

## West Area Planning Committee

13<sup>th</sup> December 2016

**Application Number:** 16/02772/FUL

**Decision Due by:** 20<sup>th</sup> December 2016

**Proposal:** Alterations to existing buildings on Iffley Road frontage and improvements to provide main entrance to student accommodation, rear extensions and staircases. Alterations and extension to Stockmore House, Stockmore Street to provide additional study/bedrooms, alterations to existing access to Stockmore Street, parking space for disabled persons and servicing. Alterations to bin storage area and cycle parking.

**Site Address:** 77-83 Iffley Road 85 And 87 Iffley Road And Stockmore House Stockmore Street Oxford Oxfordshire OX4 1EG

**Ward:** St Marys Ward

**Agent:** Mr Nik Lyzba

**Applicant:** St Hilda's College, Oxford

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### Recommendation:

West 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.

### Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials samples
- 4 Gate (Public Art)
- 5 CTMP
- 6 Student Accommodation - cars
- 7 Start and End of Term Car Movements
- 8 Visibility Splays
- 9 Landscape plan required

- 10 Landscape carry out by completion
- 11 Landscape hard surface design - tree roots
- 12 Landscape underground services - tree roots
- 13 Tree Protection Plan (TPP) 2
- 14 Arboricultural Method Statement (AMS) 2
- 15 Surface water drainage
- 16 Energy
- 17 Details of external lighting
- 18 Cycle Parking

### **Legal Agreement and CIL**

A CIL Contribution is required, no legal agreement is required.

### **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
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- HE7** - Conservation Areas
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities

#### **Core Strategy**

- CS2\_** - Previously developed and greenfield land
- CS9\_** - Energy and natural resources
- CS10\_** - Waste and recycling
- CS11\_** - Flooding
- CS12\_** - Biodiversity
- CS17\_** - Infrastructure and developer contributions
- CS18\_** - Urban design, town character, historic environment
- CS19\_** - Community safety
- CS25\_** - Student accommodation
- CS29\_** - The universities

#### **Sites and Housing Plan**

- HP5\_** - Location of Student Accommodation
- HP9\_** - Design, Character and Context
- HP14\_** - Privacy and Daylight

#### **Other Planning Documents**

National Planning Policy Framework

### **Relevant Site History**

16/01468/FUL - Alterations to existing buildings on Iffley Road frontage and improvements to provide main entrance to student accommodation, rear extensions and staircases. Alterations and extension to Stockmore House, Stockmore Street to provide additional study/bedrooms, alterations to existing access to Stockmore Street, parking space for disabled persons and servicing. Alterations to bin storage area and cycle parking. - REF

### **Statutory Consultees**

#### Land Quality Officer

No objections subject to an informative relating to unexpected contamination.

#### Highways

No objections subject to conditions requiring a construction traffic management plan, measures to ensure no cars are brought to Oxford by students and a management plan dealing with arrival and departure for students at the beginning and end of terms. A condition would also be required to deal with visibility splays for the proposed vehicle access onto Stockmore Street.

### **Representations Received**

None

### **Site Description**

1. The application site includes existing properties at 77-83 Iffley Road, 85-87 Iffley Road and Stockmore House. The site is on the corner of Iffley Road and Stockmore Street in East Oxford; it functions as a single site that is owned by St Hilda's college and is used for student accommodation occupied by up to 54 graduate students.
2. The accommodation is accessed from Iffley Road, with the buildings on the frontage being 77-83 (known as Fulford House) and 85 to 87 Iffley Road. The Iffley Road properties form a four storey terrace; the buildings are Victorian and constructed from brick. Stockmore House lies to the rear of 77-83 Iffley Road and has an access off of Stockmore Street (with a small adjacent parking area). Stockmore House is a three storey 1970s building; it is purpose-built student accommodation. There is an area of open area of garden at the rear of 85-87 Iffley Road which serves as the shared amenity space for residents of the site.
3. There is a change of ground levels across the site, with entrances to the Iffley Road buildings being at the ground floor level which is raised from the street (lower ground levels benefit from lightwells across the front of the terrace).
4. There are number of trees in the rear garden area of the site; including Chestnut, Holly, Magnolia and fruit trees. The magnolia tree is visible in the public realm and occupies an existing gap between Stockmore House and the rear elevation of 77-83 Iffley Road.

5. There is an existing low brick boundary wall on the Iffley Road elevation (with brick detailing matching the terrace behind). There is a higher boundary wall of approximately 1.5m along the Stockmore Street elevation and a modern metal gate in front of the parking area between Stockmore House and the adjacent dwellinghouse (No. 44 Stockmore Street).
6. None of the properties on the site are listed. The entire application site lies within the St Clement's and Iffley Road Conservation Area.

### **Proposed Development**

#### 77-83 Iffley Road and 85-87 Iffley Road

7. It is proposed to extend the rear of 77-83 Iffley Road and 85-87 Iffley Road to provide new student rooms and a new full height stairwell at the rear of each terrace; providing additional circulation space. The proposals would also involve substantial internal changes to the existing accommodation which would modernise the accommodation available and provide a more uniform arrangement within the cluster flats. The development proposed would result in a total of 33 rooms being provided in 77-83 Iffley Road and 12 rooms for 85-87 Iffley Road; a net gain of 2 rooms. It is proposed to retain the self-contained two bedroom fellows set own the lower and upper ground floors; with a retained access onto Iffley Road.
8. The proposed extension would be a three storey development with a pitched roof. Accommodation would be provided across four floors (there is a lower ground floor which would extend into existing lower ground floor accommodation of the building). The proposed roof would be lower at both the eaves and ridge when compared with the existing terrace. A chimney is proposed on the gable end of the proposed extension facing towards Stockmore Street.
9. The proposed extension would extend across most of the width of 77-83 Iffley Road; with the extension set in slightly from Stockmore Street above ground floor level (by a distance of approximately 2.8m compared to the existing terrace). A plant room is proposed at ground floor level with a flat roof; this aspect of the development would not be particularly visible in Stockmore Street (because of the existing boundary wall). The proposed extension would extend into the rear garden so that it would be in line with the adjacent terrace 85-87 Iffley Road.
10. The proposed development would result in the loss of the existing magnolia tree. The scheme does propose new tree and shrub planting to the east of the proposed pedestrian access, a climbing frame with plant to grow up the existing blank part of the brick façade to Stockmore House and two new trees and shrub planting in front of Stockmore House.
11. The stair block is proposed at the rear of 85-87 Iffley Road; this would have an overall depth of approximately 5.5 and a width of approximately 3.3m. The materials proposed for the extension include red brick for the walls (to

complement the existing predominantly red brick used in the external construction of the existing terrace). Subtle brick detailing is proposed; in the form of horizontal banding is proposed. Large bay windows are proposed for the rear of the extension, the windows would have timber cladding with powder coated grey frames.

12. Changes to fenestration and doors at the front of the terrace are also proposed.
13. A new pedestrian and cycle entrance to the rear of the terrace at 77-83 Iffley Road would be created onto Stockmore Street which would serve as the main entrance for the site. The gate for the entrance is proposed to incorporate a stylised map of East Oxford.

#### Stockmore House

14. A three storey extension is proposed to Stockmore House, on the site of the existing car parking area (between Stockmore House and No. 44 Stockmore Street). The new block would function as a standalone accommodation block but physically adjoin the existing Stockmore House. The proposed extension would provide a total of 11 rooms, with minor changes proposed to the stairwell and entrance area at the existing Stockmore House.
15. The proposed extension of Stockmore House would have materials to complement the existing building and would incorporate a standing seam roof to match the existing Stockmore House.

#### Summary

16. The total net gain would be 13 additional student rooms; arising from the extension and refurbishments to the Iffley Road terraces and the extension to Stockmore House.

The principal determining issues of the application are:

- Principle of development
- Design
- Impact on Amenity
- Car Parking and Access
- Flooding and Surface Water Drainage

#### **Officers Assessment:**

##### **Principle of Development**

17. The majority of new development would take place on what would have originally have been garden land at the rear of the terrace and an existing car parking area. Much of this land would not be considered to be previously developed land for the purposes of planning. Policy CS2 of the Core Strategy (2011) together with the National Planning Policy

Framework (NPPF) requires that previously developed land should be the focus of new development. However, in the wider context of the Council's planning policy there is scope to accept development on existing sites where design and other constraints can be addressed. There is an emphasis in particular on promoting a greater efficiency of land as set out in Policy CP6 of the Oxford Local Plan 2001-2016.

18. The proposed development would facilitate substantial improvements to the internal layout of the Iffley Road properties and provide more purpose built student accommodation that is built to modern standards. Information provided with the application and raised with Officers by the applicant has suggested that there is currently a lower demand on the student accommodation within the Iffley Road properties on the site because of the lower quality of accommodation there. The proposals therefore provide a greater opportunity to provide overall improvements to the accommodation that may increase the occupancy of the site whilst providing a modest increase in the number of students on the site. Officers would recommend that this would not only bring about a greater efficiency of the use of the existing site and raise the standard of accommodation provided by the college but also reduce demand from the college's student on open market accommodation; an approach promoted by Policy CS25 of the Core Strategy.
19. Officers advise that the development is on a main thoroughfare (Iffley Road) and therefore acceptable in the context of Policy HP5 as a location for student accommodation. Developments for new student accommodation must include a management regime and appropriate controls to ensure that the development is car free.
20. On the basis of the above, Officers regard that the principle of the development proposed would be considered acceptable.

## **Design**

### Siting, External Appearance and Impact on Conservation Area

21. The proposed rear extension to the Iffley Road terrace (77-83 and 85-87 Iffley Road) would be set back from the Stockmore Street which would reduce its visibility and prominence. Officers recommend that the use of the pitched roof and subservient form of the development (resulting from its lower height) would ensure that it would form both a natural extension to the existing terrace. Whilst some of the fenestration at the rear of the extension to the terrace would have a more contemporary appearance and not match well with the existing building this would not be particularly visible in the public realm and would therefore not detract from the character and appearance of the existing buildings.
22. In reaching the above view, Officers have been mindful of the contribution that the site makes in the St Clements and Iffley Road Conservation Area. It is considered that despite the use of some detailing with the scheme the

form, height and siting of the extension would ensure that it would not detract from the special significance of the Conservation Area and would preserve its appearance.

23. The appearance of the extension would be softened by the use of appropriate landscaping; which would mitigate for the loss of the magnolia. The proposed planting would contribute positively to the site as a whole by creating a more verdant appearance that would complement the character of the Conservation Area. Officers have recommended that conditions are included relating to landscaping to ensure that appropriate planting is provided.
24. The proposed stairblock at the rear of 85-87 Iffley Road would have a contemporary appearance and would be at odds with the overall appearance of the rear of terrace. However, its discrete siting would make this feature acceptable in design terms. Other modifications proposed to Iffley Road terrace would be acceptable in design terms and would facilitate the significant improvements to the accommodation that are proposed.
25. The proposed alterations at the front of the Iffley Road terrace would not materially alter the character and appearance of the building.
26. The proposed extension to Stockmore House would have a contemporary appearance and would emulate some of the appearance of the existing Stockmore House. The proposed development would be acceptable in design terms, having a similar pallet of materials to surrounding properties and an overall height and siting that would be sympathetic. The overall scale of development would enable this aspect of the development to form a visually acceptable relationship in the streetscene and it would not harm the character, appearance and special significance of the Conservation Area.
27. Officers consider that the development is acceptable in design terms and represents high quality design that respects the context of existing buildings and the Conservation Area as required by Policies CP1 and HE7 of the Oxford Local Plan 2001-2016 and Policy CS18 of the Core Strategy.

#### Materials

28. Officers recommend that the materials proposed would likely be acceptable as they would provide some visual interest to the development whilst also respecting the existing pallet of materials on the site. The bulk of the proposed development would match with existing bricks used on the site; the sensitive use of timber cladding would decrease the visual bulk of the proposed development and introduce a more contemporary appearance. Officers have recommended that a condition that would require the submission of material samples prior to the commencement of the development.

### Boundary Treatments

29. The proposed boundary treatments would be acceptable, with walls along the Stockmore Street elevation providing a similar level of enclosure to the existing walls in this location. The use of matching materials would ensure that this aspect of the development would be visually satisfactory.

### Public Art

30. It is proposed to provide a new piece of public art on the gate for the new pedestrian access. The gate would incorporate a stylised map of East Oxford and would contribute positively to the public realm. Officers have recommended a condition that requires the details of the public art to be submitted prior to commencement and the gate to be installed within six months of occupation.

### Communal Areas

31. Policy HP5 of the Sites and Housing Plan requires that for sites of more than 20 student bedrooms there would need to be communal spaces provided (indoor and outdoor). The proposals would bring about a layout where there would be a central shared courtyard which would provide a pleasant area of outdoor amenity for shared use. The internal changes to the buildings on the site (as well as the proposed new build areas) would bring about a higher standard of accommodation where there would be shared indoor areas, namely kitchen areas in the flats.

### Refuse and Recycling Storage

32. A refuse and recycling store is proposed at the front of the existing Stockmore House. This area is already screened by a high brick wall; gates are proposed to provide access to this area.

### Energy

33. The application provides an energy statement proposing to provide 20% of energy on-site from renewable and low carbon technologies. This would enable the development to meet the requirements of Policy HP11 of the Sites and Housing Plan (2013). Officers recommend including a condition that relates to incorporating energy efficiency measures and on-site generation in accordance with the submitted energy report.

### **Impact on Amenity**

- 32 There is sufficient distance between the proposed extensions to the Iffley Road terrace and neighbouring residential properties to ensure that this aspect of the development would not have an adverse impact on the light or privacy for occupiers.
- 33 The proposed extension to Stockmore House has been aligned so that it



would not adversely impact on light conditions or privacy for No. 44 Stockmore Street.

- 34 There are no proposals for additional external lighting. A condition has been recommended that would require details of external lighting to be provided prior to the commencement of the development to ensure lighting does not have an adverse impact on the amenity of surrounding occupiers.
- 35 Officers recommend that the proposed development would represent a modernisation of the site and could potentially lead to a greater level of containment of the site through the use of the new pedestrian entrance. The proposed development complies with the Council's adopted policies in relation to its impact on residential amenity, including Policy HP14 of the Sites and Housing Plan (2013).

## **Access and Car Parking**

### Car Parking

36. The proposals would be for car free development (with the exception of disabled occupiers). Students at the college are not entitled to bring a car to Oxford; conditions can be applied to ensure that the normal regime of ensuring that this is enforced by the college are implemented. This forms part of the Officer recommendation and is also an approach that has been suggested by the Highway Authority. The proposals would remove an existing area of car parking (the site of the proposed extension to Stockmore House) which would reduce car movements along this narrow residential road.
37. There is provision for a disabled car parking space for a student on the site. This aspect of the development is required in order that the development complies with the requirements of Policy CP13 of the Oxford Local Plan 2001-2016. Officers have concerns about visibility from this proposed car parking space and it is recommended that details relating to the design of adjacent boundary treatments to this space be dealt with by condition.

### Pedestrian Access

38. A new pedestrian access is proposed onto Stockmore Street; this would form a new access for the entire site and would enhance the security for students on the site. The entrance is also positioned so that it would give rise to less disturbance for neighbouring residential occupiers, being further from neighbouring dwellings than the existing entrance adjacent to Stockmore House and would mean much reduced use of the Iffley Road entrances (that would only serve the two bedroom fellows sets at the lower ground level).

### Cycle Parking

39. It is proposed to provide cycle parking within the courtyard area at the rear

of 85-87 Iffley Road. Details of the cycle parking could be required by condition if planning permission was granted.

#### Construction Traffic Management Plan

40. The application site lies in a residential area and it is recommended that a condition is included that requires the submission of a Construction Traffic Management Plan prior to the commencement of the development.

#### **Flooding and Surface Water Drainage**

41. The application site does not lie in a high flood risk area. The proposed development would take place partially on land that is already surfaced in impermeable materials (the existing car park). The overall amount of land that would be covered as a result of the proposed development would not lead to adverse impacts on surface water drainage and the increase in impermeable surfaces can be adequately dealt with through the use of a suitable drainage scheme. Officers have recommend a condition that relates to requirement to provide a surface water drainage scheme prior to the commencement of work and to incorporate SUDs methods where appropriate in accordance with Policy CS11 of the Core Strategy (2011).

#### **Biodiversity**

42. The proposals would involve modifications within existing buildings and extensions. The development proposed would not involve significant alterations within roofspaces or on areas of the site where there are likely to be protected species, notably bats. As a result, the development is acceptable in the context of Policy CS12 of the Core Strategy (2011).

#### **Conclusion:**

43. On the basis of the above and for the reasons outlined in this report, Officers recommend that the West Area Planning Committee grant planning permission for the proposed development subject to the conditions set out above.

#### **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:**

16/02772/FUL

**Contact Officer:** Robert Fowler

**Extension:** 2104

**Date:** 1<sup>st</sup> December 2016

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