

East Area Planning Committee

12th October 2016

Application Number: 15/03466/FUL

Decision Due by: 15th March 2016

Proposal: Erection of two storey extension with basement to the Clinical Bio-Manufacturing Facility and provision of new substation(additional information)

Site Address: Clinical Biomanufacturing Facility Churchill Hospital Old Road Headington (**site plan: appendix 1**)

Ward: Churchill Ward

Agent: Mr Robert Linnell

Applicant: Chancellor, Masters And Scholars Of University Of Oxford

Recommendation:

The East Area Planning Committee is recommended to grant planning permission 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.

Conditions:

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials - matching
- 4 Archaeology - Implementation of programme of investigation
- 5 Staff travel to work and parking

5 Construction Travel Plan

6 Drainage scheme

Main Local Plan Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP6 - Efficient Use of Land & Density

CP8 - Design Development to Relate to its Context

CP10 - Siting Development to Meet Functional Needs

TR3 - Car Parking Standards

TR4 - Pedestrian & Cycle Facilities

Core Strategy

CS2 - Previously developed and greenfield land

CS9 - Energy and natural resources

CS12 - Biodiversity

CS17 - Infrastructure and developer contributions

CS18 - Urban design, town character, historic environment

Other Material Considerations:

National Planning Policy Framework (NPPF)

Planning Practice Guidance

Relevant Site History:

09/02805/FUL - Erection of single storey clean room laboratory with plant room below (Amended plans). PER 20th April 2010

14/00272/FUL - Installation of flue to south roof slope. PER 21st March 2014

Representations Received:

29 Glebelands: concerns over noise; currently there already very loud low frequency noises that disturb us from the Churchill Hospital site, to the point of making it difficult to sleep in the summer.

Statutory Consultees:

Thames Water: no objections

Environment Agency: have assessed the application as having a low environmental risk therefore have no comments to make.

Oxfordshire County Council (Transport): no objection subject to conditions

Issues:

Contributions
Principle of Development/Need
Design
Sustainability
Highway Issues
Biodiversity/Impact on Lye Valley
Archaeology

Officers Assessment:**Site Description**

1. The site lies to the east of the Clinical Bio-Manufacturing Facility which is located within the south eastern quadrant of the Churchill Hospital Site. The Facility is occupied by the Nuffield Department of Clinical Medicine, as part of the University of Oxford. The land upon which the extension is proposed is currently vacant and consists of a combination of grassland and compacted hardcore with a small area of tarmac.
2. The Facility provides a key interface between basic research and clinical medicine through the manufacturing of Investigational Medicinal Products to 'Good Manufacturing Practice' standards for early phase clinical trials.

Proposal

3. The application is seeking permission for a two storey extension to the eastern side of the existing building which will consist of a basement area, ground floor and a first floor partially within the roof space. The application is also for the provision of a new substation, adjacent to the existing substation location that lies to the north east of the Clinical Bio-Manufacturing Facility.
4. This application is similar to an earlier planning application (09/02805/FUL) which proposed a separate stand-alone modular building. This current proposal is for a more integrated building extension than the detached modular building previously approved.
5. The basement of the proposed extension will contain the plant required to support the enhanced Facility. The ground floor will provide a greater volume of fully compliant grade B clean room bio-manufacturing space, together with all lower grade support areas, and associated entrance areas and service corridors to provide up to date facilities and increase the capacity of the Facility. A mezzanine plant deck will be provided directly above the clean rooms within the roof space of the new extension. The roof space will also contain an accessible plant deck.

6. The new substation is proposed to be located to the north east of the Clinical Bio-Manufacturing Facility, adjacent to the existing transformers in this location. Its approximate dimensions will be 3m X 3m x 2.4m.

Officers Assessment

Contributions

7. 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 metres or more, or to new houses 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 proposal is liable to CIL contributions accordingly.

Principle of Development/Need

8. The proposal meets the requirements of Policy CS30 of the Oxford Core Strategy and SP8 of the Sites and Housing Plan in that these policies require hospital related activities to be retained on the existing site. The development will also make the best use of previously developed land which is encouraged by the National Planning Policy Framework and Oxford Core Strategy Policy CS2.
9. The Clinical Bio-Manufacturing Facility requires additional floor space to meet their expansion requirements and to provide up to date facilities for the operation of the Facility. It will enable more space for clean rooms for production purposes with support/ancillary areas. The new substation is required to supply power to the new extension.

Design

10. The existing building was constructed in 1997 specifically to house the Nuffield Department of Clinical Medicine. It is a two storey building, but due to the slope of the site the building is presented as single storey on its north elevation, with a basement floor at its southern end. The existing building is finished in a mid-brown brick with contrasting horizontal brick bands at floor and ceiling levels. The roof is constructed of profiled insulated cladding panels, with standing seams. Dormer type vents are provided within the roof detail to provide ventilation for existing plant. A fume extract duct is present on the southern end of the building.
11. The design of the proposed extension is to be similar to that of the existing and the height will be equivalent to the existing building. The proposed extension aims to complement and broadly replicate the existing building. The external walls are to comprise an external leaf of facing bricks to match the

existing building in colour and texture, with a horizontal string band at window head height. The roof will match the existing building, with the use of pre-insulated profiled cladding standing seam sheets with appropriate accessories to create an equivalent eaves detail and guttering arrangement. It is currently anticipated that there will be minimal amounts of external plant outside the footprint of the building. There will be a requirement for a chiller plant at roof level to provide cooling to the building and will be installed within a roof mounted enclosure. The proposed substation will be of a similar design and scale to the existing substation development in this location.

12. The proposed extension has been designed to respond to the characteristics of the existing building and will be of similar scale, height and materials. The external materials and design will reflect the design of the existing building and accommodate broadly equivalent features and details. The proposal is therefore considered acceptable in terms of policy CS18 of the Core Strategy 2026 and CP1, CP6, CP8 and CP10 of the Oxford Local Plan 2001-2016.

Residential Amenity

13. The proposed extension is approximately 130m away from the nearest residential properties which are located in Heath Close to the north east and approximately 260m to the properties beyond Boundary Brook to the east. The proposed extension will be partly surrounded by other hospital related buildings. The proposed substation is located approximately 35m away from the nearest residential properties in Heath Close. It is adjacent to the existing substation and will largely be screened from these properties by the building adjacent to the east and the vegetation on the eastern boundary of the Churchill Hospital Site. It is therefore considered the proposals will not be any adverse impact on the amenity of these properties.
14. Oxford City Council Environmental Health Officers have raised no objections on noise impact grounds. Any current noise issues with the Churchill site in general would need to be addressed to Environmental Development directly for investigation.

Sustainability

15. Policy CS9 of the OCS sets out a commitment to optimising energy efficiency through a series of measures including the utilisation of technologies that achieve Zero Carbon developments. A key strategic objective in the Core Strategy seeks to maximise Oxford's contribution to tackling the causes of climate change and minimise the use of non-renewable resources.
16. Due to the nature of the building and its use here is limited scope for such measures however greater levels of insulation will be provided to the walls and roof covering to meet current requirements or where necessary exceed them to achieve better performance in sustainability terms along with a photovoltaic system. The drawings indicate an area for this on its southern roof slope. The final area is yet to be confirmed, but will be to suit the requirements of the Building Regulation Approved Documents.

Highway Issues

17. The increase in the number of FTE staff is predicted to rise from 15 to 41 as a result of this proposal. The Design and Access Statement confirms no additional car parking will be provided with the development, over and above the existing 6 car parking spaces already provided, however cycle parking spaces will be increased from 18 to 24 which meets adopted cycle parking standards.
18. The Highway Authority initially raised objections and requested additional information on demonstrating the use of alternative modes of transport to the site by existing employees in the context of existing parking issues on the Churchill hospital site which the applicant responded to.
19. The scale of the development does not warrant a Travel Plan however it was suggested by the county council that a number of measures could be implemented to encourage walking, cycling and the use of public transport to address the concerns raised in the context of existing parking and access issues on the wider Churchill site.
20. The submitted information shows that of the existing 15 FTE staff, 7 currently drive (six using the on-site parking spaces and one parking on nearby residential streets). Clearly, the latter practice ought not to be encouraged and should be discouraged with the proposed CPZ at Lye Valley. The remaining eight staff travel by sustainable modes of transport, which is welcomed.
21. The transport note sets out the University's parking policy which in summary seeks to only provide parking permits to those staff that have mobility issues or exceptional circumstances and the provision of a permit is subject to a charge which is a proportion of the member of staff's salary.
22. The note also discusses other measures to encourage sustainable travel amongst staff:
 - 10% discount with local bus operators;
 - Interest free loan for purchase of travel tickets;
 - Encourage use of Park & Ride and cycling from Thornhill Park & Ride;
 - Car sharing;
 - Increasing cycle parking, provision of showers, cycle loan, discounts at local cycle stores, etc. to encourage cycling; and
 - Information provision on sustainable travel.
23. The above measures are considered sufficient to address the concerns raised by the county council. However, the county council would recommend that the travel behaviour of staff is monitored and therefore a suitably worded condition has been recommended.

24. These measures comply with Sites and Housing Plan Policy SP8 which requires development to minimise car parking spaces on site. The applicant has demonstrated how the development mitigates against traffic impacts and maximises access by alternative means of transport and mitigation measures required to ensure that proposals do not lead to increased parking pressure on nearby residential streets

Biodiversity/Impact on Lye Valley

25. The application site is in close proximity to the Lye Valley which includes the Lye Valley Site of Special Scientific Interest (SSSI) noted for its rare valley fen habitats that are dependent on special local hydrological conditions. The application site lies within the hydrological catchment area of the Lye Valley. Local hydrology is a key component for the preservation of the notified features of the site and it is important that new developments do not compromise hydrological function.
26. The development proposes the use of soakaways which will filter to the Lye Valley. The Ecology Report (Applied Ecology Ltd, Nov 2015) states: "The Lye Valley SSSI occurs 105m to the east of the site and, as highlighted previously, the SSSI would not be directly impacted by the development, but there is theoretical potential for the new building to contribute to small-scale increases in surface water run-off which in turn could result in small-scale increases in erosion to the SSSI stream channel if unmitigated. It is understood that the development has been designed such that there will be no net increase in surface water run-off from the site, and therefore indirect adverse impacts on the SSSI are not anticipated."
27. The Oxford City Council Flood Mitigation Officer highlighted the need for further information to demonstrate the feasibility of the proposed drainage scheme and to demonstrate that there will be no detriment to the ground water catchment that supports the Lye Valley SSSI environment. As such the Flood Mitigation Officer was satisfied with the following:
- The plant room is internal therefore any connection from any equipment would be directed into the foul system and there is no risk to the surface water system. There is no service yard; there is only a tarmac footpath around the building which will drain into the soft landscaping therefore no risk of pollution.
 - Although only 1 soakage test was carried out as part of the site investigation, the design of the surface water system has been carried out with a safety factor of 2 which halves the infiltration rate in the design. The system has been modelled for no flooding for all storm events from 15mins to 1 week and for all return periods up to and including the 100 year + 30% climate change, therefore the design of the drainage system has taken into consideration for saturated soils and complies with current guidance.
28. The Ecology Report has not highlighted any protected species or sites within the site boundary which are likely to be impacted by the proposal. Officers are

satisfied the conclusion of the survey are correct and would recommend that an informative in regard to nesting birds.

29. There are no trees on this site, and the scale of the proposed building footprint relative to the 'red line' area of development precludes any opportunities for new landscaping.

Archaeology

30. This site is of interest because an archaeological excavation in 1971 identified evidence for 3rd and 4th century pottery manufacturing in the near vicinity, including, kilns, drying area, workshops and enclosures. The projected extent of a Roman ditch runs close the footprint of the proposed building and four Roman kilns were recorded 20m to the east. A field evaluation undertaken in 2015 did not locate any in-situ features and only a single Roman sherd was recovered, however given the scale of the proposed development and the proximity of recorded pottery kilns a watching brief would be warranted in this instance.
31. In this case, bearing in mind the results of the archaeological evaluation and the proximity of recorded Roman kilns, officers would request that, in line with the advice in the NPPF, any consent granted for this development should be subject to a condition requesting a written scheme of investigation as the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including Roman remains.

Conclusion:

32. Members are recommended to approve the application subject to the conditions listed.

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: 14th Sep 2016

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