

West Area Planning Committee

24th January 2017

Application Number: 16/02687/FUL

Decision Due by: 20th January 2017

Proposal: Re-development of the application site to include the demolition of existing buildings, erection of buildings to provide student accommodation (117 student rooms) and ancillary facilities, 11 x self-contained flats, a single storey garden room accommodating flexible space for use as student common room/teaching/lecturing space, 150sqm GIA for employment uses (Use Class B1), and associated landscaping and infrastructure. (Amended plans)

Site Address: 265 - 279 Iffley Road And Garages Percy Street (**site plan: appendix 1**)

Ward: Iffley Fields Ward

Agent: Mr Vickesh Rathod

Applicant: Mr Ian Thompson

Recommendation:

The West Area Planning Committee is recommended to GRANT planning permission for the reasons below and subject to and including conditions and the satisfactory completion of a Section 106 agreement to secure a contribution to affordable housing and to delegate authority to the Head of Planning and Regulatory Services to issue the permission.

Reasons for Approval

- 1 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.
- 2 The Council considers that the proposal, subject to the conditions imposed, would accord with the special character and appearance of the conservation area. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity.
- 3 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 Sample materials and panels
- 4 Large-scale drawings of design details
- 5 Student accommodation, out of term use
- 6 Student Management Plan
- 7 Bin and cycle storage
- 8 Revised travel plan
- 9 Travel Information Pack
- 10 Student - no cars
- 11 Car parking spaces
- 12 Construction Traffic Management Plan
- 13 Fire hydrants
- 14 Landscape plan
- 15 Landscaping carried out by completion
- 16 Tree Protection Plan
- 17 Arboricultural Method Statement
- 18 Removal of trees - Percy St garage site
- 19 Details of boilers and CHP
- 20 Boundary treatments
- 21 Sustainable design and energy efficiency
- 22 Biodiversity enhancements
- 23 Noise levels - air conditioning, plant
- 24 Kitchen extraction equipment
- 25 Demolition strategy and validation plan
- 26 Phased risk assessment - land quality
- 27 Remedial works and validation report
- 28 Watching brief unexpected contamination
- 29 B1 office use
- 30 Surface water - SUDS details
- 31 SUDS maintenance plan
- 32 Drainage infrastructure details

Legal agreements

Section 106 agreement to secure affordable housing contribution of £643,432.72

Note: The Highways Authority has requested a contribution towards a Controlled Parking Zone however this is covered under CIL.

Community Infrastructure Levy (CIL):

The development is liable for £276,115.92 of CIL.

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
CP9 - Creating Successful New Places
CP10 - Siting Development to Meet Functional Needs
CP11 - Landscape Design
CP13 - Accessibility
CP14 - Public Art
CP17 - Recycled Materials
CP18 - Natural Resource Impact Analysis
CP19 - Nuisance
CP21 - Noise
CP22 - Contaminated Land
CP23 - Air Quality Management Areas
TR1 - Transport Assessment
TR2 - Travel Plans
TR3 - Car Parking Standards
TR4 - Pedestrian & Cycle Facilities
TR13 - Controlled Parking Zones
HE2 - Archaeology
HE7 - Conservation Areas
NE14 - Water and Sewerage Infrastructure
NE15 - Loss of Trees and Hedgerows

Core Strategy

CS2_ - Previously developed and greenfield land
CS9_ - Energy and natural resources
CS10_ - Waste and recycling
CS11_ - Flooding
CS12_ - Biodiversity
CS13_ - Supporting access to new development
CS18_ - Urban design, town character, historic environment
CS19_ - Community safety
CS23_ - Mix of housing
CS24_ - Affordable housing
CS25_ - Student accommodation
CS28_ - Employment sites

Sites and Housing Plan

MP1 - Model Policy
HP1_ - Change of use from existing homes
HP2_ - Accessible and Adaptable Homes
HP3_ - Affordable Homes from Large Housing Sites
HP5_ - Location of Student Accommodation
HP6_ - Affordable Housing from Student Accommodation

HP9_ - Design, Character and Context
HP11_ - Low Carbon Homes
HP12_ - Indoor Space
HP13_ - Outdoor Space
HP14_ - Privacy and Daylight
HP15_ - Residential cycle parking
HP16_ - Residential car parking

Other planning documents

Affordable housing and planning obligations SPD
Parking standards SPD
Natural Resource Impact Assessment (NRIA) SPD
Balance of Dwellings SPD
Technical Advice Note – Space Standards for Residential Development
Technical Advice Note – Waste and Bins Storage

Statutory consultees

- Oxfordshire County Council

No objection subject to conditions and legal agreement.

It is proposed that the development is to be car-free, as is required under policy HP16. Policy HP16 also states that car-free developments will be approved where they are located within a Controlled Parking Zone. However the development site is not located within a Controlled Parking Zone. Therefore, in order to ensure that the car-free nature of the development can be enforced and to provide direct mitigation against the development's likely transport impacts, a contribution towards the consultation and implementation of a Controlled Parking Zone (CPZ) secured through a Section 278 Agreement is required.

Without the above the County Council would object to the application. The direct mitigation required to ensure the acceptability of the development cannot be secured through CIL contributions since CIL funds are not linked to specific developments. There can be no way to ensure that any CIL contributions that the development will make would be spent on a CPZ in the area of the development, required to mitigate against the development's likely impact, rather than on any other item of Strategic Infrastructure listed on the CIL Regulation 123 list.

Further work required on the submitted Travel Plan. A Construction Traffic Management Plan is required.

Drainage proposals are acceptable subject to condition.

- Environment Agency Thames Region: no objection subject to condition
- Thames Water Utilities Limited: no comments received
- Natural England: no objection with regards to Iffley Meadows SSSI, refer to Standing Advice on other matters, biodiversity enhancements should be

considered.

Third parties

- Oxford Preservation Trust: Overall support for the more sympathetic development of site. Objection due to scale and mass of Iffley Road frontage resulting in a rather overbearing air, negative impact on character of street scene and Conservation Area.
- Oxford Civic Society: Welcomes redevelopment as student accommodation, but objects to overbearing height of buildings, parking pressure given lack of CPZ, more credible Construction Management Plan needed.
- Iffley Road Area Residents' Association: no comments received
- Cyclox: Objection due to lack of cycling infrastructure proposed with the application
- Iffley Fields Parking Action Group: Objection due to on-street parking pressure. Development should only be approved if a CPZ is created.
- Iffley Fields Residents' Association: Objection due to on-street parking pressure – car-free development not enforceable without CPZ – dominant mass of continuous terrace on Iffley Road, inadequate light impact assessment, drainage capacity, scope of leaflet drop as part of Construction Travel Plan.

Representations Received:

Representations were received from the following addresses:

56 Argyle Street; 37 Bedford Street; 16 Carlton Road; 1 Charles Street (two representations); 3 Charles Street (two representations); 32 Charles Street; 46 Chester Street; 1, 104, 4, 5, 84 Fairacres Road; 1, 6, 8, 9, 11, 15 Harold Hicks Place; 50 Hurst Street; 263, 276, 284, Flat 1 266 Iffley Road; 5, 6, 7, 26, 66, 100, 105, 106 Percy Street; 94 Percy Street (two representations), 8, 52, 53, 54 Stratford Street; 39, 46, 60, 66, Warwick Street; 81 Warwick Street (two representations).

The main points raised were:

- General support for redevelopment of the site
- Loss of employment use on Iffley Road
- More space for workshops – lacking in Oxford – rather than B1 office use
- Overdevelopment of site
- Scale and mass – too great on Iffley Road, on Charles Street & Percy Street at 3 storeys and deep footprint, harmful impact on streetscene and character
- Overbearing, dominant – main building on Iffley Road
- Building line – too far forward on Iffley Road and on garage site on Percy Street
- Monotonous façade, monolithic, out-of-keeping, generic design
- Balconies on Garage site are out-of-keeping

- Students' cars exacerbating on-street parking pressure and doubts about car-free proposal being enforceable
- Visitor parking exacerbating on-street parking pressure – particularly at start and end of term, and for non-term conference accommodation use
- Lack of CPZ means car-free/low-car development cannot be secured
- Loss of parking adjacent to rear access lane on Charles Street
- Impact of construction phase on on-street parking – unrealistic that contractors would use park & ride service
- New cycle lane along front of main site on Iffley Road and in Percy Street should be provided
- Cycles should be prioritised over car parking spaces, eg on Percy Street
- Access for emergency vehicles must be secured
- Bulk and proximity to adjacent properties
- Overlooking and loss of privacy to adjacent properties
- Concerns that Daylight/Sunlight Assessment is inadequate
- Loss of light to side-facing first-floor window at 1 Charles Street (comment made prior to amended plans submission)
- Loss of light and overshadowing to properties on Charles Street and Iffley Road
- Noise and security caused to neighbouring properties by activity in lane to rear
- General noise and disturbance with introduction of students
- Side windows overlooking 106 Percy Street
- Condition requested to prevent building of loft extensions in flats backing onto Harold Hicks Place
- Loss of light to 14 and 15 Harold Hicks Place
- Overlooking to 15 Harold Hicks Place
- Disturbance during construction works – no hours of work specified, deliveries during school rush hour
- Disturbance of offices in residential area
- Impact of development on water pressure and sewerage capacity
- Renewable energy should be incorporated
- High concentration of students could make area unattractive to non-students and alter demographic of area
- Concern over impact of removal of leylandii on surrounding buildings
- Desire for high-quality replacement planting and greening following removal of leylandii. Concern that this may have a short life and die away.
- More trees on the front elevation

Pre-application consultations by applicant

Details of consultation are included in the Statement of Community Involvement of the five main stakeholder groups that have been consulted by the applicant:

- Oxford City Council (both officers and ward councillors) and Oxfordshire County Council;
- Friends of Iffley Road (local stakeholder group);
- Local residents and businesses;
- Oxford Design Review Panel (ODRP);
- Heritage organisations and interest groups.

The responses from the ODRP following the two design reviews are included in **appendix 2 and 3**.

Relevant site history

The site has been the subject of a number of applications over the years, none of which is of particular relevance to the application.

Background to proposals

1. The site is made up of two parcels of land. The main site is the former car sales and repairs garage with flats above fronting Iffley Road and bounded by Percy Street and Charles Street. The smaller parcel lies on the corner of Percy Street and Harold Hicks Place and is currently occupied by lock-up garages (no longer in use). The St Clement's and Iffley Road Conservation Area lies to the west of the site.
2. The site has been acquired by Wadham College who are seeking to redevelop it to provide student accommodation for their second-year cohort of approximately 135 students who currently live in privately rented housing.
3. Following demolition of the existing three-storey concrete-framed building, a four-storey building is proposed fronting Iffley Road. This site would have two three-storey buildings – one facing Charles Street and one facing Percy Street – and a single-storey building backing onto the gardens on the east side of the site. This single-storey building has a dual pitched roof with two areas of flat green roof to either side of the pitch. The Percy Street building would have an area of basement for plant and storage. Gaps between the four and three-storey buildings would allow views into the informal quad. The accommodation would include 117 student bedrooms, eight self-contained flats, and the various ancillary facilities such as common rooms, canteen, storage, reception and manager's office. A service lane between Percy Street and Charles Street is proposed.
4. The accommodation will also be used for summer-school students and conference guest accommodation outside term-time, but not as a conference venue.
5. The garage site is proposed for a two-storey building with 150m² of office space at ground floor and three open-market flats at first floor.
6. Amended plans were received that altered the roof form of the three-storey building adjacent to 1 Charles Street and the detailed layout of some of the self-contained units in order to comply with National Space Standards.

Officers' assessment

7. Officers consider the principal determining issues to be:

- Principle of development
- Site layout and built forms
- Residential amenity
- Impact on neighbouring amenity
- Transport
- Landscaping
- Flood risk and drainage
- Land quality
- Biodiversity
- Sustainability

Principle of development

8. The National Planning Policy Framework (NPPF) states that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. This is reiterated in policy CS2 of the Core Strategy which states development will be focused on previously developed land. The site would constitute previously developed land as defined by the NPPF.

Student accommodation

9. The provision of purpose-built student accommodation in Oxford eases demand from student occupiers in the private rental market and is therefore considered beneficial to the wider housing market. Thus the scheme would be consistent with the objectives of Policy CS25 (Student accommodation) of the Core Strategy. The location of the student accommodation would comply with Policy HP5 of the Sites and Housing Plan in that the site is located on Iffley Road, one of Oxford's main thoroughfares.

10. Although Policy CS25 limits occupation to full-time students enrolled on courses of one academic year or more (including vacation periods), this restriction does not apply outside the semester or term-time, provided that during term-time the development is occupied only by university students. This ensures opportunity for efficient use of the buildings for short-stay visitors, whilst providing permanent university student accommodation when needed. The proposed summer use of the site is therefore considered acceptable in principle.

Employment

11. Policy CS28 of the Core Strategy allows for the modernisation and regeneration of an employment site providing the development:

- secures or creates employment important to Oxford's local workforce; and

- allows for higher-density development that seeks to make the best and most efficient use of land; and
 - does not cause unacceptable environmental intrusion or nuisance.
12. The site was, until recently, home to a car repair business and car sales business. For the purposes of Policy CS28, the term 'employment sites' refers only to land and premises in Class B or closely related Sui Generis uses, therefore the 'employment' element of this site is the car repair business only. When fully operational, this part of the business is understood to have provided 15-20 full-time equivalent jobs.
13. Office/workshop space of 150m² in Use Class B1 is proposed on the ground floor of the garage site. This is considered appropriate in that such a space is likely to provide 15-18 full-time equivalent jobs, and there is a significant demand for this kind of space on a sustainable transport route into the city. The employment affected by the development of the site is therefore considered to have been addressed, in compliance with Policy CS28. This B1 use would be secured by condition.

Loss of dwellings

14. Policy HP1 of the Sites and Housing Plan states that there shall not be a net loss of one or more self-contained dwellings on a site. The eleven existing units, nine of which are currently in use as Houses in Multiple Occupation (HMOs), are to be re-provided on the site as follows:
- 3 x studio flats
 - 2 x 1-bed flats
 - 1 x 2-bed flats
 - 5 x 3-bed flats
15. While the three flats on the garage site are to be open-market housing, seven units on the main site will be used to house students and one as the manager's flat. The units on the main site would house people associated with the college who need accommodation in Oxford, and, because the units are self-contained and accessed from Charles Street and Percy Street, they could come forward as market housing in future. Policy HP1 does not prescribe the occupation of units; it states that there should be no net loss. Therefore, the development's reprovision of eleven self-contained units is acceptable in principle.

Affordable housing

16. Due to the net reprovision of residential units on site, there is no net increase in the number of flats. Therefore it is not considered reasonable to require affordable housing provision or contributions under Policy HP3 or HP4 of the Sites and Housing Plan. However, Policy HP6 (Affordable Housing from Student Accommodation) applies; the development would be subject to an affordable housing contribution, secured by Section 106 Agreement.

Site layout and built forms

17. The principal building element on the main site has been designed as a series of tall, four-storey, gabled elements linked together to form a terrace or linear element fronting onto Iffley Road. The plan form follows single rooms either side of a central corridor grouped together as flats of 6-7 rooms with shared kitchen/communal room. Behind this, enclosing the central garden sit two, shorter and lower blocks each fronting onto the relevant side street. Here the plan form varies accommodating studio, 1, 2 and 3 bed flats.
18. On the north side of Percy Street, replacing the post-war garage block, a two storey building with pitched roof, designed to complete the horseshoe of Harold Hicks Place is proposed.
19. The scheme has been developed following lengthy pre-application dialogue and multiple iterations of the design taking on board comments received from the local authority, other stakeholders and the ODRP and, whilst many of the fundamental principles of the design have remained, there have been changes and developments that have resulted in a very carefully considered design that importantly takes reference from its immediate and wider surroundings as well as responding to that context.
20. The ODRP, following the last review, commented as follows:

The architectural approach appears to work well overall, with the resulting building appearing appropriately collegiate in character, whilst also relating well to the domestic environment within which it sits. The distribution of building heights across the site and footprint of development are now acceptable.

Overall we are supportive of the proposal, but there is still scope for further refinement of the design, which would ensure that a new building on this site achieves its full potential, not only for future students, but also the local area and the environment more generally. To achieve this objective we suggest enhancing the sense of variation in the Iffley Road elevation, simplifying the form of the roofs and reviewing the landscape treatment along the building's main frontage.

See **Appendix 3** for the full ODRP letter.

21. The character and appearance of Iffley Road runs through a series of changes as it proceeds south away from St Clement's. The changes are effected by change on the western side of the road with a consistent pattern of tall paired or terraced houses set square to the road with short or very short frontages, on occasion being no more than a set of steps to a raised ground floor, on the eastern side of the road.
22. The first section, closest to St Clement's, has a more open, spacious character with larger, individual buildings set back from the road on the west side in landscaped gardens or settings opposite slight variations on the tall

(three storey with semi-basements and raised ground floors) semi-detached and terraced town houses on the eastern side of the road.

23. Beyond St John's Church where the road bends westward slightly the character is transitional with modern, late 20th century terraces of town houses on the west side of the road but still set back from the road. There is more sense of enclosure but it is not until a further change, after Jackdaw Lane that the character becomes more enclosed; villas on the west side in gardens but sited much closer to the road than the developments further north and becoming smaller and paired on moving further south towards the site.
24. The design of the front building range takes a strong reference from the tall town house form of the east side of the street and the design has been developed and refined through discussion and comment retaining some of the key elements of relief that derive from a study of the buildings further up the road and which provide interest and delightful detail across the long brick façade.
25. The small frontage is sufficient to provide privacy for the ground floor rooms and reflects the typical set backs on this side of the street. The buildings will have a strong presence, however the sense of continuity with the character and appearance of the buildings and spaces in the adjacent conservation area is clear and the strong change in character that occurs immediately to the south of the site allows this development to replace a current anomaly with buildings that have a strong affinity with those in the Conservation Area and make a positive contribution to the setting of the heritage asset.
26. To the rear, the side building ranges provide a transition from the character of the road to the tighter, two storey, 19th century terraces of the side streets. The architecture is of a piece and although the buildings are of a different form there is a sense of "one place" with the rhythms of windows and solid to void repeated in the "outer" enclosing wall. The reference to the "College" form with glimpsed views from public spaces in to the private garden spaces within the site is typical of the main college campus in the city. The strong definition at two-storey height on the side buildings together with the deliberate front gardens enclosed by hedgerow and low wall allows them to sit comfortably alongside the more obviously domestic scale of the 19th Century terraces of Percy and Charles Streets.
27. The architecture of the interior space is more open; the glazed timber frame being a pre-dominant theme, begun at the main entrance/porter's lodge and then continued in the projecting vertical bays that accommodate the shared spaces and kitchens.
28. The replacement for the garage range on Percy Street also has architectural references, proportions and elements taken from the main site but its simple pitched roof and expressed chimneys or flues allows it to sit comfortably into the rhythms and expressions of the street and, despite the varied alignment from that of the existing terraces and the overhanging balconies, it still has a

frontage and it is separated from the long terraced run by the access road into Harold Hicks Place which provides a natural break.

29. Overall the design responds intelligently to its context offering a well-considered replacement for the incongruous concrete framed structure that will reinforce the existing character of the streets whilst making a good, new place for the future. As such, the proposal is considered to comply with policies CP8, CP9, CP10 and HE7 of the Oxford Local Plan and policy CS18 of the Core Strategy.

Residential amenity

30. The student accommodation includes good quality indoor and outdoor communal space, as required by Policy HP5.
31. The self-contained units on the main site and the three flats on the garage site all comply with National Space Standards. The balconies provided with the three garage site flats comply with Policy HP13 and as such provide adequate outdoor amenity space. The intention is for the self-contained units on the main site to use the communal gardens as their outdoor amenity space. However, were the units to be used as market housing in future, the four ground-floor units would have the use of the front gardens as outdoor amenity space. The four upper-floor units within the Charles Street building would have rear balconies of sufficient size. Officers consider that, given that none of the existing 11 units has outdoor amenity space, the outdoor amenity space proposed for the replacement units is acceptable in the overall scheme.
32. Bin storage on the main site is discreetly and conveniently located for collection close to the Percy Street end of the service lane. For the garage site, there is adequate space for bin storage for both the flats and offices. Details of bin storage for both the main and garage site will be required by condition to ensure compliance with Policy HP13 of the Sites and Housing Plan.
33. The office use, being small-scale, is considered to be appropriate within a residential area and typical of the development pattern of East Oxford.

Impact on neighbouring amenity

34. The change in built form and the creation of a service lane on the main site will result in a reduced impact on 1 Percy Street and a more comfortable separation from the rear gardens on Percy and Charles Street. The single-storey building to the rear of the site will have a pitched roof but will be set further from the rear gardens of Percy and Charles Street than the existing single-storey building.
35. The development will lead to an increase in built form closer to 1 Charles Street and its adjoining properties in the terrace. Amended plans were received that alter the roof of the Charles Street block from gable to hipped

roof to reduce the impact on the upper-floor side-facing window at 1 Charles St. The revised proposal complies with the 45-degree daylight/sunlight guidance contained within Appendix 7 of the Sites and Housing Plan.

36. There are at least 27 metres between the rear-facing windows on the upper floors of the four-storey building on the main site and the rear gardens on Percy and Charles Street. This is considered a comfortable distance that would not cause any harmful overlooking or loss of privacy to these properties' gardens.
37. A Daylight and Sunlight Assessment has been carried out and submitted with the application; this concludes that there are no significant material aspects relating to daylight / sunlight, with the proposals adhering closely to the target criteria within the BRE Guide. Officers consider that the proposal would comply with Policy HP14 in relation to privacy and daylight.
38. The closer positioning of the building on the main site to Iffley Road is considered typical of development along the road and not harmful to the amenity of properties on the opposite side of Iffley Road.
39. Overall, the level of disturbance from traffic movements on the site is likely to be reduced as compared with the previous garage activity; the lane will be gated and therefore traffic movement will be controlled by the site manager. A management regime on the main site, including an on-site manager, is considered sufficient to manage any potential disturbance caused by the increase in number of residents on the site as compared with the garage use. This would be secured by condition in accordance with Policy HP5 of the Sites and Housing Plan.
40. The proposed built form on the garage site will result in an increase in height and mass but, because it will not extend the full length of the site, this is not considered to have a harmful impact on amenity in terms of loss of light or overlooking for 15 Harold Hicks Place and its adjoining neighbours. The properties in the close will benefit from the improved landscaping and the reduction in overshadowing that will result from the removal of the leylandii trees.
41. Outlook from first floor windows to the rear will be onto the parking area to the front of houses in Harold Hicks Place, and will therefore cause no loss of privacy. The first floor windows serving the flat closest to the junction with Harold Hicks Place are set forward in relation to the nearest property at 106 Percy Street. There is a comfortable distance between the two such that any views into this property's rear garden would be oblique and not considered harmful nor materially different from the existing situation in terms of overlooking from surrounding properties.
42. Comments have been raised in relation to dormer windows to the rear of the flats. Flats do not benefit from permitted development rights and so planning permission for any such development would need to be sought from the local planning authority.

Transport

43. The development is proposed to be largely car-free. Only two disabled parking spaces to the rear of the main site and two parking spaces to serve the flats on the garage site are proposed. The site is in a highly sustainable location close to frequent bus services on an arterial route into the city with good cycle and pedestrian links and the neighbourhood centre of the Iffley Road close by. The site is not within a controlled parking zone (CPZ) and it is in an area that has high demand for on-street parking.
44. The Highway Authority considers that the development would only be acceptable in parking terms if a Section 278 Agreement is entered into to secure funding towards the implementation of a CPZ. The applicant has agreed to enter into such an agreement with the Highway Authority; however officers would advise members that this is a matter between the applicant and the Highway Authority and is not a matter for members to consider as part of the recommendation. No such contribution can be required towards the implementation of a CPZ as part of this planning permission because the mechanism for raising such funds is through the Community Infrastructure Levy (CIL). Members must determine the application based on the merits of the proposal and in the absence of a CPZ in the site's immediate area.
45. Policy CS25 and HP5 state that, for student accommodation, the Council will secure an undertaking to ensure that students do not bring cars to Oxford. Policy HP16 and Appendix 8 of the Sites and Housing Plan states that no student parking spaces are permitted for new student accommodation other than some limited operational and disabled parking space. No requirement for a CPZ is included in these policies when referring to parking for student accommodation. The submitted Student Management Plan includes the College's undertaking to ensure resident students do not bring a car to Oxford as a condition of their tenancy, as well as details of the management of pick-up/drop-off for students and their families arriving and departing at the start and end of the academic year. The main site's student accommodation parking provision is therefore consistent with the Local Plan.
46. The three open-market flats on the garage site are to be provided with two off-street parking spaces. These units constitute infill housing and, in accordance with Appendix 8 of the Sites and Housing Plan, should be decided on their merits, to reflect local context and existing parking capacity and safety issues. The parking provision for the flats is below the maximum parking standards of three spaces and this is considered appropriate given the sustainable location of the site and consistent with Policy HP16 of the Sites and Housing Plan.
47. No off-street parking is proposed for the ground-floor office space on the garage site. The Oxford Local Plan states that, if a site is well served by shops and services, and has good access by walking, cycling and public transport, lower levels of parking will be sought. It also notes that implications for on-street parking pressure must be taken into account. The small scale of the office use means that the level of parking pressure is low (the maximum

parking standard is 4 spaces) and employees are likely to live in the local area.

48. It is also noted that the existing use had provision for on-site parking for the car showroom but has no off-street parking for the 11 flats. Overall, therefore, Officers do not consider it to be reasonable to refuse the application on the basis of the level of parking provision for the three flats and office space. It is considered that these elements will have less impact on on-street parking than the existing 11 flats.
49. The Student Management Plan sets out a strategy for dealing with drop off and collection times for students, including time slots using the rear access lane. It is noted that tenancies are for nine months and therefore this would only take place at the start and end of the academic year. The Plan also deals with how transport for summer visitors will be managed, with coach drop-offs on the Iffley Road and no on-site parking offered to guests. These arrangements are considered acceptable and would be secured by condition to minimise the impact on the highway and disturbance to local residents.
50. While there will be a loss of some on-street parking spaces on the Iffley Road and Charles Street, there will be additional dropped kerb lengths on Percy Street reinstated that will provide on-street parking. The removal of parking on Iffley Road will be of benefit to any future plans to improve bus or cycle links that the Highway Authority may bring forward.
51. Cycle parking for 134 cycles is to be provided on the main site which is in excess of the minimum standards for the development. This is considered appropriate given that most residents are likely to travel by bicycle. Eight spaces are provided on the garage site in line with Policies TR4 and HP15. Details and the retention of cycle parking are recommended to be secured by condition.
52. While the Highway Authority objects to the development in the absence of a direct contribution towards the consultation and installation of a CPZ, it does not object to the detail within the application, subject to conditions, and Officers recommend these conditions be applied to any permission.

Landscaping

53. The application includes an Arboricultural Impact Assessment which includes a tree survey that categorises the quality and value of existing trees, identifies the constraints that they impose on site layout and assesses the impact of the proposals on them. All of the existing trees within both application sites have been classified as being low quality and value which should not constrain the layout of the development
54. There are trees adjacent to both sites that will be affected by the development including a plum street in the garden of 1 Charles Street that will need to be protected during the construction phase, and a row of very tall cypress trees (G1) and a cherry (T5) growing adjacent to the Percy Street garages in Harold

Hicks Place that will need to be removed. They are also low quality and value and should not constrain the layout of the development.

55. New tree planting is proposed that will fully mitigate the visual impact of removing the existing trees and will make a significant positive contribution to the appearance of the area. Two large growing trees – a copper beech at the junction with Percy Street and a small-leaved lime near the junction with Charles Street – will be planted that have the potential to become landmark trees along Iffley Road; this is particularly helpful to sustain mature tree canopy cover along the street because there are other trees nearby in the area that are in late maturity and appear to be nearing the end of their lives. The several smaller trees, species including crab apple, false acacia and a broadleaved thorn, and other soft landscaping that will be planted along the Iffley Road frontage will also benefit visual amenity in the area providing a diverse and informal tree canopy along the street with an attractive range of ornamental attributes that will help soften the appearance of the new building behind. Tree and shrub planting proposed internally within the courtyard of the Iffley Road building will help create an attractive space.
56. New false acacia trees and other soft landscaping will help to ‘green’ Charles Street and Percy Street. A new false acacia tree and other planting is also proposed at Harold Hicks Place to replace the row of cypress trees (G1) and cherry (T5) that must be removed. These are significant enhancements.
57. It is very important for safety reasons that if planning permission is granted the third party owned off-site cypress trees (G1) and cherry tree (T5) are removed before foundations are excavated for any new building, and that the replacement planting that is proposed in the Landscape Strategy for Harold Hicks Place is implemented. A condition is recommended to secure this, should permission be granted, in addition to the more standard tree protection conditions and detailed landscape plan.
58. Concerns were raised by neighbours during the consultation period regarding the risk of damage to neighbouring foundations following removal of the trees; this is a matter of due diligence for the developer to address, not a material planning consideration.

Flood risk and drainage

59. A Flood Risk Assessment Report and Drainage Statement have been submitted with the application, and have been subject to discussion with officers and the lead local flood authority. Subject to a condition seeking approval of the detailed design of the drainage scheme using the principles outlined in these documents, officers are satisfied that the drainage strategy will meet the requirements of Policy CS11.
60. The scheme shown in the FRA is acceptable to the Lead Local Flood Authority (Oxfordshire County Council) due to the contamination and makeup of the underlining ground conditions. The porous pavement construction and the use of green roofs will improve the water quality entering the local Surface

Water Sewers. A SuDS management plan is required for the development.

61. Concerns were raised during the public consultation in relation to sewerage capacity and water pressure, however no comment or objection was received from Thames Water in response to consultation. Officers therefore have no grounds to object to the proposal in relation to this matter. Officers understand that the applicant is in discussion with Thames Water.

Sustainability

62. Policy CS9 of the Core Strategy requires all developments to minimise their carbon emissions and are expected to demonstrate how sustainable design and construction methods would be incorporated. Policy HP11 of the Sites and Housing Plan is specified to residential development including student accommodation and requires developments of this size to generate at least 20% if its total energy use through on-site renewable energy generation unless not feasible or financially viable.
63. An energy statement has been submitted for the development which specifies a central Combined Heat and Power engine to provide heating and hot water loads, natural ventilation where possible and high thermal mass to make the 25.8% overall energy offset by low and zero carbon technologies possible. Further details of these measures could be secured by way of a planning condition.

Other matters

64. Biodiversity: Biodiversity enhancement measures (bird nesting and bat roosting devices) will be required in accordance with Policy CS12 of the Core Strategy.
65. Air quality: The proposed development is located within an Air Quality Management Area. An Air Quality Assessment has been submitted with the proposal which demonstrates both that the proposed location is suitable for the proposed development, and that the proposed development will not have a detrimental effect on air quality in the area. The proposed development will result in a significant decrease in traffic compared to the existing use. The assessment assumes that the emissions from the proposed boilers and CHP unit will comply with specific criteria and this is recommended to be secured by condition.
66. Noise: A noise impact assessment has been submitted with the application. Conditions are recommended to ensure the noise levels for future and neighbouring residents are satisfactory. No kitchen extraction equipment is proposed with the application, although it is noted that the single-storey building is to be used as a canteen. A condition is therefore recommended for details of any extraction equipment to be approved in the interests of neighbouring amenity.
67. Land quality: A Land Contamination Assessment and Ground Investigation

report was submitted with the application. Given the former land use, presence of oil storage tanks on the main site, and the limited sampling across the site, Officers recommend additional sampling is undertaken on site after the demolition works, particularly in areas of proposed soft landscaping, and at the garage site. A demolition strategy and validation sampling plan has been included in the remediation strategy and this is considered acceptable. Officers recommend a number of conditions to secure the additional information necessary to ensure the site will be suitable for its proposed end use.

68. **Archaeology:** An archaeological desk based assessment has been submitted. The site is identified as having generally low potential for archaeology, with a slight question mark over the potential for Palaeolithic and Neolithic flint scatters given the recording of a significant scatter of prehistoric material 170m to the south-east. Due to the distance of the development plot from the recorded archaeology and the history of development on the proposal plot, this application is unlikely to have any significant archaeological applications. No further archaeological work is therefore required.

Conclusion:

69. The proposed development would make an efficient use of previously developed land and provide replacement employment and housing, as well as student accommodation. The siting, layout, external appearance and landscaping of the proposed development would create an appropriate visual relationship with the surrounding area without having a harmful impact upon adjoining properties and make a positive contribution to the setting of the St Clement's and Iffley Road Conservation Area and the public realm. The proposal complies with local plan policies for parking for student accommodation and for the office and flats on the Percy Street garage site. Any impacts can be successfully dealt with by appropriately worded conditions. The proposal would therefore accord with the aims of the National Planning Policy Framework, Oxford Core Strategy 2026, Sites and Housing Plan 2011-2026 and Oxford Local Plan 2001-2016.

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, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers: 16/02687/FUL

Contact Officer: Nadia Robinson

Date: 6th January 2017

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