

WEST AREA PLANNING COMMITTEE

11 September 2018

Application number	18/00966/RES		
Decision due by	10 August 2018		
Extension of time	25 September 2018		
Proposal	Reserved matters of outline planning permission 13/01861/OUT seeking permission for the appearance, landscaping, layout and scale of 190 residential units, employment space, community facilities, public open space and facilities. (Amended plans and additional information)		
Site address	Wolvercote Paper Mill, Mill Road – see paragraph 5.6 for site plan		
Ward	Wolvercote Ward		
Case officer	Nadia Robinson		
Agent	Mrs Emily Pugh	Applicant	Mrs Roe
Reason at Committee	Major development		

1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

1.1.1. **approve the application** and agree to the discharge of the following conditions of outline consent 13/01861/OUT:

- Condition 5 – Design Code
- Condition 12 – Landscape and Open Space Strategy
- Condition 16 – Scheme for noise mitigation
- Condition 26 – Flood Risk Assessment
- Condition 27 – Contaminated land remediation strategy
- Condition 31 – Surface Water Drainage Strategy
- Condition 37 – Natural Resource Impact Assessment
- Condition 38 – Electric Vehicle Charging Points Scheme

for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.

1.1.2. **agree to delegate authority** to the Head of Planning, Sustainable Development and Regulatory Services to:

- 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; and
- approve the reserved matters application and discharge the conditions referred to above.

2. EXECUTIVE SUMMARY

- 2.1. This report considers a reserved matters application following the approval in 2017 of an outline application for 190 new dwellings, some non-residential floorspace, and ancillary development in lower Wolvercote on the site of the former paper mill.
- 2.2. The outline application fixed the access to the site but the appearance, landscaping, layout and scale were reserved matters. Planning permission is now sought for these matters via this application. A number of conditions were attached to the outline consent and this application also seeks to discharge many of these.
- 2.3. The application would involve the redevelopment of a site that has been allocated for residential development within the Sites and Housing Plan. The site allocations within this development plan document are a key part of ensuring that the objectives of the Oxford Core Strategy 2026 are achieved. In terms of residential development this means contributing to the overall housing need as set out within the Oxford Core Strategy, along with demonstrating that the Council has a five year housing land supply.
- 2.4. The scheme would accord with the aims and objectives of the National Planning Policy Framework, would constitute sustainable development, and, given conformity with the development plan as a whole, paragraph 11 advises that the development proposal should be approved without delay. Furthermore there are not any material considerations that would outweigh the compliance with these national and local plan policies.
- 2.5. The decision notice for the outline consent 13/01861/OUT can be found in **Appendix 3**, with the Section 106 legal agreement in **Appendix 4**.

3. LEGAL AGREEMENT

- 3.1. This application is a reserved matters application following approval of outline consent 13/01861/OUT. The outline consent was subject to a Section 106 legal agreement covering the following points:

Obligations to Oxford City Council

- Affordable Housing on site – 50%, integrated into the development as a whole

- Public open space – minimum of 2.46ha including Duke's Meadow (recreation/play/wildlife habitats); informal open space and nature reserve along Mill Stream; 'green gateway' at site's entrance; walkway around reservoir; local area for play
- Community facilities of at least 110 square metres
- Habitat creation and protection plus maintenance – habitat suitable for reptiles in Duke's Meadow
- GP surgery space – reasonable endeavours for two years to reach agreement on terms for transfer of GP surgery area to a GP partnership or the local health authority. If not, change of use to B1(c) light industrial use or D1 non-residential institutional space permitted. If the developer is unable to agree a transfer after 6 months, permission may be sought for C3 residential use.

Obligations to Oxfordshire County Council

- Traffic Regulation Order contribution for parking restrictions at the new mini roundabout (payable at commencement)
- Bus service contribution of £275,000 (index linked) to improve frequency and hour of operation roundabout (payable at commencement)
- Travel Plan monitoring – 5 years from first occupation (payable at commencement)
- Bus stop infrastructure contribution (including real time information display) for two stops on Godstow Road (payable at commencement)
- Highway works – mini-roundabout, access arrangements, bus shelter with seats that can take a real-time information display unit (i.e. ducting and cabling), plus commuted sum for maintenance

- 3.2. This legal agreement remains in force and would apply to the development under consideration, should permission be granted. No new legal agreement is needed in relation to the reserved matters application.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is liable for a CIL contribution of £2,895,960.93.

5. SITE AND SURROUNDINGS

- 5.1. The site is located within lower Wolvercote between the residential properties of Home Close to the east and Wolvercote Mill Stream to the west. It is bounded to the north by the A34 and Mill Road to the south, from where it is accessed.
- 5.2. The site was formerly home to a paper mill with large-scale industrial buildings located in its southern part. Most of the buildings associated with the mill have been demolished although areas of hardstanding remain, as well as some smaller buildings, including an office building on Mill Road. Demolition of these buildings is understood to be taking place, which is allowed for by the terms of the outline consent and associated legal agreement.

- 5.3. The landscape consists of scrub vegetation, tree belts, some woodland to the north of the site, and a reservoir connected with the historic use of the site. The northern part of the site includes Duke's Meadow and much of this part of the site is designated as Green Belt.
- 5.4. The Wolvercote with Godstow Conservation Area lies to the south of the site, taking in Mill Road and Godstow Road as well as the south-western corner of the application site. There are a number of Grade II listed buildings close to the site boundary: 1-7 and 11 Mill Road, the White Hart Public House and the Red Lion Public House (now operating as Jacob's Inn).
- 5.5. The site lies to the east of Pixey Mead which is a Site of Special Scientific Interest (SSSI) that forms part of the internationally protected Oxford Meadows Special Area of Conservation (SAC).
- 5.6. See block plan below:



6. PROPOSAL

- 6.1. The application seeks planning permission for the reserved matters from outline permission 13/01861/OUT (appearance, landscaping, layout and scale). The site layout would accommodate:
- 190 residential units, of which 74 would be flats in four blocks and 116 would be houses;
 - a community centre of 126m² at the entrance to the site;
 - a doctor's surgery of 400m² on the ground floor of one of the four apartment blocks (block C);
 - a commercial, light industrial B1c unit, of 165m² also on the ground floor of an apartment block (block C), adjacent to the doctor's surgery.
- 6.2. Fifty per cent of the residential units are proposed as affordable housing, in compliance with local plan policy and the Section 106 legal agreement connected to the outline consent.
- 6.3. The development proposes 3.41ha of open space of which 2.77ha would be public open space, 0.2ha would be a landscape buffer along the boundary with Home Close, plus 0.44ha of open water reservoir.
- 6.4. The proposed built form is concentrated at the southern and eastern parts of the site, retaining an undeveloped area in the northern part of the site which is designated Green Belt.
- 6.5. The landscape masterplan has a series of public spaces including a central square around which local bus services would turn. The proposal includes a woodland children's play area, a nature reserve, and public access to the woodland to the north of the site. The tree belt along the Home Close boundary is proposed to be retained and managed.
- 6.6. A design and access statement, including design code, has been submitted as part of the application and this sets out the appearance of the proposed development.
- 6.7. In addition to the four reserved matters, details have been submitted in relation to the following conditions placed on the outline consent:
- Condition 5 – Design Code
 - Condition 12 – Landscape and Open Space Strategy
 - Condition 15 – Construction Traffic and Environmental Management Plan
 - Condition 16 – Scheme for noise mitigation
 - Condition 18 – Secured by Design
 - Condition 21 – Travel Plan
 - Condition 26 – Flood Risk Assessment
 - Condition 27 – Contaminated land remediation strategy

- Condition 30 – Foul Water Drainage Strategy
- Condition 31 – Surface Water Drainage Strategy
- Condition 35 – Landscape and Ecological Management Plan
- Condition 36 – Archaeology (partial discharge)
- Condition 37 – Natural Resource Impact Assessment
- Condition 38 – Electric Vehicle Charging Points Scheme

6.8. The application follows a positive and creative period of pre-application advice beginning in early 2017 with the applicant, CALA Homes. The scheme was reviewed by the Oxford Design Review Panel (ODRP) whose letter can be found in **Appendix 2**. The main areas covered by the pre-application process were:

- A revised masterplan to improve on the illustrative outline masterplan
- Bus turning – removing the ‘island block’ that was a weakness of outline and early iterations
- Omitting cul-de-sacs, creating perimeter blocks and enclosing backs of houses, minimising parking courts, improving overall legibility of site
- Maximising access to the water for as much of the development as possible, as well as legible routes to green space
- Creating pedestrian access
- Reducing the highway engineered character of the entrance – an alien geometry in Wolvercote
- Locating community uses close to the others
- Consideration of central tree belt significance

6.9. Revised plans and additional information were received during the course of the application with a covering letter and response to the comments received during the initial consultation period. These covered the followed main changes:

- Layout and design changes to ensure active frontages
- Bus and servicing vehicle tracking
- Additional cycle parking
- Further drainage details
- Amended travel plan
- Revised Landscape and Ecological Management Plan
- Additional electric vehicle charging points
- Revised energy strategy including additional solar panels
- Affordable Housing tenure plan

- 6.10. Following the second round of public consultation, minor amendments were made and clarification sought to resolve issues already raised, including such matters as the bus tracking, drainage details, and low-carbon energy targets and calculations.

7. RELEVANT PLANNING HISTORY

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

13/01861/OUT – Outline application (seeking means of access) for up to 190 residential units, employment space, community facilities, public open space and ancillary services and facilities.(Amended plans)(Additional information).
Approved 21st September 2017

13/01861/CND – Details submitted in compliance with conditions 32 (Buffer Zone to Mill Stream), 33 (Repeat Biodiversity Survey) and 34 (Biodiversity Method Statement) of planning permission 13/01861/OUT. **Approved 5th April 2018**

8. RELEVANT PLANNING POLICY

- 8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Core Strategy	Sites and Housing Plan	Other planning documents
Design	124-132	CP1 CP8 CP9 CP10 CP13 CP14	CS4 CS13 CS18	HP9	
Conservation/ Heritage	184-202	HE2 HE3 HE7			
Housing	59-76	CP6	CS2 CS23 CS24	HP3 HP12 HP13 HP14 SP63	
Commercial	85-90		CS1		

Natural environment	133-147 148-169 170-183	CP11 NE6 NE11 NE12 NE13 NE14 NE15 NE16 NE20 NE21 NE22 NE23	CS12		
Social and community	91-101		CS15 CS19 CS20 CS21		
Transport	102-111	TR1 TR2 TR3 TR4 TR7		HP15 HP16	Parking Standards SPD
Environmental	117-121	CP17 CP18 CP19 CP20 CP21 CP22 CP23	CS9 CS10 CS11	HP11	Energy Statement TAN
Miscellaneous	7-12			MP1	

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 17th May 2018 and an advertisement was published in The Oxford Times newspaper on 17th May 2018. Following the submission of additional information and amended plans, site notices were displayed around the application site on 11th July 2018 and an advertisement was published in The Oxford Times newspaper on 12th July 2018.
- 9.2. The consultation responses received in relation to the application are summarised below. Officers would make members aware that copies of all the consultation responses listed below are available to view in full on the Council's public access website.

Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

9.3. No objection subject to conditions. Key issues:

- 309 car parking spaces in total including a large proportion of unallocated bays
- Number of bays to be monitored and if found inadequate after a year, further spaces are to be provided as stated in the Travel Plan.
- Bus loop sufficient width as per plan 8160534/6106 Rev C.
- Bus loop to be adopted – S278 Agreement needed to agree materials
- Travel Plan needs updating to meet OCC criteria and additional car parking linked to plan 8160534/610 Rev A.

Oxfordshire County Council (Drainage)

9.4. No objection. Condition 26 of the outline permission covers drainage matters.

Oxfordshire County Council (Local Member Views)

9.5. Comments from Cllr Paul Buckley. The proposed design of the site embodies an agreeable compromise between packing in as many new homes as possible, to meet the extreme demand, and creating an attractive place in which to live. Particular comments as follows:

- Access design may not allow for delivery vehicles delivering to the White Hart pub.
- Will shared space roads be safe in a residential zone with young children, elderly people?
- Not convinced that the proposed width of two-way street 'Meadow Way' is sufficiently wide to comfortably carry two-way traffic.
- 'Mill Square' too tight for buses to negotiate comfortably.
- The plan does too little to draw in the community from the rest of Wolvercote, to enjoy attractive features of the site.
- The areas of woodland at the northern and south-western ends of the site are potentially a very attractive feature of the design. How can they be preserved and developed. I hope an arrangement will be made with an organisation such as the Oxford Preservation Trust, to manage these areas in perpetuity.
- An excellent feature of the site design is that it includes a community centre. It is however too small and too rudimentary, needs a further toilet and a kitchen.

Environment Agency

First comment 11 June 2018

- 9.6. Condition 27 (remediation strategy): We have reviewed the March 2017 RSK Geo-environmental Site Investigation report. This shows that following demolition of most of the structures, there are likely to be buried foundations, drains and the bases of former settling lagoons in-situ on site. The report identifies that there are elevated total petroleum hydrocarbons (TPH) measured on site (diesel re-fuelling area, tar lagoons, tarry soils). It appears that groundwater samples were taken from trial pits rather than groundwater monitoring wells, which is not the expected standard method. The impacted soils in Zone C correspond to a smear zone at depth and it is considered that the source of TPH is within groundwater and not in the soils. Considering that there is not likely to be an offsite source for this contamination in the vicinity of the site, the on-site source of this groundwater contamination should be investigated. It has also been suggested that agreement be sought from the local authority and ourselves to allow the contamination identified on site (tarry soils and two in-filled lagoons) to remain on site. However we have been asked to review a site investigation for the tarry areas of the site – RSK Delineation and Detailed Quantitative Assessment – dated December 2017. This report presented results for sampling taken in November 2017 and showed that high concentrations of contaminants were measured in groundwater on site. RSK conclusions in this December 2017 report were that further delineation of the plumes within the tarry area and the re-fuelling area is required. The March 2017 report does not supply sufficient information and therefore we consider that landscaping in Zones A and C (in particular) should be avoided until further assessment of the contamination on site (including groundwater) is carried out, and remedial measures agreed. Until a further site investigation report for those areas of this site that are impacted by contamination is submitted and a remediation strategy agreed we are not in a position to recommend discharge parts c and d of condition 27 (parts a and b were satisfied by the reports submitted with the planning application).
- 9.7. Condition 30 (foul sewage): We have no comments to make on this condition as we did not recommend it.
- 9.8. Condition 35 (Landscape Management Plan): We have reviewed the Landscape and Ecological Management Plan (March 2018) and consequently we recommend the discharge of Condition 35.

Second comment 25 July 2018

- 9.9. We have reviewed the RSK Options Appraisal, Remediation Strategy and Verification Plan Report Ref 28924R06 (03) dated June 2018 and the RSK Letter report dated 10 May 2018 reference: 28924 R09 (00) re: Additional groundwater monitoring, Former Wolvercote Paper Mill submitted in compliance with Condition 27. We are pleased to see that an additional monitoring point has been included in the surface water sampling strategy and that analytical results have confirmed that there is no impact from this site on the Wolvercote Stream. We agree with the recommendations of the report

that further groundwater and surface water monitoring and sampling should be carried out during and post piling to assess any migration caused by the development. We are therefore now in a position to recommend discharge of condition 27 parts c and d for a remediation strategy.

Third comment 30 August 2018

- 9.10. We have reviewed the revised 1 in 1000 year assessment dated August 2018 by Glanville. This assesses the 1 in 1000 risk to the site to be between 58.37 and 58.53m AOD and the bank/wall levels range between 58.58 and 58.85m AOD. This demonstrates that the site lies in Flood Zone 1. Therefore we have no objections to the variation of condition 26.
- 9.11. We recommend that finished floor levels are still set at a minimum of 300mm above the 1% including climate change annual probability flood level.

Natural England

- 9.12. Statutory nature conservation sites – no objection
- 9.13. Natural England has assessed this application using the Impact Risk Zones data (IRZs). Natural England advises your authority that the proposal, if undertaken in strict accordance with the details submitted, is not likely to have a significant effect on the interest features for which Oxford Meadows SAC has been classified. In addition, Natural England is satisfied that the proposed development being carried out in strict accordance with the details of the application, as submitted, will not damage or destroy the interest features for which the Wolvercote Meadows SSSI and Pixey and Yarnton Meads SSSI has been notified.
- 9.14. Protected species: We have not assessed this application and associated documents for impacts on protected species. Natural England has published Standing Advice on protected species. You should apply our Standing Advice to this application as it is a material consideration in the determination of applications in the same way as any individual response received from Natural England following consultation.

Thames Valley Police

Response dated 15 May 2018

- 9.15. Objection, although the fundamental concern could be addressed by the applicant via an amendment to the submitted plans and upon approval I would be happy to withdraw the objection.
- 9.16. Consider some aspects of the design and layout to be problematic in terms of crime and anti-social behaviour. I have significant concerns relating to the access provided from the side of Block D to the rear boundaries of plots 161 to 140. The concern is exacerbated by the potential vulnerability of the proposed occupants of these plots which from the DAS are to have disability access.

- 9.17. I have significant concerns relating to the parking strategy specifically for the 'Waters Edge' properties where a single integral garage space is provided for the occupants of these 3 bedroom dwellings. Condition recommended for garage doors to be operated remotely.
- 9.18. Lack of active surveillance from a number of plots – revised plans needed to include an appropriate level of active surveillance from the dwellings to the public realm.
- 9.19. Bin stores, postal services and access control details needed prior to approval.
- 9.20. Ground floor access to private terraces on flats should be removed. Bin and cycle stores in flats need external access. Secure entry lobbies needed on flats.

Response to amended plans dated 18 July 2018

- 9.21. Pleased to accept the applicant's proposal to request prior to occupation conditions in relation to some aspects of the physical security of the communal dwellings and the garages at the Water's Edge Dwellings. Requirements for flat security could be covered by outline permission condition relating to Secured by Design.

Thames Water

- 9.22. No comments received.

Historic England

- 9.23. Do not wish to offer any comments.

Canal and River Trust

- 9.24. There is no requirement for you to consult us in our capacity as a Statutory Consultee.

Oxford Bus Company

- 9.25. General support for the development and for the extension of the City6 bus route. Concerns that the bus turning circle is too tight and doesn't allow for unexpected obstacles. Tracking would need to be achievable by a 11.5m Wright Streetlite bus with detailed analysis at corners. Confirmation sought that the square can accommodate the bus otherwise OBC would object to the design of Mill Square.
- 9.26. City Council should be satisfied with management arrangements and parking restrictions in Mill Square to avoid bus delays due to informal parking and deliveries.
- 9.27. Verification sought that the west of Mill Square is one-way.

- 9.28. Requirements listed for the bus stop to be provided as part of the Section 106 agreement. Details of the bus stop should be agreed by condition.

Oxford Preservation Trust

- 9.29. OPT is aware that there is outline approval for the development of this site which lies on the edge of the Wolvercote and Godstow Conservation Area and adjacent to a number of listed buildings, and that the Conservation Area Appraisal recognises the Mill site is a development opportunity.
- 9.30. We see that effort has been made to keep the proposed development on to Mill Lane as 'smaller mews type dwellings, likely to be of a stone material, that will repair the street edge' with the buildings stepped up around Mill Square further into the site.
- 9.31. Oxford Preservation Trust owns 25 acres in Wolvercote, and whilst this application does not come up to the boundaries of any of this, there are links in the ownership behind Wolvercote Lakes. We would be keen to work with the developers or others about creating improved links to open green spaces in and through the village and linking it into the surrounding countryside and hope that the City Council will encourage such dialogue to happen as part of this development process.
- 9.32. Finally, due to the sustainable nature of the site, we wonder if the bus companies would extend the bus route in the area to include this however we understand this would need to be feasible for them.

Wolvercote Neighbourhood Forum

Initial response 18 June 2018

- 9.33. Objection unless the following concerns are resolved:
- High number of vehicle movements and removal of contaminated land
 - Section drawings needed
 - Share some of the concerns raised by Thames Valley Police
 - Share Oxford Bus Company concerns and concerns over access onto Godstow Road
 - Flood risk, although surface water management appears to be an improvement
 - Capacity of foul sewer to cope with new homes
 - Working hours not compliant with OCC's recommended hours
 - Danger of Affordable Housing ghettos
 - Loss of central tree belt resisted
 - Building in south-west of the site are too close to the stream
 - No dedicated parking for non-residential uses (surgery and B1c unit)

- Road along reservoir edge narrow and may be blocked by parking should residents convert their garages
- Flat roofs for townhouses not welcomed
- Double-glazing alone not sufficient for noise protection from A34
- Playground location too close to water and far from houses for supervision
- Internal apartment layout poor, no lifts provided
- Cycle stores badly laid out
- Single-aspect flats have poor outlook and light
- Kitchen doors needed in apartments
- Window configuration poor
- 'Industrial' design of apartment blocks not successful
- Community centre needs a kitchen, lift to mezzanine required
- Run off from gardens in north-east of the site could cause flooding for Home Close houses
- Cars could park close to Block B as no landscaping provided
- Landscape and Ecological Management Plan refers to the frequency of mowing, but fails to mention the need to ensure that pollinators are taken into consideration.

Response to revised plans 24 August 2018

- 9.34. The concerns expressed in the first submissions (18.6.2018) remain where there has been no response to our points.
- 9.35. Construction Traffic and Environmental Management Plan: While in general CALA Homes have changed their proposed working hours in line with our previous suggestions, it is noted that the hours for deliveries during the first 15 weeks (during demolition and remediation work) have not taken into consideration school hours. Many young families from Lower Wolvercote are involved in walking and cycling to and from the local Junior school in First Turn Wolvercote. The handling of complaints procedure proposed is not satisfactory. 30 days seems an excessive time to wait for a response to what could be an urgent complaint: 3 days might be more appropriate. Also, the website should be updated more frequently than every 2 months.
- 9.36. Bus Company: The concerns expressed in our comment remain and are reinforced by the second detailed comment by the Oxford Bus Company with which we concur.
- 9.37. Flood Risk: We agree with the Environment Agency's not accepting the variation of Condition 26.
- 9.38. Layout: (a) The concern about the concentration of affordable accommodation remains. (b) We note that the revised plan appears to move Block B even closer to the mill stream. (c) Concern remains about the lack of dedicated

parking at the Doctors' Surgery, particularly for staff, but also for some patients: the assumption that there would normally be sufficient parking somewhere on the whole site is not satisfactory. There should be more Disabled parking adjacent to the Surgery: some designated Disabled parking spaces are too far from the Surgery to afford access to it. We assume that the detailed design for the Surgery will be the subject of a further reserved matters application when a brief has been developed. (d) We do not accept the answers to the concern about the location of the west playground. (e) We are concerned about the safety of children near water on the whole site and find CALA's statements on the subject of water safety unconvincing. (f) We welcome improved provision of PV panels, though the gain could be improved by changes of orientation, and the appearance of the buildings could be improved by the use of tiles rather than panels.

- 9.39. Apartment Blocks A, B, C and D: (a) The poor internal design of these blocks is unchanged. The public spaces and the access corridors are constricted. (The Technical Housing Standard does not include these spaces.) The comment of the Affordable Housing Officer that the design is responsive to the needs of wheelchair users is pointless in the absence of lifts providing disabled access. Lifts are required to ensure provision for all potential occupants and for lifetime occupancy. (b) The change in access to cycle stores is welcome.
- 9.40. Community Centre: The revised plans do not answer our concerns.
- 9.41. Landscaping design and Maintenance: The sections provided do not alter the concern about flooding from water run-off at the north of the site.
- 9.42. Landscape and Ecological Management Plan: Since the site includes half of the Mill stream, it is incorrect to say that the reservoir is the sole waterbody/watercourse. As currently worded, the LEMP only mentions avoiding insecticides and fertilizers in wet grassland or near the reservoir. This should cover all areas near water. NB: The note at the end of Appendix B specifically warns against the use of Glyphosate near to water because of its effect on amphibian larvae. Therefore, the avoidance of weedkillers near water as well as insecticides and fertilizers needs mention. Ideally, the use of Glyphosate weedkiller should not be permitted across the whole site. An alternative to Glyphosate should be used.

Wolvercote Commoners Committee

- 9.43. More solar energy could be generated on site.
- 9.44. 50% 'affordable' housing on the site is welcomed, but it is mostly situated in the apartment blocks. Narrow corridors with no natural light in some, no doors between kitchens and bedroom corridors, no lifts, cycle stores and bin stores need outside and inside access.
- 9.45. Bus turning "circle" looks too small; good that there will be a bus service from the development.

- 9.46. Community Centre - no kitchen facilities, there should be a disabled lift to the mezzanine floor, there should be wall space suitable for the display of heritage materials.
- 9.47. Various comments in relation to the Landscape and Ecological Management Plan
- 9.48. Flooding – queries regarding perforated pipes and sewers
- 9.49. Remediation Strategy – concerns over the number and size of trucks likely to be involved over 3 months. We need reassurance that there will be a specialist safety officer on site. There is also serious concern over the contamination under the Northern wooded area, where there is to be a children's play area.
- 9.50. Glad to see that the number of parking spaces is substantially less than was permitted in the Outline Planning Consent (307 as opposed to 399). There should be several reserved spaces associated with the surgery.
- 9.51. The proposal to remove the central woodland belt which marks the historic boundary of the site is a major change from the outline consent. The provision of a "green meadow" is not considered to be an adequate substitute for mature trees and grass as a wildlife corridor.
- 9.52. The stated working hours during the construction are too long.

Public representations

- 9.53. Eight local people commented on this application from addresses in Rosamund Road, Hayward Road, Main Street, Home Close, Dove House Close, Talbot Road, and Templar Road.
- 9.54. In summary, the main points of support were:
- High-quality design of dwellings
 - Green spaces and wildlife corridors
 - Significant provision for affordable housing
 - Support for the number of apartments
 - Car club and electric charging points are positive
 - PV panels are positive
- 9.55. The main points in opposition were:
- Too many dwellings affecting character and demographic of Lower Wolvercote
 - Impact on mains drainage
 - Flood risk mitigation insufficient

- Car parking overspill from development into village
- Additional volume of traffic in the village and impact on access bridges
- Air quality concerns regarding access point
- Bus service frequency must increase
- Insufficient capacity in local schools
- Cycle routes to city should be improved
- Not convinced about the attempt to control car use
- Parking for surgery needed
- Tight manoeuvring for refuse vehicles

9.56. General comments included:

- More electric vehicle charging points needed
- Solar operated street lighting is suggested
- Public bicycle docking stations are suggested
- Difficulty of accessing the plans online

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- Principle of development
- Affordable housing
- Housing mix
- Site layout, scale and appearance
- Trees and landscaping
- Residential amenity
- Non-residential uses
- Impact on neighbouring amenity
- Impact on designated heritage assets
- Transport and highways
- Flooding and drainage
- Noise
- Biodiversity
- Archaeology
- Land quality
- Air quality
- Energy strategy

a. Principle of development

10.2. The principle of development has been established through the granting of outline planning consent, reference 13/01861/OUT.

- 10.3. The outline application was accompanied by an Environmental Statement because the development was classed as Environmental Impact Assessment (EIA) development. This reserved matters application has been prepared within the parameters of the Environmental Statement; a compliance statement setting out the details forms part of this application.
- 10.4. The National Planning Policy Framework (NPPF) sets out a presumption in favour of sustainable development (paragraph 11). It promotes the effective use of land to meet the need for homes while safeguarding and improving the environment and ensuring safe and healthy living conditions. In order to achieve this aim, it encourages the development of under-utilised land where it would meet an identified need for housing where land supply is constrained (paragraphs 117 & 118)
- 10.5. More significantly, the NPPF places great emphasis on the Government's objective to significantly boost the supply of homes, recognising that this requires a sufficient amount and variety of land to come forward where it is needed, and that land with permission is developed without unnecessary delay (paragraph 59). Moreover, local authorities should identify sites suitable for housing, including specific, deliverable sites for a five year period (paragraph 67).
- 10.6. The Oxford Core Strategy supports these objectives. Policy CS2 makes clear that development will be focused upon previously developed land, with greenfield sites only allowed where they are specifically allocated for that use within the Local Development Framework or required to maintain the five-year rolling housing-land supply set out in Policy CS22.
- 10.7. The part of the site proposed to be developed would constitute previously developed land under the definition within the National Planning Policy Framework and it has been specifically allocated for residential development within the Sites and Housing Plan under policy SP63 as part of the Council's five-year supply of housing and to meet the overall housing need set out within Policy CS22 of the Oxford Core Strategy 2026.
- 10.8. Paragraph 143 of the NPPF states development in the Green Belt is inappropriate and, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. No development is proposed within the part the site that is designated as Green Belt. This was established via the outline consent and this reserved matters application is consistent with the outline in this respect.
- 10.9. The principle of development is therefore acceptable.

b. Affordable Housing

- 10.10. Affordable Housing is secured via the Section 106 legal agreement associated with the outline consent. The details in this reserved matters application comply with the requirements in providing 50 per cent on site affordable housing, i.e. 95 units of the total 190 units.

- 10.11. The locations of the Affordable Housing units, the mix of social rent and intermediate housing, and the numbers for each tenure type are submitted with the application. Officers note that the majority of affordable units are located in the south of the site, with almost all the apartments being affordable units rather than market housing. However, the southern part of the site is considered to be a desirable location, close to village amenities and the heart of the development. The 4-bedroom houses have south-facing gardens. The group of affordable houses in the northern part of the site is close to Duke's Meadow and the play area. Officers consider that the development achieves a good balance between convenient clustering for management and integration of affordable units into the wider development. The natural assets of the site, its location and the strong public realm strategy mean that there are no 'bad locations' on the site and so the affordable housing proposal is considered to be positive.
- 10.12. The affordable mix deviates from the strategic mix set out in the Affordable Housing SPD:

Table 2: Strategic mix of housing for sites outside the City and District centres		
Bedrooms (people)	% Social Rented	% Intermediate
1 bed (2 person)	0–10 %	0–10%
2 bed (4 person)	15–25 %	5–15%
3 bed (5 person)	35–45%	0–10%
4 bed + (min 7 person)	10–20 %	0%
Total	80%	20%

- 10.13. The proposed mix has a higher number of 2-bed social rented units and lower number of 3-beds social rented units:

	social rent		intermediate housing	
	units	%	units	%
1-bed	7	7.4	5	5.3
2-bed	32	33.7	6	6.3
3-bed	26	27.4	8	8.4
4-bed	11	11.6	0	0
total	76	80.0	19	20.0

- 10.14. However, the mix reflects priority housing need in its emphasis on 2-bedroom units and 4-bedroom units. The 2-bed flats are designed for 4 people and the 4-bed houses for 7 people, which optimises use of the units. Pre-application discussions have taken place with the Council's Affordable Housing team in this regard and the proposal is to their satisfaction in meeting current housing need.

- 10.15. The proposal is considered acceptable in terms of Affordable Housing provision. The mix of social rent and intermediate housing is recommended to be secured by condition since this level of detail is not included in the Section 106 agreement with the outline. A condition is also recommended to ensure at least five per cent of affordable units are wheelchair accessible.

c. Housing mix

- 10.16. Condition 8 of the outline consent requires the mix of the 190 units to comply with the mix in the Balance of Dwellings SPD.

Dwelling types	Number of units proposed	Percentage proposed	BoDs requirement
1 bed	12	6%	6-16%
2 bed	46	24%	20-30%
3 bed	102	54%	35-65%
4 bed	30	16%	6-17%

- 10.17. The proposed mix achieves this and the proposal is therefore consistent with the aims of policy CS23 in delivering a balanced mix of housing.

d. Site layout, scale and appearance

- 10.18. Paragraph 127 of the NPPF requires new development to function well and add to the overall quality of the area; be visually attractive as a result of good architecture, layout and appropriate and effective landscaping; be sympathetic to local character and history, including the surrounding built environment and landscape setting; establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.
- 10.19. Policy CS18 of the Oxford Core Strategy 2026 requires development to demonstrate high-quality urban design that responds appropriately to the site and surroundings; creates a strong sense of place; attractive public realm; and high quality architecture. The Oxford Local Plan 2001-2016 requires development to enhance the quality of the environment, with Policy CP1 central to this purpose. Policy CP6 emphasises the need to make an efficient use of land, in a manner where the built form and site layout suits the site's capacity and surrounding area. Policy CP8 states that the siting, massing, and design of new development should create an appropriate visual relationship with the built form of the surrounding area.
- 10.20. Condition 5 of the outline consent requires the approval of a Masterplan and a Design Code for the whole development. Condition 9 restricted the proportion of three storey buildings to five per cent of all buildings on site, with the remainder being two and two-and-a-half storeys. Condition 18 prevents occupation of the development prior to Secured by Design (principles for designing out crime) accreditation being evidenced.
- 10.21. The site layout proposed is legible and permeable, with clear routes through and around the development, making it easy to find one's way around and to

reach key features such as the reservoir and various areas of public open space. The hierarchy of streets distinguish clearly between the primary routes, such as the main entrance and connection along Meadow Lane, and minor roads such as the narrower, more informal Waters Edge beside the reservoir. The absence of cul-de-sacs is a strength, with the most significant difference from the outline illustrative masterplan being the stronger connection between the houses in the northern half of the site and the water (reservoir). The new masterplan has three strong blocks linking through to Meadow Way. The layout ties in well with existing development by aligning back gardens of existing houses with gardens of the proposed, and provides passive surveillance through active frontages (such as windows onto the street) following good urban design principles.

- 10.22. The scale of the development is taller closer to the centre of the site, with the peripheral areas, closest to existing development being lower in height. The larger scale of the apartment buildings reflects the form and scale of the mill buildings that were previously on site – though at a smaller, more appropriate scale. Indeed, the three-storey apartment blocks (A, B and D) have a ridge height only marginally above the two-and-a-half storey houses and so will not feel overly dominant.
- 10.23. Page 50 of the Design and Access Statement sets out how the flat-roof contemporary form of the Waters Edge houses are equivalent in volume and ridge height to a 2.5 storey house and so should not be counted as three-storey units towards the five per cent of buildings on site stipulated by condition 9. Officers consider this to be successfully demonstrated and that the contemporary form makes a positive contribution to the setting of the reservoir and should be supported.
- 10.24. Some particular issues were raised by Thames Valley Police with regard to measures to minimise opportunities for crime. The access to rear gardens for properties backing onto Home Close houses is, as discussed later in the report, required for maintenance of the tree belt which is to be retained. Details are recommended to be required by condition of the gates at each end of this easement to ensure gardens are secure.
- 10.25. Access from the street to ground floor flats was also raised but officers are of the view that increased activity provided by these gates into ‘front gardens’ would be beneficial to the public realm and has been successfully implemented in exemplar developments. The lack of activity at ground floor for Waters Edge properties is not of concern because of the full length windows in the two upper floors which serve rooms that are active during the day (living rooms rather than bedrooms). The overall design of the reservoir frontage, with the apartments and ground floor uses at the south of the site, are sufficient to provide surveillance and activity in the area.
- 10.26. Other suggestions have been adopted into the revised proposal, such as amendments to the lobby areas of the apartments, improvements to bin and cycle storage and remote operation of garage doors. A condition is recommended in relation to this last point, while it has been agreed with Thames Valley Police that the requirements for the lobbies of apartment

buildings be covered by the outline consent condition 18 relating to Secured by Design accreditation.

- 10.27. The proposal under consideration, the result of a thoughtful design process, is an exciting, contextual response to the site. The architectural language that has been created reflects the industrial heritage of the site. The design of housing typologies with integrated car parking and amenity areas at high density is welcome and the realignment of the illustrative masterplan to provide dwellings with views across the water is successfully articulated.
- 10.28. The development complies with the relevant local plan policies and with the NPPF in relation to design, and the submitted details comply with conditions 5 and 9 of the outline consent. It is considered that the development will be able to achieve Secured by Design accreditation, subject to the additional details recommended by Thames Valley Police. Condition 18 cannot be discharged until confirmation in writing of accreditation is received by the Council.
- 10.29. Conditions are recommended to approve material samples. Due to the carefully considered design code and the relatively small garden spaces for houses, officers recommend permitted development rights for household extensions and additions be removed. This will allow extensions to be considered by the Council so that the overall architectural integrity and quality of the scheme can be retained.

e. Trees and landscaping

- 10.30. Condition 6 of the outline permission protects the trees that were proposed to be retained through the Woodland Management Strategy submitted with the outline application. Condition 12 required a Landscape and Open Space Strategy for the development. The Section 106 requirements for public open space are 2.46 hectares of land including Duke's Meadow for use as informal recreation/play space, and for the creation of wildlife habitats; informal open space and nature reserve along Mill Stream; a 'green gateway' at the site's entrance; retention of the reservoir and creation of a walkway around it; and a local area for play.
- 10.31. The potentially problematic issue associated with the proposed retention of the existing vegetation along the eastern boundary (an odd mix of alternating topped evergreen Leyland cypress and pollarded deciduous London plane), close to the rear boundaries of Home Close properties has been addressed through a proposed service access lane. This will separate the tree belt from the private gardens of the Meadow Way properties, allowing access at either end only for maintenance by the management company. This is acceptable and is consistent with the Woodland Management Strategy enshrined within the condition for the outline scheme.
- 10.32. The rationale for retaining the feature is understandable, to provide enclosure and visual screening with the rear garden boundaries of properties in Home Close. Seen from aerial or tangential photos views the tree line appears solid, but seen perpendicular to the boundary from ground level the feature can be seen to possess poor aesthetic value; its functional value is variable due to

gaps below the canopy. The landscape plan outlines a management strategy to retain and maintain the tree belt and to in-fill new tree planting to reinforce and renew it over time. This is an acceptable solution.

- 10.33. The central copse is predominantly composed of self-seeded sycamore trees and this is proposed to be removed to facilitate the current design layout. The rationale for this proposal is that the copse effectively divides the central part of the site into two along its north/south axis. The quality of the copse as a landscape feature is low or moderate; its potential worth is contingent upon the context of the design layout that the group might function within. It is not of such quality that it should be considered a significant design constraint in its own right that should dictate the form of the design layout.
- 10.34. Although there was some discussion in the design and access statement submitted with the outline planning application regarding the presence of a historic field boundary in this location, it is not clear to what extent this wide group of self-seeded collection of trees lies on the historic boundary. The applicant has carried out research and the tree group appears to lie to the west of the historic field boundary. It is noted that significant tree removals and a bisection of the central copse was proposed with the outline masterplan layout; this was carried through to the Woodland Management Strategy. The principle of partial removal and breaking up of this landscape feature has been established, therefore. Officers consider that the design rationale for the layout and the site-wide landscape scheme firmly outweigh the loss of the tree group in terms of landscape, amenity and historic value.
- 10.35. The arboricultural implications across the site involve the removal of 17 individual trees and 10 groups of trees. These are all necessarily removed to facilitate the scheme. This is a significant impact which must be adequately mitigated through appropriate landscape measures.
- 10.36. The areas proposed as public open space exceed the requirement, providing 2.77 hectares of public open space. The proposal meets the requirements of the Section 106 agreement in providing the various types of open space. The landscape masterplan identifies several existing distinct landscape character areas within the site and new opportunities to enhance and respond to these characters, successfully interpreting the site's historic landscape setting.
- 10.37. The street layout sets up a hierarchical series of spaces that provides opportunities for ornamental and native meadow type planting among new street trees, such as along 'Meadow Way'. A specimen tree is proposed for the site's 'green gateway'.
- 10.38. A sequence of open spaces has been designed; The Reservoir Promenade, The Village Square and The Green Gateway (site access point) form a landscape route that forms a link to the existing open space of Wolvercote Village Green (outside the site). The Reservoir Promenade offers a vista across water to the woods in the north of the site. This is a significant new landscape feature in the public realm, which is easily accessible from the village.

- 10.39. Semi-natural open spaces are proposed in the Northern Woodland, on the Nature Reserve (a spit of land projecting south of the main site along Kingsmill Stream), and the more formal area described as Riverside Park. These features create a sense of place, enhance the site's existing characteristics and create high quality accessible amenity spaces.
- 10.40. The reservoir will have planting along the edge and will be graded with a shallow incline to avoid accidents close to the water. Boulders at the southern end of the reservoir will be used for safety so that people cannot fall into the water. These measures are appropriate in safety and design terms but officers consider it appropriate to condition a safety audit of the scheme. A safety audit has already been carried out of the play area, looking at the relationship with the reservoir. Officers understand this was approved by the Royal Society for the Prevention of Accidents (RoSPA).
- 10.41. The landscape will be publically accessible, opening up large areas of previously private land for the enjoyment of the wider Wolvercote community and beyond. The thoughtful landscape design, its quality and variety, are to be commended.
- 10.42. Further thought is required regarding the hard landscape materials used to delineate streets. The selection of surfacing is very uniform and hard. Officers consider that more variation in texture and finish is needed for the streets and so recommend that this be reviewed and material samples submitted alongside samples to be provided for the built form of the development, which is a recommended condition.
- 10.43. The application proposes significant changes to the existing form of the brownfield site and this inevitably results in the removal of large numbers of trees. However, the design has appropriately responded to the site's important landscape features, including tree groups and riparian assets, and mitigation for tree removals have been identified in the overall landscape plan and supporting detailed landscape proposals. The scheme is consistent with the aims of the Woodland Management Strategy and therefore with condition 8 of the outline consent. The application includes a Landscape and Open Space Strategy contained within the Design and Access Statement and this fulfils the requirements of condition 12 of the outline consent.
- 10.44. On balance the arboricultural implications of the application are considered to be acceptable as they are appropriately mitigated by high quality landscape plans and planting proposals. The ultimate effect should be a significant net landscape benefit to the public realm and local community. The application is acceptable in relation to Oxford Local Plan Policies CS18, CP1, CP11 and NE16.

f. Residential amenity

- 10.45. In March 2015, the Government introduced a 'Nationally Described Space Standard'. This sets out more detailed minimum standards than the earlier Sites and Housing Plan policy HP12. Policy HP13 sets out standards for outdoor space.

- 10.46. All units proposed comply with the national space standard and provide a comfortable, practical layout with built-in storage. In terms of outdoor space, all the proposed houses have private gardens of a good size. There are practical arrangements for the storage of bicycles and bins and these are set out on drawing A-L-106 Rev 01 'Plot Plan'. Most houses have cycle storage within garages (larger houses) or integrated into the front porch area (smaller houses). Some groups of houses, such as the 'Mews' houses, do not have front gardens or side access and so cannot accommodate bin storage; bin storage is provided in separate stores at the end of each row instead.
- 10.47. The flats each have private amenity space – either a balcony on upper floors or terrace for those on ground floors. These are a good size, exceeding the minimum size prescribed by the Sites and Housing Plan; in addition, blocks A and D have a communal garden. Each block of flats has dedicated bike storage and a bin store. Some revisions were made to the bike storage arrangements for the flats to give direct external access. Secure lobbies were also provided in response to comments from Thames Valley Police. Details of post boxes and access controls will be provided at a later date in compliance with condition 18 (Secured by Design) of the outline consent.
- 10.48. Condition 9 of the outline consent requires all residential units to be built to Lifetime Homes Standard, while condition 10 requires at least five per cent of the new dwellings to be fully accessible or easily adaptable to full wheelchair use. It is noted that, although the development does indeed propose five per cent of homes to be accessible, the Affordable Housing SPD also requires five per cent of Affordable units to be accessible. The proposal falls just short of this threshold and so a condition is recommended to secure a sufficient number of accessible affordable homes.
- 10.49. The question of lifts has been raised during public consultation for the apartment blocks. Lifts were included at pre-application stage but the applicant was advised to remove these as the maintenance costs drive up service charges to an unaffordable level. Accessible units would be located on the ground floor of apartment blocks and space is retained for future lift installation should these be required and cost effective at a later date.
- 10.50. The proposal would accord with the aims and objectives of Sites and Housing Plan policies HP12 and HP13 and the Nationally Described Space Standard in providing a good level of residential accommodation.

g. Non-residential uses

- 10.51. Condition 11 of the outline consent requires the development to provide a total of 521m² of non-residential uses and community facilities (e.g. 303m² for doctor's surgery, 110m² for civic building and 108m² of B1c light industrial floorspace). The Section 106 legal agreement secures a minimum of 110m² for community facilities and a GP surgery space. The applicant must make reasonable endeavours for two years to reach agreement on terms for transfer of GP surgery area to a GP partnership or the local health authority. If not, the unit may become a B1(c) commercial use or D1 non-residential institutional space.

- 10.52. The development includes a community centre of 126m² at the entrance to the site, located close to existing village facilities such as the two pubs and the village green. It is designed to be flexible, allowing activities to spill out to the front and the site's 'green gateway' as well as to the rear into the more private space. The stone clad building includes a mezzanine floor and full height windows bringing light into the building and giving a contemporary appearance that ties in with the rest of the development. A Community Facilities Scheme is required by the Section 106 agreement to be submitted to and approved by the Council and Neighbourhood Forum prior to commencement of development. This would set out the use arrangements and timetable for the provision of the facility. Internal arrangements such as the addition of more toilet facilities, a kitchen or lift could be added at a later date. They are not considered essential or a requirement for a community facility.
- 10.53. The doctor's surgery is to be located on the ground floor of the apartment block that faces the reservoir and the central square (block C). There is unallocated car parking for the flats which is likely to be vacated during the day when flat residents are out at work, allowing these spaces to be used by people visiting the doctor's surgery by car. Being a local surgery, it is expected that many Lower Wolvercote patients would walk or cycle to the surgery. The bus would stop just outside the surgery. It is understood that the applicants are in discussion with Summertown Health Centre to take over the unit.
- 10.54. Next to the surgery, on the ground floor of apartment block C, would be the commercial, light industrial B1c unit. This is considered to be suitably located at the heart of the development and would be an attractive unit for a range of businesses, creating activity around the reservoir and the square. It is understood from the applicants that there has been a healthy interest from potential tenants.
- 10.55. The non-residential elements of the scheme exceed the requirements of the outline consent, are appropriately located and would provide excellent facilities for the wider village. It is understood that the applicant has worked with local community groups to make sure the provision is appropriate for the community and site.

h. Impact on neighbouring amenity

- 10.56. Policy HP14 of the Sites and Housing Plan states that development should provide reasonable privacy and daylight for the occupants of both existing and new dwellings and guards against overbearing development. Policy CP10 of the Oxford Local Plan 2001-2016 requires development proposals to be sited in a manner which meets functional need, but also in a manner that safeguards the amenities of other properties. Policies CP19 and CP21 protect against unacceptable nuisance and noise.
- 10.57. The immediately adjacent properties affected by the proposed development are those with west-facing gardens on Home Close backing onto the site, those houses in Mill Road backing onto the south-western part of the site, and the few properties on Godstow Road that face the village green and back onto the south-eastern part of the site.

- 10.58. Properties in Home Close will benefit from the retained tree belt providing screening from the proposed houses. Back-to-back distances are very comfortable, being between approximately 27 metres and 40 metres. Apartment block D has balconies that face towards the rear gardens of Home Close properties. Again, these are a comfortable distance of 14 metres from the boundary, with a back-to-back distance of 45 metres. As such, the privacy of occupiers of Home Close properties is considered to be safeguarded and officers have no concerns regarding loss of light or overbearing impact.
- 10.59. The Godstow Road properties have long rear gardens and the trees on site close to the boundary will be retained. Back-to-back distances are over 60 metres between the properties and the balconies of block D. A small car parking area is to be introduced to the rear of block D but this is buffered by landscaping and at a significant distance from the rear of the houses and is therefore not considered to any cause disturbance from exhaust fumes or car headlights. A small maintenance storage hut is proposed on the boundary, within the car park. This is proposed to be small scale and officers recommend a condition to ensure the maximum height does not exceed 4 metres to protect neighbouring amenity.
- 10.60. Mill House and 12 Mill Road would be backed by gardens of the proposed houses, with the windowless side elevation of unit 29 to be sited just beyond the gardens of 13 to 15 Mill Road. Numbers 13 to 15 have outbuildings at the end of the gardens and the new development would be located to the north. There is therefore not considered to be an overbearing impact or harmful loss of light, and there would be no harmful loss of privacy.
- 10.61. Within the development itself, officers note that the 'village block' has quite a dense layout that will result in mutual overlooking between the reservoir edge properties and the smaller terraced houses. The perpendicular arrangement means that the overlooking will only occur from one property into the garden of another, rather than from house to house. The gardens are of a good size of at least 10 metres in depth; officers do not consider this type of mutual overlooking to be unacceptable or harmful. Indeed it is part of the character of this contemporary, medium density development.
- 10.62. The central square will have regular bus movements which will be noticed by residents with properties facing onto the square. The vehicles will be moving at very slow speeds and emissions are low due to the buses being hybrid and so this is not considered to cause a disturbance to residents.
- 10.63. The development is therefore considered to have adequately safeguarded amenity for neighbouring and future occupants and results in comfortable relationships between existing and proposed development.
- 10.64. External lighting is controlled by condition 19 of the outline consent, which requires detail of the type of light appliance, the height and position of fitting, illumination levels and light spillage to be submitted. These details are not yet submitted and will be dealt with in the usual way as delegated decisions to officers.

i. Impact on designated heritage assets

- 10.65. The NPPF in section 16 requires applicants to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. It states that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, and the positive contribution that conservation of heritage assets can make.
- 10.66. Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require local planning authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses, and to preserving or enhancing the character or appearance of conservation areas.
- 10.67. Oxford Local Plan Policies HE3 and HE7 seek to preserve or enhance the special character and appearance of conservation areas and their settings, and to ensure works to a Listed Building are sympathetic to and respect its history, character and setting. Whilst the wording of these policies does not include the balancing exercise identified in paragraph 195 of the NPPF and would therefore be deemed to be out-of-date with the framework, they would be consistent with the above-mentioned legal requirements of Section 66 and 72, and they must therefore carry considerable weight in the determination of this application.
- 10.68. The development involves the demolition of the remaining buildings associated with the former mill, including the large imposing office building on Mill Road. The loss of this incongruous 1960s building is considered to significantly improve the character and appearance of the conservation area and the setting of the two listed pubs and the listed houses on Mill Road. The short terrace of five houses that is proposed to replace the office building has been designed to mirror the form and rhythm of the terrace to the west, with the proportions, materials and features of the historic houses given a contemporary interpretation. The parallel parking arrangement mimics the existing arrangement for other residential properties on Mill Road while the surface treatment and tree planting at the entrance to the site create a more sympathetic setting for the listed buildings and improve the appearance of the conservation area.
- 10.69. The development makes a positive contribution to local character and distinctiveness as supported by paragraph 192 of the NPPF. It is noted that the development achieves two of the opportunities for enhancement identified in the Wolvercote with Godstow Conservation Area Appraisal, namely additional planting to maintain street scene character and the enhancement of public areas to preserve the social character of the village. In accordance with policies HE3 and HE7 of the Oxford Local Plan, the development will significantly improve the setting of the surrounding listed buildings, non-designated heritage assets and the conservation area.

- 10.70. Special attention has been paid to the statutory test of preserving the setting of listed buildings or their setting or any features of special architectural or historic interest which they possess, and special attention has been paid to the desirability of preserving or enhancing the character or appearance of the conservation area in accordance with sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development would preserve the setting of the nearby listed buildings and enhance the character and appearance of the conservation area and so the proposal accords with sections 66 and 72 of the Act.

j. Transport and highways

- 10.71. The NPPF states that all developments that generate significant amounts of movement should be supported by a Transport Statement. The Oxford Local Plan 2001-2016 also requires Transport Assessments from development that is likely to have significant transport implications. The NPPF also states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of the development are severe.
- 10.72. The site access was approved at outline stage, and includes a mini-roundabout on Godstow Road and road running into the site from the roundabout, sweeping into the site (approved access drawings IMA-14-121-14B and IMA-14-121-18B).

Car parking

- 10.73. There is a total of 309 car parking spaces across the site including 134 unallocated spaces, 6 disabled spaces and 3 car club spaces. The County Council has commented that, whilst the low provision of allocated car parking is in line with ambitions of reducing car use in the city, there is some concern regarding the low number resulting in informal parking on site which could lead to highway safety implications. This is of particular concern for the waterfront houses which have 4-bedrooms and only 1 allocated parking space within a garage. This is mitigated somewhat by the garages having automatic doors so to make parking within them more attractive and the layout being designed in a way which makes informal parking difficult. A condition is recommended to ensure the garage doors can be remotely operated, and that the garages remain in use as such to secure adequate parking.
- 10.74. The site is in a sustainable location which benefits from frequent buses and is within walking/cycling distance to the city centre and local amenities in Wolvercote. The applicant has agreed to review the parking 1 year after final occupation. If on-street parking is occurring then an additional 12 spaces will be provided on site as shown in drawing 8160534/610 Rev A. This will be enforced through the monitoring of the Travel Plan and will help reduce any informal parking which is occurring.
- 10.75. Officers consider that the lower number of car parking spaces than was indicated at the outline stage contributes positively to the character of the public realm and avoids it feeling car-dominated. The requirements of each

residential unit have been carefully considered by the applicant in their rationale for the number of car parking spaces to provide. The design of the site minimises opportunities for informal parking and this is to be reviewed via Travel Plan monitoring. Details of parking management are to be included in a site management plan recommended to be required by condition. The car parking proposal is considered acceptable in compliance with policy HP16 of the Sites and Housing Plan.

Cycle parking

- 10.76. The Planning Statement states that cycle parking will be provided within the curtilage of each dwelling and further information provided shows the locations of the public spaces within the site. The public spaces are well spaced out across the site and allow cyclists to travel to a number of public areas.
- 10.77. The spaces within the curtilage of the dwellings and for the flats meet the standards as set within policy HP15 in terms of the number of spaces. These are practically arranged, as set out in section f of this report.

Bus route

- 10.78. The bus route around Mill Square has been looked at in detail during the course of the application. Concerns were raised by Oxford Bus Company and by a number of members of the public via public consultation, as well as by the Highways Authority. The applicant is seeking to balance the need for a functioning bus turning circle with the objective of creating an attractive piece of public realm that does not feel like a piece of engineered highway or roundabout.
- 10.79. Following a second objection comment from the Oxford Bus Company and discussions between the applicant and the County Council regarding the bus route, further amendments were made to the proposal. The turning circle has now been widened sufficiently to allow buses to safely navigate around the square and exit the site. Drawing 8160534/6205 Rev H shows the swept path analysis of this whilst drawing 8160534/6108 Rev A shows the infrastructure that will be in place to restrict on-street parking within the bus loop.
- 10.80. The square is one-way and will not result in conflict between two buses. However, there is a section south of the square and north of the two-way section in which there may be times that buses are coming from both directions. The departing bus could wait whilst a bus is entering the square, however visibility would need to be clear and there is concern that the tree on the west side of the access road could obstruct visibility. This tree should be moved to a suitable location in which visibility would not be obstructed. A revised plan of this area is recommended to be required by condition to this end.
- 10.81. The proposal requires the extension of the current route 6 from Oxford City Centre from its current terminus at Home Close into the proposed development. These buses are currently relatively frequent, every 15 minutes during weekday daytimes and every 20 minutes evenings and Sundays. A

more frequent 10-minute peak hour frequency is envisaged in the future. The earliest bus is currently around 0600 and the last bus is currently around midnight. There may be layover of up to 5 minutes between inbound buses and the return scheduled journey. It may well be the case that buses start earlier in the morning and operate later in the evening, compared to the current situation. This extension of the operating day is a common feature on main Oxfordshire bus routes.

Detailed design

10.82. The Highways Authority has commented that, whilst many of the issues regarding the design will be covered during the S278/S38 process, there are a few points which should be addressed prior to this:

- The one-way sections will require a TRO and consultation.
- Block paving is proposed on the bus loop, although a technical matter that would be picked up during the S278 process, block paving is not acceptable on bus routes as can require regular maintenance due to the weight of the modern buses.
- No Highway materials, construction methods, adoptable layouts and technical details have been approved at this stage. Coloured surfacing will carry a commuted sum. The detailed design will be subject to a full technical audit.

Construction Traffic Management Plan

10.83. It is noted that a Construction Traffic and Environmental Management Plan has been submitted, as required by condition 15 of the outline consent. There are a few items which need to be updated before this can be accepted. Firstly, a dilapidation survey is required to show that the highway will be left in the same condition.

10.84. The CTEMP states that deliveries to site will be between the hours of 07:30-17:00. This is unacceptable and will require updating before this can be agreed. Due to the proximity of the local school, deliveries should only be between the hours of 09:30-15:30 during school term time. This is to ensure that delivery vehicles do not add to congestion or hold up any traffic within the area.

10.85. Various amendments to the CTEMP have been requested by officers including more proactive engagement with local residents and changes to working hours. These are to be incorporated into an amended CTEMP, which will need to be submitted to comply with condition 15 of the outline consent.

Travel Plan

10.86. The submitted Travel Plan includes the following initiatives:

- Appointment of a Travel Co-ordinator to monitor the Travel Plan and liaise with Oxfordshire County Council;

- Provision of travel information on occupation;
 - Promotion of walking, cycling and public transport as feasible and realistic alternatives to the private car where appropriate; and
 - Promotion of car sharing schemes.
- 10.87. The site will have three car club spaces in Mill Square and the introduction of the car club is to be funded by the developer. This will be available for use by residents beyond the development site.
- 10.88. The Travel Plan will be monitored and reviewed in years 1, 3 and 5 following occupation reaching 50 per cent of the development, in consultation with Oxfordshire County Council.
- 10.89. Section 7 of the Travel Plan should not only be updated as has already been specified within the travel plan once the initial baseline survey has taken place, but that all the targets in this section are specified as percentages as well as actual numbers for all modes of travel.
- 10.90. Para 8.15 states “The level of allocated and unallocated parking provision across the development reflects the sustainable location and in particular the provision of the bus loop within the site. After one year of occupation, CALA’s chosen Management Company will, alongside their other duties, review on-street parking levels. In the unlikely event of it being established that on-street parking is higher than anticipated and causing a significant highway safety concern, then additional unallocated off-street parking provision will be investigated.”
- 10.91. This statement is not robust enough. Document 8160534/610 Rev A identifies a further 12 spaces across the site. The Travel Plan should be updated stating that if car parking is deemed insufficient then the spaces shown on this document will be provided within a reasonable period.
- 10.92. Conditions 21 and 22 of the outline consent require the approval of a Travel Plan and its implementation. The Travel Plan submitted with this reserved matters application will need to be revised as detailed above and approved in writing to comply with condition 21. Condition 22 then requires its implementation, including monitoring and reporting as set out in the Travel Plan. Fees for Travel Plan monitoring are covered by the Section 106 agreement for the outline consent.

k. Flooding and drainage

- 10.93. The NPPF states that when determining planning applications, local planning authorities should ensure that flood risk is not increased elsewhere (paragraph 163), supported where appropriate by a site-specific flood-risk assessment. Oxford Core Strategy Policy CS11 states that development will not be permitted that will lead to increased flood risk elsewhere, or where the occupants will not be safe from flooding.
- 10.94. Condition 26 of the outline consent requires the development to be carried out in accordance with the approved Peter Brett Associates Flood Risk

Assessment ref. 31321/001 rev. E dated 1st July 2015 (FRA) and a specified list of mitigation measures detailed within the FRA, unless otherwise agreed in writing by the local planning authority.

- 10.95. The details submitted with this reserved matters application do include some changes to the drainage strategy; the wording of the condition allows such changes subject to approval by the local planning authority. The principle of the submitted drainage strategy is acceptable; the following changes are proposed from the outline scheme:
- 10.96. Surface water discharge rates are limited to 48.45 l/s rather than greenfield rates. This provides a 70% betterment to existing runoff rates (161 l/s), which would be acceptable in this instance, as the site was previously developed, and not greenfield.
- 10.97. Surface water will rely on gravity rather than being pumped. This is preferable, as pumps are a maintenance liability, and therefore increase the potential for flooding.
- 10.98. Permeable paving and tree pits are used, rather than geocellular crates, enabling surface water drainage to rely on gravity rather than being pumped. This is preferable, as pumps are a maintenance liability, and therefore increase the potential for flooding. This will also provide additional benefits, such as water quality for example.
- 10.99. Proposed ground levels adjacent to the reservoir will be raised a minimum of 300mm above the 1 in 100 year river flood event with 20% allowance for climate change.
- 10.100. A new pipe will be provided to replace the culvert (in the same location as the culvert), as well as a new outlet for the Mill Channel. It is stated that the EA have approved of this, so once again, we have no objection providing this is acceptable to them.
- 10.101. The principle of the maintenance and management strategy is acceptable, however more detail is required to ensure it is enacted, in order to ensure that the system remains functional. Details should be provided to show that Thames Water will adopt the indicated parts of the system, and also proof that a management company has been nominated for the other parts. In the event Thames Water will not adopt the system, alternative arrangements (such as a management company) should be made. This can be done via condition.
- 10.102. The Environment Agency raised a query as to whether the proposed building in the south west section of the site lies within Flood Zone 3b. Technical work to demonstrate that this is not the case was presented to the Environment Agency who concurred that the site lies in Flood Zone 1. It raised no objections to the new information provided in respect of condition 26.
- 10.103. Several queries were submitted by the Wolvercote Commoners Committee predominantly regarding the detailed design of the surface water drainage system. These queries were addressed by the applicant to the satisfaction of

officers in an updated drainage statement and associated drawings. Concerns about flooding were also raised, the outcomes of which are subject to ongoing discussion between the applicant and the Environment Agency.

10.104. In summary, the changes from the outline permission are justified, and decrease potential flood risk.

10.105. Condition 30 of the outline consent requires a foul water drainage scheme for the site to be approved in consultation with Thames Water. Details have been submitted but officers have not had a response for Thames Water. It is expected that a response will be forthcoming prior to committee and a verbal update will be provided. Nevertheless, the condition can be dealt with outside the reserved matters application process.

I. Noise

10.106. There are two conditions relating to noise on the outline consent. Condition 16 requires a scheme for the mitigation of noise emanating from the adjacent A34 trunk road and the existing Mill Stream Weir. Condition 17 requires details of the proposed mechanical plant for the non-residential uses to be approved. Condition 17 is to be discharged at a later date, but an Environmental Noise Survey and memorandum were submitted with this application to meet the requirements of condition 16.

10.107. The layout of the proposed development has been designed to set dwellings back from the main transportation noise sources and as a result the proposed dwellings are at a low-medium risk from noise.

10.108. The Environmental Noise Survey concludes that noise from the A34 Expressway and the Mill Stream Weir experienced from internal spaces within the proposed development can be mitigated by a standard double glazing specification. It also details that with windows open for ventilation purposes, rooms on facades overlooking the A34 are able to achieve the reasonable criteria from British Standard 8233.

10.109. In terms of private amenity space the Environmental Noise Survey concludes that some gardens and balconies towards the north of the development are likely to exceed the reasonable criteria. There are dwellings within the vicinity of the site which are currently exposed to similar levels of noise from the A34 and BS8233 stresses that where developments are located close to major transport links higher external levels are acceptable. The memorandum also highlights that when considering the sound pressure levels from the A34 on the facades with balconies they are close to the reasonable levels for external amenity space and the natural source of environmental sound from the weir, which increases the overall sound pressure levels, will in reality lessen the likely impact of the road traffic noise.

10.110. Officers conclude that the methodology applied to measuring existing sound levels, establishing the background noise level and calculating corresponding noise limits to be met at noise sensitive premises is appropriate. The design recommendations for noise mitigation to meet the required internal noise

criteria may therefore be relied upon in order to comply with the requirements of condition 16. The condition requires the recommendations to be fully incorporated into the relevant parts of the development prior to their respective occupation and retained at all times thereafter.

m. Biodiversity

10.111. The NPPF makes clear that new developments should minimise the impacts upon biodiversity and take the opportunity to incorporate biodiversity enhancements. There is also legislation and European directives to avoid harm to biodiversity interests and to have regard to conserving habitats. At a local level Oxford Core Strategy Policy CS12 states that

- Sites of Special Scientific Interest (SSSI) must be protected from any development that would have an adverse impact.
- No development should have an impact upon a site that is designated as having local importance for nature conservation or as a wildlife corridor; and
- Species and habitats of importance for biodiversity are protected from harm, unless the harm can be properly mitigated

10.112. The Section 106 legal agreement required a scheme for habitat creation and protection plus maintenance. Conditions 32, 33, 34 and 35 of the outline consent relate to biodiversity and ecology matters. Conditions 32, 33 and 34 were discharged prior to this application coming forward. A revised Landscape and Ecological Management Plan (LEMP) was submitted, dated 20 June 2018 with which the Environment Agency was satisfied.

10.113. However, due to discussions that are ongoing between officers and the applicant in relation to the habitat creation required by the Section 106 agreement which overlap with the LEMP, it has been agreed that biodiversity and ecology matters covered by the Section 106 legal agreement and condition 35 be dealt with separately from this reserved matters application. The provisions of both allow for this to happen.

10.114. A number of specific issues were raised in relation to the LEMP during public consultation and these will be reviewed by officers and appropriate amendments made to the final LEMP.

n. Archaeology

10.115. Condition 36 of the outline consent requires an archaeological evaluation of the site and a scheme of mitigation of any significant archaeological impact. The evaluation had to be carried out after demolition and so this work is currently underway since demolition commenced over the summer. A written scheme of investigation has been agreed between officers and the applicant for further trial trenching. The applicant intends to discharge condition 36 after determination of this reserved matters application. No archaeology details are therefore presented for approval with this reserved matters application.

o. Land quality

- 10.116. The outline consent has three conditions relating to land contamination. Condition 27 requires a remediation strategy and includes four parts a) to d); condition 28 requires a verification report to demonstrate that the approved remediation strategy has been implemented; condition 29 requires the developer to maintain a watching brief for unexpected contamination. A remediation strategy report (revision 03) was submitted along with a groundwater monitoring letter report. Officers are satisfied that the contamination risks posed to the adjacent Mill Stream controlled water are low. This will be verified through further groundwater and surface water monitoring during the course of development and post construction. The requirements of condition 27 have been met and the Environment Agency has recommended discharge of this condition; conditions 28 and 29 still apply.
- 10.117. A number of queries were raised during the public consultation in relation to the remediation strategy. Officers would respond to these as follows:
- 10.118. The asbestos identified in the wooded area (BH16) is to be removed and the 'hummocky' ground in the wooded area is to be cleared and a watching brief maintained throughout in case any unexpected contamination is identified during the course of these works. Should contamination in excess of target concentrations be detected, the remedial options will be reassessed. Once the heavily wooded area is accessible, a walkover survey and soil testing is to be carried out to validate the quality of surface and near surface soils in liaison with the local authority. Sampling will extend beneath the tree canopy for those trees retained in the landscaping design.
- 10.119. Mitigation measures are to be implemented to ensure there are no unacceptable risks to construction workers or neighbours from potential asbestos fibres that may be present in site soil during the earthworks phase. This will be through air monitoring, damping down and covering of soil stockpiles.
- 10.120. A minimum of 600mm of chemically and physically suitable subsoil and topsoil is to be laid in private garden and landscaped areas and 450mm in the public open space (wooded area) where underlain by made ground following the cut and fill earthworks.
- 10.121. Materials excavated during the cut and fill exercise will be segregated into stockpiles of made ground and natural materials with the aim of recovering as much material as possible for re-use on site and to minimise off-site disposal.

p. Air quality

- 10.122. Policy CP23 of the Oxford Local Plan 2001-2016 prevents development that would have a net adverse impact on air quality. An assessment of this was carried out at outline approval stage. As part of the EIA, an Air Quality Impact Assessment was included which concluded that the impact of the proposed development on local air quality is negligible and that air quality should not pose a constraint to the redevelopment of the site.

10.123. A key theme of the NPPF is that development should enable future occupiers to make “green” vehicle choices and incorporate facilities for charging plug-in and other ultra-low emissions vehicles. Condition 38 of the outline consent required detail of electric vehicle (EV) charging points. All of the houses with on plot garage parking will have an internal car charging point. In addition seven bollard charging points are proposed, as shown on the EV point plan, which will serve the remaining 131 dwellings. To clarify, these will be double points, which means that there will be 14 EV points in total, more than the guidance of 1 per 10 dwellings. This is welcomed.

q. Energy strategy

10.124. Core Strategy Policy CS9 states that all developments should seek to minimise their carbon emissions and should demonstrate sustainable design and construction methods and energy efficiency through design, layout, orientation, landscaping and materials. The proposal exceeds the threshold for “qualifying developments” and so it must achieve the target of 20 per cent renewable or low-carbon energy and incorporate recycled or reclaimed materials.

10.125. Condition 37 of the outline consent required a detailed Natural Resource Impact Analysis (NRIA) report in accordance with the principles and proposals set out in the Renewable Energy Strategy. Accordingly, a Sustainability Statement and Natural Resource Impact Assessment was submitted with this application.

10.126. The designers are employing passive design measures that go beyond the Building Regulations requirements; this approach, coupled with use of renewables can be used to demonstrate compliance with the 20 per cent lower carbon emissions target. However, the initial submission failed to meet the 20 per cent target. The scheme was revised to include solar panels on a larger roof area than originally proposed. The revised Sustainability Statement and Natural Resource Impact Assessment (revision D) and revised drawing showing PV panel location demonstrate compliance with the 20 per cent target. Condition 37 requires the implementation and maintenance of these approved measures.

11. CONCLUSION

11.1. Having regards to the matters discussed in the report, officers would make members aware that the starting point for the determination of this application is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.

11.2. The NPPF recognises the need to take decisions in accordance with Section 38(6) but also makes clear that it is a material consideration in the determination of any planning application. The main aim of the NPPF is to deliver Sustainable Development, with Paragraph 11 the key principle for achieving this aim. The NPPF also goes on to state that development plan

policies should be given due weight depending on their consistency with the aims and objectives of the Framework. The relevant development plan policies are considered to be consistent with the NPPF despite being adopted prior to the publication of the framework.

Compliance with Development Plan Policies

- 11.3. Therefore in conclusion it would be necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with those policies.
- 11.4. The characteristics of the site and its unique location require a bespoke approach to design that reflects its heritage and setting, the applicant and their team have achieved this. The design has evolved considerably since the outline planning application into a landscape led scheme with a strong architectural language. This has been endorsed through the ODRP process and public consultation. There are significant gains for the wider village including public realm improvements, improvements to the character and appearance of the conservation area, access to new areas of green and blue space, as well as the community facilities.
- 11.5. In summary, the proposed development would make an efficient use of a site which has been allocated for housing as part of the Council's five year housing supply and therefore deliver much needed affordable and market housing to contribute towards Oxford's housing need. The development would help establish a balanced and mixed community. The application has demonstrated that it would not have an adverse impact in highway safety terms. The application contains sufficient supporting information to demonstrate that it would be of a suitable scale and appearance for the site and its setting without having an adverse impact upon the adjacent neighbouring areas, would be energy efficient, and would not have a significant impact upon trees, flood risk, drainage, air quality, land contamination, or noise impact and any such impact relating to these matters could be successfully mitigated through measures secured by condition. The proposal would accord with the overall aims of the National Planning Policy Framework and relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and Sites and Housing Plan 2011-2026.
- 11.6. Therefore officers consider that the proposal would accord with the development plan as a whole.

Conditions

- 11.7. The application included details that sought to discharge a number of conditions from the outline consent 13/01861/OUT. Officers consider that sufficient and satisfactory information has been submitted to allow the following conditions to be discharged:
- Condition 5 – Design Code
 - Condition 12 – Landscape and Open Space Strategy

- Condition 16 – Scheme for noise mitigation
- Condition 26 – Flood Risk Assessment
- Condition 27 – Contaminated land remediation strategy
- Condition 31 – Surface Water Drainage Strategy
- Condition 37 – Natural Resource Impact Assessment
- Condition 38 – Electric Vehicle Charging Points Scheme

11.8. Officers advise that the following conditions may not yet be discharged:

- Condition 15 – Construction Traffic and Environmental Management Plan
- Condition 18 – Secured by Design
- Condition 21 – Travel Plan
- Condition 30 – Foul Water Drainage Strategy
- Condition 35 – Landscape and Ecological Management Plan
- Condition 36 – Archaeology

Material considerations

11.9. The principal material considerations which arise are addressed below, and follow the analysis set out in earlier sections of this report.

11.10. National Planning Policy: The NPPF has a presumption in favour of sustainable development. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, grant permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted.

11.11. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF for the reasons set out within the report. Therefore in such circumstances, Paragraph 11 is clear that planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.

11.12. Officers would advise members that having considered the application carefully including all representations made with respect to the application, that the proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016 and Sites and Housing Plan 2013, when considered as a whole, and that there are no material considerations that would outweigh these policies.

- 11.13. It is recommended that the Committee resolve to grant planning permission for the development subject to the conditions recommended.

12. CONDITIONS

1. The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy CP1 of the Oxford Local Plan 2001-2016.

2. The development shall accord with the Affordable Tenure Split set out in the Affordable Housing Tenure and Mix Details document submitted by email on 1 August 2018 unless otherwise agreed in writing by the local planning authority.

Reason: to ensure a balanced mix of dwellings in accordance with policies CS23 and CS24 of the Oxford Core Strategy 2026 and policy HP3 of the Sites and Housing Plan 2011-2026.

3. At least five per cent of the dwellings comprising the Affordable Housing and at least five per cent of the dwellings comprising the market housing shall be fully wheelchair accessible, or of a design that allows future adaptation to become fully wheelchair accessible.

Reason: in the interests of a balanced and mixed community and to ensure housing meets the needs of the community in accordance with policy HP2 of the Sites and Housing Plan 2011-2026 and policy CP13 of the Oxford Local Plan 2001-2016.

4. Details of the means of enclosure and gates for the strip of land to the rear of units 140 to 161 as shown on plan A-L-106 revision 01 shall be submitted to and approved in writing by the local planning authority. Prior to first occupation of the development hereby approved the approved details shall be implemented in full and thereafter retained unless otherwise agreed in writing by the local planning authority.

Reason: in the interests of secure boundaries in accordance with Secured by Design principles in accordance with policy CP9 of the Oxford Local Plan 2001-2016.

5. Cycle parking and bin storage in accordance with the approved plans shall be installed prior to first occupation of the development and thereafter retained for the purposes of cycle parking and bin storage.

Reason: in the interests of sustainable travel and visual amenity in accordance with policy CP1 and CP9 of the Oxford Local Plan 2001-2016, policy HP15 of the Sites and Housing Plan 2026 and policy CS10 of the

Oxford Core Strategy 2026.

6. The garage doors for units 83 to 89, 102 to 108 and 121 to 127 as shown on plan A-L-106 revision 01 shall be remotely operated so that there is no requirement for garage users to exit the vehicle for any manual operation.

Reason: In the interest of creating safer, sustainable communities in accordance with policy CP9 of the Oxford Local Plan 2001-2016.

7. Prior to above ground works, samples of the exterior materials including hard landscaping materials to be used shall be submitted to and approved in writing by the Local Planning Authority. Only the approved materials shall be used.

Reason: In the interests of the visual appearance of the development in accordance with policies CP1, CP8 and HE7 of the Oxford Local Plan 2001-2016.

8. A landscape plan shall be submitted to, and approved in writing by, the Local Planning Authority before substantial completion of the development. The plan shall show existing retained trees and new tree plantings, showing sizes and species. The plan shall show in detail all proposed shrub and hedge planting, treatment of paved areas, and areas to be grassed or finished in a similar manner.

Reason: In the interests of visual amenity in accordance with policies CP1, CP11 and NE15 of the Adopted Local Plan 2001-2016.

9. As from the date of the grant of this permission no trees shall be wilfully damaged or destroyed or uprooted, felled, lopped or topped and no shrubs or hedges shall be cut down without the prior written consent of the Local Planning Authority. No site clearance shall start until any trees which the Local Planning Authority requires to be retained are protected.

Reason: In the interests of visual amenity in accordance with policies CP1, CP11 and NE15 of the Adopted Local Plan 2001-2016.

10. The landscaping proposals as approved by the Local Planning Authority shall be carried out in the first planting season following substantial completion of the development if this is after 1st April. Otherwise the planting shall be completed by the 1st April of the year in which building development is substantially completed. All planting which fails to be established within three years shall be replaced.

Reason: In the interests of visual amenity in accordance with policies CP1 and CP11 of the Adopted Local Plan 2001-2016.

11. The development shall be carried out in strict accordance with the approved methods of working and tree protection measures contained within the planning application details unless otherwise agreed in writing by the LPA.

The approved measures shall be in place before the start of any work on site and shall be retained for the duration of construction unless otherwise agreed in writing by the LPA. Prior to the commencement of any works on site the LPA shall be informed in writing when the approved measures are in place in order to allow Officers to make an inspection. No works or other activities including storage of materials shall take place within CEZs unless otherwise agreed in writing by the LPA.

Reason: To protect retained trees during construction in accordance with policies CP1, CP11 and NE16 of the Adopted Local Plan 2001-2016.

12. A Water Safety Audit by the Royal Society for the Prevention of Accidents (RoSPA) of the reservoir shall be carried out and submitted to the local planning authority for approval. The recommendations of the Audit agreed by the local planning authority in writing shall be carried out prior to first occupation of the development.

Reason: in the interests of public safety in accordance with policy CP9 of the Oxford Local Plan 2001-2016.

13. The maintenance storage shed indicated on plan A-L-106 revision 01 in the south west of the site shall not exceed 4 metres in height.

Reason: to safeguard the amenities of the adjoining occupiers in accordance with policies CP1, CP10 and HS19 of the Adopted Oxford Local Plan 2001-2016.

14. A site management plan shall be submitted to and approved in writing by the local planning authority to cover inter alia:
 - who will be responsible for undertaking maintenance and management of the surface water drainage system
 - landscape management, including long term design objectives, management responsibilities and maintenance schedules for all landscape areas, other than domestic gardens
 - arrangements for parking management and monitoring

The management plan shall be implemented upon first occupation of the development and remain in place at all times thereafter unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: In the interests of amenity and the appearance of the area and to ensure the drainage system functions safely and effectively and does not increase flood risk in accordance with policies CP1, CP11 and NE17 of the Oxford Local Plan 2001-2016 and policy CS11 of the Oxford Core Strategy 2026.

15. Finished floor levels shall be set at a minimum of 300mm above the 1% including climate change annual probability flood level.

Reason: to prevent flooding in accordance with policy CS11 of the Oxford

Core Strategy2026.

16. The garages hereby approved shall be retained for parking motor vehicles at all times and shall not be adapted to be used for any other purpose.

Reason: To retain adequate on-site parking provision in the interest of highway safety in accordance with HP16 of the Sites and Housing Plan 2026.

17. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or enacting that Order) no structure including additions to the dwellinghouses hereby approved as defined in Classes A, B, C, D, E of Schedule 2, Part 1 of the Order shall be erected or undertaken without the prior written consent of the Local Planning Authority.

Reason: The Local Planning Authority considers that even minor changes in the design or enlargement of the development should be subject of further consideration to safeguard the appearance of the area in accordance with policies CP1 and CP8 of the Adopted Oxford Local Plan 2001-2016.

18. Details of the bus stop and shelter design within the development shall be submitted to and approved in writing by the local planning authority prior to the construction and installation of these items. The approved details shall be installed.

Reason: In the interests of visual amenity in accordance with policies CP1 and CP11 of the Adopted Local Plan 2001-2016.

Informatives

1. The development hereby permitted is liable to pay the Community Infrastructure Levy. The Liability Notice issued by Oxford City Council will state the current chargeable amount. A revised Liability Notice will be issued if this amount changes. Anyone can formally assume liability to pay, but if no one does so then liability will rest with the landowner. There are certain legal requirements that must be complied with. For instance, whoever will pay the levy must submit an Assumption of Liability form and a Commencement Notice to Oxford City Council prior to commencement of development. For more information see: www.oxford.gov.uk/CIL
2. Environment Agency consent is required for the use of herbicides within eight metres of a watercourse or standing water body. This is to ensure that the herbicides will not have a detrimental effect on the riverine or pond habitat. A copy of the application form can be found on the following link: <http://www.environmentagency.gov.uk/homeandleisure/wildlife/31350.aspx>
3. This development may require an Environmental Permit from the Environment Agency under the terms of the Environmental Permitting (England and Wales) (Amendment) (No. 2) Regulations 2016 for any proposed works or structures, in, under, over or within 8 metres of the top of the bank of designated 'main

rivers'. This was formerly called a Flood Defence Consent. Some activities are also now excluded or exempt. An environmental permit is in addition to and a separate process from obtaining planning permission. Further details and guidance are available on the GOV.UK website:

<https://www.gov.uk/guidance/flood-risk-activities-environmental-permits>.

13. APPENDICES

- **Appendix 1** – Proposed site plan
- **Appendix 2** – Oxford Design Review Panel letter
- **Appendix 3** – Decision notice for outline consent
- **Appendix 4** – Section 106 Agreement for outline consent

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 and discharge the conditions referred to in paragraph 1.1.1 above. 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 approve the reserved matters application and discharge the conditions referred to paragraph 1.1.1 above, officers consider that the proposal will not undermine crime prevention or the promotion of community.