

## WEST AREA PLANNING COMMITTEE

13th November 2018

<b>Application number:</b>	18/01687/FUL		
<b>Decision due by</b>	24th October 2018		
<b>Extension of time</b>	To be agreed		
<b>Proposal</b>	Erection of 2.5 storey boarding house with House Masters House, tutor flat and assistant House Masters Flat and associated facilities to accommodate 70 students (aged 13-18) in 55 bedrooms over three floors (Amended Plans).		
<b>Site address</b>	St Edward's School , Woodstock Road, Oxford, OX2 7NN – see <b>Appendix 1</b> for site plan		
<b>Ward</b>	Summertown Ward		
<b>Case officer</b>	Tobias Fett		
<b>Agent:</b>	Mrs Sarah Firth	<b>Applicant:</b>	Mr Richard Hayes
<b>Reason at Committee</b>	Major Application		

## 1. RECOMMENDATION

1.1. West Area Planning Committee is recommended to:

1.1.1. **approve the application** and grant planning permission for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and subject to confirmation being received from Natural England that their objection is withdrawn.

1.1.2. **agree to delegate authority** to the Acting Head of Planning Services to:

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Acting Head of Planning Services considers reasonably necessary

## 2. EXECUTIVE SUMMARY

2.1. This report considers the proposed erection of a new boarding house to extend the residential accommodation on the school's campus to allow for an increase in school places and to secure the school's long term viability.

2.2. The application will further enable new landscaped and communal areas as well as improved pedestrian access to link the existing Kendall House and Jubilee House and formalise the frequently used desire lines.

- 2.3. The building would have no adverse impact, and is sympathetically designed.
- 2.4. There have been formal objections from Oxfordshire County Council highways and Natural England, however Officers have considered the comments made and resolved these issues. The Highway Authority based its objection on car parking and cycle parking provision for student accommodation, while the proposal is in fact not for student accommodation but for a boarding house and in the absence of specific parking standards for boarding houses it is not considered reasonable to refuse the proposals on this basis.
- 2.5. Natural England has raised concern about the development impact on some significant designated nature sites located nearby due to the potential of ground water impact. The applicant has provided further information showing the sustainable drainage system that aims not to disrupt the natural flows, as well as adequate filtration. Natural England has been re-consulted with additional information, but no other comments have been received to formally withdraw the objection. Officers are satisfied that the applicant has met and successfully addressed Natural England's initial concerns and it is considered appropriate to recommend the application for approval subject to this objection being withdrawn.
- 2.6. 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.

### **3. LEGAL AGREEMENT**

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

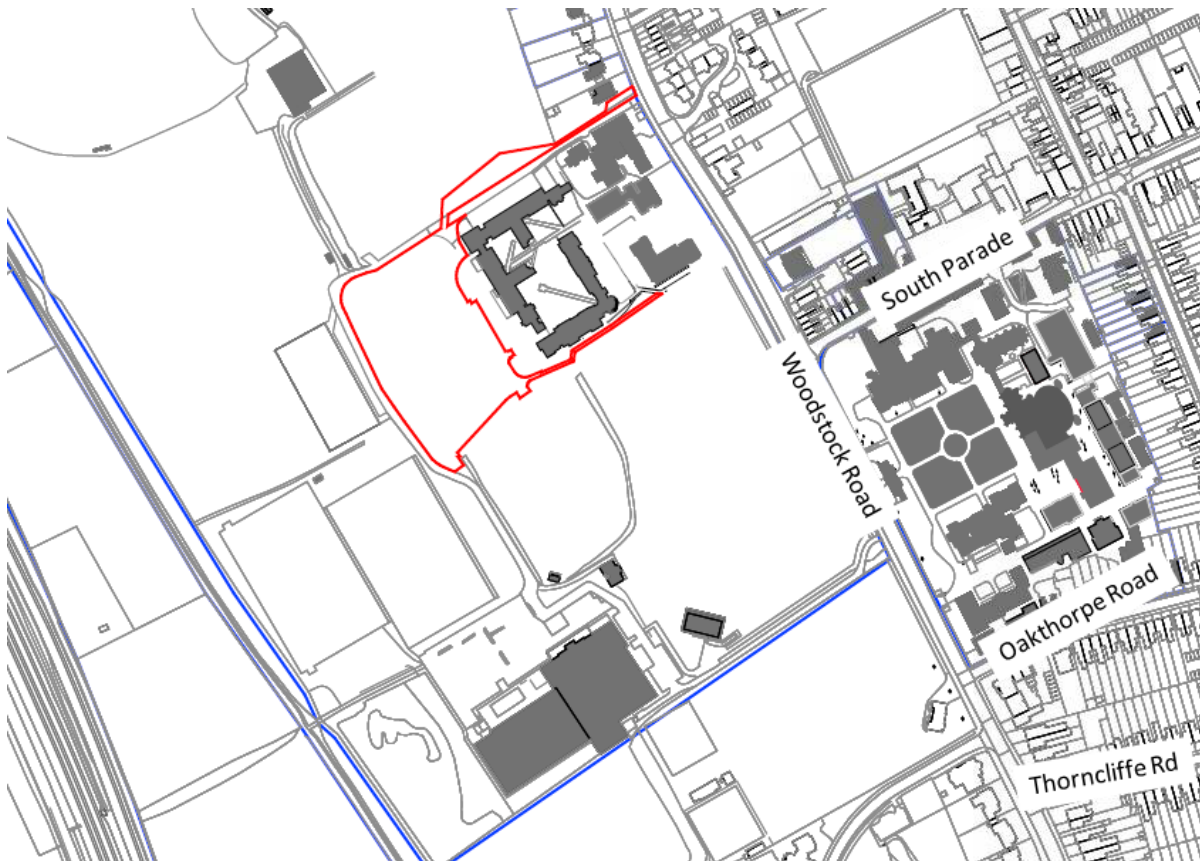
### **4. COMMUNITY INFRASTRUCTURE LEVY (CIL)**

- 4.1. The proposal is liable for CIL at a projected amount of £78,771.50.

### **5. SITE AND SURROUNDINGS**

- 5.1. The site is located in North Oxford, within the western part of the St Edwards School campus, which is divided from the eastern site by Woodstock Road.
- 5.2. This part of the campus currently contains Jubilee and Kendall boarding houses, a vast range of outdoor sport pitches and provision, informal landscaping and associated buildings and work spaces.
- 5.3. The application site is currently a under 14s informal football pitch. There is a change of level gently sloping away from the site to the north, west and south. There are some trees surrounding the site, as well as an informal access road and informal pedestrian paths surround the site.
- 5.4. Adjacent to the site is Kendall House which is mainly two storeys with pitched roofs and the more recent Jubilee House which is mainly three storeys.

5.5. See block plan below:



## 6. PROPOSAL

- 6.1. The application proposes the erection of a new boarding house for 70 pupils, with accommodation on three floors, including 3 staff units, as well as landscaping, and associated facilities.
- 6.2. The proposed building would be in an L-Shape, with two equally projecting wings of 40 metres. The building's height will be 14.5 metres at its highest for the gables, and 12 metres at its main bulk accommodation.
- 6.3. The proposed materials include stone and stone coloured bricks, and a variety of textures and bonds.
- 6.4. The proposal is set into an established landscape, which will also be enhanced to include formalised paving for use by pedestrian and vehicular movements, as well as a formal garden area to the rear to include seating, sustainable drainage and water features.
- 6.5. The school campus contains listed buildings, but not on this part of the site.

## 7. RELEVANT PLANNING HISTORY

- 7.1. The table below sets out the relevant planning history for the application site since 2013:

13/01645/FUL - Demolition of existing music school, annex, rifle range and estates/storage buildings. Erection of a two storey building accommodating music school and ancillary facilities.(amended plans). PER 21st November 2013.

13/02330/FUL - Extension to existing maintenance building (The Piggeries) to provide new laundry facility.(Amended plans). PER 21st November 2013.

13/03251/FUL - Renewal of temporary planning permission (reference 10/02861/FUL) for portakabins for a further period of 3 years.. PER 7th February 2014.

13/02330/CND - Details submitted in compliance with condition 4 (Hardsurfacing details required) and condition 5 (Underground services) of planning permission 13/02330/FUL (Extension to existing maintenance building to provide new laundry facility). PER 21st February 2014.

14/00770/FUL - Erection of temporary classroom to end 2016.. PER 15th May 2014.

14/02294/VAR - Variation of condition 2 (approved plans) of planning permission 13/01645/FUL (Erection of two storey building accommodating music school and ancillary facilities) to allow alternative materials to be used and minor amendments to the approved plans involving alterations to windows.. PER 1st December 2014.

14/02810/FUL - Alterations to existing storage shed to form classroom. (Retrospective). PER 12th November 2014.

14/02294/CND - Details submitted in compliance with conditions 3 (materials), 4 (cycle parking), 8 (biodiversity enhancement), 9 (external lighting scheme) and 10 (hard surfacing SUDS) of planning permission 14/02294/VAR.. PER 2nd March 2015.

14/02294/CND2 - Details submitted in compliance with condition 3 (Materials) of planning permission 14/02294/VAR. PER 9th November 2015.

16/01725/FUL - Demolition of existing school hall. Construction of a new hall, library and teaching accommodation and associated landscape works and alterations to a listed building (Amended Plans). PER 20th December 2016.

16/01727/LBC - Demolition of existing school hall. Construction of a new hall, library and teaching accommodation and associated landscape works. Alterations to existing library comprising removal of balcony.. PER 20th December 2016.

14/02294/CND3 - Details submitted in compliance with condition 11 (Phased contamination risk assessment) of planning permission 14/02294/VAR.. PER 21st March 2018.

16/02939/FUL - Renewal of temporary planning permission (13/03251/FUL) for

portakabins for a further period of 3 years.. PER 5th January 2017.

16/02943/FUL - Renewal of temporary planning permission (14/00770/FUL) for a classroom for a period of 3 years.. PER 5th January 2017.

17/03314/FUL - Formation of temporary access to construction site from Woodstock Road. Temporary dismantlement of existing boundary and garden walls and temporary levelling of terrain. (Amended description). PER 8th February 2018.

17/03315/LBC - Formation of temporary access to construction site from Woodstock Road. Temporary dismantlement of existing boundary and garden walls and temporary levelling of terrain. (Amended description). PER 13th February 2018.

16/01725/CND - Details submitted in compliance with conditions 4 (Construction Traffic Management Plan), 5 (Swept Path Analysis), 7 (Flooding and surface water drainage), 8(SUDs maintenance), 10 (Archaeology), 13 (Landscape plan required), 16(Tree Protection Plan (TPP) 1), and 17 (Arboricultural Method Statement (AMS) 1) of planning permission 16/01725/FUL.. PER 14th May 2018.

16/01725/CND2 - Details submitted in compliance with conditions 3 (Materials), 12 (Biodiversity enhancements), 15 (Landscape undrgrnd services - tree roots) and 20 (External lighting) of planning permission 16/01725/FUL.. PER 16th March 2018.

16/01727/CND - Details submitted in compliance with conditions 3 (Repairs to building facades), 6 (Details of abutments) and 7 (Details of internal alterations) of listed building consent 16/01727/LBC.. PER 10th May 2018.

17/03314/CND - Details Submitted in compliance with conditions 3, (Recording) 4, (Dismantlement and rebuilding) of planning permission 17/03314/FUL.. PER 27th June 2018.

17/03315/CND - Details submitted in compliance with conditions 3 (Recording prior to dismantlement), 4 (Dismantlement and rebuilding of wall) and 5 (Protection of exposed walls) of listed building consent 17/03315/LBC.. PER 1st May 2018.

16/01725/NMA - Non-material amendment to planning permission 16/01725/FUL to allow the increase of the footprint of the hall stair towers,insertion of external riser and increased footprint of the risers to the hall, alterations of hall stair towers from cast glass to brick with glazed clerestory and ground floor cast glass replaced with curtain walling, increased footprint to library block, increase the height of hipped roofs to the academic plant centre and re-arrangement of chiller enclosure to be located in the existing exhibition building instead of the existing hall building.. PER 16th May 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	12	CP6 CP8 CP9 CP10 CP11 CP13	CS18_ CS19_	HP9_	
Conservation/ Heritage	16	HE2			
Housing	5			HP5_ HP12_ HP13_ HP14_ HP15_	
Natural environment	15	NE15 NE20 NE12 NE13 NE14 NE21	CS11_ CS12_		
Social and community	8	SR2	CS16_ CS20_ CS21_		
Transport	9	TR2 TR3 TR4	CS13_		Parking Standards SPD
Environmental	14	CP22 CP23	CS9_ CS10_		Energy Statement TAN
Miscellaneous	11	CP.13 CP.24 CP.25		MP1	Telecommunications SPD, External Wall Insulation TAN,

## 9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 9th August 2018 and an advertisement was published in The Oxford Times newspaper on 9th August 2018.

### Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

- 9.2. Oxfordshire County Council as the Local Highway Authority has provided some comments with an overall objection, due to small amount of cycle parking and large amount of car parking. No objection to the principle of the development, and a number of conditions could mitigate these objections, if permission was to be granted.

Natural England

- 9.3. Natural England has requested further information, without which an objection would be lodged. There are concerns about potential significant effects on Hook Meadow and the Trap Grounds SSSI; Port Meadow with Wolvercote Common & Green SSSI and Oxford Meadows SAC. Natural England requires further information in order to determine the significance of these impacts and the scope for mitigation.

Oxford Civic Society

- 9.4. No objection has been made, general comments to the scheme have been provided.

Sport England

- 9.5. The applicant has had pre-application discussions with Sport England, and a community use agreement has been negotiated, as required by Sport England to mitigate the loss of the U14 football pitch, and therefore no objection.

**Public representations**

- No representations have been received.

**Officer response**

Oxfordshire County Council (Highways)

- 9.6. The concerns raised have been considered and are addressed in the main body of the report. The cycle and parking standards are the city councils own standards, and there is no standard for boarding houses. Requested conditions would be imposed.

Natural England

- 9.7. The requested information has been sent, and no response was received. Council officers have reviewed the concerns and are satisfied that the submitted information addresses the issues raised, and that the proposal does not adversely impact the designated areas in question. It is recommended that if confirmation by Natural England is received that their objection is withdrawn, then planning permission could be granted.

### Sport England

9.8. The applicant has had pre-application discussions with Sport England, and a community use agreement has been negotiated, as required by Sport England to mitigate the loss of the U14 football pitch, and therefore no objection. The Council would condition the agreement to be completed.

## **10. PLANNING MATERIAL CONSIDERATIONS**

10.1. Officers consider the determining issues to be:

- Principle of development
- Design
- Living environments
- Transport
- Planning Obligations
- Archaeology
- Drainage
- Trees & Landscape
- Biodiversity
- Air quality & Energy
- Contamination

### **a. Principle of development**

#### Previously developed and greenfield land

10.2. The National Planning Policy Framework (NPPF) encourages the effective use of land by reusing land that has been previously developed (brownfield land) provided that it is not of high environmental value. Policy CS2 of the Oxford Core Strategy states that development will be focused on previously developed land. Policy CP6 of the Local Plan requires the any proposal to make the most efficient use of any land.

10.3. It is considered that the proposal is making a more efficient use of the land that is available to the school within their campus to accommodate and cater for the schools needs and requirements.

10.4. The proposed site has not been built up, but due to its frequent use as a sports pitch, and its associated treatment, it would not be a greenfield site.

10.5. In this case, the unallocated land within the school campus is considered, would be acceptable to be developed for the school's needs, as long as the loss of the sports pitch can be mitigated.



### Sports provision

10.6. Policy SR2 of the Oxford Local Plan 2001-2016 would not grant planning permission “where there is a need for the open-air sport facility to be retained in its current location, or the open area provides an important green space for local residents. Planning permission would only be granted, where there is no need for this facility for the purposes of open space, sport or recreation, or where:

- (a) there is a need for the development;
- (b) there are no alternatives non-greenfield sites; and
- (c) the facility can be replaced by either:
  - i. providing an equivalent or improved replacement facility; or
  - ii. Upgrading an existing facility”

10.7. The current pitch is not open to the public or local people, and is not well used. The pitch is not required for open space, sport or recreation, and this part of the school campus contains a large amount of open space, and other open-air sports facilities.

10.8. Alternative locations for the development have been considered but excluded as not suitable, and the sports pitch was considered for relocation or upgrading other facilities for improvements. The applicant has consulted with Sport England who advised their preferred mitigation for the loss is a community use agreement. This would provide an improved access of the school’s facilities, and thus would comply with policy SR2 and would be acceptable.

### Conclusion

10.9. The applicant has negotiated a community use agreement with Sport England, which would be adequate and acceptable mitigation to the sports pitch loss, and therefore the proposal would be acceptable in principle to develop the land as it would make a more efficient use of the schools land to meet its education purposes and provide more school places in accordance with CP6 and SR2 of the Oxford Local Plan 2001-2016 and Policy CS2 of the Core Strategy

### Emerging Local Plan

10.10. The National Planning Policy Framework sets out that decision-takers may give weight to relevant policies in emerging plans according to their stage of preparation, the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the National Planning Policy Framework.

10.11. The emerging plan does not propose policies that would alter the considerations made as part of this application. There would be no specific

education policies for developments like this and the open-air space/sports provision Policy G5 retains the current requirements for relocation and seeking increased access to private facilities. In reaching a recommendation to grant planning permission, officers have afforded some weight to the emerging Oxford Local Plan 2016-2036. It is considered that the decision/recommendation as set out in this report does not conflict with emerging policy.

## **b. Design**

### Layout

- 10.12. The proposed development has an L-shaped plan, with a large common room and central stair case at the heart, and located in the most prominent part of the building. This space is flanked by two three storey wings providing school accommodation and staff accommodation at each end. The wings would provide a spatial separation of boys and girls; as well provide high quality internal and external communal spaces and landscaping.
- 10.13. In addition to being able to work as a standalone building the proposed scheme has been future proofed and would be able to accommodate a second phase to replicate this building to the north. An additional phase would be able to form a continuation of the landscaping that is proposed as part of this development.

### Appearance

- 10.14. The development has been sympathetically designed to complement Jubilee House flanking the campus at the Banbury Road end in terms of form, composition and materiality as a contemporary approach to boarding house design.
- 10.15. Architectural features include four main stone walls that unite landscape and building and complement the random rubble stone walls found on the St. Edward's campus. This is enhanced further with prominent stone gables that create a statement corner building, which forms the main entrance and central common areas. Large windows benefit from views across the grounds and student bedrooms feature projecting windows and dormers.
- 10.16. The proposal has achieved a well-designed building that provides generous accommodation on three floors, while reading as a 2.5 storey building due to the shape and scale of the roof level, which provides visual interest to the site, fitting in well with the mature landscape.

### Materials

- 10.17. High quality materials such as stone, precast concrete, brick and zinc will be used to complement the existing buildings. Officers understand that the proposals have considered a range of materials including the consideration of red brick but determined that the combination of buff brick, stone and pre-cast concrete is most complementary to the surroundings. Having had regard to

the existing context of the site officers agree with this approach and considered that the proposed choice of materials would be acceptable in planning terms and represents high quality design for the purpose of Policy CS18 of the Core Strategy (2011).

### Views

- 10.18. The proposed scheme seeks to foremost create an extension to its existing accommodation within a vast landscape and enhance the backdrop to the most frequently used path of many students and visitors. Officers consider that the prominent south façade and landscaping therefore provide a visual enhancement to internal site views. Further to this it is considered that in combination with the existing buildings in the immediate context of the site the high quality building and architectural interest mean that these proposals would complement the appearance of the site.
- 10.19. Distant views have been carefully considered, most notable from Port Meadow, and it has been found that the development would not have a harmful impact on views from that space. The proposed location is well chosen, as the proposed development would merge with the existing built form and would therefore not introduce new or changed views.
- 10.20. Due to the location within the centre of this part of the campus, and the well-established and mature landscape, as well as the distance to the canal, the railway and the extended Port Meadow open spaces, the proposal is considered acceptable and would be well screened and not visible from important views.
- 10.21. A condition will be imposed for a scheme of lighting to control and prevent unacceptable light pollution.

### Design Conclusion

- 10.22. The scheme has been presented and discussed at ODRP which recommendations have ultimately shaped this scheme, and recommendations have been incorporated into this revised development. The comments are in support of the scheme, and the recommendations have been included, and therefore there is no conflict with the advice that was provided. **The ODRP letter has been attached as Appendix 2.**
- 10.23. The applicant has provided evidence of the site selection and the design evolution. The proposed scheme is considered appropriate for its surroundings, and the choice of materials complement the proposed bulk, shape and size of the building. The proposal would be of a high quality and would be acceptable, as it would accord with CP1, C6 and C8 of the Oxford Local Plan, CS18 of the Core Strategy and HP9 of the Sites and Housing Plan as well as paragraph 127 of the NPPF.

## **c. Living environments**

### Pupils

10.24. The proposal is to accommodate 70 pupils in 55 rooms. There would be two accessible rooms of about 18 sqm, en-suite, with bed, desk and wardrobe space. There would be 38 single occupancy rooms and 15 double bed rooms, all en-suite, with beds, desk and wardrobes for each student. The double bedrooms would be approximately 18 sqm and the single rooms 12 sqm. There would be a large common room on the ground floor, and four further common rooms on the upper floors, thus providing ample space for all kinds of activities as well as large enough study rooms for individual space for occupiers.

#### Staff

10.25. The proposal includes three staff units. The House Masters accommodation would be over three floors at the northern end of the development. It would exceed the national space standard of 130 sqm by 50 at 180sqm floor space for this four bed unit.

10.26. The southern end would contain the assistant house masters three bed flat at the ground floor and a tutor two bed flat at first floor level. The ground floor three-bed unit would be 99sqm and the tutor flat would be 64 sqm, both exceeding national standard of 95sqm for a three bed and 61sqm for a two bed unit.

10.27. The internal accommodation is very generous and of a practical layout, with adequate light, and separate entrances to the main student entrances where possible. There are linked doors to be able to carry out supervisory duties.

10.28. The four and three bed units have direct access to a private garden and would be secluded by appropriate planting. The garden spaces are of a generous size and location. The tutor flat would not have direct access to a private amenity space, however the nature of the development is considered acceptable, as any support staff living in this accommodation would have access to the very large landscaped gardens and wider landscaped natural grounds of the school.

10.29. There is some potential for overlooking of the private gardens by students, and glimpsed views would not be unusual, which is considered acceptable for a boarding house development, where the nature of the development involves a high degree of communal living, but due to the amount of landscaping and outside space this is considered to be a quality scheme providing high quality living environment for staff.

10.30. The proposed development would be more than 25 metres away from the neighbouring accommodation at Kendall House. This would be the nearest residential accommodation, and no overlooking or overbearing impact would take place. The development would therefore comply with the requirements of Policy HP14 of the Sites and Housing Plan (2013).

#### Neighbours

- 10.31. The application site is not located near private residential dwellings, and therefore no harm to neighbouring amenities would take place, no loss of light or overbearing impact would take place due to the large separation distance and contained nature of the site. The development is therefore considered to comply with the requirements of Policy HP14 of the Sites and Housing Plan (2013).

#### Living Environment Conclusion

- 10.32. The proposal would provide generous high quality internal and external living environments for future occupiers, while not causing harm to neighbouring amenities of existing neighbours, pupils or staff on site. The proposal is therefore acceptable as it accords with CP1, CP6 and CP8 of the Local Plan, CS 18 of the Core Strategy and HP9 and HP13 and HP14 of the Sites and Housing Plan.

#### **d. Transport**

##### Highways Comment

- 10.33. The Local Highway Authority has made representation, objecting to the proposal. A strategic comment has been made, the objection is not against the principle of development, but some aspects of the details proposed.
- 10.34. "The county council does not object to the principle of the development; however the development as proposed does not accord with adopted standards as there is an overprovision of car parking and an under-provision of cycle parking. Furthermore, details of pedestrian access and refuse vehicle manoeuvring need to be provided for consideration."
- 10.35. Therefore the proposal is acceptable in principle in terms of highway matters, but the County Council as Local Highway Authority has some concerns to some aspects of the proposal, specifically with the parking provision, pedestrian access and refuse vehicle manoeuvring. These matters are addressed in the report in the following paragraphs.

##### Access

- 10.36. The pedestrian and vehicular access would not change existing access arrangements. The proposal would accommodate new pupils, and they would mainly go back and forth via the existing Woodstock Road subway for the school (this is a private subway under the Woodstock Road). The access would be improved and the pedestrian path would be formalised, which would enhance the access for all other existing residents on the western side of the school campus.
- 10.37. The pupils would arrive at designated times at the start of a term, and leave at the end of a term as the school currently handles this process with all other students, and has enough land to accommodate this short term drop off and collection by parents.

- 10.38. Therefore officers are satisfied that the proposal will provide adequate access for future occupiers of the development as well as improve access for existing occupiers.

#### Refuse vehicle manoeuvring

- 10.39. The applicant has confirmed that St Edward's School have their own internal refuse collection facilities. This includes domestic residences occupied by staff and pupils. Cleaners in each building put collected waste into either a clear bag (recycling) or a black bag (general waste), which are then collected on a twice daily basis (7 days a week) and delivered to the onsite compactor skips. The school's internal refuse van is the size of a Luton van (less than 3.5 tonne), so therefore a turning circle for a bin lorry is not required.
- 10.40. City council refuse lorries do not come onto the St Edward's site, vehicles only periodically come to collect the compactor skips, two or 3 times a month. These skips are automatic and send a signal to OCC when they are 95% full.
- 10.41. Therefore there is no requirement for turning of refuse vehicles on the site and despite the concerns raised by the County Council it is considered that the proposed arrangements would be acceptable in planning terms. A condition is recommended for the provision of refuse storage as part of the new accommodation.

#### Transport sustainability

- 10.42. The proposal is an addition to an existing well established boarding school, which is located on either side of Woodstock Road, a sustainable location. There are frequent bus services in and out of town, the South Parade shops and Summertown shops are in walking distance, and the school provides for daily meals and other needs. There is generally no need for much travel by pupils, other than some free time activities. The relatively modest number of staff (and their families) that would be accommodated in this development would be well located to not rely on travel by private car having had regard to the sustainable nature of this location.

#### Cycle parking

- 10.43. The proposal is for additional accommodation for St Edwards's boarding school. There are no adopted standards for this type of development. The County Council has used the student accommodation cycle standards, which are considered unreasonable for this type of development. The proposal includes secure and covered storage for 18 bikes. The applicant has adequately justified their provision:
- 10.44. *"The boarding house has been considered carefully in relation to its context and actual demand. 18 bicycle spaces for students is considered more than adequate since the boarding pupils have few uses for a bike and access the campus on foot due to close proximity within the St Edward's campus. The reduced provision is deemed appropriate as only a few students have a bike for commuting to the River at Wolvercote if they are on the rowing team."*

*Bicycle storage at the school is usually associated with Staff and Day pupils and there will be no Day pupils in this House. In addition, cycle parking for day students is provided by the teaching buildings.*

10.45. *The scheme will also incorporate separate bicycle stores for the House Master and Assistant House Master in their respective private gardens.”*

10.46. Therefore the proposal is acceptable, and further details of the exact cycling facilities can be conditioned, but the proposal is acceptable, in accordance with HP15 of the Sites and Housing Plan.

#### Car parking

10.47. As mentioned above there is no parking standard for boarding schools, and the City Council's car parking standard should therefore be used as guide, and each proposal is considered on its own merits.

10.48. The parking shown represents an area with a capacity of 12 spaces that serves the Assistant Housemaster's flat (3bedroom unit), House Master's House (4 bed unit), Tutor's Flat (2bed unit) as well as 2 more Housemaster's houses adjacent; as their existing spaces have been replaced by soft landscaping in this scheme. These spaces would also be used by ad-hoc staff and site maintenance as required.

10.49. In addition there will be a Matron and several support staff working in the Boarding House in addition to daily deliveries. It is essential that the school provide parking spaces for delivery vans as to ensure they do not park on the pedestrianised area as that would present a safety hazard to school children.

10.50. Furthermore there are 70 students aged 13-18 in this boarding house who could have visitors or require support that will need parking provision. Therefore officers consider that 12 parking spaces are considered acceptable and justified against policy HP16 of the Sites and Housing Plan.

#### Transport Conclusion

10.51. Officers have considered the County Council's objection and comments, and have sought responses from the applicant. The Council does not have specific standards for boarding schools, and due to the size and established nature of St Edward's, the proposal has been considered against the adopted and national policies, and the proposed conditions imposed would make the development acceptable.

#### **e. Archaeology**

10.52. This application is of interest because it is a sizable development in the vicinity of dispersed parch marks with have the character of a Bronze Age landscape including ring ditches (i.e. funerary monuments) but that could also encompass later prehistoric or Roman elements (i.e. rural trackways and fields). The nearest recorded parch mark is a double linear track 70m to the south east that runs towards the south-west corner of the application site. Roman settlement remains have been recorded 200m to the west.

10.53. The geotechnical report indicates that the site is comprised of 1.2-1.4m of modern made ground over alluvium (over Oxford clay or mudstone) with one borehole suggesting an area where there is 4.5m of made ground in the south-west corner of the application site. The applicant intends to employ piled foundations for the new buildings leaving the proposed pond and attenuation tanks as the only substantial interventions through the made ground.

10.54. In this case, bearing in mind the character of the made ground and geology and the character of the proposed groundworks, the proposal would be considered acceptable, as it can be mitigated through a condition and would therefore accord with the NPPF and CP1 and HE2 of the Oxford Local Plan 2001-2016.

#### **f. Drainage**

10.55. The proposal includes detailed information on the existing made up ground situation, drainage and have proposed an adequate solution to ensure sustainable and safe drainage.

10.56. The drainage scheme includes the use of pumps, which is unusual, but in this case it has been shown that there is no alternative. Furthermore, the pump is on school land, not private residential land, therefore there would be a general maintenance regime, as well as in the event of flooding, overland flows would flow towards the canal.

10.57. The proposal is therefore acceptable in principle, and details could be conditioned to ensure the proposed drainage strategy would be practical, and fit for purpose. This is included in the officer recommendation. Therefore the proposal is acceptable, as it would accord with CS11 of the Core Strategy.

#### **g. Trees & Landscape**

10.58. The application site has some trees surrounding the site, and level changes shape the landscape. The proposal addresses these matters by extensive landscaping, and improvements to biodiversity and communal areas, which are considered benefits of the scheme.

10.59. The development is acceptable in principle, and details are recommended to be conditioned and therefore the proposal accords with Policy CP11 and NE15 of the Oxford Local Plan 2001-2016.

#### **h. Biodiversity**

10.60. Core Policy CS12: Biodiversity of the Core Strategy for Oxford City: "Opportunities will be taken (including through planning conditions or obligations) to: ensure the inclusion of features beneficial to biodiversity (or geological conservation) within new developments throughout Oxford."

10.61. In addition to local policy, the NPPF sets out that Plans should promote the conservation, restoration and enhancement of priority habitats, ecological networks and the protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains for biodiversity".



- 10.62. Officers have considered the application and the documentation submitted, and are satisfied that there will no detrimental impact on biodiversity as a result of the proposals. Given the amenity nature of the site area, it is agreed that a net gain in biodiversity may be achieved as a result of the development.
- 10.63. The proposal is acceptable as it is in accordance with Policy CS12 of the Oxford Core Strategy as well as with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017, Wildlife and Countryside Act 1981 (as amended).

**i. Air quality and Energy**

- 10.64. The proposal would not lead to an increase in frequent traffic movements or a decrease in air quality. The construction phase may generate dust and building fumes that need to be monitored. This can be controlled by condition and agreed once a contractor has been appointed. Therefore the proposal can be mitigated and would be in accordance with Policy CP23 of the Oxford Local Plan 2001-2016.
- 10.65. The proposed scheme aims to achieve a 30% reduction in total energy through low/zero carbon technologies compared to the notional building, exceeding the Council's requirement of 20%.
- 10.66. A CHP engine would provide 48% of domestic hot water load and would generate more than 30% of the overall energy for the development.
- 10.67. The proposed scheme would therefore be acceptable in terms of sustainability and energy efficiency and would accord with CS9 of the Core Strategy.

**j. Contamination**

- 10.68. The levels of soil contamination in the made ground tested on site appear to be generally low, although the presence of unexpected contamination cannot be ruled out.
- 10.69. It was noted that no groundwater contamination testing has been carried out at the site to date. This is considered necessary in view of the depth of made ground on site and evidence of historical fuel storage. It is not appropriate to rely on soil quality tests only to determine potential groundwater risks.
- 10.70. To ensure that the some groundwater testing is completed together with the proposed further ground gas monitoring, and any required remediation of the site is secured, two conditions are recommended by officers to mitigate the low risk on site. The proposal would therefore be acceptable is it would comply with policy CP22 of the Oxford Local Plan 2001-2016.

**11. CONCLUSION**

- 11.1. The proposed boarding house has been sympathetically designed and is proposed to be placed adjacent to existing accommodation and its impacts have been thoroughly investigated and addressed by the applicant. All

impacts identified are able to be mitigated by conditions. The proposal would not have any adverse impacts on heritage assets or their settings.

- 11.2. The proposal will provide improved internal site access for pedestrians, better and more usable communal landscaped areas as well as more efficient use of the land for the schools educational purposes and community benefits through the community use agreement in accordance with CP6 and SR2 of the Local Plan.
- 11.3. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to proposed conditions.

## **12. CONDITIONS**

- 1 The development to which this permission relates must be begun not later than the expiration of three years from the date of this permission.

Reason: In accordance with Section 91(1) of the Town and Country Planning Act 1990 as amended by the Planning Compulsory Purchase Act 2004.

- 2 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.

- 3 Except where indicated otherwise on the drawings hereby approved, all external works and finishes and all materials shall be as stated in the application form, and there shall be no change unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a satisfactory appearance in accordance with policies CP1, CP8 and CP10 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026 and HP9 of the Oxford Sites and Housing Plan.

- 4 Prior to the occupation of the development, a lighting scheme for external lighting to reduce the potential and impact of light pollution shall be submitted to and approved in writing by the Local Planning Authority. Only the approved lighting scheme shall be installed and no additional external lighting shall be installed unless agreed otherwise in writing by the Local Planning Authority.

Reason: To protect the visual amenities of the area and to prevent light pollution with CP1 and CP20 of the Oxford Local Plan 2001-2016.

- 5 Before the development permitted is occupied details of the cycle parking areas for pupils and staff, including dimensions and means of enclosure, shall be submitted to, and approved in writing by, the Local Planning Authority. The development shall not be brought into use until the cycle parking areas and

means of enclosure have been provided within the site in accordance with the approved details and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in line with policy HP15.

- 6 A Construction Traffic Management Plan (CTMP) shall be submitted to the Local Planning Authority and agreed prior to commencement of works. The CTMP should follow Oxfordshire County Council's template if possible. This should identify;
- o The routing of construction vehicles and management of their movement into and out of the site by a qualified and certificated banksman,
  - o Access arrangements and times of movement of construction vehicles (to minimise the impact on the surrounding highway network),
  - o Details of wheel cleaning / wash facilities to prevent mud, etc from migrating on to the adjacent highway,
  - o Contact details for the Site Supervisor responsible for on-site works,
  - o Travel initiatives for site related worker vehicles,
  - o Parking provision for site related worker vehicles,
  - o Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours,
  - o Engagement with local residents

The construction phase of the approved development shall be carried out in strict accordance with the requirements and working practices set out in the approved CTMP.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times.

- 7 Prior to the occupation of the approved development a travel plan shall be submitted to and approved by the Local Planning Authority. The travel plan shall identify how staff and residents of the approved development shall access the site and specifically how efforts shall be made to reduce car movements to the site.

Reason: In the interest of sustainable travel as required by Policy CP10 of the Oxford Local Plan 2001-2016.

- 8 Prior to the commencement of the development a phased risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Model Procedures for the Management of Land Contamination (CLR11) (or equivalent British Standards and Model Procedures if replaced). Each phase shall be submitted in writing and approved by the local planning authority.

Phase 1 has already been completed and included a desk study and

site walk over to identify all potential contaminative uses on site, and to inform the conceptual site model and preliminary risk assessment.

Phase 2 shall include a comprehensive intrusive investigation in order to characterise the type, nature and extent of contamination present, the risks to receptors and to inform the remediation strategy proposals. This element of the works has been partly completed but further ground gas assessment and groundwater sampling and testing is required to inform the conceptual site model and remedial strategy for the site.

Phase 3 requires that a remediation strategy, validation plan, and/or monitoring plan be submitted to and approved by the local planning authority to ensure the site will be suitable for its proposed use.

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001- 2016.

- 9 The development shall not be occupied until any approved remedial works have been carried out and a full validation report has been submitted to and approved by the local planning authority.

Any contamination that is found during the course of construction of the approved development that was not previously identified shall be reported immediately to the local planning authority. Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to and approved in writing by the local planning authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to and approved in writing by the local planning authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued.

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy CP22 of the Oxford Local Plan 2001- 2016.

- 10 Prior to the commencement of the development, a scheme of ecological enhancements must be provided to and approved in writing by the Local Planning Authority, in accordance with the provisions of the Ecology Assessment provided by BSG (22nd June 2018). Details of new planting shall be specified, to include native tree and shrub species and plants of known value to wildlife. Enhancement measures shall include, but not be limited to, a minimum of three House Sparrow boxes, six bat boxes and a minimum of two dedicated Swift boxes. The scheme will outline the specifications, locations and management of new features.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017,

Wildlife and Countryside Act 1981 (as amended) and Policy CS12 of the Oxford Core Strategy 2026.

- 11 No development shall take place until the applicant, or their agents or successors in title, has secured the implementation of a programme of archaeological work in accordance with a written scheme of investigation which has been submitted by the applicant and approved by the planning authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including prehistoric remains (Local Plan Policy HE2).

- 12 No development shall take place until a list of site specific dust mitigation measures are identified, and included in the site's CEMP, in order to minimise the impact of dust emissions during construction phase. The list of site specific dust mitigation measures will be identified as a result of a dust assessment, which will have to be submitted to and approved in writing by the Local Planning Authority prior to the development on any construction work, and will be conducted following specific IAQM guidance on the assessment of dust from demolition and construction Version 1.1 (2014).

Reason - to ensure that the overall dust impacts during the construction phase of the proposed development will be "not significant", in accordance with Core Policy 23 of the Oxford Local Plan 2001- 2016.

- 13 Development shall not begin until a surface water drainage scheme for the site, based on sustainable drainage principles and an assessment of the hydrological and hydro-geological context of the development, has been submitted to and approved in writing by the local planning authority. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall also include:
- o Discharge Rates
  - o Discharge Volumes
  - o Maintenance and management of SUDS features and separately for the pump
    - o Sizing of features - attenuation volume
    - o Infiltration in accordance with BRE365
    - o Detailed drainage layout with pipe numbers
    - o SUDS (list the suds features mentioned within the FRA to ensure they are carried forward into the detailed drainage strategy)
    - o Network drainage calculations
    - o Phasing
    - o Flood Route
    - o Discharge consent

Reason: In the interests of ensuring that there is adequate surface water

drainage as required by Policy CS11 of the Core Strategy (2011).

- 14 Prior to the first occupation of the approved development following its substantial completion a community use agreement prepared in consultation with Sport England shall be submitted to and approved in writing by the Local Planning Authority, and a copy of the completed approved agreement shall be provided to the Local Planning Authority. The agreement shall apply to the outdoor sports facilities, carparking and changing rooms and include details of pricing policy, hours of use, access by non-educational establishment users, management responsibilities and a mechanism for review. The development shall not be used otherwise than in strict compliance with the approved agreement.

Reason: To secure well managed safe community access to the sports facility/facilities, to ensure sufficient benefit to the development of sport and to accord with Development Plan Policy

- 15 All roof lights shall be flush with the roof, unless otherwise agreed in writing with the Local Planning Authority.

Reason: To ensure a satisfactory appearance a in accordance with policies CP1, CP8 and CP10 of the Adopted Oxford Local Plan 2001-2016 and policy CS18 of the Oxford Core Strategy 2026 and HP9 of the Oxford Sites and Housing Plan.

- 16 A landscape plan shall be submitted to, and approved in writing by, the Local Planning Authority before development starts. The plan shall include a survey of existing trees showing sizes and species, and indicate which (if any) it is requested should be removed, and shall show in detail all proposed tree and shrub 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.

- 17 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.

- 18 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.

- 19 Detailed measures for the protection of trees to be retained during the development shall be submitted to, and approved in writing by, the Local Planning Authority (LPA) before any works on site begin. Such measures shall include scale plans indicating the positions of barrier fencing and/or ground protection materials to protect Root Protection Areas (RPAs) of retained trees and/or create Construction Exclusion Zones (CEZ) around retained trees. Unless otherwise agreed in writing by the LPA the approved measures shall be in accordance with relevant sections of BS 5837:2012 Trees in Relation to Design, Demolition and Construction- Recommendations. 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.

- 20 A detailed statement setting out the methods of working within the Root Protection Areas of retained trees shall be submitted to and approved in writing by the Local Planning Authority (LPA) before any works on site begin. Such details shall take account of the need to avoid damage to tree roots through excavation, ground skimming, vehicle compaction and chemical spillages including lime and cement. The development shall be carried out in strict accordance with of the approved AMS 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.

- 21 All residential waste shall be collected and disposed of in accordance with the details submitted as part of this application. Any changes to the waste disposal management shall be submitted and approved in writing by the Local Planning Authority.

Reason: In the interest of appropriate waste disposal and recycling, in accordance with HP13 of the Sites and Housing Plan

- 22 That, prior to the commencement of the development, details shall be submitted to and approved in writing by the Local Planning Authority, setting out how sustainable design and construction methods will be incorporated into the building(s) and how energy efficiency has been optimised through design and by utilising technology that helps achieve Zero Carbon Development and

the development shall only be carried out in accordance with the approved details.

Reason: To minimise carbon emissions in accordance with policy CS9 of the Oxford Core Strategy 2026.

#### INFORMATIVES :-

- 1 In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accord with the Development Plan and national planning policy objectives. This includes the offer of pre-application advice and, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application. However, development that is not sustainable and that fails to accord with the requirements of the Development Plan and/or relevant national policy guidance will normally be refused. The Council expects applicants and their agents to adopt a similarly proactive approach in pursuit of sustainable development.
- 2 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](http://www.oxford.gov.uk/CIL)
- 3 Oxford City Council strongly encourages that when this permission is implemented; all building works and the management of the development site are carried out in accordance with the Code of Considerate Practice promoted by the Considerate Contractors scheme. Details of the scheme are available from

Considerate Contractors Scheme  
PO Box 75  
Ware  
Hertfordshire  
SG12 9UY

01920 485959  
0800 7831423

[enquiries@ccscheme.org.uk](mailto:enquiries@ccscheme.org.uk)  
[www.considerateconstructorsscheme.org.uk](http://www.considerateconstructorsscheme.org.uk)

- 4 Notwithstanding any details of energy efficient features included with the



planning application, subject to other considerations the Local Planning Authority would encourage the inclusion of additional energy efficiency measures within the development permitted in line with the principles of energy conservation, energy efficiency and sustainability embodied in policies CP15, CP16 and CP18 of the Oxford Local Plan.

5 A Construction Traffic Management Plan (CTMP) will need to incorporate the following in detail:

- The CTMP must be appropriately titled, include the site and planning permission number.
- Routing of construction traffic and delivery vehicles is required to be shown and signed appropriately to the necessary standards/requirements. This includes means of access into the site.
- Details of and approval of any road closures needed during construction.
- Details of and approval of any traffic management needed during construction.
- Details of wheel cleaning/wash facilities - to prevent mud etc, in vehicle tyres/wheels, from migrating onto adjacent highway.
- Details of appropriate signing, to accord with the necessary standards/requirements, for pedestrians during construction works, including any footpath diversions.
- The erection and maintenance of security hoarding / scaffolding if required.
- A regime to inspect and maintain all signing, barriers etc.
- Contact details of the Project Manager and Site Supervisor responsible for on-site works to be provided.
- The use of appropriately trained, qualified and certificated banksmen for guiding vehicles/unloading etc.
- No unnecessary parking of site related vehicles (worker transport etc) in the vicinity - details of where these will be parked and occupiers transported to/from site to be submitted for consideration and approval. Areas to be shown on a plan not less than 1:500.
- Layout plan of the site that shows structures, roads, site storage, compound, pedestrian routes etc.
- A before-work commencement highway condition survey and agreement with a representative of the Highways Depot - contact 0845 310 1111. Final correspondence is required to be submitted.
- Local residents to be kept informed of significant deliveries and liaised with through the project. Contact details for person to whom issues should be raised with in first instance to be provided and a record kept of these and subsequent resolution.
- Any temporary access arrangements to be agreed with and approved by Highways Depot.
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours.

6 Trees and other vegetation may offer suitable habitat for nesting birds. All wild birds, their nests and young are protected during the nesting period under The Wildlife and Countryside Act 1981 (as amended) and I therefore recommend the following informative is included if minded to approve: Any works to trees

shall be undertaken outside of bird nesting season. This is weather dependent but generally extends between March and August inclusive. If this is not possible then a suitably qualified ecologist shall check the areas concerned immediately prior to the clearance works to ensure that no nesting or nest-building birds are present. If any nesting birds are present then the vegetation shall not be removed until the fledglings have left the nest.

7 Scope of recording-

The scope of the archaeological investigation will depend on the final details of the foundation design and landscaping works but is likely to consist of a targeted watching brief during the excavation of the pond and attenuation tank footprint. The archaeological investigation should be undertaken by a professionally qualified archaeologist working to a brief issued by ourselves

### **13. APPENDICES**

- **Appendix 1** – Site location plan
- **Appendix 2** – ODRP letter

### **14. HUMAN RIGHTS ACT 1998**

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

### **15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998**

- 15.1. Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant planning permission, officers consider that the proposal will not undermine crime prevention or the promotion of community.