

East Area Planning Committee

- 3rd June 2015

Application Number: 15/00990/FUL

Decision Due by: 2nd June 2015

Proposal: Construction of 100 space temporary car park, together with ancillary works and new vehicular access from Roosevelt Drive during construction of Bioescalator/Amenities Building on adjacent land (15/00996/RES).

Site Address: University Of Oxford Old Road Campus, Roosevelt Drive, Headington, **Appendix 1**.

Ward: Churchill Ward

Agent: Savills

Applicant: The Chancellor, Masters and Scholars of the University of Oxford.

Recommendation.

Approve with conditions for a temporary period of 3 years, subject to the separate grant of planning permission on adjacent land to reserved matters planning application 15/00996/RES for Bioescalator / Amenities Building.

Reasons for Approval.

- 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 The proposals represent arrangements required for a temporary period only whilst new construction work takes place on the University's extended Old Road Campus for a new Bioescalator / Amenities Building. Access is taken via Roosevelt Drive and the facility replaces an existing temporary car park with no additional parking spaces provided. There are therefore no implications for traffic generation over and above those currently in existence. Nor are there any wildlife or drainage implications.
- 3 Whilst the concerns of statutory undertakers and neighbouring residents are noted, such impacts as there are can be mitigated by suitable conditions and the land restored accordingly in due course.

Conditions

1. Temporary permission.
2. Approved plans.
3. Use by University campus only.
4. No unapproved tree works.
5. Tree protection plan.
6. Arboricultural method statement.
7. Removal of common lime T109
8. Repeat ecological survey.
9. Surface car park.
10. Lighting and CCTV
11. Drainage as detailed.
12. Construction travel plan.

Community Infrastructure Levy (CIL).

As the planning application is for a temporary permission only, then no CIL contribution is required.

Main Planning Policies:

Oxford Local Plan 2001-2016

- CP1 - Development Proposals
- CP8 - Design Development to Relate to its Context
- CP11 - Landscape Design
- CP20 - Lighting
- CP25 - Temporary Buildings
- NE11 - Land Drainage & River Engineering Works
- NE12 - Groundwater Flow
- NE13 - Water Quality
- NE14 - Water and Sewerage Infrastructure
- NE15 - Loss of Trees and Hedgerows
- NE20 - Wildlife Corridors
- NE21 - Species Protection
- NE23 - Habitat Creation in New Developments
- TR3 - Car Parking Standards

Core Strategy

- CS11 - Flooding
- CS12 - Biodiversity
- CS14 - Supporting Citywide movement
- CS30 - Hospitals and medical research

Sites and Housing Plan

- MP1 - Model policy
- SP39 - Old Road Campus

Other Material Considerations:

- National Planning Policy Framework

- Planning Practice Guidance
- Supplementary Planning Documents

Public Consultation.

Statutory Undertakers Etc.

- Thames Water: No objection in terms of water infrastructure or sewerage capacity.
- Environment Agency: Low environmental risk; unable to provide comments due to workload prioritisation.
- Natural England: No objection; satisfied development unlikely to have adverse effect on Lye Valley Site of Special Scientific Interest (SSSI) which does not represent a constraint in determining application; may provide opportunities to incorporate features beneficial to wildlife.
- Oxfordshire Highway Authority: No objection; not anticipated that there would be significant increase in traffic; junction considered to be suitable; bus laybys should not be affected; construction travel plan recommended; no concerns on porous design of car park surface.

Third Parties.

One response only from a local resident. Main points raised: welcome use of permeable materials; essential that light spillage does not impact residents or wildlife; movement sensitive lighting supported; site should be screened; vehicles should avoid using Old Road between Churchill Drive and Gipsy Lane; support public transport etc in order to reduce proportion of cars brought to area.

In addition the University undertook its own public consultation in the form of a public exhibition at the Old Road Campus in combination with that for the accompanying Bioescalator / Amenities building proposals. The exhibition was held on 5th and 6th December 2014. The event was attended by 34 members of staff from the Old Road Campus and 29 local residents and members of interest groups. The majority of respondents were either in favour of the development or undecided. Ten respondents expressed no opinion with just two opposed to the development.

The application also came before the Oxford Design Review Panel(ODRP) when it considered the Bioescalator / Amenities building, but no comments were made specifically on the temporary car park.

Officers' Assessment.

Background

1. The planning application relates to a roughly square parcel of land measuring approximately 0.3h. which formerly formed part of the grounds to Boundary Brook House (Park Hospital) but has now been acquired by the University of Oxford as an extension to its Old Road Medical Research Campus. **Appendix 1** refers. The enlarged site is allocated under policy SP39 of the Sites and Housing Plan for medical research, whilst policy CS30 of the Core Strategy indicates that medical research associated with the universities and hospitals will be granted planning permission on existing hospital sites in Headington and Marston.

2. This current application for temporary car parking facilities represents enabling development to allow additional medical research and support facilities to be provided on the enlarged campus as permitted by outline planning permission 12/02072/OUT, and for existing research to continue to operate during construction works. The proposals therefore seek planning permission for a temporary period whilst the second of the 5 new buildings permitted by 12/02072/OUT is constructed. This is the Bioescalator / Amenities Building which is proposed for land immediately to the west of the temporary car park site and is reported separately on this agenda.
3. Currently the first new building permitted by the outline permission, the so called Big Data Institute (BDI), is under construction. During its construction temporary portacabin facilities were required for decanting of research staff following the demolition of the Rosemary Rue Building which previously occupied the site. These were granted temporary permission in 2014 and are erected to the north near the Old Road boundary of the campus. The same permission allowed the existing temporary car park to the west of the current site which would be lost for the Bioescalator building. This latest temporary car park therefore represents a direct replacement for that car park. As policy CP25 of the Oxford Local Plan allows for temporary structures and enabling arrangements to be in place during construction, then no issues of principle are raised by the current application for the purposes indicated.
4. In addition to these various developments, separate planning permission was granted in 2011 for the Kennedy and NDM buildings now completed and occupied. Finally East Area Planning Committee granted temporary planning permission at its May 2015 meeting for the use of the existing Triangle Building as a workplace nursery for a temporary period of up to 5 years pending redevelopment of that site for a future medical research building as a later phase of the outline permission.
5. The application site and adjacent land is subject to a Tree Preservation Order which allows the local planning authority to exercise control over the removal of trees from the site.

Proposals.

6. The temporary car park would provide 100 spaces and is required for a period of 3 years during the construction of the Bioescalator Building. Access to the car park would be taken from Roosevelt Drive from a point east of an existing bus stop. The surface of the car park would be a so called Type 3 granular fill material which is permeable to allow water to soak naturally through to the ground. The surface would be removed when the car park is no longer required and the land restored until such time as it is itself required for future phases of development.
7. The edges to the car park would be defined by timber boards and sleepers to prevent cars parking beyond the limits of the site, whilst 11 x 6m lighting columns would be provided to the perimeter of the site, with their lamps downward facing to minimise light spillage. The lighting columns would be fitted with timer /

movement sensor controls to allow them to be turned off when the car park is not in use. Two of the columns would be fitted with CCTV equipment monitored by the University Security Service.

8. To the south - west corner of the site adjacent to the access from Roosevelt Drive temporary electricity sub station cabins already exist, providing connections to lighting and CCTV equipment. Generally the site is screened from view by existing trees and hedges.
9. Officers consider the principal determining issues in this case to be:
 - access and parking;
 - landscaping;
 - drainage;
 - biodiversity;
 - archaeology; and
 - sustainability

Access and Parking.

10. Entrance to the 100 space temporary car park from Roosevelt Drive is via a 6m wide access which permits 2 way movement. The access would possess appropriate visibility splays plus tactile paving either side. Use of the car park would be controlled by the University Security Service with access restricted to permit holders only. The permits issued are strictly controlled by the University as part of its Travel Plan. Roosevelt Drive is a private thoroughfare rather than public highway and the Highway Authority raise no objection to these arrangements, nor to the use of the land for purposes proposed.
11. In the wider context some 251 car parking spaces are currently in use on the whole Campus site and would be retained as a maximum until such time as the Bioescalator Building is constructed which includes permanent parking facilities at a centralised location. This level of provision excludes the 15 parking and drop off spaces accessed directly off Old Road to serve the temporary nursery within the Triangle building.
12. Cycle parking is available at various locations around the campus and would remain during the lifetime of the temporary permission. This includes 40 cycle spaces associated with the temporary portacabin buildings to the north of the application site. These are provided on a basis of 1 space per 2.8 staff which represents the same ratio as accepted for the enlarged campus as a whole in the outline permission.

Trees and Landscaping.

13. The Tree Survey accompanying the planning application indicated some 13 trees within the application site consisting of 2 sycamores, 3 common limes, 6 Norway maple, one elm and one London plane. All but one of the trees are classified in the Tree Survey as Category C trees under the BS5837:2012 classification, that is to say of low quality and value. Two trees are indicated to remain within the car park, one of the common limes and the London plane, a Category A tree of high

quality and value able to make a continuing and valuable contribution. The loss of these trees represents a commitment in that it was acknowledged in approving the outline planning permission in 2012 that they would be lost for later phases of development in building out the extended campus.

14. One other tree just outside the planning application site to the west is also indicated for removal. This is a further Category C common lime. Although not an outstanding example in itself, it does form part of an important group of trees intended to be retained in connection with the Bioescalator building itself. As it is not required to be removed to allow the car park to be laid out, then officers feel it should be retained. Although outside the application site, the land falls within the same ownership and control as part of the Bioescalator site and a condition can be imposed requiring its retention.
15. Accompanying the Tree Survey is an Arboricultural Method Statement which indicates the means by which these two trees would be retained, including protective fencing erected in compliance with BS 5837:2012. The same tree protection fencing is proposed to be erected to the perimeter of the site so that other trees intended to be retained in the long term are not adversely affected.
16. These arrangements have been drawn up in full conjunction with the Planning Service's Tree Officer and are supported accordingly.

Drainage.

17. The car park is intended to be laid out with a permeable material to allow infiltration drainage to the substrate. The top layer of topsoil is removed and the ground levelled and covered with a geogrid / geotextile material to provide stability and then covered with 200 mm of compacted Type 3 granular fill material to serve as the car park surface. Any fuel spillage would be retained in the granular material and geotextile to evaporate off or degrade and not enter groundwater levels. The runoff from the car park would drain via the permeable surface which would attenuate any petroleum hydrocarbon contamination. This allows natural infiltration drainage across the site such that there would be no impact on the Lye Valley SSSI. This is the same arrangement as utilised for the existing temporary car park.
18. The Environment Agency, Natural England and Thames Water have been fully consulted on these details of the application and raise no objection.

Biodiversity.

19. An ecological survey of the site was undertaken in February 2015 by Applied Ecology Limited. The survey found that the car parking area to be of negligible biodiversity value though boundary trees, shrubs and boundary hedgerows possessed moderate value as potential habitat for low numbers of garden / woodland birds and tree roosting bats. (A previous survey in 2014 had confirmed the mature trees had been used by foraging bats and commuting pipistrelle bats). No evidence was found of bats in any tree in this latest survey however, though

some potential might exist in two of the trees present. The surveys did identify evidence of muntjac deer and foxes traversing the site.

20. If following the grant of any planning permission the development is not undertaken within a calendar year, then a repeat ecological survey may be required.

Archaeology.

21. The application site is of archaeological interest as it is located within an extensive landscape of Roman pottery kilns and related infrastructure orientated on the Dorchester - Alchester Road. A desk based assessment has previously been produced for the site and a geophysical survey undertaken. The survey did not reveal any anomalies which might have suggested the presence of pottery kilns. However it did record trends in the data which may have indicated the presence of localised archaeological features. A condition to the outline permission therefore required the programme of archaeological work in accordance with an agreed scheme of investigation.
22. In bringing forward this application trenching is required on site for cabling etc. However in view of the previous archaeological investigations undertaken the City Archaeologist has advised no further investigations are required.

Sustainability.

23. The car park is required for a temporary period only of up to 5 years after which it and the access would be removed and the land restored in readiness for later phases of development on the extended campus. Officers have concluded therefore that the proposals do not give rise to any sustainability considerations beyond existing arrangements.

Conclusion.

24. The planning application relates to the use of a parcel of land formerly part of the grounds to Boundary Brook House. Although the laying out of the car park with a temporary surface has resulted in the loss of some trees and hedgerows, these are losses which had been previously acknowledged and accepted in granting outline planning permission for development of the extended campus. There are no implications arising from the development in terms of traffic generation, drainage, archaeology or wildlife. Moreover the use of the land allows the University's Medical Research Campus to continue to operate whilst new research and ancillary facilities are brought on stream over the next 3 years as a further phase of development of the 2012 outline planning permission.
25. Committee is recommended to support the provision of the car park for a temporary period of 3 years.

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: Applications 12/02072/OUT, 14/01494/FUL, 14/01586/RES, 14/03540/FUL, 15/00996/RES.

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