

West Area Planning Committee

22nd July 2014

Application Number: 14/01160/FUL

Decision Due by: 3rd July 2014

Proposal: Temporary change of use from land to public car park for a period of 2 years (amended description)

Site Address: Land Off Osney Lane (site plan at **Appendix 1**)

Ward: Carfax Ward

Agent: Mr Eric Telford

Applicant: Mr Frank Banner

Recommendation:

APPLICATION BE APPROVED

For the following reasons:

- 1 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.

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

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Car park only to operate while Westgate is closed
- 4 Drainage layout
- 5 Construction management plan
- 6 Car park management plan

7 Design and operation of the access junct

Main Local Plan Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP6 - Efficient Use of Land & Density

CP10 - Siting Development to Meet Functional Needs

CP25 - Temporary Buildings

TR11 - City Centre Car Parking

Core Strategy

CS5_ - West End

CS13_ - Supporting access to new development

CS14_ - Supporting city-wide movement

West End Area Action Plan

Barton AAP – Submission Document

Sites and Housing Plan

Other Material Considerations:

National Planning Policy Framework

Oxpens Oxford West End Master Plan Supplementary Planning Document Nov 2013

West End Area Action Plan 2007 - 2016

Relevant Site History:

86/00620/NF - Erection of permanent warehouse building approximately 73.24 sq m plus temporary office building of approximately 44.59 sq m. Erection of bunkers and receptacles in connection with coal stacking ground. ALW 15th September 1986.

99/01525/NF - Land at Osney Lane - Change of use to contractors site for temporary period of 18 months, including installation of portacabin & storage. PER 8th December 1999.

01/00807/DF - Change of use to contractors site for temporary period of 12 months while improvements to Cornmarket Street. RNCPER 28th June 2001.

02/00908/CC3 - Renewal of temporary planning permission for continued use of site for contractors yard for 12 months. ROCPER 16th July 2002.

03/00720/CC3 - Renewal of temporary planning permission number 02/00908/CC3 for continued use of site for contractors yard for 12 months. RNCPER 30th May 2003.

84/00590/NF - Change of use from British Rail Operational Land to Coal Yard and erection of two buildings for warehouse/storage and office use in connection with coal stacking yard. REF 12th October 1984.

Related Planning Applications:

13/02557/OUT - Demolition of southern part of Westgate Centre, 1-14 Abbey Place and multi-storey car park, retention of library, refurbishment of remainder of the existing Westgate Centre and construction of a retail-led mixed use development together providing A1 (retail), A2 (finance and professional services) and/or A3 (restaurants and cafes) and/or A4 (public house, etc.) and/or A5 (hot food takeaways) uses, C3 (residential) use and D2 (amenity and leisure) uses, public toilets, associated car and cycle parking, shopmobility facility, servicing and access arrangements together with alterations to the public highway (Amended plans and further information). PDE .

13/02558/FUL - Demolition of existing buildings, reconfiguration and expansion of existing car/coach park to provide additional surface level car parking, and construction of a single deck car park, new temporary buildings to accommodate replacement public toilets, office and workshop associated with car/coach park management, and relocated shopmobility facility, associated servicing and access arrangements together with alterations to the public highway, lighting and landscaping for a temporary period (4 years from completion of development) (further information). PDE.

13/02563/FUL - 13/02563/FUL - Reconfiguring part of existing Redbridge Park and Ride Site to accommodate for a temporary period (4 years from completion of development) coach and HGV parking, and associated fencing) (further information). PDE.

Representations Received:

6 Abbey Walk: objects due to road safety and pedestrian safety issues at the Osney Lane/Becket Street junction; replacing 1200 spaces with 150 therefore will be oversubscribed causing cars turning in the street;

Statutory and Internal Consultees:

Highway Authority: The county council supports this proposal ONLY as a means of maintaining car parking provision in the city centre during the period in which the Westgate car park is proposed to be closed subject to conditions.

Issues:

Principle/Use
Highways
Other

Officers Assessment:

Site Description

1. The application site lies off Osney Lane and was formally part of the operational goods yard occupied by the railway siding and more recently it has been used as a contractors depot. The site is currently vacant. Vehicular access to the site is from Osney Lane. To the east of the site is the Royal Mail sorting office, to the west Oxford Business Centre and to the north residential properties.
2. The site lies within the West End area of the city and forms part of a larger site - The Oxpens site. The Oxpens site provides an opportunity to deliver much-needed housing, offices, research and development (R&D) space, a hotel, local amenities and public open space. The redevelopment of Oxpens is part of a wider vision for the West End of the city centre that includes the expansion of Oxford Station, the transformation of Frideswide Square and the redevelopment of the Westgate Centre.

Proposal

3. The application is seeking temporary planning permission to use the site as a car park for a period of two years, with 150 spaces and opening hours of 07.00 – 19.00 hours.

Assessment

Principle/Use

4. Policy CS14 of the Oxford Core Strategy 2026 (OCS) states the City Council will work with its partners to improve the ease and quality of access to and between the city and district centres, and other key destinations, by: not permitting any increase in the overall number of public and private parking spaces in the Transport Central Area; This is reiterated through policy TR11 of the Oxford Local Plan 2001-2016 (OLP) which makes it clear that the council will not allow any significant increase in the overall number of parking spaces within the Transport Central Area.
5. The application site lies within the Transport Central Area and provides additional car public parking which is contrary to policy CS14 and TR11.
6. However, the existing Westgate car parking facilities (approx. 1200 spaces) is soon to be lost due to the redevelopment of the site. The Westgate development is currently programmed to commence on site in spring 2015, for completion in autumn 2017. During construction of the Westgate development some temporary car parking would be available at the Oxpens Coach Park, with coach facilities relocated to Redbridge Park and Ride as approved under 13/02558/FUL and 13/02563/FUL respectively. The Oxpens Coach Park will provide up to a total of 420 spaces (Option 1) or 363 spaces (Option 2). Both options are supplemented by a temporary single level 128 space deck which is a removable structure that can be erected in 5 days.

7. There will clearly be a shortfall in the number of car parking spaces once the Westgate development starts which is not totally replaced by the Oxpens Coach Park temporary arrangement. Therefore, in this instance the proposal, whilst contrary to policy, is considered acceptable as it will help to make up the shortfall in the number of car parking spaces available within the Transport Central Area. The proposal is not increasing the overall number of spaces there will still remain a shortfall whilst the Westgate development takes place. To ensure there is no overall increase in the number car parking spaces a condition is suggested to link the proposal to the closure of the Westgate car park and the subsequent opening of the new one.

Highways

8. The car parking proposed is welcomed in principle by the Highway Authority to help address the significant shortfall in public car parking during the construction of the Westgate redevelopment between January 2015 and autumn 2017.
9. The Highway Authority would have welcomed further technical information about the operation of the car park's junction on Osney Lane when Becket Street becomes a fully two way traffic route as a result of the county council committed Frideswide Square scheme. The works are scheduled to take place from January 2015. The speed limit on this road is 20mph and there could be with traffic turning right into the car park, delays occurring and blocking other traffic travelling south on Becket Street and east on Osney Lane. As the permission is only temporary and for a period no longer than 2 years, the Highway Authority accept that no objection can be substantiated provided that the car park entrance can be periodically monitored over this time. The county council naturally wants to avoid the car park entrance causing congestion on such an important part of the city centre's transport network.
10. The car parking that is proposed for this site is welcomed for a period of two years as it will help mitigate against the loss of public parking at the Westgate Centre during its proposed redevelopment between January 2015 and Autumn 2017. The additional parking provided by this proposal is to be welcomed for the economic health of the city centre. The level of traffic that will be generated by the Osney Lane site in the city centre will be acceptable.
11. Given the county council's commitment in its capital program to deliver improvements to Frideswide Square which will involve two way traffic in Becket Street from January 2015, it is questionable about how suitable it is for a car park access to be in such close proximity to the corner of the Osney Lane/Becket Street. This would almost certainly be acceptable in the short term whilst Becket Street is no entry at its junction with Botley Road. This is because virtually all of the people driving to the car park will be arriving from Oxpens/Hollybush Row, turning left in to the car park.
12. However, there is a risk that when traffic in Becket Street is flowing two way,

cars accessing the car park on Osney Lane may struggle to turn right in and therefore block the flow of traffic behind. Without further investigations into the junction under this scenario it is difficult to tell whether or not this could have knock on effects into Frideswide Square at busy times. At certain times during construction of the main Frideswide Square scheme during 2015, all westbound traffic from Botley Road may need to be directed to use Becket Street and Osney Lane.

13. The access width must be a minimum of 4.8m at the entrance with Osney Lane. Improvements to the pedestrian experience on the immediate approaches to the car park entrance on Osney Lane would make the car park more attractive and likely to be more used and therefore a segregated pedestrian entrance must be provided.

Other

14. Whilst not a planning matter it is worth bringing to Members attention the possible pricing regime for the proposed car park. No hard and fast decision has yet been made but it is likely that a fixed daily charge of £6 or £8 will be made in line with their other car parks. The car park is next to the station and will be more geared to long term users thereby releasing spaces within the other town centre car parks that are better suited for short stay use.

Conclusion:

15. Members are recommended to approve the application subject to the conditions listed and suggested in the officers' report.

Human Rights Act 1998

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

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

Section 17 of the Crime and Disorder Act 1998

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

Background Papers:

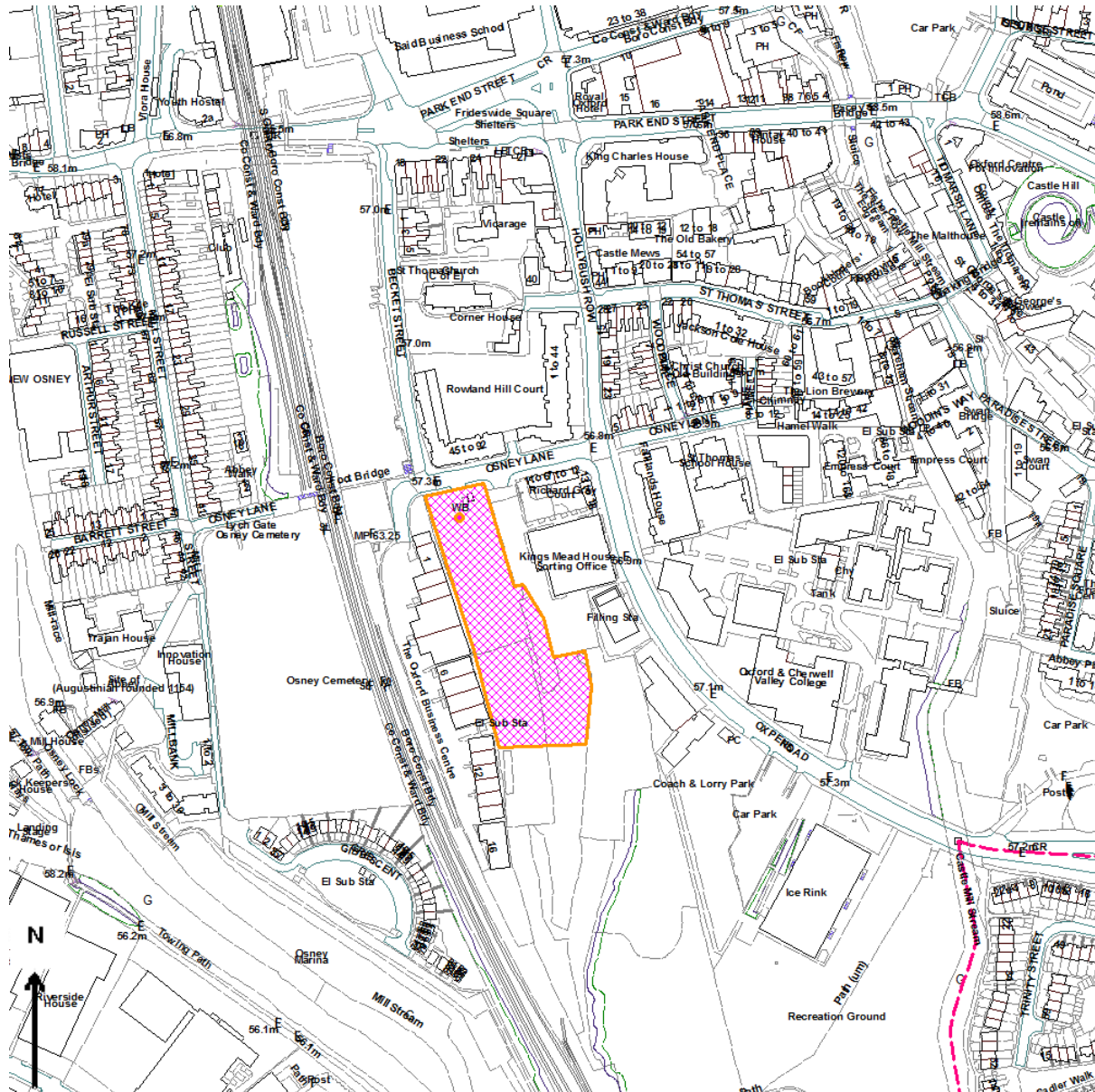
Contact Officer: Lisa Green

Extension: 2614

Date: 9th July 2014

Appendix 1

14/01160/5FUL - Land off Osney Lane



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Ordnance Survey 100019348