

WEST AREA PLANNING COMMITTEE

21st May 2018

Application Numbers 17/03259/LBC

Decision Due by: 9 February 2018

Extension of Time: 29 May 2018

Proposal: Erection of new pavilion, creation of a new basement including new kitchen facilities and food lift; removal of existing kitchen and kitchen staircase, new serveries and additional dining and function spaces within Brewhouse Yard, Oriel College, with associated internal alterations. (Additional information)

Site Address: Oriel College, Oriel Square – see **Appendix 1** for site plan

Ward: Holywell Ward

Case Officer Gill Butter

Agent: Mr Neil Warner **Applicant:** Oriel College

Reason at Committee: The application is to be determined in conjunction with a planning application which is for non-residential development with new floor space of more than 500 square metres.

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

(a) Approve the application for the reasons given in the report and subject to the required conditions set out in section 12 of this report and grant listed building consent and

(b) Agree to delegate authority to the Head of Planning, Sustainable Development and Regulatory Services to:

1. Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning, Sustainable Development and Regulatory Services considers reasonably necessary.

2. EXECUTIVE SUMMARY

2.1. This report considers the impact of; the addition of a new two storey plus basement building, replacing the existing single storey kitchens to the east of the Hall in Brewhouse Yard; alterations to historic building fabric including the

demolition of the 'kitchen staircase' that runs from the east end of the screens passage at the southern end of the Hall down to the kitchen corridor at the back of the ground floor bar; internal alterations to a number of rooms and spaces within the east range of Front Quad; alterations to rooms at the eastern end of the north range of Front Quad; alterations to rooms within the Robinson Building and attached later parallel range that together form the eastern side of Back Quad; on the significance of the identified listed buildings and their settings and balances the weight of any residual harm to that significance following mitigation through considered design against any public benefits to the heritage assets that may arise as a result of the proposed alterations to offer a recommended decision for the listed building consent application.

2.2. The key matters for assessment set out in this report include the following:

- Significance of a number of listed buildings, including grade I and grade II listed buildings that are proposed to be subject to alteration and addition including significance of the setting of those buildings.
- Harm to any identified significance that would arise from the proposed development.
- Mitigation of any identified harm through considered design of alterations and extensions, careful workmanship and appropriate level of recording of significant fabric to be lost or altered.
- The balance of any outstanding harm weighed against any public benefits to heritage assets that may arise from the proposed development.
- Archaeology

3. LEGAL AGREEMENT

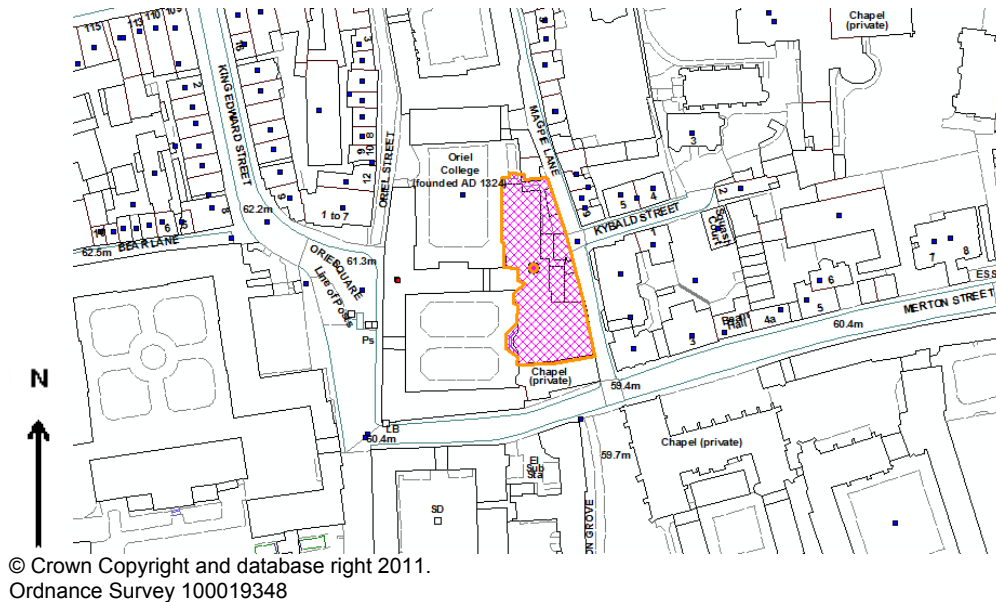
3.1. This application is not subject to a legal agreement.

4. SITE AND SURROUNDINGS

4.1. The site is located within the main campus of Oriel College which sits on the east side of Oriel Square. The site comprises; the eastern range of Front Quad, C17 (adjoining but not including the Chapel) accommodating the Hall at first floor with screens passage and Buttery at its southern end, the Bar at ground floor and three-storeys of rooms off Staircase 4 to the south of Hall; Staircase 7 and rooms off this staircase which lies at the eastern end of the north range of Front Quad, C17 lying immediately to the north of the Hall; Staircase 8 in the Robinson building, C17 and a later parallel range to the rear/east of this building which form the eastern side of Back Quad; the yard which lies to the east of (behind) the Hall, named "Brewhouse Yard" and currently almost entirely occupied by a single-storey, flat roofed kitchen building dating from the early part of the C20 when the kitchens were moved out of the ground floor beneath the Hall which is now occupied by the Bar but which includes at its northern end a 1970's, two storey with roof terrace, ashlar faced building known as Champneys accommodating the SCR dining room on the upper floor with staff facilities beneath; the high, mostly medieval wall (both north and south ends of the wall have been rebuilt the southern section of wall incorporates a run of modest,

casement windows) that forms most of the eastern boundary of the College's principal campus and runs almost the entire length of the western side of Magpie Lane a medieval street which connects High Street, at its northern end to Merton Street to the south.

4.2. SITE LOCATION PLAN



5. PROPOSAL

5.1 The application proposes the alteration and re-ordering of a number of spaces within the existing buildings on the site, the demolition of existing buildings and structures (staircase) within the Brewhouse Yard on the eastern edge of the site and the addition of a new, three-storey building, including a basement, to replace the yard buildings.

5.2 The new building is proposed to accommodate a kitchen in its basement, a café/informal study space at ground floor linked into the Bar and an extension of Hall dining at first floor to include an area for food service. The building is proposed to provide new, accessible links to existing accommodation as well as to the new facilities within it. The building has been designed to appear fundamentally as a roof structure from outside views and comprises a trapezoidal shaped roof with east and west planes split by a central, varying width, flat roof, the eaves of the eastern slope rising just above the top of the boundary wall, with the building façade set back from the wall reducing its visibility from public vantage. The southern end of the upper storey of the new building, adjacent to the Chapel is “hipped” or sloped back and almost entirely glazed, the western side of the new building comprises a rectangular, glass box, replacing the originally medieval, but much altered kitchen staircase. The primary roof covering for the slopes of the new building (those not glazed) is proposed to be a burnished/ weathered bronze.

5.3 In order to accommodate the new building, the existing, flat roofed 1920's kitchen building (essentially a flat roof over a yard) is to be demolished.

5.4 The kitchen staircase which currently descends from the eastern end of the screens passage, extending into a passage that separates the kitchen and the Bar is to be demolished. Investigation suggests that this structure is coincident with the building of the east range of Front Quad, C17 and that it probably provided the principal access from kitchen (then underneath the Hall) to Hall. However investigation also suggests that it has been substantially altered or modified such that the potential significance is considerably diminished and the importance of fabric is probably minimal. Any surviving fabric of significance is to be re-used in the link between screens passage and new building.

5.5 The application proposes alteration of the existing ground floor bar. It is proposed to open up spaces at the southern end of this space and to provide a new staircase connection to the present Buttery at first floor; to excavate, as part of the new building excavation a small area below the south-eastern corner of the bar space to provide a bar cellar (this space is primarily intended to accommodate extract and ventilation ducting from the kitchens that is designed to connect into an existing vertical shaft in the wall between Front Quad east range and Chapel); to make alterations at the northern end of the bar, creating platform lift access at the existing Front Quad door and to open up the eastern wall of the bar to provide free access into the ground floor space of the new building. All services, heating, lighting, hot and cold water and communications are to be renewed.

5.6 The application proposes alterations within the rooms off Staircase 4 (relatively narrow, winder staircase) at the southern end of the Hall range of Front Quad. The alterations comprise essentially the stripping out of existing fireplace fittings and fabric behind in order to access the existing flue that is proposed to accommodate extract ducting from basement kitchens but also renewal of services, lighting, heating, hot and cold water and communications services.

5.7 The application proposes alterations to rooms accessed from and adjacent to Staircase, which is located at the eastern end of the north range of Front Quad and accessed at the south-eastern corner of Back Quad in an area of building of mixed origin but that dates from C17. Alterations proposed are the opening up of the ground floor rooms that formed the former C17 Bakehouse and adjacent rooms that are currently used for staff changing to create w.c.'s and store rooms accessed from and linked in to an internal, ramped corridor incorporating the ground floor of the 1970's Champneys building and part of the existing, partially enclosed courtyard at the northern end of Brewhouse Yard; the alteration of the southern part of Box, the first floor room off Staircase 7 (used for private dining) to create an accessible access to the High Table dais at the northern end of Hall (this requires the creation of a new doorway and the alteration of panelling at the north end of Hall) and the closing of existing 1970's alterations to the original external wall (windows) at the northern end of Box creating direct access to Champneys (SCR) dining and prep spaces (these are proposed to be accessed through the new building). All services to be renewed (see notes above).

5.8 The application proposes alterations off Staircase 8, the central staircase to the

Robinson Building which forms the eastern range of Back Quad and that connects to a later, C19 range built on the eastern side and wrapping round the southern edge of the Robinson Building. It is proposed to create a series of fellows teaching spaces (study and tutorial space) together with a store at ground and first floors by removing the student set (two beds and a shared living space) in the southern half of the building at ground, first and second floors and to update the facilities of the student set in the northern half of the Robinson building by removing the basic, integral washing facilities from bedrooms and 'breaking through' to rear building range to provide a shared en-suite bathroom; to remove student rooms from rear range at ground floor (student rooms to be retained at first and second floors) and create en-suite for student set (see above) together with a staff common room, changing rooms and storage. All services are to be renewed.

6. RELEVANT PLANNING HISTORY

6.1. The table below sets out the relevant planning history for the application site:

70/22427/A_H - Erection of new senior common room and alterations to kitchen, buttry, cellar bar and staircase 7 and 8. Approved 14th April 1970.

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7. RELEVANT PLANNING POLICY

7.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework (NPPF)	Local Plan	Core Strategy	Sites and Housing Plan	Other planning documents
Design	17, 56–68	CP1 CP6 CP8 CP10	CS18		
Conservation/Heritage	17, 58, 63–65, 126–141	HE2 HE3 HE4 HE7 HE11			

Planning (Listed Buildings and Conservation Areas) Act 1990 - including section 16(2).

8. CONSULTATION RESPONSES

- 8.1. Site notices were displayed around the application site on 22nd December 2017 and an advertisement was published in The Oxford Times newspaper on 25th January 2018.

Statutory and Non-Statutory Consultees

Historic England

- 8.2 “The current scheme has been the subject of extensive pre-application consultation with both Oxford City Council and Historic England and would have a marked impact on the significance of this grade I listed building. The main impact would be on views of the hall and chapel from Magpie Lane, which would be partially obscured by the roof of the proposal new pavilion. We note that the architectural quality of these elevations is equal to those of the quadrangle itself. Another serious impact would be the removal of the stair down to the old Brewhouse yard. This forms part of the primary fabric of the College (dating to 1620-2) so contains valuable evidence about how the building was originally arranged. Although now encapsulated by a later kitchen the quality of masonry suggests that this was originally an important feature. We therefore conclude that the proposals would entail a high level of harm to the significance of this building, though the harm would fall short of substantial.

The College have looked at alternatives to a two storey extension and at ways of retaining the stair. We accept that the College have a genuine need for more formal dining space and that a case has been made on logistical grounds that this needs to be provided at first floor level. We also accept that this cannot be provided if the stair is to be left in situ. Furthermore, we recognise that it would not be possible to reduce the height of the proposed new building, and so lessen the impact on views down Magpie Lane, without seriously compromising the architectural quality of what promises to be an elegant and attractive building. We therefore accept that the harm entailed by the proposals is justified as is required by paragraph 132 of the NPPF. The City Council will need to weigh this harm against the public benefits of the proposal in accordance with paragraph 134 of the Framework.

Historic England has no objection to the applications on heritage grounds. We consider that the applications meet the requirements of the NPPF, in particular paragraph numbers 132 and 134.

In determining (these) application(s) you should bear in mind the statutory duty of sections 16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess and section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas.”

- 8.3 Oxford Civic Society

“The roof of the new pavilion obstructs the Chapel and Hall windows (East elevation). However, as the development is within the walls of the college it is thus not visible from Magpie Lane.

It is regrettable that the college is not taking the opportunity to replace the windows in the Champneys Building to reflect/maintain the external medieval character of the college.”

Public representations

8.4 No neighbours have commented on this application.

9. Officer Response

9.1 The demolition of the existing kitchen structure in Brewhouse Yard will have no adverse impact on the architectural or historic interest of adjacent listed buildings, Chapel, Hall and medieval boundary wall or importantly on the settings of those buildings and provided that it is carried out carefully (a condition should ensure that this will be done) there would be no harm to the significance of the heritage assets.

9.2 The demolition of the kitchen staircase, co-incident with the adjacent buildings but having been subjected to substantial alterations in the intervening period, will result in a moderate level of harm to significance. The contribution of the fabric of the staircase to its significance has arguably been reduced through the intervening alterations however there remains the significance that derives from the location, arrangement and function of the staircase which is high due to it being an integral element of the original college plan at its C17 rebuilding. The architect has offered some mitigation through the design of the new building, with a fully glazed element that will sit in a similar location to the staircase and with the retention of a “trace silhouette” representing the profile of the staircase to be set against the building’s C17 range. Historic England considers that the removal of the staircase is justified and therefore it remains to balance the weight of harm against the weight of any public benefits to the heritage assets and historic environment that may derive from the proposal. The public benefits that would accrue are the potential for an increased understanding of the development of the town and also the college itself through archaeological investigation and recording. In addition the updating of the college fabric, buildings and services together with provision of up-to date facilities will ensure the retention off these important architectural buildings which make a huge contribution to the architectural and historical wealth of the city. So, on balance it is considered that the mitigated and justified harm would be balanced by the secure future of the heritage assets and the increased understanding of the site’s past, its evolution and its contribution to the significant architectural and historical legacy of the city.

9.3 The new building has been designed to appear fundamentally as a roof structure from outside views and comprises a trapezoidal shaped roof with

east and west planes split by a central, varying width, flat roof, the eaves of the eastern slope rising just above the top of the boundary wall, with the building façade set back from the wall reducing its visibility. The sides adjoining the Chapel and the Hall have been designed to provide visual separation between these highly significant buildings and thus to reduce the harmful impact that the extension will have. The southern end, adjacent to the Chapel is “hipped” or sloped back and almost entirely glazed, the western side of the new building comprises a rectangular, glass box, replacing the originally medieval, but much altered kitchen staircase. The result of these glazed separations is that the existing façades of both Hall and Chapel will form part of the interior of the upper space of the new building and will be able to be appreciated in a way that they are not fully appreciated at present from within the College. From Magpie Lane views of both Chapel and Hall façades are at present limited and the addition of the new building will obscure these further. However the design of the building, the setbacks identified above, will permit the viewer, as they walk up and down Magpie Lane to gain a sense that the new building is respecting the existing buildings, is subservient and that there is a sense of separation between buildings, that they are independent of each other. The primary roof covering for the slopes of the new building (those not glazed) is proposed to be a burnished/weathered bronze offering a suggestion of richness but not ostentation and implying a similarity to a piece of outdoor sculpture. The tone of the material is not incompatible with the colouring of weathered slate or indeed lead both of which are found in the rich architectural heritage of Oxford. In interrupting the limited view of Chapel and Hall the new building will result in some harm to the setting of these listed buildings however that harm will be small given the restricted views at present from both within and outside the site and the design of the new building, in particular its upper storey and the elements that sit immediately adjacent to the listed buildings have been designed in such a manner as to respect the importance of those buildings whilst making a positive architectural contribution to the group. The building is justified in its provision of updated accommodation for the college and it makes very efficient use of its necessary tight footprint. The small harm, further reduced through excellent, innovative and thoughtful design would be balanced against the benefits of securing the future of the college buildings through upgrading and repair and the positive addition of a beautiful building to the college portfolio and to the city’s nationally recognised corpus of modern architecture.

9.4 The alterations proposed to take place in the ground floor bar, historically housing the college kitchens, provide increased accessibility to this area of the college (Hall, Champneys and the new building) through the installation of a platform lift adjacent to the door from Front Quad. The alterations in this area form part of a succession of alterations to this part of the building (commencing with the 1928 alterations) where original, C17 fabric has been removed. The proposal seeks to retain historic fabric where it does survive, for example the porch door and re locate it within the area if nothing else. The opening up of the southern end of this space removes more recently introduced subdivisions and the introduction of a staircase linking the bar to the Buttery is a small intervention for a stride in increased functionality and efficiency of important college facilities. The excavation of a small basement

area beneath the south-eastern corner of the bar will permit the use of the existing chimney stack that sits in the wall between the Hall range and Chapel for essential kitchen extract which would otherwise be visually intrusive in an area of high architectural significance. The alterations would result in some harm, of a relatively low level in an area of high significance. The balance of residual harm against the benefits of improved facilities that will ensure the future of a number of very important buildings is positive.

9.5 The application proposes small alterations to fireplaces in the fellows' rooms at second, third and fourth floors off Staircase 4, at the southern end of the C17, Hall range. The fireplaces have been subjected to some alteration previously and the proposal seeks to reinstate and repair fabric where necessary. In addition it is proposed to upgrade the services in these rooms which will extend their useful life, ensuring the beneficial occupancy of this part of the important east range of Front Quad. The resultant harm which will be small will be counterbalanced by the public benefit of ensuring the future of important buildings that make a significant contribution to the city's body of important architecture.

9.6 It is proposed to make alterations at the eastern end of the C17 north range of Front Quad where at ground floor it has been identified that there is surviving fabric from a C17, bakehouse which formed part of the original C17 kitchens (see note in previous paragraph re. former use of bar). This is the area identified as Staircase 7 in the documentation. The fabric to be removed is essentially recent (C20) alteration, much associated with the 1970's Champneys addition that is linked onto the eastern end of this building range. In removing later fabric and providing better, more efficient facilities as well as facilitating access to all parts of the new and existing buildings, including access to the high table of Hall, through Box the proposals are extending the life and ensuring the future of these significant buildings.

9.7 This application proposes alterations to rooms off Staircase 8 in the Robinson Building, Grade I listed together with alterations to the later C19 building range that wraps around the eastern and southern sides of Robinson. The alterations in Robinson consist of changes to the southern set (pair of student rooms with shared living space) to form a teaching place and study with storage room accessed from the building range to the rear. There will be loss of some building fabric however this is of relatively low significance and workmanship/reinstatement and "repair" (covered by condition) will ensure retention of any significant elements. The second set, in the northern half of the building is to be retained, preserving the historic college arrangement, but with small alterations to include the removal of washing facilities from within the bedrooms and the creation of an improved, en-suite facility for the set in part of the rear range which will require the loss of some historic fabric to create a new door but again detail to ensure the preservation of the character of the rooms and the minimal loss of fabric will be ensured through appropriate condition. In the rear building range it is proposed to improve the accessibility to principal rooms, essentially in the 1970's Champneys addition as well as to the accommodation within this range and to improve staff facilities at ground floor. These alterations will involve the removal of some

building fabric much of it of C20 origin and of no significance and changes to plan form that is currently fairly convoluted with ad-hoc room arrangements accommodating necessary functions as and where possible. Consequently it is assessed that there will be a very low level of harm to significance. In considering the public benefits that would result from these alterations, the primary benefit would be the updating of the buildings and accommodation, with significantly improved access to all parts of the buildings that fall within the application site which will ensure the future of these buildings thus securing their contribution to the special and highly valued architecture and history of the city.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- i the impact of the proposals on the significance of the heritage assets.

11. CONCLUSION

11.1. In considering the proposed alterations to this important group of listed buildings there will be some harm to their architectural and historic significance. However the applicant has demonstrated that where there will be significant harm that this is justified in order to secure the preservation of highly significant elements of the group of buildings. The proposed alterations have been justified in the interest of securing a more long term future for this important building group and have been carefully and intelligently designed to mitigate as far as possible the levels of harm to the significance of the heritage assets. The process of change will offer a greater understanding and clearer exposition of parts of the buildings that are currently little known and obscured or hidden from view which combined with securing a long term future for these important buildings that individually and collectively make a significant contribution to the architecture and history of both Oriel College and the city of Oxford will balance favourably against the weight of residual harm to significance.

11.2. It is therefore recommended that the Committee resolve to grant listed building consent for the development as proposed subject to the following conditions.

12. CONDITIONS

1. Time
2. Work in accordance with consent
3. Building Recording
4. No demolition before contract to re-build
5. Fire regulations works
6. Fabric interventions – details for alterations

7. Services installations
8. Unknown features
9. Internal features
10. Internal finishes
11. Harm v public benefits

13. APPENDICES

- **Appendix 1 – Site Location Plan**

14. HUMAN RIGHTS ACT 1998

- 14.1. Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to approve this application. They consider that the interference with the human rights of the applicant under Article 8/Article 1 of Protocol 1 is justifiable and proportionate for the protection of the rights and freedom of others or the control of his/her property in this way is in accordance with the general interest.

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- 15.1. 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.

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