

Agenda

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West Area Planning Committee

Date: **Wednesday 21 February 2018**

Time: **6.00 pm**

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

For any further information please contact the Committee Services Officer:

Catherine Phythian, Committee and Member Services Officer

Telephone: 01865 252402

Email: democraticservices@oxford.gov.uk

If you intend to record the meeting, it would be helpful if you speak to the Committee Services Officer before the start of the meeting.

West Area Planning Committee

Membership

Chair	Councillor Louise Upton	North;
Vice-Chair	Councillor Colin Cook	Jericho and Osney;
	Councillor Jamila Begum Azad	St. Clement's;
	Councillor Jean Fooks	Summertown;
	Councillor Alex Hollingsworth	Carfax;
	Councillor Dan Iley-Williamson	Holywell;
	Councillor Mark Lygo	Churchill;
	Councillor Bob Price	Hinksey Park;
	Councillor Elizabeth Wade	St. Margaret's;

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

Copies of this agenda

Reference copies are available to consult in the Town Hall Reception. Agendas are published 6 working days before the meeting and the draft minutes a few days after.

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- subscribed to electronically by registering online at mycouncil.oxford.gov.uk

AGENDA

Pages

1 Apologies for absence and substitutions

2 Declarations of interest

**3 17/03148/FUL: Oxford High School Belbroughton Road
Oxford OX2 6XA**

11 - 36

Site address: Oxford High School, Belbroughton Road, OX2
6XA

Proposal: Proposed demolition of existing Art, Design and
Healthcare Building and erection of new
building including Sixth Form, Art & Design and
Wellbeing facilities.

Recommendation:

The West Area Planning Committee is recommended to:

**(a) approve the application for the reasons given in the report and
subject to the required planning conditions set out in section 12 of
this report and grant planning permission;**

**(b) agree to delegate authority to the Head of Planning,
Sustainable Development and Regulatory Services to:**

1. finalise the recommended conditions as set out in this report including
such refinements, amendments, additions and/or deletions as the Head of
Planning, Sustainable Development and Regulatory Services considers
reasonably necessary;

2. Issue the planning permission.

**4 17/02979/FUL: Wadham College, Parks Road, Oxford,
OX1 3PN**

37 - 66

Site address: Wadham College, Parks Road, Oxford, OX1
3PN

Proposal: Proposed demolition of existing JCR and
Goddard Building and erection of new collegiate
development comprising an Access Centre and
Undergraduate Centre (existing basement to be
retained) including 20 accessible student
bedrooms and social and academic facilities.

Recommendation:

The West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report; and

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary and issue the planning permission.

5 17/03400/FUL - Land At The Rear Of 478 And 480 Banbury Road, Oxford (Riddell Place)

67 - 84

Site address: Land At The Rear Of 478 And 480 Banbury Road, Oxford (Riddell Place)

Proposal: Erection of 2 x 4-bed dwellinghouse (Use Class C3). Provision of car parking, bin and bike storage.

Called in by Cllrs Goddard, Wilkinson, Goff and Fooks on behalf of concerned residents on the grounds of potential overdevelopment, overlooking, adverse effect on neighbouring properties, and parking concerns.

Recommendation:

The West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

6 17/03182/CT3: 18-19 Covered Market, Market Street, Oxford

85 - 94

Site address: 18-19 Covered Market, Market Street, Oxford

Proposal: Demolition of existing stall. Replacement with new stall subdivided to create 3No. smaller

market stall units. (Amended description)

Oxford City Council is the applicant.

Recommendation:

The West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission subject to:

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

7 17/03182/LBC: 18-19 Covered Market, Market Street, Oxford

95 - 104

Site address: 18-19 Covered Market, Market Street, Oxford

Proposal: Demolition of existing stall. Replacement with new stall subdivided to create 3No. smaller market stall units. (Amended description)

Oxford City Council is the applicant.

Recommendation:

The West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

8 Minutes

105 -
114

To approve as a true and accurate record the minutes of the meeting held on 16 January 2018.

9 Forthcoming applications

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

15/03524/FUL: Oxford Spires Four Pillars Hotel, Abingdon Road, Oxford, OX1 4PS	Major application - awaiting response from applicant
17/02893/RES: Westgate Development Site, Westgate Shopping Centre, Bonn Square, OX1 1NX	Major application
17/02229/FUL: 12 Crick Road, Oxford, OX2 6QL	Called in by Cllrs Upton, Pressel, Fry, and Clarkson
17/02447/FUL: 8 Chadlington Road Oxford OX2 6SY	Called in by Cllrs Fry, Pressel, Upton, Tanner and Chapman
17/02537/FUL: St Hilda's College, Cowley Place, Oxford, OX4 1DY	Major development: conservation area
17/02817/FUL: 472-474 Banbury Road, Oxford, OX2 7RG	Committee level decision
17/02832/FUL: 276 - 280 Banbury Road, Oxford, OX2 7ED	Major development
17/03330/FUL: 2 Savile Road, Oxford, OX1 3UA	Major development
17/03086/FUL: 1A Cranham Street, Oxford, OX2 6DD	Called in by Councillors Cook, Turner, Smith, Pressel and Rowley.
17/03258/FUL: Oriel College, Oriel Square, Oxford, OX1 4EW	
17/03259/LBC: Oriel College Oriel Square, Oxford, OX1 4EW	
17/03427/FUL: 38 West Street, Oxford, OX2 0BQ	Called in Pressel, Lygo, Chapman, Fry and Rowley

10 Dates of future meetings

The Committee will meet at 6.00pm on the following dates:

2018
13 March 2018
10 April 2018
21 May 2018
12 June 2018

Councillors 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. Advice on bias, predetermination and declarations of interest is available from the Monitoring Officer.

The following minimum standards of practice will be followed.

At the meeting

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 (in accordance with the rules contained in the Planning Code of Practice contained in the Council's Constitution).
2. At the meeting the Chair may 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.

Preparation of Planning Policy documents – Public Meetings

4. 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.

Public requests to speak

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

Written statements from the public

6. Any written statements that members of the public and Councillors wish to be considered should be sent to the planning officer by noon two working days before the day of the meeting. The planning officer will report these at the meeting. Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to view give 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. Any such material will not be displayed or shown at the meeting.

Exhibiting model and displays at the meeting

7. Applicants or members of the public can exhibit models or displays at the meeting as long as they notify the Democratic Services Officer of their intention by noon, two working days before the start of the meeting so that members can be notified.

Recording meetings

8. 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 place to record. You are not allowed to disturb the meeting and the chair will stop the meeting if they feel a recording is disruptive.
9. 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.

Meeting Etiquette

10. 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.
11. 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.

Code updated to reflect Constitution changes agreed at Council in April 2017.

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WEST AREA PLANNING COMMITTEE

21st February 2018

Application Number: 17/03148/FUL

Decision Due by: 27th February 2018

Extension of Time: 28th February 2018

Proposal: Proposed demolition of existing Art, Design and Healthcare Building and erection of new building including Sixth Form, Art & Design and Wellbeing facilities.

Site Address: Oxford High School, Belbroughton Road, Oxford OX2 6XA
(Appendix 1)

Ward: St Margarets Ward

Case Officer Nadia Robinson

Agent: Miss Susannah Byrne **Applicant:** c/o Agent

Reason at Committee: Major application

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

(a) approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission;

(b) agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary;

2. Issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers an application to demolish the existing single-storey teaching block and erect a two-storey education building in the southern part of the Oxford High School site.

2.2. The key matters for assessment set out in this report include the following:

- Principle of development
- Design
- Trees and landscaping
- Impact on conservation area
- Residential amenity
- Transport and highways
- Sustainability
- Biodiversity
- Flooding and drainage
- Air quality
- Land quality

3. LEGAL AGREEMENT

3.1. This application is not subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The proposal is liable for £51,403.75 in CIL contribution.

5. SITE AND SURROUNDINGS

5.1. The application site is located in the southern part of the Oxford High School senior school site. The wider Oxford High School site is located between Marston Ferry Road and Charlbury Road and is accessed via Belbroughton Road. The school has two additional sites in Oxford occupied by the junior school.

5.2. The senior school site comprises a number of buildings of different periods, designs and constructions. The buildings cluster at the southern end of the site with playing fields extending to the Marston Ferry Road boundary on the northern edge. The existing art, design and healthcare building lies in the southernmost part of the site.

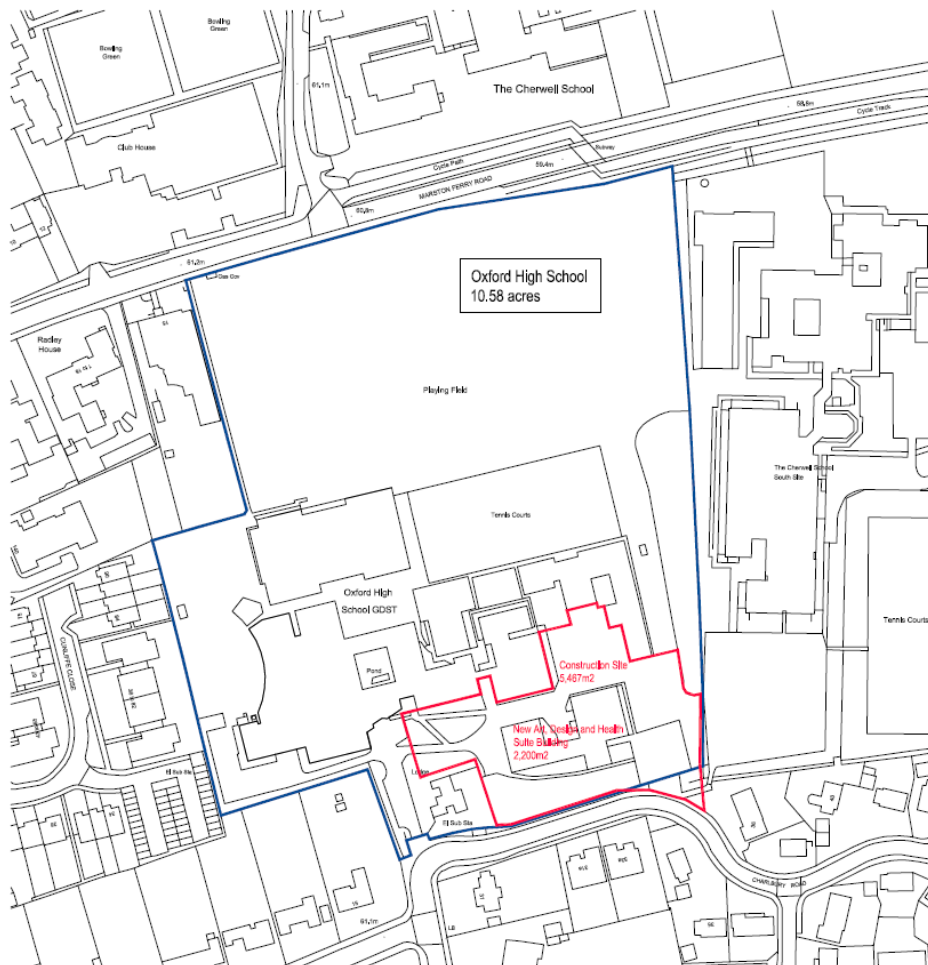
5.3. To the south and south-east of the application site are detached residential properties on Charlbury Road. Cherwell School's southern site lies to the east, with the rest of the application area surrounded by existing Oxford High School buildings and grounds.

5.4. The site lies on the northern edge of the North Oxford Victorian Suburb Conservation Area. This site is outside the conservation area, but within its setting.

5.5. There is a tree belt along the southern boundary of the site that acts as a boundary demarcation to the conservation area and screen to the school buildings from the North Oxford Victorian Suburb Conservation Area in views from Charlbury Road. These trees are protected by tree protection order reference 16/00004/ORDER.

5.6. See site location plan below with the application site outlined in red and the

wider senior school site outlined in blue:



6. PROPOSAL

- 6.1. The application proposes the demolition of the existing single-storey building that houses the art, design and textile department along with the health centre. It is proposed to be replaced with a two-storey building of approximately 2,200 square metres to accommodate the art, design and textiles department, as well as a new sixth form centre and health suite. The new building would be sited on the approximate footprint of the existing building.
- 6.2. The key drivers for the development are the poor condition of the art, design and textiles facilities and the lack of a dedicated sixth form department.
- 6.3. Landscaping works are also proposed surrounding the new building to create outdoor learning and recreation spaces, as well as works to improve external spaces connecting the proposed building with the rest of the school. There is no reduction in car or cycle parking numbers although there is some rearrangement proposed for both. No increase in staff or student numbers is proposed as part of the development.
- 6.4. The application follows a period of pre-application consultation with planning

officers, beginning in February 2016. An earlier iteration of the scheme was presented to Oxford Design Review Panel on 20 July 2017; the response letter can be found in **Appendix 2** of this report. A public exhibition was held in early November 2017.

- 6.5. A separate planning application, reference 17/03158/FUL, has been submitted for temporary buildings to be located on the sports fields during construction of the development proposed under this planning application. The application for temporary buildings is being considered under delegated powers with a determination date of 28 February 2018.

7. RELEVANT PLANNING HISTORY

- 7.1. The table below sets out the relevant planning history for the application site:

<p>90/00236/NF - 1) Erection of single storey Junior Department Building to provide teaching and associated accommodation. 2) Single storey accommodation between Art and Music Buildings to provide facilities for teaching Design and Music practice. Approved 15th June 1990.</p> <p>09/00291/FUL - Demolition of existing entrance block, part existing assembly hall and dining room and single storey system built classrooms and dining annexe to west elevation. Construction of new entrance/ administrative block and first floor lecture room, new assembly hall and new refectory, foyer and WC's with drama rooms at first floor. Conversion of existing library to drama studio and remaining part of existing assembly hall to library. Approved 15th May 2009.</p> <p>16/00004/ORDER - Oxford City Council- OHS- Belbroughton Road (No.1) Tree Preservation Order 2016. Confirmed.</p> <p>17/03158/FUL - Erection of a temporary accommodation building to provide teaching, administration and storage facilities during the construction of the permanent Sixth Form, Art & Design and Wellbeing building. Pending consideration.</p>

8. RELEVANT PLANNING POLICY

- 8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework (NPPF)	Local Plan	Core Strategy	Sites and Housing Plan	Other Planning Documents
Design	17, 56–68	CP1 CP6 CP8 CP9 CP10	CS18		

Conservation/ Heritage	17, 58, 63- 65, 128, 129, 132, 134 and 137	HE7			
Housing	6, 49				
Commercial	18–27				
Natural Environment	109–125, 142–149	CP11 NE15 NE16	CS11 CS12		
Social and community	69–78		CS16	HP14	
Transport	29–41	TR1 TR2 TR3 TR4	CS13		Parking Standards SPD
Environmental	93–108	CP17 CP18 CP20 CP22 CP23	CS9 CS10		Energy Statement TAN
Misc	42–46	CP.13		MP1	

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 27th December 2017 and an advertisement was published in The Oxford Times newspaper on 21st December 2017.

Statutory and Non-Statutory Consultees

Oxfordshire County Council (Highways)

9.2. No objection subject to conditions. Key issues are:

- Proposal will not increase staff or pupil numbers
- Onsite car & cycle parking will be improved but not increased
- Draft Construction Traffic Management Plan submitted as part of application

Oxfordshire County Council (Drainage)

9.3. No objection subject to conditions.

Natural England

9.4. Natural England has no comments to make on this application.

Historic England

9.5. Historic England does not wish to offer any comments. Suggests seeking the views of the Council's specialist conservation and archaeological advisers, as relevant.

Public representations

9.6. Two local people commented on this application from addresses in Charlbury Road.

9.7. In summary, the main points of objection from two residents are:

- the effect upon privacy – overlooking from eastern stairwell and classrooms;
- light pollution;
- architecture does not reflect surrounding development;
- the noise and disturbance caused by access to and from the site and the demolition and construction work;
- parking for construction traffic not adequate;
- condition, post-construction, of grass verge proposed to be used to access to the site;
- loss of tree T726 on southern boundary.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- i. Principle of development
- ii. Design
- iii. Trees and landscaping
- iv. Impact on conservation area
- v. Residential amenity
- vi. Transport and highways
- vii. Sustainability
- viii. Biodiversity
- ix. Flooding and drainage
- x. Air quality
- xi. Land quality

i. Principle of development

10.2. The development proposes an additional building on an existing school site. This is consistent with Policy CS2 of the Oxford Core Strategy and the NPPF which prioritise development on previously developed land.

- 10.3. Policy CS16 of the Oxford Core Strategy states that planning permission will only be granted for new education facilities in locations accessible by walking, cycling and public transport. Provision for community as well as educational use will be sought.
- 10.4. The site is well-located for bus services on Banbury Road and Marston Ferry Road, in a residential area friendly to pedestrians, and on a cycle route. Bicycle access to the site is possible via Belbroughton/Charlbury Road or to the north of the site from the Marston Ferry Road. Both routes are well equipped for bicycles with Marston Ferry Road benefitting from a two-lane cycle path and underpass. The school is accessible to a wide catchment on foot and by bike due to its central location within the residential area of North Oxford. The school is part of the Oxford Schools' Bus Partnership which provides a bus service network for pupils in and around Oxford. The proposal to improve facilities on this existing, accessibly-located school site is therefore considered acceptable in principle in line with Policy CS16.
- 10.5. The submitted planning, design and access statement states that the sixth form social and lecture space at ground floor would provide the potential for third party and community use. The school currently provides access to its facilities for the wider community, as well as Cherwell School. These include access to sporting facilities (swimming pool and sports oval) and hosting of local events (Oxfordshire Book Awards, language courses, educational courses). This provision is consistent with the community use requirements of Policy CS16.
- 10.6. On the basis of the above, officers are satisfied that the development would be acceptable in principle and meets the requirements of Policy CP1 of the Oxford Local Plan 2001-2016 and Policies CS2 and CS16 of the Core Strategy (2011).

ii. Design

- 10.7. Policy CS18 of the Oxford Core Strategy requires development to demonstrate high-quality urban design that responds appropriately to the site and surroundings, creates a strong sense of place, attractive public realm, and high quality architecture. The Oxford Local Plan requires development to enhance the quality of the environment, with Policy CP1 central to this purpose. Policy CP6 emphasises the need to make an efficient use of land, in a manner where the built form and site layout suits the sites capacity and surrounding area. Policy CP8 states that the siting, massing, and design of new development should create an appropriate visual relationship with the built form of the surrounding area.
- 10.8. The proposed building organises teaching and social spaces around a central diagonal corridor that separates the single building mass into two elements with separate functions: sixth form to the west and art, design and textiles, along with ancillary administrative and care spaces to the east.
- 10.9. The building is proposed to be constructed with solid, brick base and more

lightweight upper storey in a semi-reflective perforated cladding of bespoke design. The plan form has been designed to create a number of sheltered outdoor spaces at ground floor that will sit underneath the angular, cantilevered elements of the upper storey floor plate. Rooflights are proposed in the flat roof to draw natural light into the building. Views of these and the proposed roof plant (including photo-voltaic panels) would be largely screened by the building's parapet.

- 10.10. An earlier iteration of the scheme under consideration was presented to the Oxford Design Review Panel (ODRP). It noted that the modest height of the building is acceptable as it would form a discreet new building within its context. The panel commended the way the first floor 'floats' over the brick-clad ground floor.
- 10.11. The panel felt the scheme lacked a masterplan for the overall school site to inform and guide development within the school. It was felt this would improve routes through the school and parking arrangements. It was suggested that the possibility for a taller building with smaller footprint be explored. The panel also recommended testing and refining the façade design to ensure that the reflective cladding feature works well in its setting and feels like a bespoke response to the site conditions.
- 10.12. During the pre-application process, the building design has evolved in response to comments from officers and the ODRP. The root protection areas of the southern group of boundary trees have, to some extent, dictated the footprint of the building. This has resulted in a much more articulated building with a number of interesting, intimate spaces and the development responding positively to the natural assets of the site. Concerns over the overall bulk of the building have been addressed through the bespoke, lighter treatment of the upper floor cladding that is designed to reflect the surrounding landscape. Various massing options were explored including a building partly over three storeys. This did not result in a practical layout for the school and was felt to be too tall in relation to other buildings on site and the surroundings.
- 10.13. The application is supported by a masterplan which offers suggestions for further development of the school site to provide stronger integration of the currently disparate group of buildings. It also identifies the stronger and weaker elements of the school in terms of built form, outdoor spaces and movement patterns. This consideration of future needs of the school has guided the design development of the scheme, in particular the design of external spaces connecting with the rest of the school. This is discussed in further detail in the next section of this report.
- 10.14. The proposed materials are a contemporary take on the materials used in the most recently built school buildings, i.e. buff brick and stainless steel. There are many successful elements of the design that clearly respond well to the school's needs and would result in flexible, contemporary learning spaces. The building would be a positive, contemporary addition which sits comfortably in relation to the collection of school buildings and the surrounding landscape and context.

10.15. Conditions are recommended to secure material samples as well as detailing of the façade design, junctions (including soffits to walls) to ensure high design quality and detailing in compliance with Policy CS18 of the Oxford Core Strategy (2011) and policies CP1, CP6 and CP8 of the Oxford Local Plan 2001-2016.

iii. **Trees and landscaping**

10.16. Nine individual trees and three small groups of trees are lost as a direct implication of the application; these are landscape features that are generally low in quality and their loss is considered acceptable. Key landscape trees and their functional values, such as screening, are retained. Tree T726 (*Acer platanoides*) is the only tree to be removed on the southern boundary from within the group protected by Tree Protection Order. A fungus at its base, limiting its long-term life expectancy, is the motive for its removal.

10.17. There are 33 new tree planting proposals, most of which will act to reinforce the important southern boundary tree belt; this will enhance separation and screening to Charlbury Road.

10.18. The relative implications of proposed tree losses and tree replacements indicate that the scheme will produce an eventual net gain to the landscape of both the school and its setting within the street scene, which are significant in views from the North Oxford Victorian Suburb Conservation Area.

10.19. External spaces are to be landscaped to create a range of external teaching and social possibilities as well as biodiversity enhancements. Green-roofed cycle storage, food production and art display areas are incorporated into a creative and varied landscaping scheme. The scope of the landscaping works has expanded during the design development and this has helped maximise the natural assets of the site. The landscaping allows the building to sit more comfortably through devices such as climbing plants designed to climb through the perforated cladding.

10.20. The proposal addresses the landscaping of the site overall, including car and cycle parking. There is a hostile division between the existing art building and the rest of the school formed by the car parking and vehicle access. The new design removes this barrier through the use of surfacing and planting to create a pedestrian environment, with cars being incidental.

10.21. The scheme is considered to be acceptable in arboricultural and landscaping terms and in relation to the Council's adopted Local Plan Policies, CP1, CP11, NE15 and NE16, subject to recommended conditions in relation to tree protection. Sufficient detail has been provided in terms of hard and soft landscaping; a condition is recommended to ensure implementation of the submitted details.

iv. **Impact on Conservation Area**

10.22. Policy HE7 of the Oxford Local Plan requires new development to preserve or

enhance the special character and appearance of conservation areas or their setting. The new building would project above the existing boundary treatment and introduce a more visible built form. It would be located immediately adjacent to the north-eastern boundary of the North Oxford Victorian Suburb Conservation Area, and specifically the Bardwell Character Area, and so would affect the setting of the conservation area.

- 10.23. The Conservation Area Appraisal presents Bardwell Character Area as defined by wide streets and large, mostly detached villas typically designed in an early twentieth century 'arts and crafts' architectural style and set back from the street, behind relatively modest, boarded fence boundaries, in generous garden plots which contribute to the important spacious quality of the area. The school site contains a number of trees along its Charlbury Road boundary which contribute to this 'generously planted' character and whose proposed retention preserves the setting of the Conservation Area here.
- 10.24. The proposed introduction of garden planting will make a positive contribution to the setting of the conservation area in reinforcing the important contribution that garden planting makes to the character and appearance of the area and working to provide a positive landscape element to the setting of the Conservation Area.
- 10.25. The proposed building has been designed with a similar size and location of footprint but to be two storeys in height thus 'filling in' the central section of the site boundary. This change will result in a stronger built presence on the edge of the Conservation Area and less sense of openness. The school site will feel more contained or enclosed across this central section of its southern side. It is inevitable that in responding to their proposed function, school buildings will be very different from the domestic architecture that characterises the conservation area and in particular the early twentieth century villas of the Bardwell Estate or indeed the more recent additions that characterise the north-eastern end of Charlbury Road. In retaining and reinforcing a planted edge to the school site, the development proposal offers a positive contribution to the setting of the Conservation Area.
- 10.26. In views out of the Conservation Area, the increased mass of the new building over the existing will clearly result in change. The proposed dulled, perforated stainless steel cladding would reflect the 'art and design' function of part of the building itself. If beautifully crafted, the principle of the proposed design would potentially make a more positive contribution to the character of the Conservation Area than the existing building and could be seen to be responding to the original crafts ideals of the architects of North Oxford Victorian Suburb Conservation Area and in particular those found in buildings on the Bardwell Estate.
- 10.27. The loss of the existing building would not harm the setting of the conservation area. The increased building presence will impact on the setting of the conservation area but the proposed landscape design will potentially enhance the setting of the conservation area in following the garden design principles that make an important contribution to the areas character as identified in the North Oxford Victorian Suburb Conservation Area appraisal and therefore on

balance it is considered that the proposal will preserve and not harm the architectural or historic significance of the North Oxford Victorian Suburb Conservation Area that is derived from its setting at this north-eastern edge. As such, it would comply with Paragraphs 132-134 of the NPPF and Policy HE7 of the Oxford Local Plan in respect of impact on the conservation area.

10.28. A condition is recommended for details of the external lighting and the impact of illumination from the building on the overall appearance (particularly of the south façade) to ensure compliance with HE7 of the Oxford Local Plan.

v. **Residential amenity**

10.29. Policy HP14 of the Sites and Housing Plan states that development should provide reasonable privacy and daylight for the occupants of both existing and new dwellings. This is supported by Oxford Local Plan Policy CP10.

10.30. The west end of the new building would come slightly closer to the southern boundary of the site (approximately 1.5 metres), compared with the existing building. The eastern wing is set well back from the existing building. However, the proposed building is two storeys compared with the existing single storey building; the change for neighbouring properties will therefore be the increase in height of built form in this location.

10.31. The properties that would be affected by the proposal are those in the area immediately around the site on Charlbury Road: numbers 31, 31a, 33a and 33. Given the distance between the building proposed and these residential properties of at least 33 metres, the screening effect of the existing and proposed trees, and the siting to the north of residential uses, no harmful overlooking, overshadowing or overbearing impact will result. The distance between 33 Charlbury Road and the glazed stairwell is approximately 56 metres. It would be unreasonable to consider that harmful overlooking would occur from such a distance.

10.32. There will be a change in the level of activity as a result of the proposal, which incorporates outdoor teaching space; this is not likely to harm neighbouring amenity due to the distances between the site and residential properties and the strengthening of the landscape boundary. It is a level of activity that is to be expected from a school and will take place during the day.

10.33. The reflective properties of the cladding need to be carefully considered through the examination and approval of samples to prevent glare for neighbouring properties. This has been recommended as a condition.

10.34. There is not considered to be a harmful impact on residential amenity as a result of the development and the proposal would comply with Policy HP14 of the Sites and Housing Plan and Policy CP10 of the Oxford Local Plan.

vi. **Transport and highways**

10.35. There are currently 55 car parking spaces on site including 3 disabled spaces. The number of spaces will not increase, however, there will be some re-

arrangement of spaces to allow more spaces close to the entrance; this will prevent as many vehicles from travelling through the site. As there is no increase in staff the provided number of bays is sufficient.

- 10.36. The number of cycle parking spaces is to be maintained but provision improved through a significant increase in covered cycle parking spaces. The overall provision (174 spaces) exceeds the minimum standards in Policy TR4 of the Oxford Local Plan and thus the proposal is considered acceptable in terms of cycle parking.
- 10.37. The development will not lead to increased journeys to and from the school site and as such no further travel plan related work will be required. Due to the number of pupils and staff not increasing as a result of this application it is not expected that there will be an increase in pressure on the local highway network. Improved cycle parking will likely encourage further use of cycling as a method of transport whilst rearrangement of car parking so not to have as many cars driving through the site will increase public safety. Both steps are beneficial to the site.
- 10.38. The main impact generated by the application is from the construction traffic. The draft construction travel management plan (CTMP) which has been submitted attempts to mitigate this and has been revised to address concerns raised by the Highways Authority. The main construction site access will be a temporary access from the south-east corner of the site over a small triangular grass verge owned by Oxfordshire County Council. The school has indicated it will work with the County to reinstate the land after development is complete.
- 10.39. Conditions are recommended to ensure the development be carried out in accordance with the revised CTMP, as well as to ensure the retention of cycle parking. Subject to these conditions, the proposal is considered acceptable with respect to transport in compliance with Policies CP1, CP10, TR1, TR2, TR3 and TR4 of the Oxford Local Plan and Policy CS13 of the Oxford Core Strategy.

vii. **Sustainability**

- 10.40. Policy CS9 of the Oxford Core Strategy states that all developments should seek to minimise their carbon emissions and must demonstrate how sustainable design and construction methods will be incorporated. All development must optimise energy efficiency by minimising the use of energy through design, layout, orientation, landscaping and materials, and by utilising technologies that help achieve Zero Carbon Developments.
- 10.41. A Natural Resources Impact Assessment, has been submitted. An Air Source Heat Pump is proposed to be installed as well as photo-voltaic panels at roof level. The report demonstrates that the proposed design features and energy efficiency systems result in the scheme achieving a 29% reduction in CO2 emissions below the Part L2A 2013 Target Emission Rate. Also proposed are measures such as natural ventilation and shading, projections to reduce solar gain, maximising glazing and natural daylight, and water reduction technologies. A condition is recommended to secure the appropriate

measures to achieve the carbon reduction target in compliance with policy CS9 of the Oxford Core Strategy.

viii. **Biodiversity**

10.42. Proposed biodiversity enhancements include bird and bat boxes plus two insect houses to be installed in landscaping to the south of the proposed building. The proposed landscaping includes plant species that will produce nectar and/or berries. The proposals would not result in a net loss of biodiversity. A condition is recommended to secure the proposed biodiversity enhancements to ensure compliance with policy CS12 of the Oxford Core Strategy and Paragraph 109 of the NPPF.

ix. **Flooding and drainage**

10.43. The proposed development lies within Flood Zone 1 and is therefore not at risk of flooding from rivers based on the Environment Agency's (EA) national flood maps. However it is shown that the development is located within an area susceptible to surface water flood risk based on the EA national surface water flood maps. A condition requiring a surface water drainage scheme based on sustainable drainage principles is recommended to ensure there will be no increase in surface water flood risk as a result of the new development to the proposed building and the surrounding area. Subject to such a condition, the proposal is considered acceptable in compliance with Policy CS11 of the Oxford Core Strategy.

x. **Air quality**

10.44. The impact of vehicle movements during construction would be 'not significant', based on the figures provided in the Construction Traffic Management Plan. There would be no increase in vehicle movements as a result of the development, once operational.

10.45. A dust assessment has been included in the submitted Air Quality Assessment and appropriate dust mitigation measures have been identified for the construction phase.

10.46. A number of natural gas-fired boilers will be required but these will replace some of the existing less efficient generating units at the school. The new boilers would be ultra-low nitrogen oxide boilers.

10.47. The proposed development does not present any concerns with regard to air quality. Conditions are recommended to secure a construction environmental management plan, details of the flue from the energy generation systems and electric vehicle charging points. Subject to these conditions, the proposal would not have a net adverse impact on air quality and would comply with Policy CP23 of the Oxford Local Plan.

xi. **Land quality**

10.48. A Ground Investigation Report was submitted with the application. It is

recommended that further ground assessment and soil sampling is carried out to more fully characterise the made ground over the entire development area. The results from the report, together with the new data proposed to be obtained, can then be used to develop a formal remedial strategy for the site.

- 10.49. To secure the necessary intrusive site investigations, risk assessment and any required remediation, planning conditions are recommended. Subject to these conditions, the proposal is considered acceptable in respect of land quality and Policy CP22 of the Oxford Local Plan.

11. CONCLUSION

- 11.1. The proposed new school building responds well to the site context and surroundings and results in a contemporary, innovative development in architectural, educational and landscaping terms. It would preserve the setting of the Conservation Area and not result in harm to residential amenity. The proposal complies with local plan policies and the NPPF and is considered sustainable development.
- 11.2. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the conditions set out in section 12 of this report.

12. CONDITIONS

- 1 The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

- 2 The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

- 3 Prior to the commencement of construction works above ground level (excluding the demolition of the existing structures and site clearance), samples of the exterior materials and sample panels of brickwork and brick course to be used shall be submitted to, and approved in writing by, the local planning authority and only the approved materials and details shall be used.

Reason: In the interests of visual amenity in accordance with policies CP1 and CP8 of the Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 4 Large-scale details of the following elements shall be submitted to, and approved in writing by, the local planning authority prior to the commencement of construction works above ground level (excluding the demolition of the existing

structures and site clearance), and the works shall be carried out in accordance with the approved details:

- all openings in facades - including windows, window setbacks and reveals;
- junctions of soffits to walls;
- parapet;
- cladding pattern;
- rainwater goods; and
- junctions between buildings and ground adjacent.

Reason: To ensure a satisfactory quality of design, for the avoidance of doubt and so that the local planning authority can agree these details in accordance with policies CP1 and HE7 of the Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 5 The landscaping proposals as approved by the Local Planning Authority shall be carried out upon substantial completion of the development and be completed not later than the first planting season after substantial completion.

Reason: In the interests of visual amenity in accordance with policies CP1 and CP11 of the Adopted Local Plan 2001-2016.

- 6 A detailed statement setting out the methods of working within the Root Protection Areas of retained trees shall be submitted to and approved in writing by the Local Planning Authority (LPA) before any works on site begin. Such details shall take account of the need to avoid damage to tree roots through excavation, ground skimming, vehicle compaction and chemical spillages including lime and cement. The development shall be carried out in strict accordance with of the approved AMS unless otherwise agreed in writing by the LPA.

Reason: To protect retained trees during construction, in accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

- 7 Detailed measures for the protection of trees to be retained during the development shall be submitted to, and approved in writing by, the Local Planning Authority (LPA) before any works on site begin. Such measures shall include scale plans indicating the positions of barrier fencing and/or ground protection materials to protect Root Protection Areas (RPAs) of retained trees and/or create Construction Exclusion Zones (CEZ) around retained trees. Unless otherwise agreed in writing by the LPA the approved measures shall be in accordance with relevant sections of BS 5837:2012 Trees in Relation to Design, Demolition and Construction- Recommendations. The approved measures shall be in place before the start of any work on site and shall be retained for the duration of construction unless otherwise agreed in writing by the LPA. Prior to the commencement of any works on site the LPA shall be informed in writing when the approved measures are in place in order to allow Officers to make an inspection. No works or other activities including storage of materials shall take place within CEZs unless otherwise agreed in writing by the LPA.

Reason: To protect retained trees during construction in accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

- 8 Prior to the start of any work on site, details of the location of all underground services and soakaways shall be submitted to and approved in writing by the

Local Planning Authority (LPA). The location of underground services and soakaways shall take account of the need to avoid excavation within the Root Protection Areas (RPA) of retained trees as defined in the British Standard 5837:2012- 'Trees in relation to design, demolition and construction- Recommendations'. Works shall only be carried in accordance with the approved details.

Reason: To avoid damage to the roots of retained trees; in support of Adopted Local Plan Policies CP1, CP11 and NE15.

- 9 Details of the external illumination for the development demonstrating the impact of illumination on facades and light spill shall be submitted and approved in writing by the local planning authority prior to the installation of such lighting. The development shall be carried out in accordance with the approved details unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of visual amenity and the visual impact of the development on the conservation area, in accordance with policy CP1, CP8 and HE7 of the Oxford Local Plan 2001-2016 and CS18 of the Oxford Core Strategy 2026.

- 10 The development shall be carried out in accordance with the approved Construction Traffic Management Plan (CTMP).

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times in accordance with policies CP1, CP19, CP21 and TR2 of the Adopted Oxford Local Plan 2001-2016.

- 11 The development shall not be brought into use until the cycle parking areas and means of enclosure have been provided within the site in accordance with the details in the application hereby approved and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in line with policy TR4 of the Oxford Local Plan 2001-2016.

- 12 The measures detailed in the submitted Natural Resource Impact Assessment shall be installed prior to the first occupation of the development and thereafter retained, unless otherwise agreed in writing by the local planning authority.

Reason: In the interests of sustainable energy use in accordance with policy CS9 of the Oxford Core Strategy 2026.

- 13 Prior to the commencement of the development, details of biodiversity enhancement measures including at least 6 x bird nesting, 2 x bat roosting and 2 invertebrate (insect hotel) devices shall be submitted to and approved in writing by the local planning authority. The approved measures shall be incorporated into the scheme and be fully constructed prior to occupation of the approved dwellings and retained as such thereafter.

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026.

14 Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes
- Maintenance and management of SUDS features
- Sizing of features - attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout with pipe numbers
- SUDS (list the suds features mentioned within the FRA to ensure they are carried forward into the detailed drainage strategy)
- Network drainage calculations

Reason: To prevent flooding affecting the highway and to ensure compliance with Policy CS11 of the Oxford Core Strategy 2011-2026.

15 No development shall take place until a Construction Environmental Management Plan (CEMP) containing the specific dust mitigation measures identified for this development, has first been submitted to and approved in writing by the Local Planning Authority. The specific dust mitigation measures to be included in the plan can be found in the Air Quality Assessment - C59-P06-R01 (from November 2017) - Chapter 3.4 submitted with the planning application hereby approved.

Reason: To ensure that the overall dust impacts during the construction phase of the proposed development will be 'not significant', in accordance with policy CP23 of the Oxford Local Plan 200-2016.

16 Prior to the commencement of development, details of the proposed location and height of the flue(s) shall be submitted to and approved in writing by the Local Planning Authority. Only the approved details shall be installed.

Reason: To ensure that emissions from the energy generation system(s) are adequately dispersed and will not have a net adverse impact on the local air quality, in accordance with policy CP23 of the Oxford Local Plan 200-2016.

17 Prior to the commencement of development, details of Electric Vehicle charging infrastructure shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the following provision:

- At least 1 charging point per 10 spaces;
- Appropriate cable provision to prepare for increased demand in future years.

The electric vehicle infrastructure shall be formed, and laid out in accordance with these details before the development is first occupied and shall remain in place thereafter.

Reason: To contribute to improving local air quality in accordance with CP23 of the Oxford Local Plan 2001-2016 and enable the provision of low emission vehicle infrastructure.

- 18 Prior to the commencement of the development a phased risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Model Procedures for the Management of Land Contamination (CLR11) (or equivalent British Standards and Model Procedures if replaced). Each phase shall be submitted in writing and approved by the local planning authority.

Phase 1 shall incorporate a desk study and site walk over to identify all potential contaminative uses on site, and to inform the conceptual site model and preliminary risk assessment. If potential contamination is identified in Phase 1 then a Phase 2 investigation shall be undertaken.

Phase 2 shall include a comprehensive intrusive investigation in order to characterise the type, nature and extent of contamination present, the risks to receptors and to inform the remediation strategy proposals.

Phase 3 requires that a remediation strategy, validation plan, and/or monitoring plan be submitted to and approved by the LPA to ensure the site will be suitable for its proposed use.

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the safety of the development, the environment and to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.

- 19 The development shall not be occupied until any approved remedial works have been carried out and a full validation report has been submitted to and approved by the local planning authority.

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001-2016.

13. APPENDICES

- **Appendix 1** – Site Location Plan
- **Appendix 2** – Oxford Design Review Panel letter

14. HUMAN RIGHTS ACT 1998

- 14.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve 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.

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

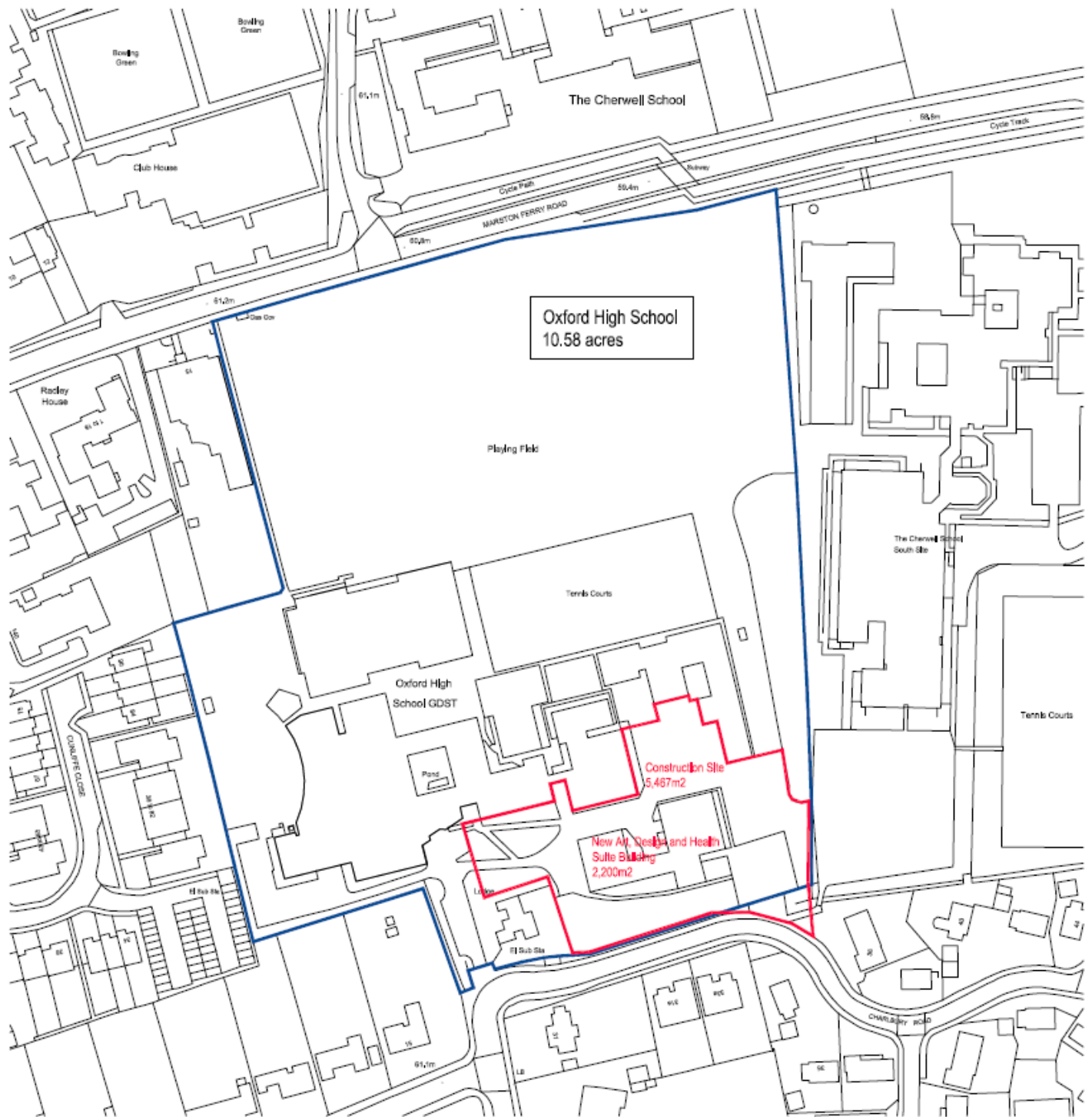
- 15.1. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998.

In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.

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Appendix 1

17/03158/FUL - Oxford High School



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Appendix 2

17/03158/FUL – Oxford High School

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Susie Byrne
Turnberry
41-43 Maddox Street
London
W1S 2PD

11 August 2017

Our reference: DCC/0869

Oxford City Council: Girls Day School Trust, Oxford High School, Belbroughton Road, Oxford, OX2 6XA

Dear Susie Byrne,

Thank you for inviting the Oxford Design Review Panel (ODRP) to engage in a Design Review for Oxford High School. We thank the design team for their presentation at this early stage in design development. We appreciate the considered approach taken to the design process.

Summary

We are supportive of the scheme and the ambition to provide new improved facilities for the students, however we are concerned that the current scheme is not being developed with enough consideration of wider development and site planning opportunities. The scheme is lacking a masterplan to inform and guide development within the school, we would urge that this is prepared, as a matter of priority before an application for this site is progressed further.

The current landscape design appears constrained by the site layout creating some awkward pockets of leftover space and limiting the ability to provide good quality spaces and routes through the school. Opportunities to relocate parking spaces to a less central part of the site should be explored so that cars do not permeate throughout the heart of the school.

The detailed design of the building has potential to create an interesting new addition that draws on elements of the school buildings' materiality, however we recommend exploring the footprint and positioning of this building to rationalise spaces and movement routes. There is scope for a taller building (of at least an additional storey) in this part of the site without having a detrimental impact on the school or its surroundings. We also recommend testing and refining the façade design to ensure that this reflective feature works well in its setting and feels like a bespoke response to the site conditions.

A follow-up review of this scheme is highly recommended.

Masterplanning and future-proofing

The scheme urgently requires to be set in the context of a masterplan to clarify how the wider site could develop and how this scheme can anticipate or enable a more strategic approach to landscaping, movement routes and future development opportunities. This exercise should include an assessment of whether there are any alternative positions for this



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facility and what are the next buildings on the site that may be nearing the end of their useable lifetime, in order to ensure that this proposal will not prejudice any necessary future development. It would also be beneficial to review whether the proposals are using the school's limited land efficiently e.g. whether a taller building with a smaller footprint might work better and allow for more amenity/landscaped space, or for future development.

As part of this exercise we recommend considering existing and future car parking requirements and suggest re-locating car parking spaces in order to maximise usable outdoor spaces and minimise the number of shared surfaces within the school. The site appears car-dominated with parking permeating throughout, creating potential conflicts between vehicular, pedestrian and bicycle movements. We recommend exploring whether the parking could be moved closer to the boundary and entrance to the school, potentially where the Caretaker's Bungalow is currently located and/or in the south-east corner of the site if a new vehicle entrance could be created off Charlbury Road.

We acknowledge that the approach to the site layout is complicated by a number of trees on site that are subject to a tree preservation order, and that this has had a strong influence on the building's footprint, creating some awkward pockets of leftover space and some unconvincing movement routes and entrances. An example of this is the diagonal internal central corridor leading from the car park to a memorial tree.

Landscape and site layout

The proposed landscape treatment has potential to create some high quality spaces but is being hampered by the positioning of car parking, vehicle routes and the large footprint and shape of the building. As mentioned above, more thought should be given to the role, function and hierarchy of landscaped areas and the potential linkages with the wider school site, and to retaining the really important trees on the site. It is very disappointing that a valuable tree is to be lost due to the projecting first floor at the north west corner of the building. The landscaped spaces adjacent to the new building could better complement the indoor spaces, as an example by providing outdoor classrooms or recreational spaces. Sunny areas would make good amenity spaces whereas the shaded parts of the site could be left as more wild, natural spaces to provide an ecological resource and a counterpoint to the more formal landscaped spaces. The existing boundary treatment along Charlbury Road is of very poor quality and it would be beneficial to improve its appearance as part of this scheme and create a more pleasant termination to the site for its users.

Height, footprint and overhang

We think the modest height of the building is acceptable as it will form a discreet new building within its context, however there may be some opportunity to add additional height in this location. We recommend exploring the potential a taller building either to provide more floorspace or to allow for a building with a smaller footprint. This option should be assessed along with the impact on views within the conservation area.

We think that overhangs can play an important role in providing sheltered outdoor space adjacent to educational buildings, but we are concerned that the currently proposed overhang around the building may impact negatively on the light and character of internal and external spaces around the building, particularly spaces that might also be

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overshadowed by trees and other buildings. We recommend carefully considering the impact of the overhang on individual spaces and removing/refining this where necessary.

Internal Layout

Although we find the internal planning to be ingenious in places, we think that it would benefit from considerable tightening; all spaces could perhaps 'work harder' - a better planned building might result in better value for money. Two important moments in the building (the north west corner facing the school entrance, and the centre of the southern façade) are occupied with arguably unimportant functions, a stair and a store room.

Internally, we think some more careful thought should be given to the configuration and function of different areas and rooms. We are wary of multi-functional spaces. We encourage you to ensure that the display areas in the design street are of a sufficient size and are specifically designed for displaying art in terms of their height, background and lighting

We suggest that the sixth form common room might helpfully incorporate a greater degree of privacy and provide a greater separation between social spaces and study spaces. There is potential to link the sixth form space to a roof terrace area, which could provide a reward for sixth formers and somewhere for younger pupils to aspire to as they move up the school.

We would welcome the opportunity to see more detailed internal drawings and sections at a follow up review.

Façade Design

In terms of the external design, we like the way the first floor 'floats' over the brick-clad ground-floor. We are yet to be convinced by the detailed design of the reflective stainless steel rain screen which will look very different during winter when tree cover is less dense. We recommend testing the materials, reflectivity and pattern at different times of the year and exploring precedents to progress the external design of the building.

The façade treatment appears interesting in concept but it should be bespoke and specific to the site and identity of the school to avoid it appearing out of keeping with the site or dated in the future. We would advise treating the perforated rainscreen as a continuous skin. A more cohesive appearance could be achieved by not cutting out openings around fenestration, but instead increasing the amount of perforations in these areas and building this into the pattern of the facade.

Sustainability

The sustainability strategy for the site appears ambitious and we appreciate the level of thought that has gone into this aspect of the proposal but query the need for both ground source and air source heat pumps and whether they can both be suitably accommodated within the building.

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.

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Yours sincerely

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Tel: +44(0)20 7420 5207

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 20 July 2017 by Jo van Heyningen (chair), Alan Berman, Dan Jones and Deborah Nagan. 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 dc.cabe@designcouncil.org.uk.

CC (by e-mail only)

Nadia Robinson	Oxford City Council
John Coombs	GDST
Maria Gara	Oxford High School
Richard Alonso	EWA
Mark Evans	EWA
Greg McKay	Stride Treglown
Ian Keeling	Cundalls

WEST AREA PLANNING COMMITTEE

21st February 2018

Application Number: 17/02979/FUL

Decision Due by: 12th February 2018

Extension of Time: 16th March 2018

Proposal: Proposed demolition of existing JCR and Goddard Building and erection of new collegiate development comprising an Access Centre and Undergraduate Centre (existing basement to be retained) including 20 accessible student bedrooms and social and academic facilities.

Site Address: Wadham College, Parks Road

Ward: Holywell Ward

Case Officer: Felicity Byrne

Agent: Turnberry's Consultants **Applicant:** Wadham College

Reason at Committee: Major development

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report; and

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary and issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers the proposed demolition of the existing JCR and Goddard buildings within Wadham College, which fail to meet the Colleges' needs, and the erection of a new building of a similar foot print, height and massing. The building would provide a like for like replacement of existing student bedrooms, including both accessible and assisted accessible, together with teaching and other associated student facilities, and a new Access Centre. The Colleges' new Access Centre is designed to encourage student diversity which is a key and

longstanding ethos of the College and provides public benefits for the proposal.

- 2.2. The report also considers the principle of the development, the impact on the significance of surrounding heritage assets, including listed buildings, Registered Park & Garden, the Central Conservation Area and archaeology, the impact on protected trees and landscaping proposals, and transport & environmental issues. It also considers the higher duty under section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.
- 2.3. It is concluded that the principle of the development is acceptable. The proposed building is of exceptionally high quality design which is both innovative and contemporary in appearance. Great weight and importance has been given to the desirability of preserving or enhancing the character and appearance of the conservation area, and the settings of the surrounding listed buildings and registered park and garden as designated heritage assets. It is considered that the less than substantial harm to the setting of those assets that would be caused by the proposed development would be adequately mitigated by high quality design and would be outweighed by the public benefits of the scheme. The proposal would positively enhance the Conservation Area. The site is of archaeological interest and conditions securing a written scheme of investigation and a groundworks methodology condition would acceptably mitigate any potential harm in this case.
- 2.4. The proposal would not meet the 20% reduction in carbon emissions target set out in Sites and Housing Policy HP11. However the nature of the proposal and site circumstance justifies an exception this case. There would be no adverse transport issues and adequate cycle parking would be provided on site. Tree removals and landscaping proposed would not harm public amenity. Biodiversity gain and enhancement measures could also be accommodated within the landscaping proposals. There would be no adverse environmental impact.
- 2.5. The report concludes that the development accords with the Local Development Framework and NPPF and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, and approval it therefore recommended.

3. COMMUNITY INFRASTRUCTURE LEVY (CIL)

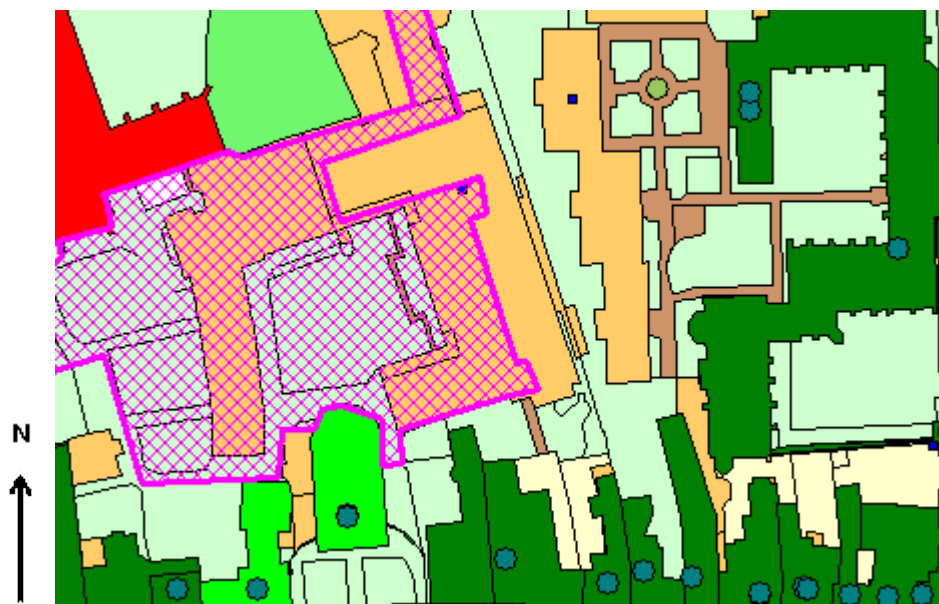
- 3.1. The proposal is liable for CIL amounting to £99,843.97

4. SITE AND SURROUNDINGS

- 4.1. The site forms part of the main campus of Wadham College. Wadham College main entrance is from Parks Road and the campus extends northwards forming a registered park and garden and southwards on to Holywell Street. To the west of the College is New College Choir School on Saville Road, Harris Manchester College and other properties adjacent on Holywell Street. The site comprises the circa 1950's Goddard Building and JCR building with associated steps & raised Library Terrace, JCR Quad and part of the Back Quad.

4.2. The Goddard Building together with the JCR building form an L-shape building that forms part of the Back Quad and JCR Quad. Adjacent to the Goddard building to the south are the grade II* listed Bursary Buildings (No.35 Holywell Street) and to the south-east the grade II* listed Holywell Music Rooms which front onto Holywell Street. To the north of the buildings are the grade I listed Old Library, Hall and South Range of the Main Quadrangle separated by steps and elevated walkway round to the Library, under which is the kitchen and servicing area. Directly abutting the east elevation of the JCR building is the Bowra Building accessed via the raised walkway. The Holywell Music Room and student accommodation built in the 1990's designed by McCormack Jameson and Pritchard architects and Bowra Building sit around the JCR Quad. Adjacent to west of the Goddard Building is the Mcall Macbain Graduate Centre, the grade II* listed South Block and Back Quad which forms part of Wadham's grade II Registered Park & Garden and which has access onto Parks Road.

4.3. SITE LOCATION PLAN



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5. PROPOSAL

5.1. The application proposes the demolition of the existing JCR and Goddard buildings and erection of a new two storey L-shape building to provide replacement student accommodation, including 20 student ensuite accessible bedrooms, a new Access Centre and teaching space, JCR common Room and other associated facilities.

6. RELEVANT PLANNING HISTORY

6.1. The College has a large planning history and therefore the table below sets out the recent relevant planning history for the application site:

08/00176/LBC - Listed Building Consent for alterations including new entrance and ramp to Porters' Lodge, refurbishment and provision of en-suite accommodation to study beds. Alterations to provide teaching rooms. Restoration of building fabric. Replace existing dormer with new dormer to match existing tripartite dormers on Front Quad: Staircases 4,5,6 and 7 in South and West Ranges, Front Quad (Amended plans). PER 2nd July 2008.

08/00177/FUL - Planning permission for regrading of ground for ramped rear entrance to Staircase 6. Replace existing dormer with new dormer to match existing tripartite dormers on Front Quad. South Range, Front Quad. (Amended plans). PER 2nd July 2008.

09/02706/LBC - Install glass donor panel to wall of cloisters to the right of the door to the Hall.. PER 2nd March 2010.

10/01337/FUL - Grading up of existing external pathway to provide disabled access.. PER 22nd July 2010.

12/01534/LBC - Internal alterations to upgrade fire safety measures and shower room facilities of the Warden's Lodgings and Annex in the North Range.. PER 28th August 2012.

14/02112/LBC - External alterations to fix 1 x timber noticeboard to east elevation of no. 33 Holywell Street, 1 x timber noticeboard to boundary wall abutting no. 35 Holywell Street facing front garden of Holywell Music Room. PER 18th September 2014.

15/00319/LBC - Refurbishment of existing rooms in staircase 1,2 and 3 in the North and West Ranges of the quad to provide ensuite accommodation for students and fellows. Repair works to windows and re-roofing.. PER 27th March 2015.

15/02300/LBC - Installation of Stairiser lift in Cloisters to provide access to the hall and associated works.. PER 2nd October 2015.

17/00124/LBC - Refurbishment of existing rooms in staircase 2 to provide ensuite accommodation. Insertion of mechanical ventilation to extract through external wall at ground floor, with ventilation grille. Temporary ventilation proposed at first floor level.. PER 15th March 2017.

7. RELEVANT PLANNING POLICY

7.1. The following policies are relevant to the application:

Topic	National Planning Policy	Local Plan	Core Strategy	Sites and Housing Plan	Other Planning Documents
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	Framework (NPPF)				
Design	Chp.7 Paras.56-68 69, 95-96, 125	CP6, CP8, CP9, CP10, CP11,	CS18_,	HP9_ , HP12_ , HP14_ ,	
Conservation/ Heritage	Chp.12 Paras.56-68 126 -141, 169-170	NE15, NE16, HE2, HE3,	HE7,		
Housing	Chp.6		CS25_ ,		
Commercial	Chp.1, 2				
Natural Environment	Chp.9, 11, 13 Paras. 7-9, 14, 17, 93- 108, 117- 118, 109- 125, 152, 156-157, 162-168, 170	NE21, NE23,	CS11_ , CS12_ ,		
Social and community	Chp.8		CS19_ ,		
Transport	Chp.4			HP15_ , HP16_ ,	Parking Standards SPD
Environmental	Chp.10 Para 124, 17, 91, 93- 98, 156, 162	CP17, CP22, CP23, NE14,	CS9_ ,	HP11_ ,	Energy Statement TAN
Misc	Chp.5	CP.13, CP.24, CP.25		MP1	Telecommu- cations SPD, External Wall Insulation TAN,

8. CONSULTATION RESPONSES

- 8.1. Site notices were displayed around the application site on 13th December 2017 and an advertisement was published in The Oxford Times newspaper on 30th November 2017.

Statutory and Non-Statutory Consultees

Oxfordshire County Council (Highways)

- 8.2. No objection subject to conditions securing an updated Draft Construction Traffic Management Plan; Student Travel Information Packs; cycle parking; Surface Water Drainage Scheme.

Historic England:

- 8.3. Historic England has been involved in extensive pre-application discussions with Wadham College regarding this application. We are not of the view that the Goddard Building, which it is proposed to demolish and replace, is of sufficient architectural quality to warrant retention and we are content that the replacement building proposed, being of a similar size to the Goddard Building and virtually invisible from outside the College, will not have a significance impact on key views from within or without the city. Therefore our main concern is the impact that the proposals would have on highly graded listed buildings nearby, these are Wadham College itself (grade I), the south block of the College (grade II*), the Holywell Music Room (grade II*), 35 Holywell Street (grade II*).
- 8.4. As the proposed new building is about the same size as the existing the main issue is whether it is and appropriate response to the existing buildings in architectural terms. The way the proposed building is aligned on the main College is a positive move and the elevations are carefully conceived and of a high quality. While the materials and architectural style is very different to the surrounding buildings the careful texturing of the glass facades, their composition and the colours used should result in a harmonious relationship. We therefore believe that the proposals would relate well to the main College buildings and represent a continuation of the centuries old tradition of Oxford Colleges commissioning innovative and high quality buildings.
- 8.5. Unfortunately, the relationship with the rear of 35 Holywell Street is less happy. The rear of this building is and informally massed collection of roofs of diminishing height, terminating in a two storey outbuilding which was constructed in the mid-20th century, probably at the same time as the Goddard building, and replaced a long yard filled with small outhouses that formed the historic context of this property. The gable of the proposed new building would be larger than that of the Goddard building and, being made of glass, have more of a presence than the stone gable of the Goddard building, which provides an enclosing courtyard around the rear of number 35 which at least is of a sympathetic material. The juxtaposition of styles and massing is a little jarring here and there would thus be a level of harm to the significance of this building. However, this harm is low; the ability to appreciate the rear of the building remains unchanged, there is a reasonable gap between old and new and there is already a large structure here. Furthermore the harm has been minimised by refinements to the design, which have pulled the building away from number 35 and the Holywell Music Room.

- 8.6. The NPPF, in paragraph 131, requires local planning authorities to take into account the desirability of new development making a positive contribution to local character and distinctiveness. In our view the proposals would achieve this aim. Arguably they enhance the significance of the conservation area by perpetuating the tradition of high quality architecture in Oxford, and thus should be treated favourably in accordance with paragraph 137 of the Framework. While there is an element of harm to the significance of 35 Holywell Street this is low and Historic England does not see that it could be avoided without compromising the architectural integrity of the scheme or the accommodation required by the design brief. Therefore the requirement of paragraph 132 of the Framework that any harm to the significance of a heritage asset affected by the proposal should be clearly and convincingly justified has been met. It is up to the Council to determine whether the public benefits of the proposal outweigh what we consider to be a very low level of harm in accordance with paragraph 134 of the NPPF.
- 8.7. Historic England has no objection to the application on heritage grounds. We consider that the application meets the requirements of the NPPF, in particular paragraph numbers 131, 132 and 137.
- 8.8. In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

Thames Water Utilities Limited

- 8.9. No comments received.

Public representations

- 8.10. No individual representations have been received. Representations have been received from the following associations, and are summarised below:
- Oxford Civic Society has been impressed by the care which has gone into developing this scheme and indeed this is reflected in the very detailed design and access statement, which is exemplary. The project is in the heart of the college, and apart from a glimpse of an upper storey from Holywell Street, it is completely outside the public realm. The existing JCR and Goddard buildings, which it is proposed to demolish, contain outdated facilities and are of limited architectural merit and historic interest. The Access and Undergraduate Centre which replace them will create important new facilities. Inserting a large uncompromisingly modern building into the midst of ancient ones can be controversial. On the other hand, the new building can serve as a foil for the old, and vice-versa. The overall design is refreshing and bold. We think that it is a good scheme and deserves to succeed. Our main reservation is that on some facades

the decorative cladding (at least as presented in the application) is visually very striking and might or might not succeed in enhancing the external appearance. This is not a major issue. Minor adjustments could be made if necessary in finalising the details of the scheme.

- Oxfordshire Architectural & Historical Society: We favour a compromise involving demolition of the JCR building and retention of the Goddard building. Hence our objections relate only to the demolition of the Goddard Building. There are three main reasons for our objections to its demolition: a) the building is structurally sound and makes a positive contribution to the group of buildings forming two of the quadrangles of Wadham College, b) the building has historic connections with the college and is by an architect from a long-standing dynasty, b) the replacement building is out of character with the context and is of little architectural merit.
- Oxford Preservation Trust: Supports Wadham in their Access to Excellence programme and are aware of the considerable thought give to the proposal. It applauds the new and innovative approach taken but feel that the use of glass needs to be done with great care. They make no comments in relation to views that are contained within the College and are not visible within the public domain. However they raise concerns regarding public accessible views from Holywell Street. The Design and Access statement shows that the building is not visible from public views beside the Holywell Music Room, but views clearly change as one travel along the street. From the Sheldonian the proposed view shows that the building is visible at its top floor and roof scape. The materials chosen make a statement and will have an impact. Good or bad OPT cannot see any detailed analysis including various lighting conditions or seasonality. They understand the requirements for sustainable and viable buildings however the approach taken in putting services on the top of the building which can be seen from public views points does not seem appropriate. Innovation is needed to find discreet ways of managing this aspect of the building and not within the historic skyline of Oxford. Further information and assessment should be provided to understand the true impact of the proposal.

Pre – App Discussion:

- 8.11. The Applicant undertook extensive joint pre-application discussion with Officers of the Council and Historic England. The applicant engaged with interested amenity groups such as Oxford Presevation Trust and Oxford Civic Society on various occasions during the pre-application stage and also consulted neighbouring Colleges. A public consultation event was held on 18th and 19th October 2017.
- 8.12. The ODRP was involved early on in the form of a design workshop and later a full detailed design review. ODRP supported the proposal and considered that it would enhance the amenities and accommodation offered by the College, and that the architecture had the potential to be exceptional. An exemplary approach to the architecture and landscape would be required in any event to justify the

demolition of the existing 1950s Goddard Building, which in their view has some charm and character. They felt that the design team had devised an excellent solution given the surrounding constraints and challenges overall (the sensitive heritage context, level changes and tight site). The relationship between the Access Centre Building and the listed Holywell Music Room & the Bursars Buildings needed further consideration however. They supported the ambition to create a new building of contrasting qualities through the architectural design but felt more work was still necessary to ensure a distinctive piece of new college architecture. They also felt more work was required on the landscape design to better support the new buildings.

9. PLANNING MATERIAL CONSIDERATIONS

9.1. Officers consider the determining issues to be:

- i. Principle of Development;
- ii. Design & Heritage;
- iii. Trees & Landscaping;
- iv. Transport;
- v. Energy Efficiency
- vi. Flood risk and drainage;
- vii. Contamination
- viii. Biodiversity;
- ix. Air Quality;
- x. Archaeology;

i. Principle of Development:

- 9.2. The National Planning Policy Framework (NPPF) states that sustainable development should be granted planning permission without delay, unless other material considerations dictate otherwise. The NPPF and Oxford Core Strategy Policy CS2 encourage the reuse of previously developed land, while Policy CP6 of the Oxford Local Plan 2001-2016 requires development proposals to make an efficient use of land in a manner where the built form suits the sites capacity. The Council supports access to education set out in Policy CS16.
- 9.3. The proposal seeks to make best & most efficient use of previously developed land owned by Wadham to provide improved undergraduate student accommodation for existing students at the College which is designed to meet their needs. It is a like for like replacement of student bedroom numbers and there is no intention to increase student numbers at Wadham as a result. As the proposal is within an existing College site and is in the City Centre it accords with Policy HP5 of SHP and Policies CP6 of the OLP and CS2 of the CS.
- 9.4. SHP Policy HP6 sets out the requirement to either provide or contribute towards affordable housing on student accommodation of over 20 bedrooms, and also criteria for exemption. As the proposal is within an existing College site and is in the City centre, the proposed development is exempt from this Policy requirement.

9.5. Policy CS25 of the Core Strategy encourages the provision of high quality purpose-built student accommodation buildings that do not significantly harm the amenity enjoyed by local residents. The policy also states that the Council will seek appropriate management controls to restrict students from bringing cars to Oxford through the imposition of appropriate conditions or planning obligations. It is proposed that the student accommodation would be car-free in any event. Such conditions are recommended by officers should permission be granted and the proposal accord with CS25.

ii. Design and Heritage:

9.6. The NPPF states that new development should be of high quality and inclusive design that responds to local character and history, and reflects the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation (para's 56-68). However, it makes clear that development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions should be refused (para.64).

9.7. Policy CS18 of the Oxford Core Strategy 2026 require proposals to demonstrate high-quality urban design that responds appropriately to the site and surroundings; creates a strong sense of place; contributes to an attractive public realm; and high quality architecture. The Local Plan expects new development to enhance the quality of the environment, with Policy CP1 central to this purpose and Policy CP8 encourages 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.

9.8. In relation to Heritage, the NPPF reiterates the Government's commitment to the historic environment and its heritage assets which should be conserved and enjoyed for the quality of life they bring to this and future generations. It emphasises that the historic environment is a finite and irreplaceable resource and the conservation of heritage assets should take a high priority. Local Planning Authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets in considering a proposal and also desirability of new development making a positive contribution to local character and distinctiveness (paragraphs 126 -141). Proposals that make a positive contribution should be treated favourably. However, development that causes harm to a heritage asset or its setting should be avoided unless there is a public benefit to outweigh that harm. The Local Planning Authority also has a statutory duty under section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.

9.9. The aims for the NPPF are embodied in CS18 of the CS and Local Plan Policy HE7 which requires development proposals to preserve or enhance the special character and appearance of the heritage assets, including listed buildings and conservation areas.

- 9.10. The development site is within and surrounded by a number of designated heritage assets that would be affected by the proposed development: it is situated in the Central Conservation Area, sited to the north are the grade I listed Old Library, Hall and South Range of the Main Quadrangle, to the west the grade II* listed South Block, to the south the grade II* listed No.35 Holywell Street and to the south-east the grade II* listed Holywell Music Rooms. The grade II registered park and garden of Wadham extends south of the Main Quadrangle to include the Back Quad and Bursary Quad, which are sited directly to the west and south of the development site.
- 9.11. The proposed development is a replacement L-shape building of a lightweight glass construction with metal detailing and with a parapet flat roof. It has been designed as two distinct halves of the L-shape linked by a central connecting atrium and staircase. These two halves perform different functions; the north-south element facing onto Back & JCR Quads, in the location of the Goddard Building, would provide teaching and academic space for the College including their Access Centre and 20 student bedrooms above. The east-west element that sits adjacent to the Bowra Building and elevated Library Terrace, facing the Library and JCR Quad, provides replacement undergrad accommodation, staff offices and other associated facilities (e.g. café/ bar/ E-Hub). The undergrad element fronting onto the elevated library terrace is accessed via a new sweeping staircase up from Back Quad; the Access Centre element fronts both Back and JCR Quads, both of which can be access via a pedestrian passageway under the central linking staircase and atrium. Other associated works are proposed including improvements to the Library Terrace.
- 9.12. The building would be of similar footprint, height and massing to that of the existing JCR and Goddard Buildings. It uses the existing ground levels and re-uses the existing basement which goes across both buildings and which contains central heating plant and services for the whole Campus and an existing bike store. The proposal has a cohesive architectural language of form and materials which is highly innovative and contemporary in architectural style. Detailed consideration has been given to the rhythm, proportion and massing of existing buildings surrounding the site which has informed the façade treatment. Externally the east-west and north-south halves of the building have been expressed in a slightly differently way within the common architectural language to reflect the differing internal use and layout. The north-south Access Centre has a vertical rhythm across the facade created through the combination of inset windows and vertical fins which provide shading to the facades in these areas. Innovative use of the triple glazing proposed with patterns printed on each of the interlayered glass would create a 3D multi-layered effect. These patterns would vary in design and also colour that echoes the stained glass windows of the Chapel, and which would also create further dimension to the building facade. This innovative use of a simple panel system adds richness and complexity to the proposed building and reflects the traditional architecture in a modern way.
- 9.13. The east-west Undergrad element has a horizontal emphasis and is composed of panels of clear and opaque glazing. The facades would be formed of glazing with the same pattern as the Access Centre part, but which has been rotated horizontally and would be applied using etching/fritting to provide solar control in

combination with insulated areas of façade instead of external fins. This array of transparent, translucent and opaque serves to break down the perceived mass of this part of the building.

- 9.14. The central main atrium entrance and connecting staircase is in clear glass, again reflecting the different use within and celebrating the animating vitality of the staircase and the students. This permeability gives everyone an intuitive understanding of what is behind the building and views to and from the JCR Quad and Back Quads.
- 9.15. Officers are of the view that this is a very well-considered building of exceptional architectural design. Historic England considers that the proposals would relate well to the main College buildings and represent a continuation of the centuries old tradition of Oxford Colleges commissioning innovative and high quality buildings and Officers concur with this view.
- 9.16. The existing JCR and Goddard Buildings successfully relate to the surrounding context, being sensitive in respect of their size, massing and design, and therefore having a sympathetic impact on the settings of the surrounding designated heritage assets. The buildings, designed by H.G. Goddard and constructed between 1951 and 1954, have heritage interest as part of the development and evolution of the college campus, being associated with a relatively well-known architect, and as an early example of modernism in an Oxford college. However it is considered that their architectural quality is not exceptional and lessened by the low quality of the interiors and their unfitness for purpose. The buildings' heritage interest can be described as architectural and historic interest of local significance, and the positive contribution they make to the special interest of the conservation area. It is considered that the demolition of these buildings would cause a degree of harm to the special interest, character and appearance of the conservation area. The level of harm is assessed as low less than substantial harm and the high quality of the proposed building would outweigh the harm in this case.
- 9.17. The building has been carefully considered so that it would in general relate successfully to surrounding buildings and in terms of the impact to the settings of the surrounding heritage assets, it is considered that the impact to the settings of the listed Old Library and Hall, South Range, South Block, and registered Back Quad and Cloister Garden would be greater than the existing. However, due to the design quality and treatment of the open spaces in between the buildings, the impact is not assessed as harmful to the settings.
- 9.18. However, due to the massing and realignment of the north- south Access Centre element, it is considered that the proposed building's relationship to Holywell Music Room and the Bursary buildings would be more uncomfortable than existing and therefore there would be a degree of harm to their setting. The new building would be of larger massing than the existing Goddard Building and come closer, resulting in a closer proximity and more overbearing impact. However, it is considered that the lightweight construction and use of glass, its colour, patterning and degree of reflectivity of the façade, would mitigate this relationship to a degree, as demonstrated in the submitted visualisations. Officers are

satisfied that the building cannot meet the requirements of the College and in particular the specialised fully accessible bedroom accommodation within this constrained site in any other way. It is therefore considered that this harm would be less than substantial. Historic England also considers that the proposal would have a level of harm to the Bursary Buildings but in their opinion it would be a very low level of harm. They do not consider there would be harm to the setting of the Holywell Music Rooms.

- 9.19. The NPPF is clear that any less than substantial harm to a heritage asset or its setting should be avoided unless there is a public benefit to outweigh that harm. Wadham College prides itself on celebrating academic excellence, diversity and independence within a progressive and liberal community. Wadham is building on this tradition through its Access to Excellence programme, which seeks to engage talented students regardless of their backgrounds. The Access Centre will provide outreach facilities designed to raise aspirations and encourage more applications from state schools. The building has been specifically designed to accommodate students with a range of diverse needs and includes fully accessible student bedrooms to ensure anyone, regardless of circumstance, can live in College. It is considered that the Access to Excellence is a public benefit.
- 9.20. Officers consider that the less-than-substantial harm has largely been adequately mitigated by the high quality design response, which has been refined through the pre-application advice and design review process, and subject to conditions, will result in an architecturally distinctive and high quality addition to the campus. It is also considered that the low level of less than substantial harm is outweighed in this case.
- 9.21. Officers have noted representations regarding the visibility of the proposed building from outside the College within the public realm. The existing roof of the Goddard building is only just visible behind the bursary buildings and beside the Holywell Music Room when viewed from Holywell Street, and only during winter months due to the trees in front. The base of the Goddard Building and Bursary Quad is also visible through the upper half of the access gates to No.35 Holywell Street. The existing building is also visible to an extent within elevated public views, identifiable because of its green roof, in particular St Mary's tower and the Sheldonian. There are no other views to the site from outside the College. It is considered that, due to the height, massing and proposed use of materials, the development would not cause harm to views, the settings of surrounding heritage assets within those views, or the character and appearance of the conservation area. However, the PV's that would be visible above the parapet are considered an unfortunate visual addition that would detract from the character and appearance of the roofscape when seen from various viewpoints including the Sheldonian and St Mary's Tower. However the impact on these views would not be harmful given the limited degree of visibility, distance, variety of existing roofscapes and existing taller building elements that punctuate and would restrict the view of the new building within those views.
- 9.22. Great weight and importance has been given to the desirability of preserving or enhancing the character and appearance of the conservation area, and the settings of the surrounding listed buildings and registered park and garden as

designated heritage assets. It is considered that the less than substantial harm that would be caused by the proposed development has been adequately mitigated by high quality design and is outweighed by the public benefits that would result, namely the need for more adequate and fit for purpose accommodation, including 20 accessible bedrooms, to enable the college to realise their Access for Excellence programme. Subject to conditions, the proposal is considered to comply with sections 16(2), 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, paragraphs 132 and 134 of the NPPF, policies CP1, CP8, HE3, HE7 and HE8 of the Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy.

iii. Trees and Landscaping:

- 9.23. The trees within the site are protected by virtue of location within the Central Area Conservation Area. The OLP requires that as far as possible existing trees and other landscape features are successfully retained within new development and that new trees and new soft landscaping including tree planting is included whenever it is appropriate. Policy NE16 of the OLP seeks to ensure that development will not destroy protected trees if it will have a significant adverse effect upon public amenity. Any protected tree that is destroyed must be replaced by a tree, or trees, suitable for the location. Policy NE15 seeks to ensure that development will not destroy hedgerows and other valuable features where this would again have a significant adverse impact upon public amenity or ecological interest.
- 9.24. The Back Quad contains a large and mature Tree of Heaven and a Gutta Percha adjacent to the Goddard Building, which itself is covered in climbing plants and surrounded by mature herbaceous boarder planting. Within the Back Quad adjacent to the Bursary buildings is an old magnolia tree surrounded by hard landscaping. The JCR Quad is mainly put to grass with some limited planting.
- 9.25. A Landscape strategy has been built up for the proposal which embraces the opportunity to create a cohesive hard and soft landscape around the building that is accessible and beautiful. Proposed indicative tree planting would enhance the College's legacy of rare and diverse tree specimens, for example a Gutta Percha and Tree of Heaven. Officers agree with the overall strategy proposed and conditions can suitably secure the further details of the landscape planting.
- 9.26. The proposals also require the removal of the Gutta Percha tree and the magnolia, from the Back Quad. Both are relatively small trees that are only visible in permissive views from within the quad. While the Gutta Percha is an uncommon species and this adds to its interest and value, there is another specimen of the same species which is growing within the Fellow's Garden at Wadham. It is considered therefore that the removal of these trees will not have a significant detrimental effect on public amenity in the area.
- 9.27. Retained trees must be adequately protected during the demolition and construction phases of development; the application includes detailed Tree Protection Plans and an Arboricultural Method Statement which are appropriate to ensure trees are adequately protected and these should be strictly

implemented. New constructed elements would encroach within the Root Protection Areas of the retained Tree of Heaven, but detailed site investigations have been undertaken to determine the extent of any likely root damage and the application includes special measures that are intended to minimise root damage. Officers are therefore satisfied that the submitted details demonstrate that the proposals will not be significantly detrimental to the viability of this tree. An Arboricultural Clerk of Works should be appointed to oversee tree protection including construction activities within its RPA. Details of underground utility services and drainage should be required for approval to ensure that the roots of retained trees are not damaged. These could be suitably secured by condition.

9.28. It is considered that the proposal accords with NE15 and NE16 of the OLP.

iv. Transport

Transport Sustainability

9.29. The site lies within the City Centre which has excellent public transport links into and out of the City and is therefore in a sustainable location. The HA has commented that the development would not alter the current situation on site with regards to student numbers and would not result in additional car parking and therefore a Travel Plan Statement is not required. However, a Student Travel Pack should be conditioned to encourage sustainable modes of transport.

9.30. It is considered that in this sustainable location within the City Centre and within an existing College Campus that the proposal would accord with TR1 and TR2 of the OLP and HP16 of the SHP, subject to conditions ensuring that students are not permitted to bring cars to Oxford.

Cycle Parking

9.31. The existing cycle parking within the existing basement is to be reused and re-designed as part of this proposal. The HA has noted that the existing total number of cycle parking spaces would be maintained and therefore there would be no loss in the number of cycle parking spaces. No increase in the number of students or staff is proposed and therefore additional cycle parking would not be required. Approximately 130 cycle parking spaces in the form of vertical bike storage and some will be Sheffield bike stands would be accommodated and an additional 21 folding bike lockers provided. The HA suggests a condition requiring details of the cycle parking. Officer concurs with the comments of the HA and it is considered that the proposal accords with HP15 of the SHP subject to condition.

Waste Management and Servicing Arrangements

9.32. Waste management and servicing of the development would be the same as it is currently done for the College and therefore the proposal accords with CS10 of the CS.

9.33. In conclusion there would be no harm in terms of transport issues and the proposal accords with CP1, TR1, TR2 of the OLP, HP15 and HP16 of SHP and CS10 of the CS.

v. Energy Efficiency

- 9.34. An Energy Efficiency Statement has been submitted to show whether 20% on site renewables can be achieved in accordance with Policies HP11 of the SHP and Core strategy CS11. In this case the existing building is served by an existing district heating system using natural gas boilers. These boilers are located in the basement of the proposed building and serve the entire college. The proposed development would connect into this existing heating system, which has sufficient capacity to provide for the heating needs of both proposed buildings. The development has prioritised retaining the basement and existing energy centre. As noted in the energy statement, this approach saves approximately 30% of the total building carbon emission over 30 years. To further reduce the impact of the proposed building the design has allowed for as much renewables as possible on the roof, which is the only space available. This includes photovoltaics and solar thermal panels for the generation of hot water in conjunction with the existing heating systems in place. Passive measures such as maximising the use of natural ventilation to reduce energy use and the use of active daylight control are also employed.
- 9.35. The report demonstrates that the building would not achieve the target of 20% reduction in carbon emissions but that there are factors in the form of embodied carbon saving from re-use of the existing basement; the passive and other measures going beyond Building Regulations to reduce energy demand; use of available roof area for solar energy systems; and connection to an existing heating network that mitigate this. It is considered therefore due to these mitigating factors and the high quality architectural design of the proposal within a constrained site, that on balance that an exception could be made in this case, in general accordance with Policies HP11 of the SHP and CS9 of the CS. Implementation could be secured by condition.

vi. Flood risk:

- 9.36. A Drainage report was submitted that states that with the implementation of high performing, low flow fixtures and sanitary ware coupled with existing surface water strategy to retain all surface water on, replacing any rainfall to the water table through local soak away infiltration pits, the building achieves an overall reduction in site discharge volume when compared to the existing building condition.
- 9.37. The development is a like for like replacement of existing buildings within the College. It is proposed that the surface water drainage would connect to the existing drainage network externally along the East side of the Undergraduate Centre and the South side of the Access Centre. Further survey work would be undertaken to finalise the SUDs measures. The County as lead Flood Authority has commented that surface water would not be permitted to drain into the highway and further information on the capacity of the surface water sewer is needed.
- 9.38. It is considered that in this case given the like for like replacement and drainage

report that the proposal is unlikely to result in additional flood risk and details of a surface water drainage scheme would satisfactorily mitigate any potential harm. This could be suitably secured by condition in accordance with CS11 of the CS.

vii. Contamination:

- 9.39. The development proposals at Wadham College involve the creation of student facilities on existing University land. The proposals indicate that much of the basement area is to be retained and the overall footprint of the new buildings proposed will not be very different to that already in place. It is understood that ground investigation work for archaeological investigations did not reveal any potential contamination although this cannot be ruled out. Such student developments are considered to be sensitive uses and although the risk of any significant contamination being present on the site is low, it is the developer's responsibility to ensure that the site is suitable for the proposed use. On this basis it is considered that a Watching Brief approach should be carried out during development and imported soils for landscaping purposes must be tested to ensure they are free from contamination and suitable for use prior to importation to site. This can be secured by condition. The proposal accords with Policy CS12 of the CS subject to the required condition.

viii. Biodiversity:

- 9.40. The site is not of any significant or designated ecological value. CS12 of the CS states that there should be no net loss of sites and species of ecological value and where there is opportunity development will be expected to enhance Oxford's biodiversity. The NPPF, paras 117-118, sets out that the planning system should contribute to and enhance the natural and local environment by minimising adverse impacts on biodiversity and incorporating opportunities to enhance it.
- 9.41. A Preliminary Ecological Appraisal and Bat Report was submitted. There was no evidence of bats using the existing buildings, although the Goddard offered potential roosts or nesting birds. It concludes that the development proposal is unlikely to have any direct or indirect adverse impact on any statutory or non-statutory wildlife sites given that significant buffers of urban infrastructure exist between the college and nearby wildlife sites. Whilst there is some tree and planting removal proposed, it could be mitigated within the proposed new landscaping. The report suggests measures for biodiversity enhancement such as bird and bat boxes and biodiverse planting. These enhancement measures could be secured by condition and on this basis the proposal accords with CS12 of the CS and the NPPF.

ix. Air Quality

- 9.42. The site lies within Oxford's Air Quality Management Area. (AQMA). The NPPF, para 124, states that planning decisions should ensure that any new development in Air Quality Management Areas is consistent with the local air quality action plan. Policy CP23 of the Oxford Local Plan states planning

permission will not be granted for development which would have a net adverse impact upon the air quality in the Air Quality Management Area, or in other areas where air quality objectives are unlikely to be met.

- 9.43. The proposal does not include any car parking or alterations to existing traffic to the College site as a whole and therefore there would be no net increase in traffic or car parking as a result that could potentially result in increased air pollution. The proposal replaces an existing building and facilities within the college environs and therefore it would not introduce new or additional people in to this environment that would be exposed to existing sources of air pollutants. It is proposed to connect into the College's existing heating system and therefore it would not introduce new sources of air pollution. In relation to biodiversity, see para.10.10 above, the proposal would be unlikely to adversely affect biodiversity as a result. There may be a potential impact during construction phase, although given the size of the project this is unlikely to be significant. It is considered that an assessment that demonstrates the potential impact of the proposal to on air quality within the AQAMA during construction and any mitigation measures necessary could be secured by condition. On this basis it is considered that the proposal would accord with CP23 of the OLP and the NPPF.

x. **Archaeology:**

- 9.44. This application is of interest because of the potential for medieval and post-medieval remains, including those relating to the medieval Austin Friary that occupied this site between the 13th and 16th century. The 2017 field evaluation encountered a single inhumation which adds to previous observations suggesting the extensive nature of the likely friary burial ground or grounds within the former

precinct now occupied by Wadham College. Medieval pits dating to the 12th-13th

century, perhaps related to gravel extraction, were recorded but it was not possible to establish if these related to activity pre-dating of contemporary with

the friary. There was some evidence for post-dissolution landscaping which may

have been contemporary with the demolition of the Friary buildings and the laying

out of tenements fronting onto Holywell Street in the early-mid 17th century.

Evidence for large cut features to the rear of these properties was also revealed

along with some evidence for a later phase of landscaping in the 18th-19th century.

9.45. In this case, bearing in mind the results of the archaeological desk based assessment and field evaluation I would request that, in line with the advice in the National Planning Policy Framework, any consent granted for this application should be subject to groundworks methodology condition and an archaeological written scheme of investigation condition.

10. CONCLUSION

10.1. The development is acceptable in principle and would be of high quality architectural design that takes reference from the surrounding College buildings in an innovative and contemporary way. It is considered that the less than substantial harm to the setting of heritage assets that would be caused by the proposed development has been adequately mitigated by high quality design and is outweighed by the public benefits that would result. The proposal would preserve and positively enhance the character and appearance of the Conservation Area. There would be no harm to public amenity from proposed tree removals and landscaping proposals would positively enhance and mitigate the setting of the new building and heritage assets. There would be no adverse environmental impacts.

10.2. It is therefore recommended that the Committee resolve to grant planning permission for the development proposed subject to conditions.

11. CONDITIONS

1. The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

2. The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

3. Samples of the exterior materials to be used shall be submitted to, and approved in writing by the Local Planning Authority before the start of work on the site and only the approved materials shall be used.

Reason: In the interests of the visual appearance of the Headington Conservation Area in which it stands in accordance with policies CP1, CP8 and HE7 of the Adopted Oxford Local Plan 2001-2016.

4. Notwithstanding the submitted Construction Traffic Management Plan, prior to the commencement of development including demolition and enabling works a revised Construction Traffic Management Plan shall be submitted to and approved in writing by the local planning authority. The construction of the development shall be carried out in strict accordance with the approved plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of local amenity and the free flow of traffic on the public highway in accordance with policies CP1, CP19, CP21 and TR2 of the Adopted Oxford Local Plan 2001-2016.

5. Notwithstanding the submitted landscape strategy and landscape plans, further detailed plan(s) shall be submitted to and approved in writing by the Local Planning Authority prior to substantial completion of the development as a whole or relevant phase or phases of the development as may be agreed. The plans shall show in detail all proposed tree and shrub planting including tree pits, treatment of paved areas, and areas to be grassed or finished in a similar manner.

Reason: In the interests of visual amenity in accordance with policies CP1, CP11 and NE15 of the Adopted Local Plan 2001-2016.

6. The landscaping proposals as approved by the Local Planning Authority shall be carried out in the first planting season following substantial completion of the development as a whole or each phase of development if this is after 1st April. Otherwise the planting shall be completed by the 1st April of the year in which building development is substantially completed. All planting which fails to be established within three years shall be replaced.

Reason: In the interests of visual amenity in accordance with policies CP1 and CP11 of the Oxford Local Plan 2001-2016.

7. Prior to the commencement of development excluding enabling works and demolition, details of the design of all new hard surfaces and a method statement for their construction shall be submitted to and approved in writing by the Local Planning Authority. Details shall take into account the need to avoid any excavation within the rooting area of any retained tree and where appropriate the Local Planning Authority will expect "no-dig" techniques to be used, which might require hard surfaces to be constructed on top of existing soil levels using treated timber edging and pegs to retain the built up material. The development shall be constructed in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid damage to the roots of retained trees. In accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

8. Prior to the commencement of the development excluding demolition and enabling works, details of the location of all underground services and soakaways shall be submitted to and approved in writing by the Local Planning Authority (LPA). The

location of underground services and soakaways shall take account of the need to avoid excavation within the Root Protection Areas (RPA) of retained trees as defined in the British Standard 5837:2012- 'Trees in relation to design, demolition and construction-Recommendations. Works shall only be carried in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid damage to the roots of retained trees; in support of Adopted Local Plan Policies CP1, CP11 and NE15.

9. The development shall be carried out in complete accordance with the methods of working contained within the approved Arboricultural Method Statement unless otherwise agreed in writing by the Local Planning Authority prior to commencement of development.

Reason: To protect retained trees during construction. In accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

10. The development shall be carried out in strict accordance with the approved tree protection measures contained within the approved Tree Survey and Arboricultural Method Statement dated November 2017 or as amended unless otherwise agreed in writing by the Local Planning Authority.

Reason: To protect retained trees during construction in accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

11. Development shall not begin until details of a Tree Protection Monitoring Plan (TPMP) have been submitted to and approved in writing by the LPA. The TPMP shall include details of a monitoring programme for compliance with the approved Tree Protection Plan and Arboricultural Method Statement. An Arboricultural Clerk of Works (ACoW) appointed by the applicant shall oversee implementation of the approved TPMP. The TPMP shall include the following details:

- The role and responsibilities on site of the ACoW or similarly competent person;
- Responsible persons and lines of communication and reporting including with the LPA Tree Officer;
- The times during construction when ACoW will be present on site to oversee works.

Reason: To demonstrate compliance with tree protection conditions and to ensure that trees are protected from injury or damage during development. To ensure a high quality landscape appearance in the interests of public visual amenity in accordance with policies CP1, CP11 and NE15 of the Adopted Local Plan 2001-2016.

12. The cycle parking hereby approved shall be implemented prior to occupation in accordance with the approved basement plans and there after retained at all times thereafter.

Reason: To ensure adequate cycle parking provision in accordance with HP15 of the Sites and Housing Plan 2013.

13. The student study bedrooms comprised in the development shall not be occupied until the wording of a clause in the tenancy agreement under which the study bedrooms are to be occupied restricting students resident at the premises (other than those registered disabled) from bringing or keeping a motor vehicle in the city has been submitted to and approved by the local planning authority; and the study bedrooms shall only be let on tenancies which include that clause or any alternative approved by the local planning authority.

Reason: To ensure that the development does not generate a level of vehicular parking which would be prejudicial to highway safety, or cause parking stress in the immediate locality, in accordance with policies CP1, TR12, ED6 and ED8 of the Adopted Oxford Local Plan 2001-2016.

14. Prior to occupation of the development involving residential accommodation details of a Student Travel Information Pack shall be submitted to and approved in writing by the local planning authority in consultation with the local highway authority. The approved Student Travel Information Pack Travel information pack shall be provided to every resident on their first occupation.

Reason: In the interests of sustainability and to ensure a satisfactory form of development, in accordance with Policy CS25 of the Core Strategy and the National Planning Policy Framework.

15. Prior to the commencement of the development excluding demolition, details of biodiversity enhancement measures including at least 6 x bat roosting devices ('woodcrete' type) shall be submitted to and approved in writing by the local planning authority. The approved measures shall be incorporated into the scheme and be fully constructed prior to occupation and retained as such thereafter.

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026.

16. Prior to the occupation of the development, a revised landscaping plan detailing species to be planted as recommended by Section 4 of the Preliminary Ecological Appraisal and Bat Report (Applied Ecology, July 2017), shall be submitted to and approved in writing by the local planning authority. The approved measures shall be incorporated into the scheme and be fully constructed prior to occupation of the approved building and retained as such.

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026.

17. If the development hereby approved does not commence (or, having commenced, is suspended for more than 12 months) within 1 years from July 2017, a further bat survey of the buildings to be undertaken. Where the survey results indicate that changes have occurred that will result in ecological impacts not previously addressed in the approved scheme, new mitigation measures, and a timetable for their implementation, will be submitted to and approved in writing by the local planning authority prior to the commencement of development. Works will then be carried out in accordance with the proposed new approved ecological measures and timetable.

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy CS12 of the Oxford Core Strategy 2026.

18. A watching brief should be undertaken throughout the course of the development to identify any unexpected contamination. Any unexpected contamination that is found during the course of construction of the approved development shall be reported immediately to the local planning authority. Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to and approved in writing by the local planning authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to and approved in writing by the local planning authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued. All soil materials imported to the site for landscaping purposes should be tested for suitability prior to importation to site. The developer should obtain certification from the topsoil provider to ensure that the material is appropriate for the proposed end use and evidence of this must be submitted to this authority for approval.

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001- 2016.

19. Prior to the commencement of development including demolition, an assessment of potential impacts of the development on air quality during the construction phases within the Air Quality Management Area has been submitted to and approved in writing by the Local Planning Authority. The assessment should demonstrate no net adverse impact on the local air quality and in particular during construction phase, and identify scheme of mitigate measures if necessary. The development shall be constructed in accordance with the approved AQA and mitigation measures.

Reason: To ensure that the development will not have a net adverse impact on the local air quality, in accordance with Policy CP23 of the Oxford Local Plan 2001- 2016 and the NPPF.

20. No demolition works shall take place until an appropriate programme of architectural recording of the buildings to be demolished by measurement, drawing and photography to Historic England Level 2 Historic Building Survey has been secured and implemented in accordance with a Written Scheme of Investigation, which has been submitted to and approved in writing by the Local Planning Authority. One copy of the final report shall be deposited in the College's archives and one copy shall be deposited in the County Records Office.

Reason: To preserve by record the heritage assets that would be affected by the works hereby granted consent/permission in accordance with policies HE2 and HE4 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

21. Prior to the commencement of development excluding demolition, details of the new work (new steps and wall alterations) abutting the southern elevation of the Old Library, to include a schedule of work / details of workmanship and method statement shall be submitted to and approved in writing by the local

planning authority. The development shall be fully constructed in accordance with the approved details.

Reason: To preserve by record the heritage assets that would be affected by the works hereby granted consent/permission in accordance with policies HE2 and HE4 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026

22. Prior to the commencement of development excluding demolition large scale drawn design details, i.e. sections and junctions through elevations, including windows, doors, roof junctions shall be submitted to and approved in writing by the local planning authority. The development shall be fully constructed in accordance with the approved details.

Reason: To preserve by record the heritage assets that would be affected by the works hereby granted consent/permission in accordance with policies HE2 and HE4 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026

23. Prior to the occupation of development external lighting strategy shall be submitted to and approved in writing by the local planning authority. The development shall be fully constructed in accordance with the approved details.

Reason: To preserve by record the heritage assets that would be affected by the works hereby granted consent/permission in accordance with policies HE2 and HE4 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026

24. Prior to the commencement of the development excluding demolition and enabling works, a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:

- Discharge Rates
- Discharge Volumes
- Maintenance and management of SUDS features
- Sizing of features – attenuation volume
- Infiltration in accordance with BRE365
- Detailed drainage layout with pipe numbers
- SUDS (list the suds features mentioned within the FRA to ensure they are carried forward into the detailed drainage strategy)
- Network drainage calculations

- Details and soakage test results are to be provided.

Reason: To prevent flood risk in accordance with Policy CS11 of the Oxford Core Strategy 2011-2026.

25. The development shall be implemented in strict accordance with the approved Energy Statement. Prior to the full occupation of the whole development evidence shall be submitted to the Local Planning Authority to confirm that the energy systems have been implemented according to details laid out in the approved Energy Statement to achieve the target performance. The development should be maintained to continue to achieve or improve on this performance target over its lifetime.

Reason: To ensure compliance with Policies CS9 of the Core Strategy and HP11 of the Sites and Housing Plan.

12. APPENDICES

Appendix 1 – Site Location Plan

Appendix 2 - Block Plan

13. HUMAN RIGHTS ACT 1998

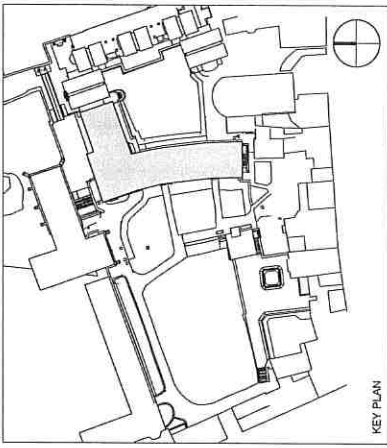
13.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection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

14. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

14.1. 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.

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SITE LOCATION PLAN



KEY PLAN

GENERAL NOTES:

- ALL DRAWINGS TO BE READ IN CONJUNCTION WITH THE COORDINATED DESIGN & ACCESS STATEMENT.
- ALTA TAKES NO RESPONSIBILITY FOR ANY INACCURACIES FOUND IN EXISTING DRAWINGS & SURVEY INFORMATION. THE EXISTING INFORMATION CONTAINED ON THESE DRAWINGS IS BASED ON EXISTING SITE INFORMATION PROVIDED BY BOWWELL ON BEHALF OF WADHAM COLLEGE, OXFORD.
- THE SUPPLIED SURVEY REFERENCES INCLUDE:
 - WADHAM COLLEGE, OXFORD, TOPOGRAPHICAL AND UTILITY SURVEY DOCUMENTATION PRODUCED BY AKS/JAV/YS, DATED FEBRUARY 2016
 - WADHAM COLLEGE, OXFORD, FLOOR PLANS SURVEY DOCUMENTATION OF THE EXISTING GODDARD BUILDING PRODUCED BY AKS/JAV/YS, DATED FEBRUARY 2016
 - WADHAM COLLEGE, SITE TOPOGRAPHIC SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02.06.2017
 - WADHAM COLLEGE, SITE ELEVATIONS SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02.06.2017
 - WADHAM COLLEGE, BOVIRA BUILDING SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02.06.2017
 - WADHAM COLLEGE, LIBRARY TERRACE SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02.06.2017

LEGEND:

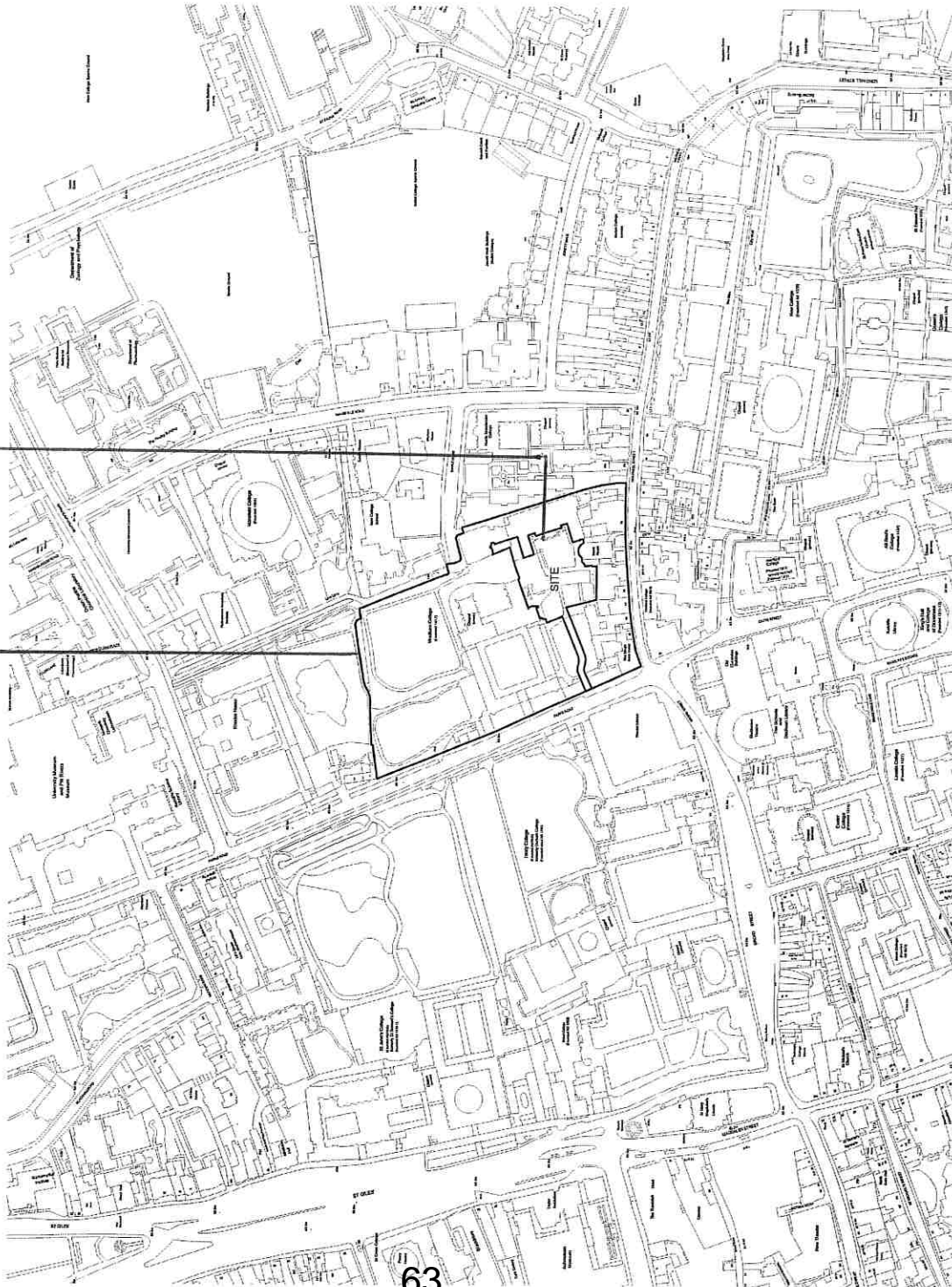
- LAND IN THE OWNERSHIP OF THE APPLICANT
- APPLICATION BOUNDARY LINE

Revision number	Revision description	Revision date
A	Planning	08.11.2017

Revision Schedule	
Project John Wilkins	drawing P JW-AL_A-XX-DR-A-10/revision A
SITE LOCATION PLAN	issue date 08.11.2017 scale @ A1:1:1250
Planning	drawn MRA checked EOD

AL_A

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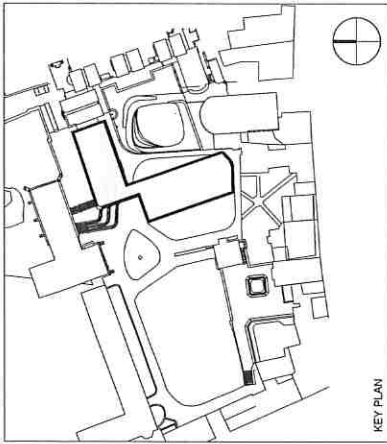


SITE

WADHAM COLLEGE

17/02929/PUL

APPENDIX 2 - BLOCK PLAN



KEY PLAN

GENERAL NOTES:

- ALL DRAWINGS TO BE READ IN CONJUNCTION WITH THE COORDINATED DESIGN & ACCESS STATEMENT.
- ALTA TAKES NO RESPONSIBILITY FOR ANY INACCURACIES FOUND IN EXISTING DRAWINGS & SURVEY INFORMATION. THE EXISTING INFORMATION CONTAINED ON THESE DRAWINGS IS BASED ON EXISTING SITE INFORMATION PROVIDED BY BIDWELL ON BEHALF OF WADHAM COLLEGE, OXFORD.
- THE SUPPLIED SURVEY REFERENCES INCLUDE:
 - WADHAM COLLEGE, OXFORD, TOPOGRAPHICAL AND UTILITY SURVEY DOCUMENTATION PRODUCED BY WISDAVEY'S, DATED FEBRUARY 2016
 - WADHAM COLLEGE, OXFORD, FLOOR PLANS SURVEY DOCUMENTATION OF THE EXISTING GODDARD BUILDING PRODUCED BY WISDAVEY'S, DATED FEBRUARY 2016
 - WADHAM COLLEGE, SITE TOPOGRAPHIC SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02/05/2017.
 - WADHAM COLLEGE, SITE ELEVATIONS SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02/05/2017.
 - WADHAM COLLEGE, BOWRA BUILDING SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02/05/2017.
 - WADHAM COLLEGE, LIBRARY TERRACE SURVEY DRAWINGS PRODUCED BY GLANVILLE, ISSUE DATE 02/05/2017.

LEGEND:

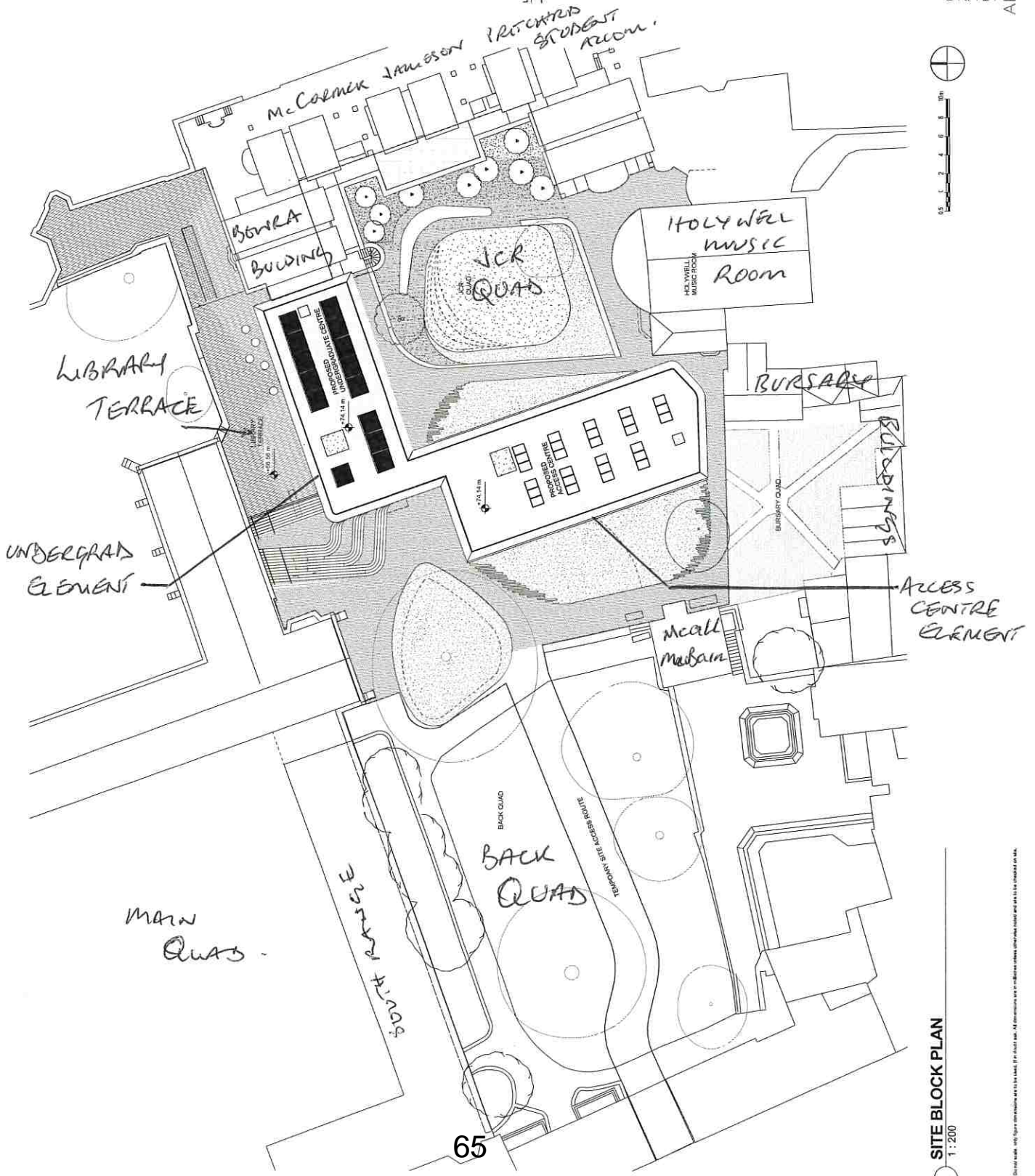
APPLICATION BOUNDARY LINE

Revision number	revision description	revision date
A	Planning	08.11.2017

Project John Wilkins
 drawing PJW-AL_A-XX-OR-A-111 revision A
 SITE BLOCK PLAN
 issue date 08.11.2017
 scale @ A1: 1:200
 Planning drawn MRA checked EOD

AL - A

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1 SITE BLOCK PLAN
1:200

WEST AREA PLANNING COMMITTEE

Application Number: 17/03400/FUL

Decision Due by: 15th February 2018

Extension of Time: To be arranged

Proposal: Erection of 2 x 4-bed dwellinghouse (Use Class C3).
Provision of car parking, bin and bike storage.

Site Address: Land At The Rear Of 478 And 480 Banbury Road, Oxford,
Oxfordshire

Ward: Wolvercote Ward

Case Officer Tobias Fett

Agent: Mrs Sarah Man **Applicant:** C Bright

Reason at Committee: Called in by Cllrs Goddard, Wilkinson, Goff and Fooks on behalf of concerned residents on the grounds of potential overdevelopment, overlooking, adverse effect on neighbouring properties, and parking concerns.

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary;

2. EXECUTIVE SUMMARY

2.1. This report considers the erection of two four bed semi-detached houses on former garden land with two car parking spaces each, generous rear gardens and provision for cycle and waste storage. The proposal is considered acceptable on balance and meets requirements of local and national planning policies.

2.2. The key matters for assessment set out in this report include the following:

- i. Principle of development;
- ii. Design;
- iii. Living Conditions
- iv. Transport
- v. Land Quality
- vi. Drainage
- vii. Trees

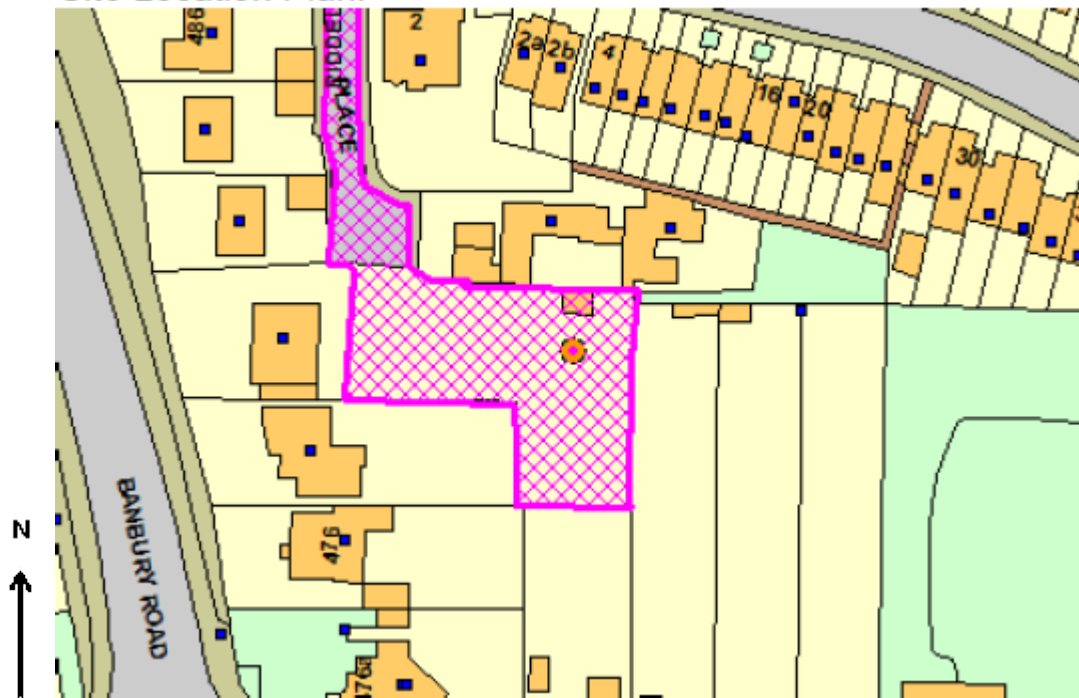
3. COMMUNITY INFRASTRUCTURE LEVY (CIL)

3.1. The proposal is liable for CIL at an amount of £37,984.58.

4. SITE AND SURROUNDINGS

- 4.1. The application site is located within a wider residential area of Cutteslowe, to the rear of Banbury Road and north of the ring road. The application site is accessed from Riddell Place, off of Harefields.
- 4.2. Riddell Place is a cul-de-sac, containing two bungalows and providing access to the rear of three dwellings that front Banbury Road.
- 4.3. The wider area displays a diverse mix of housing types, architectural styles, plot sizes and shapes. The larger homes on the Banbury Road frontage have a suburban character and are sited within generous plots and large gardens. The narrower town houses in Harefields have smaller gardens and a greater uniformity of materials. Riddell Place itself has two bungalows sited in smaller plots and the building materials are red brick and plain tiles as is very common in the area.
- 4.4. The most prominent feature of Riddell Place is the timber fencing used as the boundary treatment of the Banbury Road houses, including the exposed boundary fence of the application site across the complete southern end of the close and 2 Harefields. On first entering Riddell place no dwellings are visible, and only once past 2 Harefields do the two small bungalows become visible by a small paved entrance area and two small garages.
- 4.5. The application site is a large area of garden land, without any noticeable level changes. There is some mature tree and shrub planting to the rear of the site near its border with 476 Banbury Road and towards 1 and 2 Riddell Place. There is currently a small brick outbuilding at the boundary with 1 Riddell Place.

4.6. Site Location Plan:



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Ordnance Survey 100019348

5. PROPOSAL

- 5.1. The application proposes the erection of two four-bedroom semi-detached dwellings, including provision for bin and cycle storage as well as car parking and amenity space. The dwellings would be slightly angled and sited to the front of the application site adjacent the existing garages of 1 & 2 Riddell Place. The proposed dwellings would not line up with any other properties in Riddell Place as there are only two existing bungalows very well set back from the road.
- 5.2. The proposal includes two car parking spaces for each new dwelling, that would be forward of the proposed dwellings with access to Riddell Place; there would be some front garden space for potential landscaping. The front elevation would also allow for two side entrances to the rear gardens, with some space for covered cycle storage and dedicated waste and recycling storage to the side. The proposed new dwellings would benefit from generous private rear gardens.

6. RELEVANT PLANNING HISTORY

- 6.1. The table below sets out the relevant planning history for the application site:

94/00861/NO - Outline application (seeking approval for siting, design and means of access) for the erection of single storey dwelling with rooms in roof space (amended plans). ALW 4th November 1996.

14/00429/FUL - Demolition of existing houses at 3 to 9 Elsfeld Way. Erection of 4 x 1-bed and 18 x 2-bed flats to frontage with 6 x 4-bed houses to rear.

Provision of 40 car parking spaces, amenity space together with bin and cycle stores. New vehicular access and slip roads from Elsfield Way (A40). (Amended plans) (Amended description). REF 1st July 2014.

17/02444/FUL - Erection of 2 x 5-bed dwellinghouse (Use Class C3). Provision of bin storage.. WDN 2nd November 2017.

17/03400/FUL - Erection of 2 x 4-bed dwellinghouse (Use Class C3). Provision of car parking, bin and bike storage.. PDE .

7. RELEVANT PLANNING POLICY

7.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework (NPPF)	Local Plan	Core Strategy	Sites and Housing Plan	Other Planning Documents
Design	7	CP8,	CS18_	HP9_	
Conservation/ Heritage	12				
Housing	6	CP1, CP6,		HP12_ , HP13_	
Commercial	1, 2				
Natural Environment	9, 11, 13	CP11, NE15, NE16	CS11_		
Social and community	8			HP10_ , HP14_	
Transport	4		CS13	HP15_ , HP16_	Parking Standards SPD
Environmental	10			HP11_	Energy Statement TAN
Misc	5	CP.13, CP.24,		MP1	Telecommunications SPD,

		CP.25			External Wall Insulation TAN,
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8. CONSULTATION RESPONSES

- 8.1. Site notices were displayed around the application site on 4th January 2018 in Riddell Place, on Harefields at the entrance to Riddell Place, and to the front of 478/480 Banbury Road.

Statutory and Non-Statutory Consultees

Oxfordshire County Council (Highways)

- 8.2. The county council has no objection, but requests two conditions ensuring appropriate drainage and details for cycle storage.

Public representations

- 8.3. 6 local people commented on this application from addresses in Riddell Place, Banbury Road and Portland Road.

The Oxford Civic Society also commented.

In summary, the main points of objection (6 residents and the Civic Society) were:

- Cramped overdevelopment
- Size, height and scale
- Overbearing and privacy to adjoining properties
- Noise increase
- Traffic and parking
- Ownership and maintenance issues for Riddell Place

Officer Response

Noise increase

- 8.4. The traffic activity for the two additional dwellings is considered acceptable for this existing cul-de-sac and has been considered by the County Council who have not raised concerns about the highway safety impact of the development.

Ownership and maintenance issues for Riddell Place

- 8.5. This is not a material planning consideration, and any clarifications should be sought through civil or legal advice.

9. PLANNING MATERIAL CONSIDERATIONS

- 9.1. Officers consider the determining issues to be:

- i. Principle of development;
- ii. Design;
- iii. Living Conditions;
- iv. Transport;
- v. Land Quality;
- vi. Drainage;
- vii. Trees.

i. Principle of Development

- 9.2. The application site has been previously used as part of residential gardens to the back of 478 and 480 Banbury Road. As the application site is former garden land it is not considered to be previously developed land for the purposes of the National Planning Policy Framework (NPPF). Policy CS2 of the Core Strategy and Paragraph 17 of the NPPF require that the majority of new development should be located on previously developed land. However, there is scope within local policy to allow for some appropriate development on residential garden land where it meets criteria relating to design, context and impact on amenity as set out in Policy HP10 of the Sites and Housing Plan (2013). A further assessment of the proposals in relation to this policy is set out in more detail below.
- 9.3. Policy HP10 requires that residential garden land sites are only acceptable where the proposals respond to the character and appearance of the area. As already set out above, the application site is in area with a predominantly suburban character and a mix of architectural styles, property types and sizes. The proposals would form a backland addition to the rear of Banbury Road but there is already some backland development present (the bungalows in Riddell Place). On this basis the context of the site means that the proposed development would, principle, have an acceptable impact on the character and appearance of the area.
- 9.4. It is also a requirement of Policy HP10 that the size of the plot to be developed is of an appropriate size and shape to accommodate the proposal having had regard to the scale, layout and spacing of the surrounding properties. In a similar regard to the points raised above there is no overriding plot size or shape which are characteristic of the immediate context of the site. However, the application site is 880 sqm and therefore represents a fairly large expanse of area and the residual garden land that would remain for existing properties (as well as the gardens to serve the new dwellings) would not represent a cramped or unacceptably constrained form of development.
- 9.5. Further to the above it is considered that having had regard to the amount of garden land and its accessibility and use by the existing property at 480 Banbury Road it could be argued that there is surplus garden land that means there is scope for additional development in this location. This approach is supported in principle by Policy CP6 of the Oxford Local Plan 2001-2016 that seeks to ensure that there is more efficient use of land subject to design and site specific constraints. The context of the site in terms of its characteristics and that of surrounding properties means that the development would also be considered

acceptable in terms of Policy HP9 of the Sites and Housing Plan (2013) and Policy CP8 of the Oxford Local Plan 2001-2016.

- 9.6. Finally in relation to Policy HP10 there is a requirement relating to the biodiversity impact of the proposals. Whilst there is no ecology survey submitted with the application it is not considered that the application site would likely be a habitat for protected species and there would be residual garden land that would form an acceptable area of land for wildlife.
- 9.7. The application site is in a sustainable location being located in close walking distance to bus stops on Banbury Road where there are frequent services to Summertown, the City Centre and Kidlington. The application site is also just over one mile from Oxford Parkway Railway Station. It is considered that the site therefore represents an opportunity to provide additional housing in a site that benefits from good public transport connections and is supported in principle by the requirements of Paragraph 17 of the NPPF, Policy CS13 of the Core Strategy (2011) and Policy CP1 of the Oxford Local Plan 2001-2016.
- 9.8. On the basis of the above, officers recommend that the development would be acceptable in terms of the principle of development.

ii. Design and Impact on Character of Surrounding Area

- 9.9. The application site is surrounded by a mix of dwelling types, architectural styles and plot sizes from different time periods. The proposed new dwellings fit in with this mix of styles and types.
- 9.10. The shape of the large plot is somewhat awkward which results in a less than ideal opportunity to orientate the development in line with other surrounding properties. However, the proposals have been carefully considered in terms of maximising the opportunity to provide car parking at the front, reasonable garden lengths at the rear and to minimise impact on neighbours by facing side elevations towards the nearest residential gardens.
- 9.11. The awkward relationship of this plot means that any additional extensions to the houses, roofs of the houses or porches should be the subject of new applications and therefore some permitted development rights for the dwellings are recommended to be removed on that basis.
- 9.12. The buildings would read as two storeys with a pitched roof and a dormer window to house a master bed room in the roof, each as well as a single storey flat green roofed element to minimise the scale and massing.
- 9.13. To the front the main feature would be a protruding two storey bay element with a small gable roof, and a small roof porch over the entrance.
- 9.14. The rear elevations main features would be the small dormer windows (1.5m x2.5M) which is set back 1m from the eaves and set down 0.7m from the ridge and a roof light and the single storey elements, which would have some French door glazing.

- 9.15. The side elevations would show discreet small bathroom windows, which would be required to be obscure glazed by condition.
- 9.16. The overall design of the appearance borrows from traditional building types found within the area. The proposed main materials are red facing bricks, with some elements rendered massing with plain tiles for the roof, matching with surrounding properties. Windows will be double glazed powder coated aluminium.
- 9.17. The proposed dwellings would be sited toward the front of their respected plots, with off-street parking and very generous rear gardens of more than 170 sqm and 240 sqm respectively, which fits in with the surrounding dwellings.
- 9.18. The proposal would provide a more attractive active frontage that can be seen from Riddell Place entrance and thus would transform the area into a visibly residentially inhabited small close as opposed to mainly fencing and access.
- 9.19. The proposed design meets requirements of local and national planning policies and is therefore acceptable.

iii. Living Conditions

Internal Spaces

- 9.20. Policy HP12 of the Sites and Housing Plan requires the provision of good quality internal accommodation. The proposed accommodation would be generous and meet national space standards, with the exception of the small rear facing bedrooms, which are just 0.5 sqm below standards at 7sqm. The quantity of the overall accommodation provision exceeds the national space standard for a four bed – seven person, three storey dwelling of 121 sqm by over 30 sqm and therefore on balance the proposal is acceptable.
- 9.21. The quality of internal space provided is of a rational size and practical layout, with access to light and privacy to allow the reasonable enjoyment of the proposed dwellings
- 9.22. On the basis of the above, officers recommend that the development would provide an acceptable amount and quality of internal space to meet the requirements of Policy HP12 of the Sites and Housing Plan (2013).

Accessibility

- 9.23. Both proposed dwellings would have level access and single level living potential, with ground floor kitchen and living, adaptable toilet facilities and additional room that could be adapted to a bedroom.
- 9.24. The proposal would meet the needs of users with disabilities in accordance with Policy CP13 of the adopted Oxford Local Plan and HP2 of the Sites and Housing

Plan.

External Spaces

- 9.25. The proposals include generous private garden spaces of at least 12 m x 12m at the shortest distances, with direct access. There is separate discreet bin provision proposed as well as secure and covered cycle storage space which would be ensured by condition.
- 9.26. The proposed gardens would be surrounded by 1.8 meter high timber fence, as currently in place around the whole site, which would preserve the visual status quo for all neighbouring properties.
- 9.27. The proposal meets requirements of HP13 of the Sites and Housing Plan and is therefore acceptable.

Privacy and Impact on daylight/sunlight

- 9.28. The development has been sited and oriented in a way to minimise impact on neighbours. Due to the shape and size of the plot, the dwellings have been sited towards the western end; close the rear if 480 Banbury Road and 1 Riddell Place.
- 9.29. Officers have assessed the proposals in terms of their impact on daylight for neighbouring properties. The proposed dwelling would be located approximately 3m from nearest neighbour at 1 Riddell Place; that property lies north east of the proposed dwellings. Having assessed the impact on that property and other surrounding dwellings it is considered that the proposed development would not give rise to a materially harmful impact on daylight and sunlight conditions. When carrying out this assessment, officers have applied the requirements of the 45/25 degree code set out in Policy HP14 of the Sites and Housing Plan (2013).
- 9.30. The proposed development is offset in such a way as to not directly face the rear of 480 Banbury Road. The angle would still allow for some overlooking between the front elevation of the proposed dwellings and the rear aspect of 480 Banbury Road and its rear garden. The distance of 15m for the nearest proposed dwelling is considered less than ideal, but the harm is considered acceptable due to the relatively large distance and the oblique angle between the buildings. Moreover 480 Banbury Road has a much reduced rear garden that would have potential to be slightly overlooked, but also has a large front garden and this offers some opportunities to create private outdoor space in that location to compensate for loss of privacy at the rear.
- 9.31. The proposed development has only two bathroom windows on each side elevation on the upper floors, which would be conditioned to be obscure glazed, and therefore no overlooking of 478 Banbury or 1 Riddell Place would cause unacceptable harm.
- 9.32. The rear of the proposed development would allow for a degree of overlooking to

and from 1 Riddell Place at certain angles due to the orientation of the existing and proposed properties. However there is some existing vegetation along this boundary which would protect the privacy occupiers and it is considered on balance to be acceptable in privacy terms.

- 9.33. 482 Banbury Road would be 28 metres from the top level front window of the northern of the two proposed dwellinghouses. This is sufficient distance to protect the amenity of occupiers and not lead to a harmful impact on occupiers.
- 9.34. Both 478 Banbury Road (to the South-West of the application site) and 2 Riddell Place (to the North-East of the application site) have approximately a distance of 16 metres between them and the proposed development (at the closest point) but no unacceptable overlooking is considered due to the orientation and no direct views from front or rear windows.
- 9.35. The proposal has been considered with regards to the Policy HP14 of the Sites and Housing Plan and Policy CP1 of the Oxford Local Plan 2001-2016.

Overbearing

- 9.36. The proposal would be clearly visible from all adjacent properties, however it is sited and oriented in a way to minimise the impact of its scale and massing. It is smaller in size than the nearby Harefields houses and smaller in scale than the large detached Banbury Road dwellings.
- 9.37. The biggest visual change would be for residents of 1 Riddell Place. The proposal has been oriented away from the bungalow, and the area closest to the private garden would not be impacted by the building. The existing outbuilding would be removed, and the impact in fact is lessened in that regard. There is mature planting at 1 Riddell Place that would further screen the development. Direct southern sunlight could still be enjoyed for most of the day.
- 9.38. The proposed development would not lead to a materially harmful impact in terms of an overbearing presence and meets the requirements of Policy HP14 of the Sites and Housing Plan (2013).

iv. Transport

Access

- 9.39. The application site would be accessed directly from Riddell Place which is a private road and cul-de-sac off of Harefields. The existing area in front of the application site is a larger part of Riddell Place and forms a turning area for properties that currently benefit from access into the road. The additional traffic generated from these proposals would not compromise highway safety in this location or have a detrimental impact on the infrastructure of the locality. There are no objections from the Highway Authority about the highway safety of the proposals.

Car Parking

- 9.40. The proposals include the provision of two car parking spaces for each dwelling. A pavement would border the parking area and provide pedestrian access to the front doors (forming an extension of the existing pavement in Riddell Place). The provision of two car parking spaces for each of the four bedroom dwellings would be acceptable in the context of Policy HP16 of the Sites and Housing Plan (2013). Officers have also considered the accessibility of the site by non-car modes of transport and conclude that the provision of a total of four car parking spaces in total for the site would be appropriate. The manoeuvring space that would be provided for four cars is acceptable and although it would create a fairly constrained arrangement if four vehicles were parked it would be detrimental to highway safety and would be appropriate having had regard to the low vehicle speeds. The dimension of the parking spaces would also be in line with the county council's Design Guide.
- 9.41. The Banbury Road properties have sufficient parking within their plots, accessed from Banbury Road and do not have to rely on parking availability in Riddell Place. The proposed development would not give rise to an adverse impact on parking stress in the immediate context of the site.

Cycle Parking

- 9.42. The proposed development would provide a secure bicycle store for each dwelling with a capacity that would be appropriate for the number of occupiers. These cycle stores would be located to the side of each dwelling and easily accessible via the side gates. Confirmation that each cycle parking store would be covered is recommended to be provided by condition.

Access, Car and Cycle Parking Conclusions

- 9.43. The proposed development would be acceptable in relation to its impact on access, parking and cycle parking provision. Any requirements that are not already specified within the application can be mitigated by appropriate conditions. As a result, the proposals would meet the requirements set out by Policies HP15 and HP16 of the Sites and Housing Plan, NPPF sections 4, 6 and 8 and Policy CP10 of the Oxford Local Plan 2001-2016.

v. Land Quality

- 9.44. The development involves the creation of residential dwellings. Residential dwellings are considered to be sensitive uses. The risk of any significant contamination being present on the site is low. However, it is the developer's responsibility to ensure that the site is suitable for the proposed use. This can be addressed by adding an informative note to that effect to the decisions and this is included as part of the officer recommendation.

vi. Flooding/Drainage

- 9.45. The proposal represents an increase in impermeable area of approximately

400m².

- 9.46. The proposed development is located within Flood Zone 1 according to the Environment Agency's Flood Maps. Furthermore the Environment Agency's Surface Flood Mapping does not indicate the development as being in an area subject to significant surface water flooding.
- 9.47. No details of the proposed drainage system for the dwellings have been submitted for assessment. However, it is considered that given that the site is a low flood risk that a surface water drainage scheme can be secured by condition and this is included in the officer recommendation.
- 9.48. The proposal therefore meets requirements of local and national planning policies including Policy CS11 of the Core Strategy (2011) and Paragraph 103 of the NPPF.

vii. Trees and Landscaping

- 9.49. An existing tree group at the rear (south) of the garden is shown to be retained. It is not indicated in the application but it is clear that two small trees, a cherry and a maple that stand by the site entrance would be lost to the proposed new access. However these trees are of moderate/low quality and are not prominent landscape features with significance to public amenity. The proposal would therefore be acceptable in terms of its impact on trees.

10. CONCLUSION

- 10.1. The proposed erection of a set of semi-detached four-bed dwellings on this former garden land plot is considered acceptable on balance. Some acceptable harm to neighbours has been identified, which is outweighed by the provision of two good quality new dwellings that address their surroundings adequately.
- 10.2. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to conditions set out below.

11. CONDITIONS

- 1 The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

- 2 The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

- 3 Except where indicated otherwise on the drawings hereby approved, all external works and finishes all materials shall be as stated in the application form, and there shall be no change unless otherwise agreed in writing by the Local planning Authority.

Reason: To ensure a satisfactory appearance in accordance with policies CP1, CP8 and CP10 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026 and HP9 of the Oxford Sites and Housing Plan.

- 4 Before the development permitted is commenced details of the cycle parking areas, including dimensions and means of enclosure, shall be submitted to, and approved in writing by, the Local Planning Authority. The development shall not be brought into use until the cycle parking areas and means of enclosure have been provided within the site in accordance with the approved details and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in line with policy HP15.

- 5 All developments which increase the size of the hard areas must be drained using SUDs methods, including porous pavements to decrease the run off to public surface water sewers and thus reduce flooding. Soakage tests should be carried out to prove the effectiveness of soakaways or filter trenches.

Reason: To prevent flooding affecting the highway

- 6 Prior to commencement of development, details of the proposed drainage scheme shall be submitted to the LPA for their approval. The drainage scheme is to be designed by a suitable qualified and experienced civil engineer. All parts of the developments which increase the size of the hard areas must be drained using Sustainable Drainage measures, including porous pavements, and are to be designed to decrease the run off to greenfield rates from the 1 in 1 year storm event up to and including the 1 in 100 year storm event plus climate change. Soakage tests are to be submitted to prove the effectiveness of soakaways or filter trenches. Where infiltration is not feasible (as determined by a soakage test) surface water should be attenuated on site and discharged at a controlled discharge rate no greater than prior to the development using appropriate Sustainable Drainage (SuDs) measures. Plans, soakage tests, calculations, and details demonstrating the surface water run off can be adequately reduced to greenfield/pre-developed runoff rates shall be submitted to the LPA for approval.

Reason: To avoid increasing surface water run-off and volumes to prevent an increase in flood risk and to implement SuDS in accordance with policies CS11 of the Oxford Core Strategy 2011-2026.

- 7 Prior to the occupation of the development the drainage infrastructure shall be constructed in accordance with the approved details and thereafter retained and maintained.

Reason: To ensure compliance with Policy CS11 of the Oxford Core Strategy 2011-2026.

- 8 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or enacting that Order) no additional windows shall be placed in the side elevation(s) without the prior written consent of the Local Planning Authority.

Reason: To safeguard the amenities of the adjoining occupiers in accordance with policies CP1, CP10 and HS19 of the Adopted Oxford Local Plan 2001-2016.

- 9 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or enacting that Order) no structure including additions to the dwellinghouses as defined in Classes A, B and D of Schedule 2, Part 1 of the Order shall be erected or undertaken without the prior written consent of the Local Planning Authority.

Reason: The Local Planning Authority considers that even minor changes in the design or enlargement of the development should be subject of further consideration to safeguard the appearance of the area in accordance with policies CP1 and CP8 of the Adopted Oxford Local Plan 2001-2016.

- 10 The dwelling(s) shall not be occupied until the Building Regulations Part M access to and use of building, Category 2 accessible and adaptable dwellings, Optional requirement M4(2) has been complied with.

Reason: To ensure that new housing meets the needs of all members of the community and to comply with the Development Plan, in particular Local Plan policies CP1, CP13, Core Strategy Policy CS23 and Sites and Housing Plan Policy HP2.

- 11 Prior to the first occupation of the approved dwellinghouses the approved car parking area shall be installed and completed in accordance with the approved plans. The parking area shall be constructed from a permeable material or drain onto a permeable surface within the application site. The approved parking area shall be retained for the sole use of the occupiers of the approved dwellinghouses with two car parking spaces allocated to each dwellinghouse.

Reason: To ensure that there is adequate car parking for the site that meets the requirements of Policies CP1 and CP10 of the Oxford Local Plan 2001-2016, Policy CS11 of the Core Strategy (2011) and Policy HP16 of the Sites and Housing Plan (2013).

12. APPENDICES

Appendix 1 – Site Location Plan

13. HUMAN RIGHTS ACT 1998

- 13.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve 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.

14. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

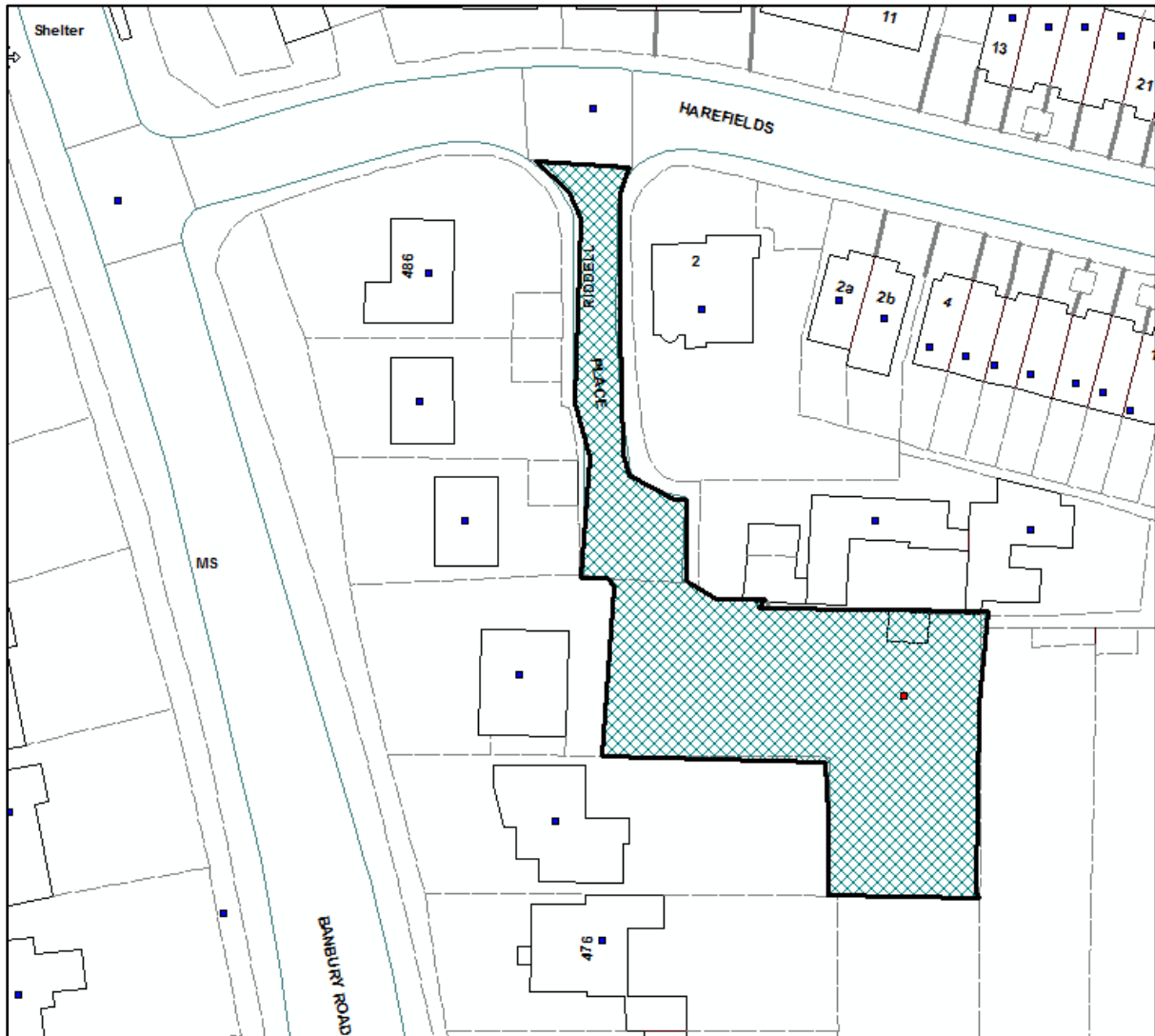
- 14.1. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to approve planning permission,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

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Appendix 1

17/03400/FUL

Land At The Rear Of 478 And 480 Banbury Road



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WEST AREA PLANNING COMMITTEE

Application Number: 17/03182/CT3

Decision Due by: 25th January 2018

Extension of Time: 5th March 2018

Proposal: Demolition of existing stall. Replacement with new stall subdivided to create 3No. smaller market stall units. (Amended description)

Site Address: 18-19 Covered Market, Market Street, Oxford, Oxfordshire

Ward: Carfax Ward

Case Officer Tobias Fett

Agent: N/A **Applicant:** Mrs Julia Castle

Reason at Committee: Oxford City Council are the applicant

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission subject to:

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary;

2. EXECUTIVE SUMMARY

2.1. This report considers proposed works to the shopfront of a stall within the grade II listed Covered Market. One larger vacant unit is to be replaced by three small units.

2.2. The removal of the existing market stall would not result in harm to the special architectural or historic interest of the Covered Market.

2.3. The proposed replacement market stall is considered to be a well thought-out, sympathetic and successful modern addition that would better reveal and

enhance the architectural significance of the Covered Market.

2.4. The key matters for assessment set out in this report include the following:

- Design & Heritage;
- Retail use.

3. LEGAL AGREEMENT

3.1. This application is not subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

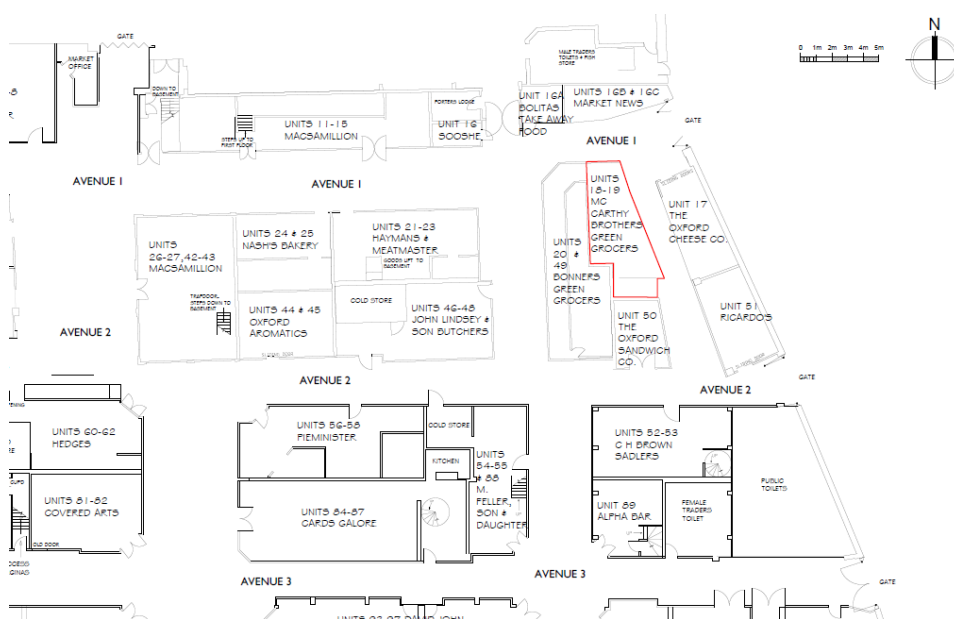
4.1. The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

5.1. The site is located within the Covered Market, a grade II listed building sited in Oxford's Central Conservation Area. Units 18-19 are situated at the northern end of Avenue 1, close to the Market Street entrance. The heritage significance of the Covered Market is detailed in the Council's Heritage Assessment of the building (June 2013). The application site is not visible from the wider streetscene as a result of the enclosed nature of the site but there are glimpses into the Covered Market entrance from Market Street where some of the units are visible.

5.2. Units 18-19 are one of a collection of three stalls sited in the north west corner of the market in between Avenues 1 and 2, and unlike the rest of the market's shop units, do not follow the grid pattern relating to the roof structure.

5.3. Site location plan:



6. PROPOSAL

- 6.1. The application proposes to make changes to the layout of the current market stall by removing the existing stall and replacing it with three smaller units. The new market stall would be constructed from a steel frame with a timber plinth and fascia. The stall units are designed with fully glazed entrance doors adjacent to an open serving counter, and would be subdivided by glazed screens.

7. RELEVANT PLANNING HISTORY

- 7.1. The table below sets out the relevant planning history for the application site:

17/03182/LBC - Demolition of existing stall. Replacement with new stall subdivided to create 3No. smaller market stall units. (Amended description). PDE .
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8. RELEVANT PLANNING POLICY

- 8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework (NPPF)	Local Plan	Core Strategy	Sites and Housing Plan	Other Planning Documents
Design	7	CP8, CP10, RC13,	CS18_		
Conservation/ Heritage	12, 132-134	HE3, HE7, HE4,			
Commercial	1, 2	RC7,			
Misc	5	CP.13, CP.24, CP.25		MP1	Telecommunications SPD, External Wall Insulation TAN,

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 8th December 2017 and an advertisement was published in The Oxford Times newspaper on 21st December 2017.

Statutory and Non-Statutory Consultees

Historic England

- 9.2. 'On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.'

Public representations

- 9.3. No local residents commented on this application.

10. PLANNING MATERIAL CONSIDERATIONS

- 10.1. Officers consider the determining issues to be:

- i. Design & Heritage;
- ii. Retail & Use.

i. Design and Heritage

- 10.2. The existing market stall structure which dates from the mid-late 20th century is not of any special architectural or historic interest, rather it is considered to detract from the Covered Market's significance by reason of its poor design quality, oversized fascia and the fact it obscures and detracts from the original structure of the market, the iron columns and the roof structure above. Therefore, there is no objection to its removal.
- 10.3. As outlined above, this area of the market has seen a substantial amount of change throughout its history in terms of the way it has been utilised and the layouts used, from an open trading area in the 18th and 19th centuries to the being occupied by market stalls and shop units by the late 20th century. As such, there is considered to be a degree of flexibility in terms of the layout of this area of the market and the proposal to replace the existing unit with three smaller units would not result in a change that would harm the significance of the market place and thus is not objected to in principle.
- 10.4. What is considered significant about this area of the market (although not solely limited to this area) is its use as an area to sell fresh food products. It is considered that this has been taken into account in the development of the proposed scheme and through its design will ensure that the smaller units remain suitable for the selling of fresh produce whilst balancing the retail need of the market being able to offer a diverse range of units suitable for smaller / start-up independent businesses. Furthermore, the design is such that it would allow for flexibility in terms of changing the size of the units in the future.
- 10.5. The proposed replacement stall units have been designed to maintain the character of an open market stall, as opposed to an enclosed shop unit, with an open serving counter and extensive use of glazing to ensure visibility through

and between units. The replacement stall is considered to be an appropriate simple and elegant design, with the use of timber plinths and fascias ensuring it would be in keeping with the character and appearance of the market.

- 10.6. The stall has been designed to maximise views of the original roof structure above and the iron columns to the back, therefore better revealing the significant original architectural features of the market. The parapeted roof design would enable a shutter mechanism to be sensitively concealed and integrated into the shopfront, as well as acting as a form of screening for any necessary plant and equipment which may in the future be sited on the flat roof. Also incorporated into the shopfront design are sensitively sited and sized ambient lighting fixtures.
- 10.7. It is considered necessary and reasonable to apply a number of conditions relating to the approval of any necessary repair and refurbishment works to the iron columns and further large scale design details of the market stall to ensure that the quality of development is of an appropriate high quality. Subject to these conditions the development would not have a harmful impact on the Listed Building and meets the requirements of Policy HE3 of the Oxford Local Plan 2001-2016 and Paragraphs 132-134 of the NPPF.
- 10.8. The proposed development would not have a detrimental impact on the streetscene or have a harmful impact on the Central Conservation Area and as a result of its carefully considered design in a sensitive historic context it would be acceptable in terms of Policies CP1, CP8 and HE7 of the Oxford Local Plan, Policy CS18 of the Core Strategy (2011) and Paragraphs 132-134 of the NPPF.

ii. Retail & Use

- 10.9. The existing and proposed use is A1 retail. The subdivision of the retail unit is acceptable, and is not contrary to local or national policies due to providing additional A1 units.
- 10.10. The sub division will provide more opportunity for retail and allow the Covered Market to offer more diverse sized units. As a result, the proposal is in accordance with local policy RC7 of the Local Plan.
- 10.11. The applicant has confirmed that the proposed use is for A1 food related retail.
- 10.12. Any change in use will require further applications due to the limited scope to meet appropriate food and hygiene equipment and ventilation requirements, which are therefore not considered in detail at this occasion.

11. CONCLUSION

- 11.1. The proposed alterations to the retail unit to form three small new market stalls meet local and national planning policy and the design and use are considered to be acceptable in design and heritage terms. The development would not have a harmful impact on any designated heritage assets and would therefore meet the

requirements of Paragraphs 132-134 of the NPPF.

- 11.2. It is recommended that the Committee resolve to grant planning permission for the development subject to the conditions set out below.

12. CONDITIONS

- 1 The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

- 2 The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

- 3 All original architectural features exposed by demolition and/or during the progress of the works shall be preserved in situ or relocated in accordance with details to be submitted to, and approved in writing by, the Local Planning Authority.

Reason: To ensure the preservation of valuable features of historic interest which might otherwise be lost during the proposed works, in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 4 Following the removal of the existing boxing surrounding the cast iron columns, details of any proposed repair and refurbishment works, in the form of a method statement and schedule of works, shall be submitted to and approved in writing by the Local Planning Authority before the start of the relevant works. The works shall only be carried out in accordance with the approved details.

Reason: To ensure the appropriate conservation of the listed building, in accordance with its special architectural and historic interest and with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 5 The following details, shall be submitted to, and approved in writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only:

- a) Large scale drawn details, including horizontal and vertical sections and finish details, of the shop units,
- b) Details showing siting, size, design and finished appearance of the proposed shutters,
- c) Details showing siting, size, luminance levels, design and finished appearance of the proposed lighting fixtures
- d) Details showing design and finished appearance of the proposed treatment for the internal rear wall and door finishes.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 6 The internal subdividing glazed partitions and glazed entrance doors shall remain clear glazed and not have the visibility through restricted, by the display of advertisements or posters for example. If some form of manifestation is required to make the glazing apparent in accordance with Building Regulation Part K, details shall be submitted to, and approved in writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only.

Reason: To maintain the open character and design of the market stall, to ensure a sympathetic appearance for the new work in the interest of the special character of the listed building, in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

13. APPENDICES

Appendix 1 – Site Location Plan

14. HUMAN RIGHTS ACT 1998

- 14.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve 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.

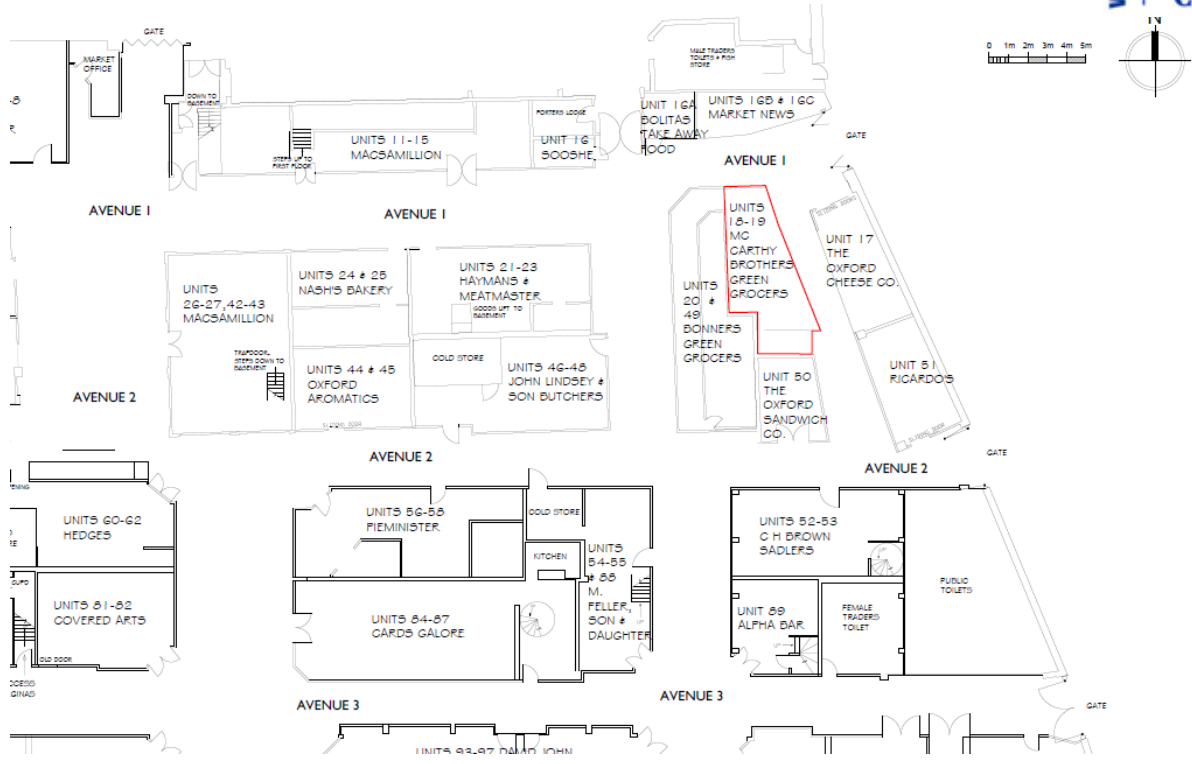
15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- 15.1. 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.

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Appendix 1

17/03182/CT3 – Covered Market



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WEST AREA PLANNING COMMITTEE

Application Number: 17/03182/LBC

Decision Due by: 25th January 2018

Extension of Time: 5th March 2018

Proposal: Demolition of existing stall. Replacement with new stall subdivided to create 3No. smaller market stall units. (Amended description)

Site Address: 18-19 Covered Market, Market Street, Oxford, Oxfordshire

Ward: Carfax Ward

Case Officer: Amy Ridding

Agent: N/A **Applicant:** Mrs Julia Castle

Reason at Committee: Oxford City Council are the applicant

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary;

2. EXECUTIVE SUMMARY

2.1. This report considers proposed works to the grade II listed Covered Market. The works include the replacement of the existing market stall with a new stall of the same footprint, but subdivided into three small units. The removal of the existing market stall would not result in harm to the special architectural or historic interest of the Covered Market. The proposed replacement market stall is considered to be a well thought-out, sympathetic and successful modern addition that would better reveal and enhance the architectural significance of the Covered Market.

2.2. The key matters for assessment set out in this report include the following:

- Impact on the special architectural and historic interest of the grade II listed building.

3. LEGAL AGREEMENT

3.1. This application is not subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

- 5.1. The site is located within the Covered Market, a grade II listed building sited in Oxford's Central Conservation Area. Units 18-19 are situated at the northern end of Avenue 1, close to the Market Street entrance. The heritage significance of the Covered Market is detailed in the Council's Heritage Assessment of the building (June 2013), of which its grid pattern and long avenues, the existence of original and historic parts of market stalls (i.e. shopfronts, fascias, piers etc), its roof structure and original construction, and the visual delight in the external displays of stall produce all contribute to.
- 5.2. Units 18-19 are one of a collection of three stalls sited in the north west corner of the market in between Avenues 1 and 2, and unlike the rest of the markets shop units, do not follow the grid pattern relating to the roof structure. The north west corner of the market has the earliest surviving roof structure, dating to 1838, which is constructed of cast iron and made up of a series of trusses and tie beams held together with tie rods set on pyramidal capped brick rendered columns. Enclosed within the existing market stall of units 18-19 are the original cast iron columns, which are boxed in and surrounded by, what is suspected to be, a mid-late 20th century construction.
- 5.3. Historically the northern end of the market had an open plan arrangement which has been gradually eroded over time. By 1979 Avenues 3 and 4 had been extended with shop units towards Market Street, two units were constructed against the northern wall (Oxford Cheese Co. and Ricardos) and the size of units 18-19 curtailed.

5.4. Site Location Plan



6. PROPOSAL

- 6.1. Listed building consent is sought for the demolition of the existing market stall and its replacement with a market stall of the same footprint, albeit subdivided into three individual units. The new market stall would be constructed from a steel frame with a timber plinth and fascia. The stall units are designed with fully glazed entrance doors adjacent to an open serving counter, and would be subdivided by glazed screens. The existing boxings enclosing the original cast iron columns which are sited towards the rear of the market stall would be removed and the columns left exposed within the new stall units.

7. RELEVANT PLANNING HISTORY

- 7.1. The table below sets out the relevant planning history for the application site:

17/03182/CT3 - Demolition of existing stall. Replacement with new stall subdivided to create 3No. smaller market stall units. (Amended description). PCO.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework (NPPF)	Local Plan	Core Strategy	Sites and Housing Plan	Other Planning Documents
Design	7	CP8			
Conservation/ Heritage	12	HE3, HE4	CS18		
Commercial	1, 2	RC13, RC15			

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 20th December 2017 and an advertisement was published in The Oxford Times newspaper on 21st December 2017.

Statutory and Non-Statutory Consultees

Historic England

9.2. 'On the basis of the information available to date, we do not wish to offer any comments. We suggest that you seek the views of your specialist conservation adviser.'

Public representations

9.3. No public representations have been received.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- i. Impact on the special architectural and historic interest of the grade II listed building, with the principle of development and design being the main considerations.

i. **Impact on the special architectural and historic interest of the grade II listed building.**

Principle of development

- 10.2. The existing market stall structure which dates from the mid-late 20th century is not of any special architectural or historic interest, rather it is considered to detract from the Covered Market's significance by reason of its poor design quality, oversized fascia and the fact it obscures and detracts from the original structure of the market, the iron columns and the roof structure above. Therefore, there is no objection to its removal.
- 10.3. As outlined above, this area of the market has seen a substantial amount of change throughout its history in terms of the way it has been utilised and the layouts used, from an open trading area in the 18th and 19th centuries to the being occupied by market stalls and shop units by the late 20th century. As such, there is considered to be a degree of flexibility in terms of the layout of this area of the market and the proposal to replace the existing unit with three smaller units would not result in a change that would harm the significance of the market place and thus is not objected to in principle.
- 10.4. What is considered significant about this area of the market (although not solely limited to this area) is its use as an area to sell fresh food products. It is considered that this has been taken into account in the development of the proposed scheme and through its design will ensure that the smaller units remain suitable for the selling of fresh produce whilst balancing the retail need of the market being able to offer a diverse range of units suitable for smaller / start-up independent businesses. Furthermore, the design is such that it would allow for flexibility in terms of changing the size of the units in the future.

Design

- 10.5. The proposed replacement stall units have been designed to maintain the character of an open market stall, as opposed to an enclosed shop unit, with an open serving counter and extensive use of glazing to ensure visibility through and between units. The replacement stall is considered to be an appropriate simple and elegant design, with the use of timber plinths and fascias ensuring it would be in keeping with the character and appearance of the market.
- 10.6. The stall has been designed to maximise views of the original roof structure above and the iron columns to the back, therefore better revealing the significant original architectural features of the market. The parapeted roof design would enable a shutter mechanism to be sensitively concealed and integrated into the shopfront, as well as acting as a form of screening for any necessary plant and equipment which may in the future be sited on the flat roof. Also incorporated into the shopfront design are sensitively sited and sized ambient lighting fixtures.
- 10.7. It is considered necessary and reasonable to apply a number of conditions relating to the approval of any necessary repair and refurbishment works to the iron columns and further large scale design details of the market stall to ensure

that the quality of development is of an appropriate high quality.

11. CONCLUSION

- 11.1. The proposed replacement market stall is considered to be a well thought-out sympathetic and successful modern addition that would better reveal and enhance the architectural significance of the Covered Market. Subject to conditions, the proposed scheme would not cause harm to the special architectural or historic significance of the Covered Market and would comply with section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, paragraphs 131 and 132 of the NPPF, policies CP1, CP8, HE3, RC13 and RC15 of the Oxford Local Plan 2001-2016, and policy CS18 of the Oxford Core Strategy.
- 11.2. It is recommended that the Committee resolve to grant listed building consent for the development proposed.

12. CONDITIONS

- 1 The works permitted shall be begun not later than the expiration of three years from the date of this consent.

Reason: In accordance with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 2 Unless specifically excluded by subsequent conditions the works permitted shall be carried out strictly in accordance with the terms of, and subject to, the conditions attached to this consent and in compliance with the details specified in the application and the submitted/amended plans listed in this decision notice.

Reason: As Listed Building Consent has been granted only in respect of the application as approved, to ensure that the development takes the form envisaged by the Local Planning Authority when determining the application in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 3 All original architectural features exposed by demolition and/or during the progress of the works shall be preserved in situ or relocated in accordance with details to be submitted to, and approved in writing by, the Local Planning Authority.

Reason: To ensure the preservation of valuable features of historic interest which might otherwise be lost during the proposed works, in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 4 Following the removal of the existing boxing surrounding the cast iron columns, details of any proposed repair and refurbishment works, in the form of a method statement and schedule of works, shall be submitted to and approved in writing by the Local Planning Authority before the start of the relevant works. The works shall only be carried out in accordance with the approved details.

Reason: To ensure the appropriate conservation of the listed building, in accordance with its special architectural and historic interest and with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 5 The following details, shall be submitted to, and approved in writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only:
- a) Large scale drawn details, including horizontal and vertical sections and finish details, of the shop units,
 - b) Details showing siting, size, design and finished appearance of the proposed shutters,
 - c) Details showing siting, size, luminance levels, design and finished appearance of the proposed lighting fixtures
 - d) Details showing design and finished appearance of the proposed treatment for the internal rear wall and door finishes.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

- 6 The internal subdividing glazed partitions and glazed entrance doors shall remain clear glazed and not have the visibility through restricted, by the display of advertisements or posters for example. If some form of manifestation is required to make the glazing apparent in accordance with Building Regulation Part K, details shall be submitted to, and approved in writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only.

Reason: To maintain the open character and design of the market stall, to ensure a sympathetic appearance for the new work in the interest of the special character of the listed building, in accordance with policies CP1 and HE3 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026.

13. APPENDICES

Appendix 1 – Site Location Plan

14. HUMAN RIGHTS ACT 1998

- 14.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve 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.

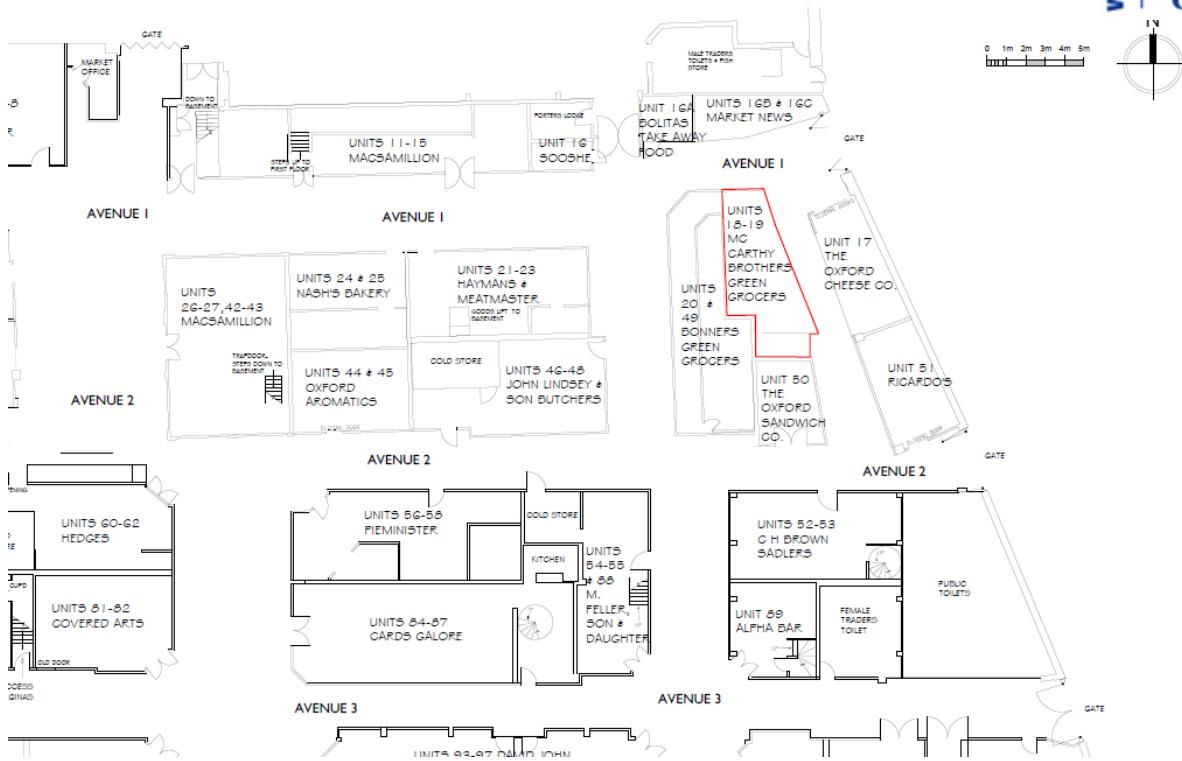
15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- 15.1. 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 listed building consent, officers consider that the proposal will not undermine crime prevention or the promotion of community.

Appendix 1

17/03182/LBC- Covered Market



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Minutes of a meeting of the WEST AREA PLANNING COMMITTEE on Tuesday 16 January 2018

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Committee members:

Councillor Upton (Chair)	Councillor Cook (Vice-Chair)
Councillor Fooks	Councillor Hollingsworth
Councillor Iley-Williamson	Councillor Price
Councillor Clarkson (for Councillor Tidball)	

Officers:

Adrian Arnold, Development Management Service Manager
Robert Fowler, Planning Team Leader
Julia Drzewicka, Planning Officer
Tobias Fett, Planning Officer
Amy Ridding, Senior Conservation Officer
Nadia Robinson, Planning Officer
Catherine Phythian, Committee Services Officer

Apologies:

Councillor(s) Tidball sent apologies.

55. Declarations of interest

17/01965/FUL

Cllr Cook - as a Council appointed trustee for Oxford Preservation Trust; and as a member of the Oxford Civic Society. He stated that he had taken no part in those organisations discussions or decision making regarding the application and was approaching it with an open mind.

Cllr Upton - as a Council appointed trustee for Oxford Preservation Trust. She stated that she had taken no part in the OPT discussions or decision making regarding the application and was approaching it with an open mind.

17/03039/LBC

Cllr Price – as a Trustee of the Museum of Oxford he had a pre-determined position on the application and would leave the room and take no part in its determination.

56. 17/02762/FUL: Holiday Inn Peartree Roundabout, Woodstock Road, Oxford, OX2 8JD

The Committee took this application first.

The Committee considered an application for the demolition of the existing Leisure Suite and the erection of a four-storey extension plus roof plant.

The Planning Officer presented the report and made the following verbal updates:

- In view of comments from Thames Water two further conditions are recommended which refer to a drainage strategy required before commencement and details of piling to be undertaken
- The landscape condition recommended in paragraph 10.29 is not listed in the conditions in the report but will be included

Stephen Brooker (agent) spoke in favour of the application and in response to questions from the Committee he confirmed that provisions for cycle parking would be made and that staff shower/locker facilities were already in place (Condition 4).

In discussion the Committee noted that the loss of the sports and leisure facilities, although regrettable, was not contrary to policy CS21 and that it would not be reasonable to refuse planning permission on that basis.

In reaching its decision, the Committee considered all the information put before it and concluded that the expansion of the hotel would be a welcome enhancement for tourism in the city.

On being put to the vote the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

(a) approve the application for the reasons given in the report and subject to the 13 required planning conditions set out in section 12 of this report and the additional three planning conditions detailed above;

(b) grant planning permission; and

(c) agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

57. 17/02419/FUL: Dragon School Bardwell Road, Oxford, OX2 6SS

The Committee took this application next.

The Committee considered an application for the erection of new Music School, construction of a link to Lynam Hall, landscaping including the formation of a new courtyard, garden area to Lane House and entrance courtyard.

The Planning Officer presented the report and proposed that Condition 20 should be deleted as it was a duplicate of Condition 11. The Planning Officer referred to the second sentence of Paragraph 10.41 of the reports which states that *“The proposed building would enable all teaching to take place on the same side of Bardwell Road”* and for clarification explained that this will mean that all the Music Facilities will be on the same side of Bardwell Road.

Gervase Prosser, on behalf of Park Town Trustees, spoke against the application.

Martin Johnson, Bursar Dragon School, spoke in favour of the application; Graham Candy (School Governor), James Roach (Architect) and Lucy Smith (Agent) were present to answer questions.

The Committee discussion focussed on, but was not limited to, the following points:

- That the Council’s Environmental Health Officers were satisfied with the Stage 3 Acoustics Report regarding mitigation measures for noise pollution which would be required by condition
- That the constraints of the site meant that any eastward shift of the development , as suggested by ODRP, would result in the loss of sports facilities and acceptable emergency service access
- That the loss of some trees on the site was regrettable but it was recognised that due to the scale of the site replacement planting could not be required by Condition or an informative. The Committee hoped that future landscaping on the wider school site would seek to address this loss. The Committee realised this was not part of the determination of the application but requested officers to pursue the matter with the applicant.

In reaching its decision, the Committee considered all the information put before it and concluded that the current application was a marked improvement on earlier submissions and that it sought to address the concerns raised previously.

On being put to the vote the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

(a) Approve the application for the reasons given in the report and subject to the required 19 planning conditions set out in section 12, as amended to delete Condition 20, of this report and grant planning permission.

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

58. 17/01965/FUL: 22 Charlbury Road, Oxford, OX2 6UU

The Committee considered an application for the demolition of existing extensions; erection of a basement and two single storey rear extensions; insertion of 7 rooflights and alterations to landscaping including formation of a new wall and railings.

This application has been called in by Cllr Wade, Cllr Goff, Cllr Fooks and Cllr Wilkinson due to impact on the conservation area, impact of the proposed basement extension, light pollution and effects on residential amenity of a backland development.

The Planning Officer presented the report and explained that the report applies the tests of the NPPF as set out in Paragraph 10.20. However, the report does not make specific reference to the weight that is attached to the Conservation Area. For clarity, the Planning Officer confirmed that great weight is attached to the North Oxford Victorian Suburb Conservation Area as a designated heritage asset and the proposals have been assessed with this in mind and following the requirements set out in paragraphs 132-134 of the NPPF.

Oliver Miles, local resident, spoke against the application on behalf of the Linton Road Neighbourhood Association.

James Roach and Nick Worlledge (Architects) spoke in support of the application.

The Committee discussion included but was not limited to the following points:

- Confirmation from officers that appropriate landscaping and tree planting could be secured by condition
- That as this was a residential property it would not be appropriate for the Committee to seek to control any potential light pollution by condition
- That there were no policy reasons to refuse the application because of the proposal to install a car lift, turning circle and basement parking
- That the proposed landscaping treatment in the front garden, including the replacement trees, would be controlled by condition
- That the development was not considered to be out of proportion given the size and scale of the existing house and plot

The Committee considered at some length the relative merits of railings or feather edged board fencing as the preferred treatment for the front boundary. The Committee noted the arguments presented in paragraphs 10.17 and 10.18 of the report and concluded that on balance they considered that railings would not be acceptable and that the feather edged board fencing would be the better choice.

The Committee agreed that Condition 11 should be amended to require the boundary treatment to be feather edged board fencing rather than railings.

In reaching its decision, the Committee considered all the information put before it.

On being put to the vote the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

- (a) Approve the application for the reasons given in the report and subject to the required 11 planning conditions set out in section 12 of this report, and to include the amendment to Condition 11 detailed above;**

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

59. 17/02778/FUL: Land To The Rear Of 16 Chester Street Oxford OX4 1SN

The Committee took this application next.

The Committee considered an application for the demolition of the existing garage and erection of a two storey building to create 1 x 1 bed dwellinghouse (Use Class C3) and the provision of bin a cycle store.

The application was called in by Cllrs Curran, Kennedy, Fry, Rowley, Price, Azad and Tanner because it caused a great deal of local opposition and constitutes over development of the site.

The Planning Officer presented the report and proposed the inclusion of an additional condition:

“The louvres shall be installed as shown on the approved plans and shall be retained thereafter, unless otherwise agreed in writing by the Local Planning Authority”.

Reason: For the avoidance of doubt and to safeguard the amenities of the occupiers of nearby properties in accordance with policies CP1 of the Oxford Local Plan and HP14 of the Sites and Housing Plan.

Sarah King, local resident, spoke against the application on behalf of the Iffley Fields Residents Association.

Neil Warner (Agent) spoke in favour of the application.

The Committee discussion included but was not limited to the following points:

- The development would be categorised as Use Class C3 and it would unreasonable of the Committee to seek to control the actual number of occupants below the limit for that category
- The development would result in a net increase of one on street parking space
- There were reservations about the safety and functionality of vertical cycle parking. But there were no Council policies to prohibit the use of vertical cycle parking although it was noted that these were in place in other local authorities (e.g. Cambridge)

The Committee noted the information presented in paragraphs 10.15 to 10.27 regarding residential amenity and the National Space Standards and acknowledged the implications of the appeal decision of the previous scheme. The Committee observed that they did not consider that the National Space Standards were as generous as they should be but accepted that this did not constitute grounds to refuse the application.

In reaching its decision, the Committee considered all the information put before it.

On being put to the vote a majority of the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report, with the inclusion of the additional condition detailed above, and grant planning permission.

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

60. 17/02842/POM: Travis Perkins site, 6 Collins Street, Oxford

The Committee took this application next.

The Committee considered the application to modify the accompanying s106 legal agreement attached to planning permission 15/03328/FUL to allow a change in tenure of one unit from shared ownership to affordable rent.

The Planning Officer presented the report and made one correction to the report: paragraph 9.1 delete as shown “...unit to ~~intermediate~~ affordable rent...”.

In reaching its decision, the Committee considered all the information put before it.

On being put to the vote the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

a) Approve the modification to the legal agreement for the reasons given in the report; and

b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary; and
2. Complete the section 106 legal agreement referred to above.

61. 17/02495/RES: Westgate Shopping Centre, Bonn Square, Oxford, OX1 1NX

The Committee considered an additional reserved matters application seeking permission with respect of the uses and/or internal reconfiguration of the floorspace located in Building 2 (Upper Ground), Building 3 (Upper Ground) and Building 4 (Upper Ground, First, and Second Floors).

The Planning Officer presented the report and referred the Committee to a correction at paragraph 9.1: that the grant of planning permission was not subject to a s106 legal agreement.

In reaching its decision, the Committee considered all the information put before it.

On being put to the vote the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

(a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

Councillor Price left the meeting at the end of this item.

62. 17/03039/LBC: Museum of Oxford, Town Hall, St Aldate's, Oxford

The Committee took this item last.

The Committee considered an application for proposed works to the grade II* listed Town Hall in association with the redevelopment of the Museum of Oxford.

The Planning Officer presented the report and made the following updates to the report:

- an amended drawing has been submitted for the arched opening detail. Officers and Historic England both consider that the amended drawing overcomes the concerns initially raised, and that this element of the proposal would no longer harm the significance of the listed building.
- Officers have applied great weight to the preservation of the grade II* listed building, and consider that overall, the proposed scheme amounts to less than

substantial harm which would be outweighed by the public benefits set out in the report.

- It is proposed that condition 9 be amended to include a part c) requiring the approval of large scale drawn details of the proposed replacement rooflight in room G.08 (lobby 1).

The Planning Office explained that the application was before the Committee at this time because Listed building Consent was required before the Museum could submit a further bid for Heritage Lottery Funding support.

In reaching its decision, the Committee considered all the information put before it.

On being put to the vote the Committee agreed with the officer recommendation.

The West Area Planning Committee resolved to:

- (a) Approve the application for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report, including the amendment to Condition 9 detailed above, and grant listed building consent subject to:**

1. Historic England raising no objection to the application.

- (b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:**

Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

63. Minutes

The Committee resolved to approve the minutes of the meeting held on 31 October as a true and accurate record.

The Committee resolved to approve the minutes of the meeting held on 12 December 2017 as a true and accurate record subject to the following correction:

Minute 46: replace with the following text

16/02745/CT3

Cllr Hollingsworth - As the City Executive Board Member and the Portfolio Holder for Planning and Regulatory Services he had a pre-determined position on the application and would leave the room and take no part in its determination.

64. Forthcoming applications

The Committee noted the list of forthcoming applications.

65. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6.00 pm and ended at 7.45 pm

Chair

Date: Wednesday 21 February 2018

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