

## EAST AREA PLANNING COMMITTEE

1<sup>st</sup> October 2014.

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**Application Number:** 14/01726/FUL

**Decision Due by:** 25th September 2014

**Proposal:** Demolition of various single storey buildings. Erection of two storey extension to Paxton Building.

**Site Address:** City Of Oxford College, Cuddesdon Way, Oxford. Site Plan  
**Appendix 1**

**Ward:** Blackbird Leys Ward

**Agent:** Mr Gary Cunningham

**Applicant:** Mr Philip Waddup

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**Recommendation:** East Area Planning Committee is recommended to approve the planning application.

### Reasons for Approval

- 1 The proposed development would create much improved facilities at the College campus which would positively contribute to the regeneration aims for Blackbird Leys as set out in policy SP5 of the Sites and Housing Plan. The improvements to educational facilities and pedestrian circulation within the site would result in a much improved learning environment for the students in accordance with policy CS16 of the Oxford Core Strategy. There would be no harm to residential amenities. Sufficient car and cycle parking is to be provided within the site. The proposal is considered to be acceptable in terms of the relevant policies of the Development Plan and NPPF.
- 2 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

### Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples of materials
- 4 Landscape survey before site works
- 5 Landscape plan required

- 6 Landscape carry out after completion
- 7 Car/cycle parking provision before use
- 8 Cycle parking details required
- 9 Construction Traffic Management Plan
10. Drainage Strategy (inc SUDS) and detailed drainage design.
11. Travel Plan.
12. Archaeology.

### **Legal Agreement:**

The Community Infrastructure Levy (CIL) is a standard charge on new development. The amount of CIL payable is calculated on the basis of the amount of floor space created by a development. CIL applies to developments of 100 square meters or more, or to new dwellings of any size. The reason that CIL has been introduced is to help fund the provision of infrastructure to support the growth of the city, for example transport improvements, additional school places and new or improved sports and leisure facilities. CIL is being brought in by councils across the country, although each local council has the ability to set the actual charges according to local circumstances.

This planning application will trigger CIL and the liability will be £11,540 (577sqm x £20).

### **Principal Planning Policies:**

#### Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP18** - Natural Resource Impact Analysis
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities
- NE15** - Loss of Trees and Hedgerows
- HE2** - Archaeology

#### Core Strategy

- CS9\_** - Energy and natural resources
- CS16\_** - Access to education
- CS18\_** - Urb design, town character, historic env

#### Sites and Housing Plan

- MP1** - Model Policy
- SP5\_** - Blackbird Leys Central Area

### Other Planning Documents

#### Supplementary Planning Documents:

- National Planning Policy Framework
- Planning Obligations Supplementary Planning Document
- Natural Resource Impact Analysis
- Parking Standards, Transport Assessment and Travel Plans

### **Public Consultation**

#### Statutory Consultees Etc.

- Oxfordshire County Council Highways Authority-have raised a holding objection to the proposal, due to the absence of a Transport Assessment and Travel Plan. Information is requested on 1) how the redevelopment will affect student numbers. 2) Justification for the reduction in on-site car parking spaces from 83 spaces to 69 spaces. 3) Details of additional cycle parking.
- Thames Water Utilities Limited- With regard to waste water infrastructure needs they recommend that a 'Grampian Style' condition be applied requiring a drainage strategy to be submitted prior to commencement of development. No objections are raised to the development in respect of water infrastructure capacity. Thames Water recommend the following informative be attached to this planning permission. Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development. Supplementary Comments.
- Blackbird Leys Parish Council-no comments received.

#### Individual Comments:

- No comments received from individuals or owners of neighbouring properties.

### **Relevant Site History:**

60/09544/A\_H - Secondary Modern School (Redefield School). PER 28th June 1960.

65/16910/A\_H - Extension to existing school and erection of new branch library and caretakers bungalow at Redefield School. PER 12th October 1965.

68/19899/A\_H - Erection of a 3 storey teaching block and single storey light craft block at Redefield School. PER 12th March 1968.

81/00871/DF - Single storey extension and addition of lift shaft to existing three storey teaching block. Change of use of school playground to car parking and service area and formation of new access off Pegasus Road at Redefield School (College of Further Education, Cuddesdon Way). PER 27th August 1982.

83/00684/DF - Minor alterations & single storey extension (to provide workshop for electrical engineering & motor maintenance, & minor alterations to teaching blocks. All educational use). Formation of access off Cuddesdon Way.. RNO 1st November 1983.

94/00739/NF - Erection of single storey building to provide up to 60 space work place nursery. Relocation of bicycle sheds. (Scheme A). WDN 20th September 1994.  
 94/00740/NF - Erection of single storey building to provide up to 60 space work place nursery. Relocation of bicycle sheds (Scheme B). PER 21st September 1994.  
 96/01371/NF - Alterations to existing and provision of access to Cuddesdon Way. Hard and soft landscaping, steps and ramps. 8 additional parking spaces & 3 ambulance parking bays. PER 1st November 1996.  
 99/00568/NF - Demolition of Block 's'. New construction & Welding Facilities, Storage Building & Boundary Fence. Alterations & extension to gymnasium & Block 'w' for Restaurant, relocation of 2 temporary classrooms & 1 Storage Building.. PER 1st September 1999.  
 99/01924/NF - 1.7 m. high fence fronting Blackbird Leys Road and Cuddesdon Way and 2.4 m fence adjacent to sports field at rear. Gated. PER 18th January 2000.  
 99/02059/P - College of Further Education Cuddesdon Way - Substation. PNR 27th January 2000.

### **Officers Assessment:**

### **Site Description.**

1. The application site is situated within Blackbird Leys on the corner of Blackbird Leys Road and Cuddesdon Road. The main entrance is from Cuddesdon Way. To the north lies Blackbird Leys park and to the south lies Blackbird Leys leisure centre. Surrounding the site and wider area is mainly low level residential, commercial and community use such as shops and a church.
2. The college was formed in November 2013 as part of a reorganisation exercise for Oxford and Cherwell Valley College (OCVC) now part of the Active Learning group of colleges. Buildings on site are a mix of single and two storey and the majority are in a state of disrepair.
3. There are currently 85 parking spaces on the site at present including two disabled spaces. In addition to the car parking there are 36 motor cycle spaces and 49 cycle racks.

### **Proposal.**

4. A masterplan has been prepared for the site which has identified new build, refurbishment and remodelling of existing buildings across the whole campus. As a result, phase 1 of the masterplan proposes the following development.
  - Various single storey buildings on the campus including the caretakers buildings adjacent to the entrance would be demolished. A total of 701m<sup>2</sup> of floorspace would be demolished.
  - Part of the single storey section of the existing Paxton Block would also be demolished and replaced with a new L-shaped double storey building to provide a new main reception area and science, technology, engineering and maths (STEM) teaching and workshop areas.
  - The engineering department will be relocated from the Oxford City campus into the new facility.

- 5 The new two storey wrap around extension to the Paxton building would be of a similar scale to the neighbouring Scott Building, and provide 745m<sup>2</sup> of new floorspace on the ground floor and 505m<sup>2</sup> on the first floor. It would have a contemporary industrial appearance with external walls featuring vertical cladding panels in powder coated aluminium on a brick plinth and low pitched insulated roof panels in powder coated aluminium on the roof.
- 6 At the front of the site accessed from Cuddesdon Way it is proposed to create a new entrance piazza, onto which the new entrance area would face. There will also be some landscaping, planting and reorganisation of the site to provide an improved pedestrian environment.
- 7 As part of the proposals cars have been removed from the centre of the campus and a new courtyard would be created to provide an active space for students, staff and visitors. A 1m high low level hedge is proposed along the Cuddesdon Way boundary to soften the existing fencing along the boundary. Tree and shrub planting is proposed within the new student courtyard and entrance piazza. The existing vehicular access arrangements from Cuddesdon Way will not be changed.

## **Assessment**

- 8 Officers consider the principal determining issues to be:
  - Principle of Development
  - Design and External Appearance and Impact upon Amenity.
  - Highways
  - Sustainability
  - Biodiversity and Trees

## **Principle of Development**

- 9 The NPPF states planning decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land). This is supported by Policy CS2 of the Oxford Core Strategy 2026. In addition, the Council supports schools and education through Core Strategy Policy CS16 which seeks to improve access to all levels of education, through new or improved facilities, throughout Oxford.
- 10 Policy SP5 of the Sites and Housing Plan sets the overarching policy guidance and indicates that a range of mixed uses will be appropriate for the District Centre of Blackbird Leys and improved educational facilities should be encouraged here as part of the regeneration of the area and will be in accordance with the aims of policy SP5 of the Sites and Housing Plan.
- 11 The proposed extensions and redevelopment of this part of the college would significantly improve its general appearance from both within and outside the site. The proposed alterations to the Paxton building would improve

accessibility and visibility of the general entrance area. It is anticipated that the centre will lead to the creation of 60 new apprenticeship places and 60 new full-time programme places in engineering and new technologies. The principle of the development is therefore fully in accordance with the objectives of Policy CS16 of the Core Strategy and policy SP5 of the Sites and Housing Plan.

### **Design and External Appearance.**

- 12 Policy CS18 of the Oxford Core Strategy states planning permission will only be granted for development that demonstrates high quality urban design. This is reiterated in policies CP1, CP8 and CP10 of the OLP and HP9 of the SHP. Policy CP1 states that planning permission will only be granted for development that respects the character and appearance of the area and which uses materials of a quality appropriate to the nature of the development, the site and its surroundings. CP8 states all new and extended buildings should relate to their setting to strengthen, enhance and protect local character and CP10 states planning permission will only be granted where proposed developments are sited to ensure that street frontage and streetscape are maintained or enhanced or created.
- 13 The proposed new two storey building would be visible from Cuddesdon Road and provide a new frontage to the site and would form the new Centre for Technology and Innovation. These extensions would be no higher than the adjacent Scott Building. It is considered that these extensions to the building would have a positive effect on the character of the area enhancing the street frontage. It is recommended that conditions are imposed to refine the proposed construction materials for the development.
- 14 The college is already a functioning educational facility and it is not considered that the proposed extensions or alterations would have a detrimental impact upon the amenity of neighbouring properties. No residential properties would be affected by the proposed redevelopment works at the site.

### **Highways.**

- 15 Policies TR3 and TR4 of the Oxford Local Plan set out the standards for car and cycle parking and indicate that planning permission will only be granted where an appropriate level of parking is provided. Policy CS13 of the Core Strategy indicates that planning permission will only be granted for development that promotes sustainable transport options.
- 16 At the time of writing there remains an outstanding holding objection from Oxfordshire County Council requesting further information regarding student numbers, car and cycle parking. A Transport Assessment has now been undertaken to accompany this planning application and submitted to the City Council which summarises the existing transport conditions in the vicinity of the site, considering trip generation, parking and transport impact of the proposed scheme.

- 17 With regard to student numbers, the proposals will result in an additional 60 new apprenticeship places and 60 new places in engineering and new technology. A total of 200 additional students will attend the college, with numbers increasing from 610 to around 810. However, not all students are on site at the same time, and it is estimated by the college that between 40-70% of students are on site each day. An additional 15 staff will be employed at the site, five of whom will be part time workers. It is estimated by the college that 90% of staff are present on site each day. Given the age of the students who attend the college, the majority walk or cycle or travel by public transport.
- 18 The site accesses will not change as a result of the proposals, however the parking will be relocated, removed from central areas to the edge of the site. The number of parking spaces at the site will increase from 85 to 109, including two disabled spaces. This will be achieved by increasing the capacity of the existing student car park to accommodate a total of 86 spaces. The number of motorcycle spaces at the site will reduce from 36 at present to 18 spaces, and the number of cycle spaces at the site will also increase to 284 spaces.
- 19 With regard to the requirements of policies TR3 and TR4 of the Oxford Local Plan it is considered that on the basis of the anticipated student and staff numbers attending the site, sufficient car and cycle parking will be provided at the campus as part of the development.
- 20 During the construction phase, construction vehicles will be routed to and from the site via Blackbird Leys Road to the Oxford Ring Road. A condition will be imposed to require a Construction Traffic Management Plan to be submitted and approved prior to commencement of development.
- 21 Policy TR2 of the Oxford Local Plan indicates that Travel Plans should be submitted for development which is likely to have significant transport implications. A Travel Plan has been submitted for this application, and at the time of writing we are waiting for confirmation as to whether this content is acceptable to the County Highways Authority. If further information is required then a condition could be imposed to require the submission of a revised document.

## **Sustainability**

- 22 Policy CS9 of the Core Strategy promotes sustainability and energy efficient construction in new developments. The existing buildings are not energy efficient, with ageing mechanical and electrical systems. The new accommodation will be designed to be more sustainable and efficient than the existing buildings incorporating passive stack ventilation systems, using construction materials with a low embodied energy and ensuring efficient thermal performance within new buildings.

- 23 The site is located in an area with good accessibility; with good pedestrian and cycle links and there are bus stops directly outside of the site providing regular services into Oxford.

### **Biodiversity and Trees.**

- 24 No objections are raised to the development from a biodiversity perspective. It is not considered that there is any reasonable likelihood of protected or priority habitats being present and there are minimal opportunities for ecological enhancements.
- 25 The proposed development will not directly harm any trees that are significant to public amenity, but retained trees should be adequately protected during the construction phase and details of proposed new planting should be confirmed to ensure it is appropriate.

### **Conclusion:**

- 26 The proposal is considered to be acceptable in terms of the relevant policies of the Development Plan and NPPF, and therefore officer's recommendation to Members is to approve the development.

### Human Rights Act 1998

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

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

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

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

### **Background Papers:**

**Contact Officer:** Amanda Rendell

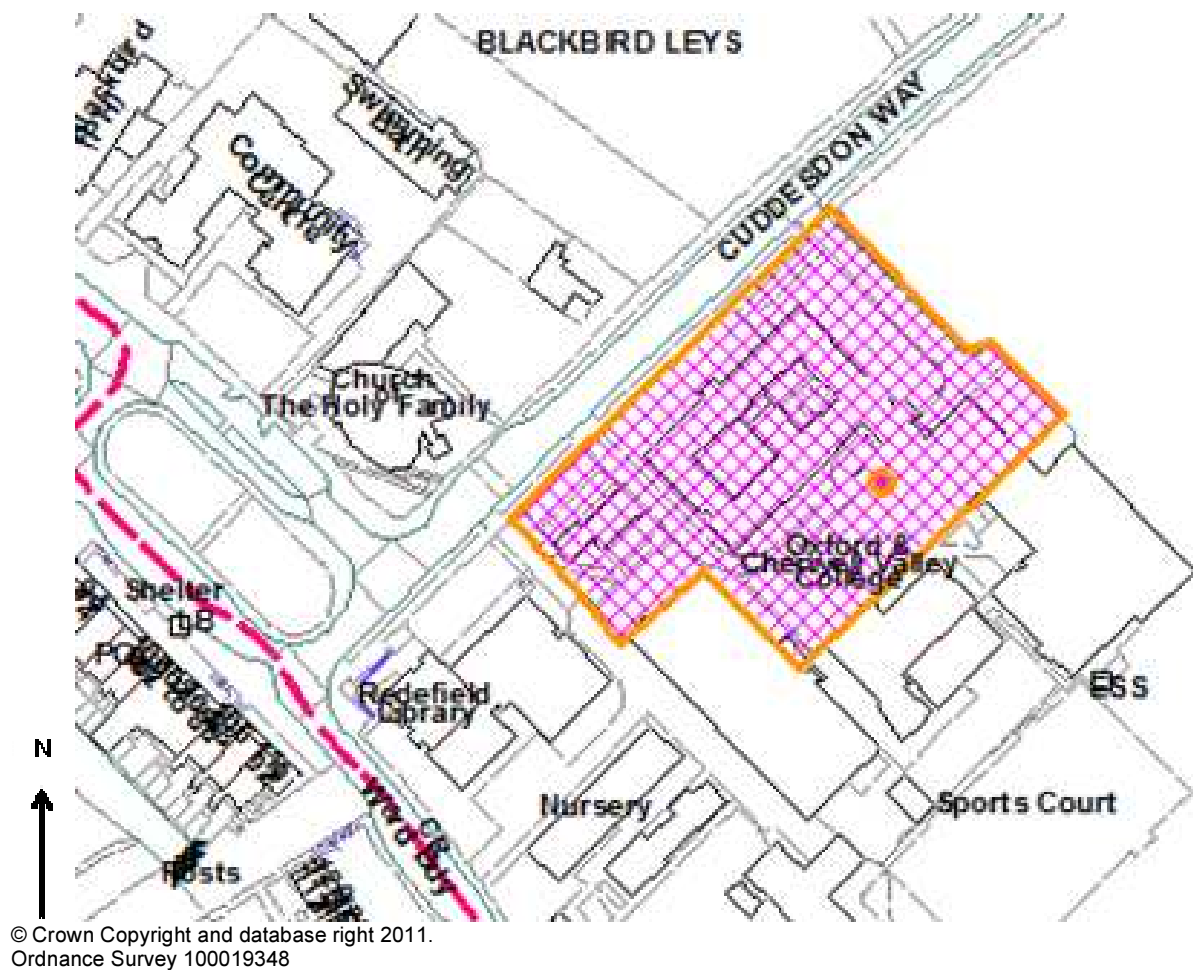
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**Date:** 17th September 2014



## Appendix 1

14/01726/FUL - City Of Oxford College



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