1 March 2015 to 29 February 2016)**

Table B	Council performance		Appeals arising from Committee against officer recommendation	Appeals arising from Committee with officer recommendation	Appeals arising from delegated refusal
	No	%	No.		No.
Allowed	11	34.38%	2 (66.67%)	1 (16.67%)	8 (34.78%)
Dismissed	21	65.62%	1 (33.33%)	5 (83.33%)	15 (65.22%)
Total BV204 appeals	32	100%	3	6	23

**Table B. BV204: Current business plan year performance  
(1 April 2015 to 29 February 2016)**

## All Appeal Types

3. A fuller picture of the Council's appeal performance is given by considering the outcome of all types of planning appeals, i.e. including non-determination, enforcement, advertisement appeals etc. Performance on all appeals is shown in Table C.

<b>Table C</b>	<b>Appeals</b>	<b>Performance</b>
Allowed	24	42.1%
Dismissed	33	57.9%
All appeals decided	57	100%
Withdrawn	4	

**Table C. All planning appeals (not just BV204 appeals)  
Rolling year 1 March 2015 to 29 February 2016**

4. When an appeal decision is received, the Inspector's decision letter is circulated (normally by email) to the committee chairs and ward councillors. If the case is significant, the case officer also subsequently circulates committee members with a commentary on the appeal decision. Table D, appended below, shows a breakdown of appeal decisions received during February 2016.
5. When an appeal is received notification letters are sent to interested parties to inform them of the appeal. The relevant ward members also receive a copy of this notification letter. Table E, appended below, is a breakdown of all appeals started during February 2016. Any questions at the Committee meeting on these appeals will be passed back to the case officer for a reply.
6. All councillors receive a weekly list of planning appeals (via email) informing them of appeals that have started and been decided, as well as notifying them of any forthcoming hearings and inquiries.

## **Table D**

## **Appeals Decided Between 01/02/2016 And 29/02/2016**

**DECTYPE KEY:** COMM - Area Committee Decision, DEL - Delegated Decision, DELCOM - Called in by Area Committee, STRACM - Strategic Committee;  
**RECM KEY:** PER - Approve, REF - Refuse, SPL - Split Decision; NDA - Not Determined; **APP DEC KEY:** ALC - Allowed with conditions, ALW - Allowed without conditions, ALWCST - Allowed with costs, AWD - Appeal withdrawn, DIS - Dismissed

<b>DC CASE</b>	<b>AP CASE NO.</b>	<b>DECTYPE:</b>	<b>RECM:</b>	<b>APP DEC</b>	<b>DECIDED</b>	<b>WARD:</b>	<b>ADDRESS</b>	<b>DESCRIPTION</b>
15/00106/VAR	15/00043/REFUSE	DELCOM	PER	DIS	11/02/2016	STMARG	17 Lathbury Road Oxford Oxfordshire OX2 7AT	Variation of condition 4 (hours of use of garden) of planning permission 95/00761/VTH to allow the garden to be used by nursery children for a maximum of 4 hours per day.
15/01224/VAR	15/00054/REFUSE	DEL	REF	ALW	12/02/2016	COWLEY	16 Liddell Road Oxford Oxfordshire OX4 3QT	Variation of condition 3 (Shed and conservatory - demolish) of planning permission 11/02072/FUL (Single storey side extension, two storey rear extension and new pitched roof over part of existing flat roof.) to retain shed/workshop after commencement of development.
14/02663/FUL	15/00047/REFUSE	COMM	REF	DIS	17/02/2016	CARFAX	96-97 Gloucester Green Oxford Oxfordshire OX1 2DF	Change of use from Use Class A1 (Retail) to Use Class A3 (Restaurant)
15/00932/CPU	15/00038/REFUSE	DEL	REF	DIS	24/02/2016	IFFLDS	16 Argyle Street Oxford Oxfordshire OX4 1SS	Application to certify that the formation of rear dormer roof extensions and insertion of 2 no. front rooflights in association with loft conversion is lawful development.

**Total Decided: 4**

**Table E**

**Enforcement Appeals Decided Between 1/02/2016 And 29/02/2016**

APP DEC KEY: ALC - Allowed with conditions, ALW - Allowed without conditons, AWD - Appeal withdrawn, DIS – Dismissed

EN CASE	AP CASE NO.	APP DEC	DECIDED	ADDRESS	WARD:	DESCRIPTION
---------	-------------	---------	---------	---------	-------	-------------

Total Decided: 0



## Table F Appeals Received Between 01/02/2016 And 29/02/2016

**DECTYPE KEY:** COMM - Area Committee Decision, DEL - Delegated Decision, DELCOM - Called in by Area Committee, STRACM - Strategic Committee;  
**RECMND KEY:** PER - Approve, REF - Refuse, SPL - Split Decision, NDA - Not Determined; **TYPE KEY:** W - Written representation, I - Informal hearing, P - Public Inquiry, H - Householder

DC CASE	AP CASE NO.	DEC TYPE	RECM	TYPE	ADDRESS	WARD:	DESCRIPTION
15/02485/FUL	16/00012/REFUSE	DEL	REF	W	32 Kestrel Crescent Oxford OX4	NORBRK	Erection of 1 x 1-bed dwelling (Use Class C3). Provision of car parking and bin/cycle storage.
15/02579/FUL	16/00011/REFUSE	DEL	REF	W	57 Church Hill Road Oxford Oxfordshire OX4 3SG	RHIF	Demolition of existing conservatory and garage. Erection of two storey side extension to create 1 x 3 bed dwellinghouse (Use Class C3). Erection of part single, part two storey rear extension. Formation of new vehicular access off Wykeham Crescent with provision of parking.
15/02631/FUL	15/00055/REFUSE	DEL	REF	W	6 Templar Road Oxford Oxfordshire OX2 8LT	WOLVE	Erection of part single, part two storey side and rear extension.
15/02752/FUL	15/00068/REFUSE	DEL	REF	W	23 - 25 Spring Lane Littlemore Oxford OX4 6LE	LITTM	Erection of 4 x 3-bed dwellings (Use Class C3). Provision of car parking and private amenity space.
15/02903/FUL	16/00015/REFUSE	DEL	REF	H	67 Sandfield Road Oxford Oxfordshire OX3 7RW	HEAD	Erection of wooden wall in rear garden. (Retrospective)
15/03201/FUL	16/00014/REFUSE	DEL	REF	H	52A Rymers Lane Oxford Oxfordshire OX4 3LB	COWLE	Erection of first floor rear extension and alterations to create mono pitched roof at existing ground floor.
15/03268/FUL	16/00013/REFUSE	DEL	REF	W	207 Cowley Road Oxford Oxfordshire OX4 1XF	STCLEM	Demolition of existing stores. Erection of single storey rear extension to form 1 x 1-bed flat and provision of bin and cycle storage. Erection of single storey rear extension to existing A2 unit.

**Total Received: 7**

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## MINUTES OF THE WEST AREA PLANNING COMMITTEE

**Tuesday 8 March 2016**



**COUNCILLORS PRESENT:** Councillors Upton (Chair), Gotch (Vice-Chair), Brandt, Cook, Coulter, Gant, Hollingsworth, Pegg and Price.

**OFFICERS PRESENT:** Michael Morgan (Lawyer), Mehdi Rezaie, Jennifer Thompson (Committee and Members Services Officer) and Niko Grigoropoulos (Planning Control and Conservation Manager)

### **110. APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**

Councillors Benjamin, Paule, and Tanner submitted apologies and Councillors Brandt, Coulter and Pegg respectively substituted for them.

### **111. DECLARATIONS OF INTEREST**

Minute 113: On realising during the debate that Hertford College owned the adjacent property, Councillor Cook declared that he would not take part in the discussion on this item to avoid any perception of bias as he was a graduate of the college. He remained at the table but did not take part in the debate or vote.

Minute 117: Councillor Cook declared that he would not take part in the discussion and would leave the room for this item to avoid any perception of bias, predetermination, or financial interest as he lived on the same street.

### **112. 8 HOLLYBUSH ROW:15/02694/FUL**

Councillor Price arrived during this item and in accordance with the Council's Constitution took no part in the debate or voting.

The Committee considered an application for the demolition of the existing public house, erection of four storey building to provide 5 x 1-bed and 2 x 2-bed flats (Use Class C3), and revision of private amenity space, bin and cycle storage at 8 Hollybush Row, Oxford, OX1 1JH.

The planning officer reported comments from the Oxford Preservation Trust, not explicitly mentioned in the report, and that these had been taken into account in forming the recommendation.

Eleanor Cooper, representing the Oxford Preservation Trust, spoke objecting to the application.

Henry Venners, the agent for the applicant, spoke in support of the application.

The Committee agreed to include a condition requiring a suitable range of low carbon and sustainability measures to be included. They noted the agent's assurance that salvaged glazed bricks could be reused in the building to preserve this aspect of the current building.

**The Committee resolved** to grant planning permission for application 15/02694/FUL subject to the following conditions and the satisfactory completion of S106 agreement/unilateral undertaking:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Development subject to S106 Agreement.
4. Development subject to CIL contribution.
5. Traffic Regulation Order Car free.
6. Development to provide sample materials.
7. Development to record existing materials.
8. Development to salvage existing materials.
9. Development to provide screening in terrace areas.
10. Construction Traffic Management Plan.
11. Remedial works and ground contamination works.
12. Details of underground services and soakaways to be submitted.
13. Details relating to the management of surface water drainage.
14. Development to provide cycle storage areas.
15. Development to provide bin storage areas.
16. Measures to increase environmental sustainability/ reduce carbon use to be submitted and agreed.

Note: glazed bricks to be reused in building.

### **113. SPICE LOUNGE, 193 BANBURY ROAD OX2 7AR: 15/03108/FUL**

Councillor Cook declared that he would not take part in the discussion on this item to avoid any perception of bias, remained at the table, but did not take part in the debate or vote.

The Committee considered an application for the erection of a single storey rear extension at 193 Banbury Road.

Edwina Towson and Glenn Watson, local residents, spoke objecting to the application.

Altaf Hussain, the applicant, spoke in support of the application.

The Committee noted that the resident's concerns could not all be addressed through the planning process.

They agreed to address these through modified conditions (6, 9, and 12 below) concerns about the adjacent property suffering adverse impacts from the toilets including noise from dryers and ventilation and light pollution from the windows. They noted the applicant's suggestion that towels be used rather than dryers. They noted that the amenity for both the occupiers of the upper flats and adjacent properties could be improved by suitable landscaping and bin storage.

**The Committee resolved** to grant planning permission for application 15/03108/FUL subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Ground resurfacing - SUDS compliant.
4. Materials.
5. Cycle parking details required.
6. Landscaping – including boundaries.
7. Approval of colour - paint/rendering.
8. Additional windows.
9. Glazing to reduce noise and light nuisance; fixed closed, adequately soundproofed, ventilation to be agreed; and one-way glass.
10. Samples.
11. Garden area.
12. Bin storage –storage for the restaurant and for the flats.
13. No restaurant use.

**114. KEBLE COLLEGE (LAND AT FORMER ACLAND HOSPITAL, 46 WOODSTOCK ROAD , 25 BANBURY ROAD): 15/03275/VAR**

The Committee considered an application for the variation of condition 24 of permission 09/02466/FUL and the list of approved plans and condition 25 of permission 13/01658/VAR to allow the construction of an enlarged basement under the proposed central quad (to be used for additional research space) and for revisions to the external appearance of the proposed wing fronting Banbury Road at Keble College Land at the Former Acland Hospital and 46 Woodstock Road and 25 Banbury Road

The planning officer reported that accompanying listed building and conservation area consent applications were being dealt with under delegated powers.

Nik Lyzba, the agent, and Roger Boden, the college bursar, spoke in support of the application.

**The Committee resolved** for application 15/03275/VAR to agree the variation of the wording of condition 24 of permission 09/02466/FUL and the list of approved plans and condition 25 of permission 13/01658/VAR to allow the construction of an enlarged basement under the proposed central quad (to be used for additional research space) and for revisions to the external appearance of the

proposed wing fronting Banbury Road, subject to the conditions below and the relevant sections of the S106 agreement:

1. Commencement of development.
2. Occupancy restriction.
3. Details of educational establishment.
4. Housing Management Service Specification.
5. Samples in Conservation Area.
6. Details of windows.
7. Photographic record.
8. Boundary treatment.
9. Landscaping plan.
10. Landscape carry out after completion.
11. Archaeology – evaluation.
12. Travel Plan.
13. Construction Travel Management Plan.
14. Details-bin stores/cycle stands.
15. In accordance with NRIA.
16. Contaminated land.
17. Tree protection plan.
18. Arboricultural method statement.
19. No lopping or felling.
20. Underground services.
21. Plant and material storage.
22. Arboricultural watching brief.
23. Removal of permitted development.
24. Car parking as per submitted plans.
25. Details of design as per approved plans.
26. Public work of art.
27. Further works - fabric of Listed Building - fire regs.
28. Further details construction details.
29. Dem and construction methodology.
30. Internal features.
31. Internal finishes Listed Building.
32. Repair of damage after works.
33. Written notice of completion.
34. 7 days' notice of stage 2 works.

**Legal Agreement:**

The S106 to the previous permission(s) is carried forward where necessary.

**115. 43 OBSERVATORY STREET OXFORD OX2 6EP: 15/03543/FUL**

The Committee considered an application for the erection of single storey rear extension, the enlargement of basement and formation of front and rear lightwells, and replacement timber fence to front at 43 Observatory Street OX2 6EP.

Elsa Christofori, local resident, and Gianni Brusati, representing her, spoke objecting to the application.

Simon Sharp, the agent for the applicant, spoke in support of the application.

The Committee noted the neighbour's concerns about the adverse impact of the extension on the mature conifer tree, and considered that although the tree was not protected it was worthy of retention and every effort should be made to ensure the works did not affect it. They noted the concerns about overlooking from the neighbouring property into the new extension. They noted the potential impact of construction work on Observatory Street. They agreed these concerns could be met by conditions.

**The Committee resolved** to grant planning permission for application 15/03543/FUL to and including conditions listed below:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Fence to be retained.
5. Design - no additions to dwelling.
6. Details of sash windows to front.
7. Obscure glazing to all rooflights and bathroom windows.
8. Construction management plan to include site access from the rear.
9. Root protection zone (conifer) – foundations to minimise impact and encroachment.
10. Root protection zone (conifer) – details of excavation method to minimise impact to be submitted.

#### **116. 22 RIVERSIDE ROAD OXFORD OX2 0HU: 15/02489/FUL**

Councillor Cook, having declared an interest, left the meeting at the start of this item.

The Committee considered an application for the erection of a single storey rear extension and formation of rear decking and insertion of one window to the south elevation at 22 Riverside Road OX2 0HU.

The planning officer reported that the plans before the committee (attached as part of the presentation to the committee circulated in advance of the meeting and available as part of the application file) were those submitted recently as amendments and showed the correct dimensions and relationships.

Pamela Butt, local resident, and Sarah Wild, representing her, spoke objecting to the application, including concerns about the height of the pitched roof, the 45/25 degree rule, the impact on no 20, and covenants on the land.

Anthony Pettorino, architect, and Jesse Alderson, applicant, spoke in support of the application, including mention of the height of the pitched roof as

approximately 2.4m at the boundary and 4.3m to the top and amendments to the plan to minimise the neighbour impact while maximising the benefit of the extension.

The Committee noted that covenants were not material considerations. They considered the effect of the extension (as shown in the plans) on the neighbour, clarified the flood risk measures required, and clarified the application of the 45/25 degree rule. The Committee sympathised with the concerns of the neighbour but considered there were no planning grounds for refusal of this application.

**The Committee resolved** to approve application 15/02489/FUL subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Samples.
4. Flood Risk Assessment.
5. SUDs Drainage.
6. Amenity obscure glazed windows.

**117. RADCLIFFE OBSERVATORY QUARTER, WOODSTOCK ROAD:  
15/03198/FUL**

The Chair varied the order of the agenda to take this item next.

The Committee considered an application for temporary soft landscaping for the central area of the Radcliffe Observatory Quarter at Woodstock Road.

The Committee resolved to approve application 15/03198/FUL subject to and including conditions listed below:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Contamination Risk Assessment.
4. Contamination validation / remediation.
5. Details of fencing, lighting and cctv.

**118. PREACHERS LANE AND FRIARS WHARF ENTRANCES:  
15/03759/CT3, 15/03760/CT3, 15/03761/CT3, 15/03762/CT3,  
15/03763/CT3**

The Committee considered five applications for one site.

The Committee resolved to approve application **15/03759/CT3 at 38 To 66 Friars Wharf** for the formation of new entrance subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Lighting wattage.

The Committee resolved to approve application **15/03760/CT3 at 39 To 65 Preachers Lane** for the installation of new entrance and insertion of 1 door to east elevation subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Lighting wattage.

The Committee resolved to approve application **15/03761/CT3 at 1 To 27 Preachers Lane** for the formation of new entrance and doors and installation of 1 gate subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Lighting wattage.

The Committee resolved to approve application **15/03762/CT3 at 2 To 36 Friars Wharf** for the formation of 2 new entrances subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Lighting wattage.

The Committee resolved to approve application **15/03763/CT3 at 67 To 93 Preachers Lane** for the installation of new entrance door to east elevation and insertion of 2 second floor side doors subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Lighting wattage.

## **119. PLANNING APPEALS**

The Committee noted the report on planning appeals received and determined during January 2016.

## **120. MINUTES**

The Committee resolved to change the last paragraph of minute 105 to read '*the development as constructed and as set out in this application results in a built form which by reason of its height, bulk, and design is overbearing and unneighbourly on the conservatory at 13 Rosamund Road, contrary to relevant policies in the local plan*' and with this amendment to approve the minutes of the meeting held on 9 February 2016 as a true and accurate record.

## **121. FORTHCOMING APPLICATIONS**

The Committee noted the list of forthcoming applications.

## **122. DATES OF FUTURE MEETINGS**

The Committee noted the date of the next meeting.

**The meeting started at 6.30 pm and ended at 8.45 pm**