

Agenda

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East Area Planning Committee

Date: **Wednesday 8 April 2015**

Time: **6.00 pm**

Place: **The Old Library, Town Hall**

For any further information please contact:

Jennifer Thompson, Committee and Member Services Officer

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East Area Planning Committee

Membership

Chair	Councillor Roy Darke	Headington Hill and Northway;
Vice-Chair	Councillor Van Coulter	Barton and Sandhills;
	Councillor Mohammed Altaf-Khan	Headington;
	Councillor Farida Anwar	Headington Hill and Northway;
	Councillor Ruthi Brandt	Carfax;
	Councillor Mary Clarkson	Marston;
	Councillor Ben Lloyd-Shogbesan	Lye Valley;
	Councillor Michele Paule	Rose Hill and Iffley;
	Councillor Ruth Wilkinson	Headington;

The quorum for this meeting is five members. Substitutes are permitted

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AGENDA

Pages

- 1 **APOLOGIES FOR ABSENCE AND SUBSTITUTIONS**
- 2 **DECLARATIONS OF INTEREST**
- 3 **LITTLEMORE PARK, ARMSTRONG ROAD: 14/02940/OUT**

13 - 60

Site address: Littlemore Park, Armstrong Road, Oxford

Proposal: Outline planning application (with all matters reserved) seeking permission for up to 270 residential dwellings of 1 to 4 bedrooms on 2 to 5 floors to incorporate a maximum of 104 houses and 166 flats. Provision of car parking, cycle and bin storage, landscaping and ancillary works.

Officer recommendation: to grant outline planning permission, subject to the conditions below and the satisfactory completion of an accompanying legal agreement and to delegate to the Head of City Development the issuing of the Notice of Permission upon its completion:

Conditions:

1. Time Limit for Commencement.
2. Approved plans and documents.
3. Reserved Matters Applications.
4. Phasing of Development.
5. Details of all external materials.
6. Landscaping and Public Realm.
7. Tree Protection Plan.
8. Landscape Management Plan.
9. Site Layout to incorporate space for links to the Science Park and wider area.
10. Ecological Mitigation, Compensation, and Management Plan.
11. Lifetime Homes Standards.
12. Car Parking Standards.
13. Cycle Parking Standards.
14. Sustainability and Energy Strategy.
15. Site Wide Foul and Surface Water Drainage Strategy .
16. Archaeology – evaluation.
17. Noise Attenuation Measures.
18. Flood Risk Assessment Mitigation Measure.
19. Contaminated Land - Risk Assessment.
20. Contaminated Land - Verification Report.
21. Contaminated Land - Unsuspected Contamination.
22. Contaminated Land - Foundation Design and Piling.
23. Secured By Design Measures.
24. Highways - Details of access roads.
25. Highways - Construction Traffic Management Plan.
26. Highways - Travel Plan.
27. Details of Electric Vehicle Charging Infrastructure.
28. Withdrawal of Permitted Development Right.

Legal Agreement:

- Affordable housing.
- Employment Land Swap – Churchill Site.

- Management of Linear Park.
- Bio-diversity off-setting.
- Future proof pedestrian / cycle links.
- Financial contribution of £50,000 towards general sports and leisure facilities within Littlemore.
- Financial contribution of £795 per dwelling towards Public Transport Improvement.

4 312 LONDON ROAD: 15/00209/FUL

61 - 80

Site address: 312 London Road, Oxford.

Proposal: Demolition of existing dental surgery and garage. Erection of three-storey building to provide 3 x 3-bed, 4 x 2-bed and 2 x 1-bed flats (Use Class C3). Provision of private and shared amenity space, car parking space, bin and cycle store and landscaping. Access off the London Road.

Officer recommendation: to approve the application for planning permission subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials.
4. Sustainability measures.
5. Landscape plan.
6. Landscaping by completion.
7. Tree protection measures.
8. Boundary treatments.
9. Privacy screens.
10. Landscape Management Plan.
11. Permeable hardsurfacing.
12. SuDS.
13. Land contamination.
14. Bin and cycle storage.
15. Construction Traffic Management Plan.
16. Hardsurfacing construction method.
17. Underground services.
18. Vision splays.
19. Ground and slab levels.
20. Trees along southern boundary.
21. Obscure glazed and non-opening side window.
22. No use of the flat roof.
23. Arboricultural method statement.

**5 RIVERA HOUSE AND ADAMS HOUSE RELIANCE WAY:
14/03204/OUT**

81 - 100

Site address: Rivera House and Adams House, Reliance Way

Proposal: Demolition of existing office accommodation at Rivera House and Adams House. Construction of up to 98 student study rooms with provision for disabled car parking spaces and cycle parking. (Outline application with all matters reserved).

Officer recommendation: that the application is refused for the following reasons:

1. The proposed development would result in the loss of employment accommodation in the absence of robust justification to the detriment of the economic vitality of the city and the important balance between employment and housing as a means of achieving sustainable development. Consequently the proposals fail to accord with the requirements of policy CS28 of the Oxford Core Strategy 2026 as well as the National Planning Policy Framework.
2. The proposals would inevitably result in a height and scale of development that would, in combination with the existing adjacent four storey development, unacceptably dominate and impose itself upon the wider Cowley Road streetscene to the detriment of the character and appearance of the surrounding area as well as a significant adverse impact on the setting of the adjacent non-designated heritage asset of Canterbury House. Moreover, the intensity of development proposed would be likely to lead to an overdevelopment of the site such that it would provide a poor quality environment within the site for future student occupiers with inadequate car parking and vehicle manoeuvring space together with insufficient quality and quantity of outdoor amenity space. Consequently, and in the absence of the submission of an appropriate indicative scheme to indicate otherwise, the proposed development cannot reasonably be considered to be able to deliver a scheme that is of a scale, form, density and layout that is appropriate for its intended use and context. The proposals are therefore found to be contrary to the requirements of policies CP1, CP6, CP8, CP9 and CP10 of the Oxford Local Plan 2001-2016, policies CS18 and CS25 of the Oxford Core Strategy 2026 as well as policies HP5 and HP9 of the Sites and Housing Plan 2011-2026.
3. Having regard to the amount of student accommodation proposed together with the existing student accommodation on the adjacent site as well as the proximity of family dwellings, the proposed development would be likely to cumulatively give rise to a level of noise and disturbance that would cause significant harm to the amenity enjoyed by occupiers of nearby dwellings and have a significant impact on the mix and balance of the local community to the detriment of the character of the immediate area and successful community cohesion. Consequently in this respect the proposals are found to be contrary to the requirements of policies CP1, CP10, CP19 and CP21 of the Oxford Local Plan 2001-2016 as well as policy HP5 of the Sites and Housing Plan 2011-2026.
4. As a result of the proposed redevelopment of the site there would be inadequate car parking provision to serve the adjacent retained offices of Canterbury House. Such an arrangement would only be likely to further prejudice the attractiveness and suitability of these employment premises to potential occupiers in the long-term giving rise to further harm to the overall balance between employment and housing in this city. Consequently the proposals are considered to be contrary to the requirements of policy TR3 of the Oxford Local Plan 2001-2016 as well as policy CS28 of the Oxford Core Strategy 2026.
5. In the absence of the submission of any information to allow the local planning authority to assess whether a final scheme could meet planning

policy requirements in relation to its sustainable design and construction credentials as well as the necessary on-site renewable energy generation, it cannot be reasonably concluded that a final scheme could deliver genuinely sustainable development. Consequently the proposals are found to be contrary to the requirements of policy CP18 of the Oxford Local Plan 2001-2016, policy CS9 of the Oxford Core Strategy 2026 as well as policy HP11 of the Sites and Housing Plan 2011-2026.

6 228 LONDON ROAD: 14/03331/FUL

101 - 110

Site address: 228 London Road, Headington OX3 9EG

Proposal: Erection of 1 x 3-bed single storey dwelling to form staff accommodation. Conversion of existing residential accommodation to form additional guest house accommodation (Use Class C1).

Officer recommendation: that the application is refused for the following reasons:

1. The proposed new dwelling and additional guest accommodation, as a result of the loss of residential accommodation within the existing building will lead to an increase in noise and disturbance to the adjacent residential properties, which would be detrimental to the residential amenities of those properties, due to the additional vehicle movements to the rear of the guest house building, and is contrary to policy TA4 of the Oxford Local Plan.
2. The proposed new dwelling represents an overdevelopment of the site resulting in inadequate outdoor space to serve the new dwelling, together with the extension of the parking area and additional traffic movements will be detrimental to the amenities of the adjoining properties due to the additional noise and disturbance which would be contrary to policies CP1, CP8, CP6 and CP10 of the Oxford Local Plan and policy HP13 of the Sites and Housing Plan.

7 9 WAYNFLETE ROAD: 15/00038/FUL

111 - 116

Site address: 9 Waynflete Road, Oxford, OX3 8BQ

Proposal: Installation of external wall insulation

Officer recommendation: to approve the application subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Materials as approved.

8 LAND TO REAR OF 55 TO 67 MASONS ROAD: 15/00359/CT3

117 - 122

Site address: Land rear of 55 to 67 Masons Road Oxford (Garages 1 to 10, Masons Road)

Proposal: Demolition of existing garages and erection of 9 new garages.

Officer recommendation: to approve the application subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.

9 MINUTES

Minutes from the meetings of 4 March 2015.

Recommendation: That the minutes of the meeting held on 4 March 2015 are approved as a true and accurate record.

10 FORTHCOMING APPLICATIONS

Items for consideration by the committee at future meetings are listed for information. They are not for discussion at this meeting.

15/00288/RES - Premier Inn, The Longwall, Garsington Road

15/00775/FUL - Former Nuffield Arms, Littlemore Road

15/00324/FUL 30 Westbury Crescent

15/00195/CT3 - 26 Bonar Road

15/00685/CT3 - 21 Glanville Road

15/00732/CT3 - 3 Sawpit Road

15/00304/CT3 - .22 Normandy Crescent

15/00574/FUL 39 Salford Road

15/00178/ADV - Rose Hill Sports Ground, Ashhurst Way

15/00468/FUL - 20 Grays Road

15/00524/FUL - 100 Valentia Road

15/00526/FUL - 74 Valentia Road

15/00192/FUL, 8 Jersey Road

15/00533/FUL Holy Trinity Church, Trinity Road

15/00030/FUL, 87 Courtland Road

15/00210/FUL - Land adjacent to 147 Oxford Road, Old Marston

14/03540/FUL - The Triangle, University Of Oxford Old Road Campus,
Roosevelt Drive

14/03348/FUL – 112 London Road

14/02781/FUL – 5 & 7 Marshall Road

14/02550/FUL – Beenhams Cottage, Railway Lane

14/03385/FUL – 15 Boswell Road

14/02182/FUL – 159 Windmill Road

14/02093/FUL – 62 Dashwood Road

13/03411/FUL – John Radcliffe Hospital, Headley Way

13/01555/CT3 - Land East Of Warren Crescent

11 DATES OF FUTURE MEETINGS

The Committee will meet on the following dates:

6 May 2015 (The Chair recommends moving this to the overspill meeting on 14 May 2015)

3 June 2015

1 July 2015

5 August 2015

2 September 2015

7 October 2015

4 November 2015

2 December 2015

6 January 2016

DECLARING INTERESTS

General duty

You must declare any disclosable pecuniary interests when the meeting reaches the item on the agenda headed "Declarations of Interest" or as soon as it becomes apparent to you.

What is a disclosable pecuniary interest?

Disclosable pecuniary interests relate to your* employment; sponsorship (ie payment for expenses incurred by you in carrying out your duties as a councillor or towards your election expenses); contracts; land in the Council's area; licenses for land in the Council's area; corporate tenancies; and securities. These declarations must be recorded in each councillor's Register of Interests which is publicly available on the Council's website.

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest.

If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

Even if you do not have a disclosable pecuniary interest in a matter, the Members' Code of Conduct says that a member "must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself" and that "you must not place yourself in situations where your honesty and integrity may be questioned". What this means is that the matter of interests must be viewed within the context of the Code as a whole and regard should continue to be paid to the perception of the public.

*Disclosable pecuniary interests that must be declared are not only those of the member her or himself but also those member's spouse, civil partner or person they are living with as husband or wife or as if they were civil partners.

CODE OF PRACTICE FOR DEALING WITH PLANNING APPLICATIONS AT AREA PLANNING COMMITTEES AND PLANNING REVIEW COMMITTEE

Planning controls the development and use of land in the public interest. Applications must be determined in accordance with the Council's adopted policies, unless material planning considerations indicate otherwise. The Committee must be conducted in an orderly, fair and impartial manner.

The following minimum standards of practice will be followed.

1. All Members will have pre-read the officers' report. Members are also encouraged to view any supporting material and to visit the site if they feel that would be helpful
2. At the meeting the Chair will draw attention to this code of practice. The Chair will also explain who is entitled to vote.
3. The sequence for each application discussed at Committee shall be as follows:-
 - (a) the Planning Officer will introduce it with a short presentation;
 - (b) any objectors may speak for up to 5 minutes in total;
 - (c) any supporters may speak for up to 5 minutes in total;
 - (d) speaking times may be extended by the Chair, provided that equal time is given to both sides. Any non-voting City Councillors and/or Parish and County Councillors who may wish to speak for or against the application will have to do so as part of the two 5-minute slots mentioned above;
 - (e) voting members of the Committee may raise questions (which shall be directed via the Chair to the lead officer presenting the application, who may pass them to other relevant Officers and/or other speakers); and
 - (f) voting members will debate and determine the application.

At public meetings Councillors should be careful to be neutral and to listen to all points of view. They should take care to express themselves with respect to all present including officers. They should never say anything that could be taken to mean they have already made up their mind before an application is determined.

4. Public requests to speak

Members of the public wishing to speak must notify the Chair or the Democratic Services Officer before the beginning of the meeting, giving their name, the application/agenda item they wish to speak on and whether they are objecting to or supporting the application. Notifications can be made via e-mail or telephone, to the Democratic Services Officer (whose details are on the front of the Committee agenda) or given in person before the meeting starts.

5. Written statements from the public

Members of the public and councillors can send the Democratic Services Officer written statements to circulate to committee members, and the planning officer prior to the meeting. Statements are accepted and circulated up to 24 hours before the start of the meeting.

Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to view proper consideration to the new information and officers may not be able to check for accuracy or provide considered advice on any material consideration arising.

6. Exhibiting model and displays at the meeting

Applicants or members of the public can exhibit models or displays at the meeting as long as they notify the Democratic Services Officer of their intention at least 24 hours before the start of the meeting so that members can be notified.

7. Recording meetings

Members of the public and press can record the proceedings of any public meeting of the Council. If you do wish to record the meeting, please notify the Committee clerk prior to the meeting so that they can inform the Chair and direct you to the best plan to record. You are not allowed to disturb the meeting and the Chair will stop the meeting if they feel a recording is disruptive.

The Council asks those recording the meeting:

- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule, or show a lack of respect towards those being recorded.
- To avoid recording members of the public present unless they are addressing the meeting.

For more information on recording at meetings please refer to the Council's [Protocol for Recording at Public Meetings](#)

8. Meeting Etiquette

All representations should be heard in silence and without interruption. The Chair will not permit disruptive behaviour. Members of the public are reminded that if the meeting is not allowed to proceed in an orderly manner then the Chair will withdraw the opportunity to address the Committee. The Committee is a meeting held in public, not a public meeting.

9. Members should not:

- (a) rely on considerations which are not material planning considerations in law;
- (b) question the personal integrity or professionalism of officers in public;
- (c) proceed to a vote if minded to determine an application against officer's recommendation until the reasons for that decision have been formulated; and
- (d) seek to re-design, or negotiate amendments to, an application. The Committee must determine applications as they stand and may impose appropriate conditions.

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East Area Planning Committee

8th April 2015

Application Number: 14/02940/OUT

Decision Due by: 22nd January 2015

Proposal: Outline planning application (with all matters reserved) seeking permission for up to 270 residential dwellings of 1 to 4 bedrooms on 2 to 5 floors to incorporate a maximum of 104 houses and 166 flats. Provision of car parking, cycle and bin storage, landscaping and ancillary works.

Site Address: Littlemore Park, Armstrong Road (**site plan: appendix 1**)

Ward: Littlemore Ward

Agent: N/A

Applicant: Oxford University Hospitals
NHS Trust

Recommendation:

The East Area Planning Committee is recommended to grant outline planning permission, subject to the satisfactory completion of an accompanying legal agreement and to delegate to the Head of City Development the issuing of the Notice of Permission upon its completion.

Reasons for Approval

- 1 The proposed development is submitted in outline form with all matters such as access, landscape, scale, appearance, and layout reserved for a later date. The proposed development would make an efficient use of an allocated development site to provide much needed good quality affordable and market housing in a manner that would establish a balanced and mixed community within the existing residential suburb of Littlemore. Although the site is primarily allocated for employment, the Oxford University Hospital NHS Trust has demonstrated that an equivalent amount of B1 employment (employees) could be delivered at the Churchill Hospital site to enable the application site to be used for residential purposes. The illustrative masterplan has demonstrated that the quantum of development could be provided in a manner that subject to minor alterations to the layout would create a coherent sense of place suitable scale and appearance to establish a single neighbourhood that is well integrated into the urban fabric of the surrounding residential area without having an impact upon adjacent residential developments. The application has demonstrated that it would not have an adverse impact in highway safety terms and could provide sufficient off-street cycle and car parking, and pedestrian and cycle links that improve

accessibility to the surrounding network. The outline application contains sufficient supporting information to demonstrate that it would not have an impact upon biodiversity; trees; archaeology; flood risk; drainage; air quality; land contamination; or noise that could not be mitigated through the reserved matters applications subject to appropriate measures being secured by condition or associated legal agreements. 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.

- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions

- 1 Time Limit for Commencement
- 2 Approved plans and documents
- 3 Reserved Matters Applications
- 4 Phasing of Development
- 5 Details of all external materials
- 6 Landscaping and Public Realm
- 7 Tree Protection Plan
- 8 Landscape Management Plan
- 9 Site Layout to incorporate space for links to the Science Park and wider area
- 10 Ecological Mitigation, Compensation, and Management Plan
- 11 Lifetime Homes Standards
- 12 Car Parking Standards
- 13 Cycle Parking Standards
- 14 Sustainability and Energy Strategy
- 15 Site Wide Foul and Surface Water Drainage Strategy
- 16 Archaeology - evaluation
- 17 Noise Attenuation Measures
- 18 Flood Risk Assessment Mitigation Measure
- 19 Contaminated Land - Risk Assessment
- 20 Contaminated Land - Verification Report
- 21 Contaminated Land - Unsuspected Contamination
- 22 Contaminated Land - Foundation Design and Piling
- 23 Secured By Design Measures
- 24 Highways - Details of access roads
- 25 Highways - Construction Traffic Management Plan
- 26 Highways - Travel Plan

- 27 Details of Electric Vehicle Charging Infrastructure
- 28 Withdrawal of Permitted Development Right

Legal Agreement:

- Affordable housing
- Employment Land Swap – Churchill Site
- Management of Linear Park
- Bio-diversity off-setting
- Future proof pedestrian / cycle links
- Financial contribution of £50,000 towards general sports and leisure facilities within Littlemore
- Financial contribution of £795 per dwelling towards Public Transport Improvement.

Principal Planning Policies:

Oxford Local Plan 2001-2016

- CP1 - Development Proposals
- CP6 - Efficient Use of Land & Density
- CP8 - Design Development to Relate to its Context
- CP9 - Creating Successful New Places
- CP10 - Siting Development to Meet Functional Needs
- CP11 - Landscape Design
- CP13 - Accessibility
- CP14 - Public Art
- CP17 - Recycled Materials
- CP19 - Nuisance
- CP20 - Lighting
- CP21 - Noise
- CP22 - Contaminated Land
- CP23 - Air Quality Management Areas
- TR1 - Transport Assessment
- TR2 - Travel Plans
- NE15 - Loss of Trees and Hedgerows
- NE16 - Protected Trees
- NE20 - Wildlife Corridors
- HE2 - Archaeology

Core Strategy

- CS2_ - Previously developed and greenfield land
- CS9_ - Energy and natural resources
- CS11_ - Flooding
- CS12_ - Biodiversity
- CS13_ - Supporting access to new development
- CS14_ - Supporting city-wide movement
- CS17_ - Infrastructure and developer contributions
- CS18_ - Urban design, town character, historic environment
- CS19_ - Community safety
- CS22_ - Level of housing growth

CS23_ - Mix of housing
CS24_ - Affordable housing
CS28_ - Employment sites
CS30_ - Hospitals and medical research
HP16_ - Residential car parking

Sites and Housing Plan

HP2_ - Accessible and Adaptable Homes
HP3_ - Affordable Homes from Large Housing Sites
HP9_ - Design, Character and Context
HP11_ - Low Carbon Homes
HP12_ - Indoor Space
HP13_ - Outdoor Space
HP14_ - Privacy and Daylight
HP15_ - Residential cycle parking
SP30_ - Littlemore Park, Armstrong Road
SP8_ - Churchill Hospital Site and Ambulance Research Centre

Other Planning Documents

- National Planning Policy Framework
- Affordable Housing and Planning Obligations SPD
- Balance of Dwellings SPD
- Natural Resource Impact Analysis SPD
- Parking Standards SPD
- Accessible Homes Technical Advice Note
- Energy Statement Technical Advice Note
- Community Infrastructure Levy (CIL) Charging Schedule

Planning History

93/00391/NOY - Demolition of some buildings on the site, retention of other buildings & change of use from hospital to B1 and outline application for erection of buildings to provide 22,575 sq. m Business Use Class B1 & associated leisure facilities, new access to Sandford Rd (Amended Plans): Approved

07/02314/FUL - Proposed two storey building for new research premises and ancillary uses, (including some clinical work, and associated teaching) for the Institute of Reproductive Sciences. Plant room, storage, car and cycle parking, access to Armstrong Road and landscaping (Amended Plans): Approved

Public Consultation

A summary of all comments received from statutory and third party consultees are set out in **Appendix 2** of this report.

Pre-Application Discussions / Oxford Design Review Panel

The applicant undertook detailed pre-application discussions through a series of meetings with Oxford City Council and a public exhibition at Littlemore Village Hall on

the 14th August 2014.

The proposal has also been reviewed by the Oxford Design Review Panel on the 8th May 2014 and the 18th September 2014. The responses are enclosed in **Appendix 3** of this report.

Officers Assessment:

Background to Proposals

1. The application relates to approximately 6.28ha of open land in the south-western corner of Littlemore and close to Sandford-on-Thames which is accessed from Armstrong Road. The site is bordered by Armstrong Road to the north, A4074 to the south-west, Littlemore Brook to the south-east, and Sandford Road to the north-west (**site plan: appendix 1**)
2. The site is owned by the Oxford University Hospitals NHS Trust and was formerly part of the Littlemore Hospital site. It comprises open ground which is covered in rough grass, scrub, and hedgerows. There is a dense copse of trees in the north-west corner adjacent to Sandford Road, and a smaller copse in the central part of the site adjacent to Armstrong Road.
3. Beyond the site boundaries the residential development at St Georges Manor and the SAE Institute lie to the north which were formed from the former Littlemore Hospital buildings. The Oxford Science Park lies to the south-east on the opposite side of the Littlemore Brook. The 'Oxford Nursery' children's nursery is in the north-western section of the site but does not form part of this application.
4. The proposal is seeking outline planning permission for a residential development of up to 270 (1 to 4 bed) units comprising 104 dwellinghouses and 166 flats, provision of car parking, refuse storage and ancillary works.
5. The application is made in outline form with all matters such as access, appearance, landscaping, layout, and scale reserved for a later date should outline permission be granted.
6. An indicative masterplan has been included with the application to demonstrate how the quantum of development could be delivered on the site through a range of dwelling types and buildings of up to five storeys. The masterplan also provides details of the landscaping strategy, public and private open space, infrastructure, access, and parking strategy.
7. Officers consider the principal determining issues in this case to be:
 - Principle of Development
 - Residential Development
 - Employment
 - Site Layout and Built Form
 - Transport
 - Archaeology
 - Landscaping

- Biodiversity
- Flood Risk and Drainage
- Sustainability
- Community Infrastructure Levy
- Other Matters

Principle of Development

8. The National Planning Policy Framework encourages the effective use of previously developed land. This is supported by Oxford Core Strategy Policy CS2 which states that development of Greenfield sites will only be allowed where they are specifically allocated within the Local Development Framework or required to maintain a five-year rolling housing-land supply in accordance with Oxford Core Strategy Policy CS22.
9. The site does not constitute previously developed land but is allocated for development in Sites and Housing Plan Policy SP30. The site is allocated for employment (Class B1) use but does support residential development as an alternative provided an equivalent amount of B1 employment (employees) is created elsewhere in Oxford. The policy also lists the following criteria which would need to be addressed in any proposal.
 - Pedestrian and cycle links should be enhanced through and to the site, including to Oxford Science Park
 - The playing field should be re-provided or a contribution made to another facility
 - A biodiversity survey will be expected to ensure that development would have no adverse impact on any UKBAP habitat
10. The way in which the outline application has responded to these points will be discussed in more detail throughout this report. However, the sites allocation would support the general principle of residential use despite it not constituting previously developed land in accordance with Oxford Core Strategy Policies CS2.

Residential Development

11. Oxford Core Strategy Policy CS23 requires residential developments to create a balanced and mixed community in order to meet future household need. The Balance of Dwellings Supplementary Planning Document (BoDSPD) identifies the site as being within the Littlemore Neighbourhood Area and provides guidance on the mix of units expected from a 'strategic site' of this size.
12. The application is seeking permission for up to 270 units, which according to the masterplan would be made up of the following dwelling types - 1 beds (15%), 2 beds (30%), 3 beds (40%), and 4+ beds (15%). This mix of units would satisfy the aims of Core Strategy Policy CS23 and the BoDSPD.
13. The Core Strategy recognises that the provision of affordable homes is a key priority in creating sustainable mixed use communities. Sites and Housing Plan Policy HP3 requires sites with a capacity for 10 or more dwellings or with an area of 0.25ha or greater to provide a minimum 50% affordable homes on site.

14. The planning statement submitted with the application states that the scheme is capable of providing 50% affordable housing but recognises that the policy indicates that this threshold can be reduced where it can be demonstrated that it would make the scheme unviable. The applicant has not advanced any such justification and therefore officers would seek 50% affordable housing on site in accordance with the policy.
15. The Affordable Housing and Planning Obligations Supplementary Planning Document (AHPOSPD) specifies the preferred mix of dwelling sizes for the social rented and intermediate housing within the on-site provision. The affordable housing provision would need to be secured by a legal agreement which agrees the proportion, tenure mix, and dwelling sizes within those tenures under the above-mentioned policy requirements. This would need to specify the following
- A minimum of 50% affordable units (80% social rent / 20% intermediate housing) as defined by the Sites and Housing Plan and AHPOSPD
 - The mix of dwelling sizes within those tenures to be Social Rent – 1 bed (0-10%), 2 bed (15-25%), 3 Bed (35-45%), 4 bed (10-20%) and Intermediate Housing - 1 bed (0-10%), 2 bed (5-15%), 3 Bed (0-10%), 4 bed (0%) in accordance with the Sites and Housing Plan and AHPOSPD
 - The minimum floor space for the on-site affordable homes within the proposed development to accord with the Sites and Housing Plan and the AHPOSPD
 - The phasing and distribution of the affordable housing
 - The arrangements for the transfer of the affordable housing to an affordable housing provider [or the management of the affordable housing (if no RSL involved)]
16. The Sites and Housing Plan prescribes the standards for residential accommodation. Policy HP2 requires all residential development to be designed to Lifetime Homes Standards, with at least 5% of all new dwellings in schemes of this size to be fully wheelchair accessible or easily adaptable for full wheelchair use and at least 50% of these to be provided as open market dwellings. Policies HP12, HP13, and HP14 set the indoor and outdoor space requirements for dwellings. This is an outline application which has sought to reserve the layout of the development for a later stage, and so details of the internal and external layouts for the proposed dwellings within the scheme are not included. The planning statement recognises that any reserved matters application will need to ensure that the dwellings satisfy the relevant housing policies of the Sites and Housing Plan.

Employment

17. The site is allocated for employment (Class B1) use within the Sites and Housing Plan, but does state that residential use could be supported provided an equivalent amount of B1 employment (employees) provision is created elsewhere within Oxford.
18. The site is owned by the Oxford University Hospitals NHS Trust. The Trust is developing a strategy to make best use of its existing assets such as the current

hospital sites in order to meet its long term aims to improve clinical services and generate new employment. The supporting text to Policy SP30 acknowledges that the Trust has a preference to focus employment proposals that are linked to the hospitals and medical research on their existing hospital sites and if this is achieved then the Littlemore Park site would be better suited to residential development given the demand for housing within the city.

19. The Churchill Hospital site is allocated for further hospital related uses and employment (B1 (b), B1(c), and B2) use amongst others in Sites and Housing Plan Policy SP8. The policy recognises that this site is currently developed at a low density with scope to increase capacity through appropriate redevelopment that makes a more efficient use of land. It also recognises that the site would be better developed for employment uses such as research facilities which have a particular need to be located close to the hospital.
20. The outline application is seeking permission for residential use on the basis that an equivalent level of employment (employees) could be created at the Churchill Hospital site. The ability to develop the application site for housing would enable the capital receipts from its disposal to be reinvested in the provision of patient services in Oxford, whereas at the present time the Trust pay a capital charge to the NHS for the retention of this undeveloped asset.
21. In terms of employment density the planning statement states that Littlemore Park has a developable area of approximately 4.86ha. In 2007, planning permission was granted for 1,899m² of B1 (b) floorspace over 0.71ha under reference 07/02314/FUL. This was never implemented but the figures suggest that on a pro rata basis a total of approximately 13,007m² of employment floorspace would be achievable at Littlemore Park, which according to the 'Homes and Communities Agency Employment Density Guidance' could generate approximately 1300 B1(a), 450 B1(b), and 280 (B1c) employees per respective use.
22. The Trust is currently developing a masterplan for the Churchill Hospital and proposes to separate the site into 3 zones; Clinical / Patient Use; Research & Development and Employment; and Residential. The Employment Zone comprises the existing low density inter-war buildings and has an area of approximately 7ha. This area could potentially provide approximately 18,723m² of B1(b) floorspace using the same 2007 application for B1(b) floorspace at Littlemore Park as the basis of the calculation. This would suggest that there is capacity to provide approximately 1,872 B1(a), 650 B1(b), and 398 (B1 (c) employees which would exceed those estimated at Littlemore Park.
23. Officers consider that these figures represent reasonable assumptions about the employment levels likely to be generated on the Churchill site. Therefore the applicant has demonstrated that the requirement of Policy SP30 could be fulfilled to enable the redevelopment of Littlemore Park for residential use. This would need to be subject to the completion of a suitable legal agreement that sets out the proposed mechanism for securing the delivery of the new employment uses on the Churchill Hospital site.

Site Layout and Built Form

24. The outline application reserves all matters relating to appearance, layout, and scale of the development for a later date. Nevertheless, the application is accompanied by an indicative masterplan which sets out how the development is anticipated to be laid out at reserved matters stage.
25. The site is best viewed in two parts with the western and north-eastern areas separated by the open space between Littlemore Brook and the pinch point of Armstrong Road.
26. Layout: The illustrative masterplan has shown a residential development at a density of approximately 43 dwellings per hectare. This would be formed through a mixture of terraced dwellings and individual apartment buildings that are arranged around a clearly defined street structure. The layout has a clear public/private realm relationship with buildings facing onto the public realm and private rear gardens that are either back to back or enclosed by boundary walls. The scheme will also employ a home zone in the north-east section in order to encourage pedestrian activity and reduce car speeds. The parking strategy includes undercroft parking for apartment blocks, private parking through garages and bays to the fronts of properties, and on-street parking and visitor parking areas.
27. The Oxford Design Review Panel has commended the distinct site layout of terraced houses around a well-defined street pattern. However the panel has recommended that the layout could be more aligned between the north-eastern and western sections to achieve a single neighbourhood. In particular the street layout to the west should be repeated to the north-east. The rows of terraced housing could be extended closer to Armstrong Road to provide more space to deliver the quantum of houses throughout the site and enable the three houses to the south of the nursery to be incorporated into the scheme rather than being isolated from the development. The siting of the apartment buildings adjacent to the public open space in the north-eastern section provide good passive surveillance of the open space but the blocks to the south of the western edge do not overlook the public spaces. The residential character as an attractive and safe place to live would be improved by employing Home Zones across the entire site rather than just the north-eastern section. The mixture of undercroft, street, and private bay parking would help to reduce the impact of cars across the scheme and make parking areas more legible for residents and visitors. The large parking area alongside the A4074 is likely to feel unsafe for both residents and visitors especially at night. These spaces should be incorporated into the development between the terraces and apartment blocks to create more activity, ensuring that parking is overlooked. Similarly the undercroft parking would need to be designed appropriately to ensure that the frontages of the apartment blocks have sufficient activity at street level.
28. Officers support the recommendations of the Design Panel. The layout in the western section is clearly stronger than the north-eastern section which would benefit from a more defined street structure and the same back to back relationship rather than having a home zone creating an area of public space

between rear gardens. The three dwellings to the south of the nursery are isolated and compromise the pedestrian entrance to the site from the copse in the western corner. The home zone concept is welcomed but it is not clear why this has been employed in one small section of the development rather than the whole site. The parking strategy provides a good starting point but needs developing especially the visitor parking areas alongside the A4074 which could attract anti-social behaviour. The layout of the apartment blocks in the western section should be orientated to achieve surveillance of the open spaces. In this regard it is important to bear in mind that the submitted Masterplan is illustrative only of how the site could be laid out, and that all matters are reserved for further consideration at Reserved Matters stage but with the 'parameter plans' providing a framework accordingly. Certainly the concerns expressed above will need to be addressed in full and the applicant required to demonstrate how the layout is informed by basic urban design principles.

29. Scale of Development: The illustrative masterplan includes a parameter plan which shows the proposed heights of buildings in relation to the surrounding the area. The terraced blocks are predominately 3 storeys, increasing to 4 storeys at the end of the terraces to provide articulation to the terraces. The apartment blocks would be between 4-5 storeys dependant on the topography of the site and also their relationship to other surrounding properties.
30. The Oxford Design Review Panel concluded that the building heights across the site are sound and in particular the taller apartment blocks at the end of the terraces to the west provide a suitable termination to the rows whilst also providing a suitable buffer to the A4074. Again officers support these comments. The site is surrounded by larger scale buildings in the listed St Georges Manor, SAE Institute and the Oxford Science Park and the topography of the site would enable slightly larger scale buildings to be provided than the more modest scale dwellings that are generally seen elsewhere in Littlemore. The buildings along Armstrong Road will be important in terms of informing the general character of the development and therefore care will need to be taken with the scale of buildings in this area. Officers would expect any reserved matters application to include a character assessment which justifies any increase in scale beyond these illustrative parameters and identify appropriate locations for the larger scale buildings within the scheme.
31. Appearance: A traditional palette of materials is to be used in the development such as brickwork, stone, and timber cladding which can be seen in the local context of the listed St Georges Manor and Littlemore village. Officers consider that the development will need to respond appropriately to the site context and surrounding heritage assets such as the listed St Georges Manor. The use of traditional materials would be welcomed though it is not clear at this stage whether the buildings would take a contemporary or traditional form. Any reserved matters application should include a character assessment for the development which justifies the design and appearance of buildings to ensure that they suit the setting.
32. Open Space: The layout will maintain the existing landscape buffers to the A4074, western copse, and mature planting to Armstrong Road to protect the

green infrastructure surrounding the site. The copse in the western corner would form an important feature to the site, with a wildflower meadow and woodland walk and provision of picnic space and natural play area at the entrance to the development. A linear park would be established along Littlemore Brook and around the site perimeter to assist in the creation of flood attenuation and provision of public open space and external play areas.

33. The Oxford Design Review Panel considered that the conceptual sketches of the green spaces are strong but needed to be developed further with a stronger focus for the 'green heart' of the development and draw residents and visitors to the space. Officers recognise that the design policies of the Local Plan make clear that a minimum of 10% of the total site area must public open space. The use of the copse at the entrance and the linear park are positive aspects of the scheme but the design needs further consideration as the site is some distance from existing open land, public parks or children's play areas which place greater emphasis on their provision within the scheme. The masterplan has demonstrated that suitable open space for the development can be provided, but again this will need to be developed further through any reserved matters application.
34. In summary, officers consider that the illustrative masterplan has demonstrated that a residential development of the proposed density could be accommodated within the plot and designed in a manner that could follow basic urban design principles and establish a clear sense of place that responds to the special landscape character of the site and the setting of the historic buildings of St George's Manor adjacent to the site along with the wider context of the Littlemore Suburb. Any reserved matters applications would need to demonstrate that the development would satisfy the requirements of Oxford Core Strategy Policy CS18, Sites and Housing Plan Policy HP9, and Oxford Local Plan Policies CP1, CP8, CP9, CP10 and HE3.

Transport

35. The site is accessed from Armstrong Road which has a signal controlled junction with Sandford Road. Sandford Road and Oxford Road are principal routes that provide access through Littlemore. The Eastern By-pass (A4142) and Henley Road (A4074) are located to the north and south respectively and provide access to the rest of Oxford and beyond.
36. A Transport Statement and Travel Plan have been submitted with the application along with a Technical Note that considers the key transport issues with the proposal. The outline application seeks to reserve all matters including access for a later date although the illustrative masterplan, parking strategy, movement and access plan provides details of these matters.
37. Traffic Generation: The site has been allocated for primarily employment use, with residential use being a suitable alternative. The Transport Statement has included an assessment of the estimated trip generation for both uses, and the methodology for this assessment was agreed by the Local Highways Authority. The forecasts show that the residential development will generate 184 2-way trips

in the AM peak (08.00-09.00hrs) and 193 2-way trips in the PM peak (17.00-18.00hrs). This would be considerably less than for a scheme comprising B1 uses which would generate approximately 414 trips in the AM peak hour and 339 in the PM peak hour but less than a scheme comprising Industrial B2 uses which would have approximately 129 in the AM peak hour and 93 in the PM peak, although these trips would include a higher proportion of HGV vehicles than a residential development. Therefore officers consider that the residential development will have far less impact upon the highway network than the employment use the site that it is primarily allocated for within the Sites and Housing Plan.

38. Access: The Transport Statement has considered the impact upon the following key junctions on the adjacent highway - Armstrong Road / Sandford Road signalised junction, A4074/Henley Road junction, and A4142 Eastern By-pass Road / A4158 Oxford Road roundabout. The modelling shows that the Armstrong Road / Sandford Road signalised junction has capacity to accommodate the development without the need for any improvement works to the junction. The development would not create any significant impacts upon the A4074/Henley Road or the A4142 Eastern By-pass Road / A4158 Oxford Road roundabout and any such impact would be minimal. The Local Highways Authority have raised no objection to the proposal on this basis, although they have requested that any Community Infrastructure Levy obtained from the development should be allocated towards possible improvements to the A4142 Eastern By-pass Road / A4158 Oxford Road.
39. The Armstrong Road / Sandford Road signalised junction has suitable visibility splays to accommodate the development. The secondary roads throughout the site will be accessed from Armstrong Road and have carriageway widths of 6m with dedicated footpaths 2m wide. The infrastructure for the site will be subject to further design as part of any reserved matters application and will also be subject to separate s278 consents with the County Council.
40. Pedestrian / Cycle Links: The site is accessed by pedestrians and cyclists from Armstrong Road with a 2.1m wide footway on the northern side of the road. This links with Sandford Road which provides access to Littlemore and has footways on both sides of the carriageway heading towards Sandford-on-Thames village, and northwards up to the Railway Lane junction and then continuing on the eastern side only.
41. The site allocation policy (SP30) states that pedestrian and cycle links should be enhanced through and to the site, including to Oxford Science Park as part of any development proposal. The proposed pedestrian and cycle links are set out within the Illustrative Masterplan. There are a series of green walks throughout the scheme which link up the main thoroughfares. These include footways on the south-western side of Armstrong Road that are separated from the road by landscaping. A footpath would also be provided through the copse at the north-eastern corner onto Sandford Road which would improve connectivity to Sandford Road.

42. The Masterplan allows for other potential pedestrian and cycle access points to be created in order to improve connectivity to the wider area, including a link into Oxford Science Park and also Minchery Road as suggested by the County Council. The ability to deliver these links depends on the agreement of other landowners. To date the owners of the Science Park have been reluctant to allow the creation of a link into their site. Similarly the County Councils suggestion of a link in the north-eastern corner of the site into Minchery Road would require agreement from Network Rail for a crossing over the Cowley Branch Line and County Council for the use of part of the primary school grounds. Officers recognise that there would be benefits to both links being created in terms of accessibility to the wider area and public transport links. However, the ability to provide these links by way of condition or legal agreement depends on there being a reasonable prospect that they could be delivered which given the different landowners would make this difficult at this stage. The potential opening of the Cowley Branch Line by Chiltern Railways is likely to put pressure on the creation of such links to ensure that any station is accessible to the wider residential area. In order to future proof the ability for these links to be established, officers would recommend that land is set aside free of built development within the areas shown on the illustrative masterplan to enable links to be provided to the Science Park, Minchery Road or any potential station on the Cowley Branch Line. The funding for these links could then come from a variety of other sources as other developments come forward including CIL contributions.
43. During the consultation process concerns have been raised about the Illustrative Masterplan showing pedestrian and cycle routes through the gated community of St Georges Manor. This is a private gated development whereby links through the site could not be provided without permission. The masterplan has subsequently been amended to remove these links.
44. Public Transport: The site is served by the Thames Travel T2/T3 services which run between Oxford City Centre and Abingdon and the Kassam Stadium respectively, Monday – Saturday. This service is accessed via the bus stops outside the Littlemore Mental Health Centre on the Sandford Road. There is also the Stagecoach 16/16a Oxford – Minchery Farm service whose stops are a 12minute walk from the site on the Cowley Road.
45. During the consultation process concerns have been raised with regards to the frequency of the bus service within this part of Littlemore. The services currently run hourly although the T2/T3 does not operate in the evening or on Sundays. Officers accept that the location of the site would place more prevalence on the use of the car however there are accessible public transport links available to the site albeit not as frequent as other parts of the city. Nevertheless the site has been allocated for redevelopment whether for employment or residential use and therefore it is reasonable to assume that frequency and patronage of the services will increase as development is brought forward. The potential opening of the Cowley Branch Line by Chiltern Railways would point to other public transport improvements in the area that may come forward in the future.

46. The County Council has suggested that a financial contribution should be sought towards improving the existing bus service in the absence of the site being able to provide alternative footpath links to Minchery Road. This would be used to procure additional daytime or evening journeys and Sunday service for the Littlemore section of the routes only. The applicant has agreed to provide this contribution at an agreed rate of £795 per dwelling.
47. Car Parking: The parking standards for residential development are set out in Policy HP16 of the Sites and Housing Plan. The supporting text to this policy makes clear that large scale housing development in areas such as this should provide at least 1 allocated space per dwelling (1-4 houses or flats) although in certain areas it may be necessary to achieve the maximum standards which can be 2 spaces per 2-4 bed house / flat. The unallocated parking provision should be calculated according to the number and mix of dwellings and shared between all residents and visitors.
48. The parking strategy states that a total of 445 allocated and unallocated spaces would be provided within the development. There would be approximately 220 allocated and unallocated spaces serving the dwellings which would include 'driveways', 'garages', and 'on-street and group parking'. The allocated spaces would be at a ratio of 2 spaces per dwelling. There would be approximately 225 allocated and unallocated spaces for the flats through 'undercroft' and 'on-street group parking' with the allocated spaces being at least 1 space per unit. The unallocated provision must be available to be shared between all residents and visitors in the development.
49. As this is an outline application the number of spaces are an indicative figure, and the actual numbers of spaces per unit will come forward in the reserved matters application. The parking strategy would broadly accord with the standards set out in Policy HP16, but would need to be refined as part of the subsequent detailed design stage. A condition should be attached requiring the parking provision to reflect the parking standards set out in Policy HP16.
50. Cycle Parking: The cycle parking standards for residential development are set out in Policy HP15 of the Sites and Housing Plan. The minimum provision would be at least 2 spaces for houses and flats up to 2 bedrooms, and 3 spaces for houses and flats up to 3 bedrooms. All cycle storage must be secure, under cover and preferably enclosed and provide level unobstructed external access to the street.
51. The Transport Statement confirms that 2 or 3 spaces would be provided per dwelling and 2 spaces per apartment within the scheme in accordance with the minimum standards. A condition should be attached which requires details of the cycle parking provision to be provided at reserved matters stage and that this should reflect the requirements of Policy HP15.
52. Travel Plan: A Travel Plan has been submitted which proposes a package of measures to promote sustainable transport options and reduce reliance on the car. This includes the provision of Welcome Packs with details of sustainable transport options, provision of pool bicycles, consideration of the provision of high

quality bicycle storage and the appointment of a Travel Plan Co-ordinator. As this is an outline application, the Travel Plan would need to be developed further at detailed design stage. This should be secured by condition.

Archaeology

53. The site is adjacent to a known multi-period archaeological site on the opposite side of Littlemore Brook at Oxford Science Park. The excavations at the Science Park have identified palaeo-archaeological, prehistoric and extensive early Saxon remains, while limited trial trenching within the Littlemore Park site has produced evidence of Roman field system and remnants of Roman pottery manufacturing waste. The pottery evidence is significant because the site is located within an extensive arc of dispersed pottery manufacturing sites associated with the regional Oxford pottery industry which is of national significance in the field of Roman studies.
54. The site is also significant because an extensive 19th century cemetery associated with the former Oxfordshire County Asylum survives within the grounds. Such burial grounds are increasingly being recognised as having high archaeological value because of the potential contribution that scientific analysis of human remains make to our understanding of 19th century population movement and health outcomes. The Illustrative Masterplan shows that the recorded cemetery is not being developed and is to be retained within the grounds of the forthcoming scheme. As such some consideration of long term tree management in the cemetery area would be warranted as the site is now heavily wooded. This should include archaeological input into the landscaping strategy for this area. A new cemetery was created in 1901 and this took 1,318 burials. These are located outside the area of the proposed site.
55. A desk based assessment has been produced by John Moore Heritage Services (2014). In addition to the above this notes that medieval activity is indicated by antiquarian maps and finds on the northern part of the site and that lynchets running in a northwest to southeast direction are shown on Davis of Lewknor's map of 1797. Furthermore demolished or overgrown features associated with the Oxfordshire County Asylum (constructed 1843-46) are noted, including paths and terracing, an engine house, gasworks and reservoir. The potential biodiversity constraints of the site also have had a bearing on the extent of pre-determination archaeological evaluation that has been carried out at this stage. A condition should be attached which requires a full archaeological evaluation of the site to be carried out in accordance with a written scheme of investigation that takes into consideration the potential biodiversity constraints, and secures a scheme of mitigation for any significant archaeological impact. The archaeological investigation should take the form a geophysical survey (post scrub clearance) followed by targeted trial trenching and be undertaken by a professionally qualified archaeologist working to a brief issued by ourselves.

Landscaping

56. A series of Area Tree Preservation Orders covers the site. These were made when the land was originally allocated for development to enable proper

assessment of the trees in the planning process. The L-shaped site falls away to the south where the A4074 marks the south-western boundary, and a stream marks the south-eastern boundary. These boundaries enjoy robust tree cover providing a buffer to the A4074 and a riparian corridor to the stream. These are important landscape features and likely to have ecological significance. The remaining boundary is Armstrong Road, which has an overgrown mixed hedge and semi-mature lime trees that have potential to add value as a degree of landscape maturity for the scheme providing they are retained. The wooded area at the west of the site contains some exotic specimen trees that strongly indicate being planted as part of the landscaping of the former Victorian asylum (1840s). The copse includes several excellent quality mature trees and the cumulative value of the copse is high given the group has relevance to the Grade II Listed St Georges Manor.

57. The Landscape Strategy for the development shows the western copse retained as public open space to some shrub clearance to create a woodland glade. A pedestrian route through the copse into the site has also been incorporated. The general layout of the site is configured so as to leave sufficient space between the south-western and south-eastern boundary vegetation buffers and buildings and gardens. This will avoid problem associated with shade, overbearing impact and general nuisance such as leaf litter, encroaching branches etc.
58. Having reviewed the landscape strategy, along with the recommendations of the Oxford Design Review Panel, officers consider that the following points should be addressed at reserved matters stage. The landscape design appears to indicate an informal treatment for the middle section of Armstrong Road. A more formal approach to the design here would better integrate the scheme with the soft landscape of St George's Manor to the north and help define the route through the scheme from west to east. If the semi-mature lime trees growing within the existing hedge are retained, they could be key features and the core element in a formal avenue, providing some instant landscape maturity.
59. The proposed public open space at the pinch point along Armstrong Road has merit, but the western end will be divided off and heavily shaded at times by the existing mature trees (T12, T13, T14). The best tree within this group is the lime (T13) but the remaining two trees could be removed which would make a specimen tree of the lime and integrate the western end with the rest of the public space. This would also create a suitable environment for appealing hard landscaping to be incorporated, including benches. Notwithstanding these comments the outline application is generally acceptable in landscape design terms in accordance with Oxford Local Plan Policies CS18, CP1, CP11 and NE16, subject to conditions requiring further development of the landscape strategy at reserved matters stage.

Biodiversity

60. The NPPF makes clear that new development should minimise biodiversity impacts 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 requires no net loss of sites of ecological value, and Sites of Special Scientific Interest (SSSI), Sites of Local Importance to Nature Conservation (SLINC), and wildlife corridors to be protected from development that has an adverse impact. It also recognises that species and habitats of importance for biodiversity will be protected from harm, unless the harm can be properly mitigated.

61. A Preliminary Ecological Appraisal, Biodiversity Offsetting Report, and Reptile Method Statement have been submitted. The appraisal identifies that the site is adjacent to the Littlemore Brook Site of Local Importance to Nature Conservation [SLINC] and in close proximity to the Iffley Meadows Site of Special Scientific Interest [SSSI]. The site is principally formed from poor semi-improved grassland, hedgerow, woodland, tall ruderal vegetation, short perennial vegetation, amenity grassland and scrub. In terms of protected species the survey identifies that some of the trees have potential for bats; otters and water voles may be present in the Littlemore Brook SLINC; and there is suitable habitat for reptiles such as slow worms and invertebrates. As the application is made in outline form the appraisal recommends that further survey work will be required to assess the impact on protected species and habitats. It puts forward provisional mitigation measures to minimise biodiversity impacts but recognises that these will need to be made in more detail at reserved matters stage, and allows for opportunities to improve local habitat resource for protected species.
62. The Berkshire, Buckinghamshire, Oxfordshire Wildlife Trust [BBOWT] have raised an objection to the proposal on the grounds that there is insufficient mitigation against the loss of legally protected species and their habitats in line with The Conservation of Habitats and Species Regulations 2010 and the wildlife and Countryside Act 1981; insufficient measures to ensure that biodiversity interests are maintained, enhanced and restored in line with the NPPF; insufficient buffering of Littlemore Brook SLINC; and a lack of evidence of a net gain in biodiversity. Natural England has raised no objection to the proposal.
63. Having reviewed the submitted studies officers consider that the site has been shown to be of low ecological value. The surveys provide a good understanding of the ecological character of the site for outline stage and identify a number of constraints that will need to be addressed in any reserved matters application. In the event that there is a small residual risk from the development upon biodiversity interests then provided a mitigation plan is developed that addresses the worst case scenario further survey works should not necessarily be required. According to the information supplied to date, officers consider that there is a minimal risk of protected species being negatively impacted by the development. However, if appropriate protocols are carried out and approved through an Ecological Mitigation Compensation and Management Plan (EMCMP) and compensatory offsite habitat creation provided as detailed, before a reserved matters application is decided then officers are satisfied that any risk will be mitigated and potentially a net beneficial effect and a net gain to biodiversity achieved.

Protected Species

64. Bats: The survey identifies a tree on the boundary of the site (TN41) that has a medium to high possibility of harbouring bats and all other trees have a low to medium score. Officers are satisfied that bat roosts would not be adversely affected if certain protocols are implemented through the EMCMP. These would include locating bat roosts and movement corridors around the fringe of the site while also protecting this fringe during and after construction and avoiding light pollution to this area, along with providing roosting opportunities within the built environment. This will result in a net gain in roost sites for bats and not significantly compromise feeding opportunities.
65. Otters/Badgers: Officers consider there is no reasonable likelihood of Otters being disturbed by the development if protocols for lighting are produced through the EMCMP. It is not reasonable to suggest that Otter holts will be present on the site and the mitigation proposals for badgers would also protect Otters in the unlikely event they forage over the site at night.
66. The survey evidence suggests that Badgers do not forage extensively over the site. Although foraging opportunities exist these are highly unlikely to be of importance to the local population given the type of habitat. Badgers preferentially forage over short grassland because it is easier to locate their earthworm prey in this environment. There is a small risk that badgers may occasionally use a hole identified in the survey as an outlier or that badgers could move on to the site. However this small risk can be adequately addressed by the submission of a survey and mitigation plan at reserved matter stage.
67. Reptiles: The Reptile surveys have not been fully completed but worst case scenario mitigation has been proposed based on the presumed presence of Slow Worm, Common Lizard and Grass Snake. It is the reptiles that are protected and not their habitat, and on the basis that a suitable relocation strategy is developed then there should not be any impact on reptiles. This could be secured through the EMCMP which would offer assurance that the development could not take place until the reptiles have been trapped and relocated to a suitable site.
68. Water Voles: If the habitat likely to be used by Water Voles is conserved and not impacted by the development then it is not necessary to conduct a further survey. The watercourse does not provide the optimal habitat for Water Vole given it is wooded and shaded and the nature of this space will remain unchanged and a 10m (minimum) buffer from the water's edge provided. This provides sufficient assurance that these species will not be negatively impacted by the development.
69. Birds: It is highly unlikely that site is of significance for breeding birds. It is likely to hold a semi urban assemblage due to the nature of the habitats present and its location. The retention of the habitat around the edge of the site and clearance of bramble and scrub outside of the nesting bird season, along with bird box provision within the built environment would mitigate any impact.

Buffering of Littlemore Brook

70. The masterplan identifies that a minimum buffer of 11m would be provided to the Brook and considerably more in parts. Officers are satisfied that the development

will not have a significant impact on the SLINC, or the species that currently utilise it. The Environment Agency has required an 8m buffer to the brook and so this would exceed their requirements. The current wooded buffer is to be enhanced and conserved and so further details will be required through the EMCMP.

71. BBOWT have raised concerns that the Littlemore Brook is vulnerable to the input of sewage and other forms of water pollution which could have an impact upon the ecology of the watercourse. Thames Water has indicated that a drainage strategy detailing on and off-site drainage works will be needed before development commences. Therefore this impact could be managed through any drainage scheme. Natural England has also recommended a Sustainable Drainage condition.

Biodiversity off-setting

72. The Biodiversity Offsetting Report has assessed the habitat impacts of the development and provided details of the off-site compensation and net gain in biodiversity in accordance with national best practice. Officers consider that the submitted scheme offers sufficient assurance that there will be a net gain in terms of ecological units. The BIA calculator represents the most robust system available of achieving this because it objectively assesses ecological value before and after development. In this instance it clearly demonstrates that the development will result in a net gain for biodiversity after the development and mitigation measures have been completed. It is accepted that the botanical survey was not conducted at the optimum time of year however given the habitats identified the risk of misidentification by a competent botanist is minimal. The pictures supplied are consistent with the habitats identified. The recommended condition will ensure that an offset scheme will be delivered before the development can proceed.

73. In order to adequately mitigate the biodiversity impacts in accordance with the aims of Oxford Core Strategy Policy CS12, an Ecological Mitigation Compensation and Management Plan should be provided before any reserved matters application, development or site clearance can proceed. This would include

- A biodiversity offset agreement resulting in a neutral or positive ecological unit score as outlined in Littlemore Park biodiversity offsetting report.
- A legal agreement to ensure the offset area is retained and managed in perpetuity.
- Monitoring and reporting mechanisms for the offset area including necessary remedial action identified by monitoring to achieve stated condition.
- Details of habitat creation and management of onsite mitigation measures including mechanisms to ensure management in perpetuity.
- Details of native species to be used in planting schemes.
- Timetable for reptile survey and relocation programme as outlined in Littlemore Park reptile method statement.
- Location and detailed description of reptile translocation site including management and monitoring regimes.

- Management of translocation site must be appropriate and guaranteed in perpetuity by legal agreement.
- Details of site clearance protocols.
- Details of protection measures for retained flora.
- Working methods including lighting regimes to ensure minimum disturbance of onsite fauna identified in reports.
- Details of pre development badger survey requirement.
- Location and details of make and model of 10 integrated bat and 10 integrated Swift boxes to be incorporated into the fabric of the development.

Flood Risk and Drainage

74. The main area of the site is located within Flood Zone 1 which has a low probability of flooding. The parts of the site alongside Littlemore Brook are within Flood Zones 2 and 3 which have a medium to high probability of flooding.

75. A Flood Risk Assessment and Addendum has been submitted with the application which assesses the impact upon flood risk and recommends the following mitigation measures to be addressed at reserved matters stage to ensure the development does not pose a flood risk.

- The site layout will be reviewed to assess whether the dwellings and infrastructure could be located entirely within Flood Zone 1, with encroachment into Flood Zone 2 minimised.
- No dwellings in Flood Zone 3.
- There will be no basements or below ground parking located within Flood Zone 2.
- The finished floor levels will be set no lower than 300mm above the climate change flood level
- A buffer zone of 8m from the Littlemore Brook will be kept free from development including sustainable urban drainage features.
- All above ground sustainable urban drainage features will be sited outside the 1 in 100 year plus climate change outline.
- Surface water and fluvial flood flow routes will be considered at reserved matters stage in conjunction with landscaping to ensure safe dry access and egress from the site can be provided
- The detailed design will incorporate floor resilient materials and construction methods
- A site specific flood evacuation plan will be produced, and include properties at risk being encouraged to sign up to the EA flood line.

76. The Environment Agency have raised no objection to the development subject to these mitigation measures being used to inform the detailed design of the development at reserved matters stage. These should be secured by condition.

77. The Flood Risk Assessment Addendum also recognises that a sustainable urban drainage scheme will need to be developed at reserved matters stage. Thames Water, Natural England, and the Environment Agency have all requested a condition be attached to secure such a scheme. Officers also recognise that

BBOWT have raised concerns that the ecology of Littlemore Brook is vulnerable to water pollution. This could also be secured by condition.

Sustainability

78. Oxford Core Strategy Policy CS9 has a commitment to optimising energy efficiency through a series of measures including the utilisation of technologies that achieve zero carbon developments. The Sites and Housing Plan Policy HP11 then goes on to state that a development of this size will need to include at least 20% of its total energy needs from on-site renewables or low carbon technologies.

79. A full energy statement which demonstrates how the development would achieve the 20% target would only be possible at the reserved matters stage through the detailed design of the development. A condition should be attached to any permission which requires these details to be submitted at detailed design stage and incorporated into the design.

Community Infrastructure Levy / S106 Contributions

80. The Community Infrastructure Levy (CIL) is a standard charge on new development. The reason that CIL has been introduced is to help fund the provision of infrastructure to support the growth of the city, for example transport improvements, additional school places and new or improved sports and leisure facilities.

81. The proposed development would be liable for a CIL charge but this would not come into effect until the reserved matters application is submitted. The Oxfordshire County Council have requested that CIL charges for this development be spent on non-transport infrastructure priorities such as extensions to the existing primary, secondary, and 6th form schools, special needs accommodation, and improvements to the capacity of the Westgate library, early intervention centres, children's centres and elderly day centres. They have also requested funds towards roundabout replacement or re-phasing of the traffic signals at Littlemore Roundabout (A4142). There are no longer any direct allocations towards specific infrastructure projects from applications. The CIL contribution from this application will go into a central fund and the Council will decide the spending priorities in consultation with the County Council through the infrastructure planning and budget setting process.

82. The site allocation policy recognises that there was a former playing field on site which should be re-provided within the scheme or a contribution made towards improving facilities elsewhere. The scheme does not make provision for a new playing field within its layout, and therefore it is envisaged that this will be dealt with by means of a contribution. There is currently no other suitable area within the locality whereby a new cricket pitch could be developed or replaced. As a result it is considered that any contribution of should be linked in general to leisure and sport provision within the wider surrounding area.

Other Matters

83. Ground Conditions: A 'Preliminary Risk Assessment' has been submitted which includes a thorough preliminary risk assessment and identifies a number of potential contaminant linkages. The report recommends that an intrusive site investigation is undertaken prior to the commencement of development. Officers agree with the findings of the report and recommend that this is secured by an appropriately worded condition. The Environment Agency has also requested similar conditions to ensure that the development does not pose an unacceptable risk to ground water.
84. Noise: The Noise Assessment identifies that the primary source of noise at the development site is from the A4074. It goes on to state that the internal noise levels will meet British Standard (BS8233), and that appropriate noise mitigation measures could be incorporated at reserved matters stage to make this suitable for residential development
85. Officers would advise that any scheme will need to ensure that the internal noise levels meet the BS8233 standard and where this is not possible with opening windows that an adequate ventilation system is provided. With regards to noise levels in external recreational areas there are difficulties in reaching these values in busy urban environments. A condition should be attached which states that all residential accommodation should meet the agreed noise level of 30 dB LAeq in living rooms and bedrooms, with no single events to exceed 45 dB LAmax. In addition all windows need to be remain closed to achieve the agreed levels and acoustic ventilation provided to ensure suitable fresh air into the properties.
86. Air Quality: The Air Quality Assessment considers the potential impacts on air quality during both the construction and operational phases of the proposed development. The assessment identifies a medium risk of impacts on sensitive receptors from dust during the construction phase. It concludes that a number of mitigation measures have been adapted for the development site. These should be reviewed prior to the commencement of construction works and incorporated into a Construction Environmental Management Plan which should be secured by condition. The assessment concludes that existing air quality is such that the location is suitable for the proposed development and that impacts on pollutant levels as a result of operational phase vehicle exhaust emissions were not predicted to be significant at any sensitive location in the vicinity of the site.
87. 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". Oxford City Council's Air Quality Action Plan 2013 commits to seeking to ensure that new developments make appropriate provision for walking, cycling, public transport and low emission vehicle infrastructure. As a minimum requirement, new development schemes should include the provision of electric vehicle recharging provision and any mitigation requirements arising from the exposure assessment, where applicable. To prepare for increased demand in future years, appropriate cable provision should be included in the scheme design and development. The recommended provision rate is 1 charging point per unit (house with dedicated parking) or 1

charging point per 10 spaces (unallocated parking, i.e. flat development). This should be secured by condition.

88. Construction Management: In the event that outline permission is granted for the proposed development, it should be subject to a Construction Environmental Management Plan (CEMP) which would address issues such as working hours, signage, site hoardings, site security measures, piling methods, earthworks, routing arrangements, arrival and departure times for construction vehicles, control of dust and emissions, vibration, materials storage, waste management, and complies with the British Standard BS5228: Noise and Vibration. This should be secured by condition with the principal contractors and plot developers also registering with the considerate contractor's scheme.

Conclusion:

89. The proposal is considered to be acceptable in terms of the relevant policies of the Oxford Core Strategy 2026, Sites and Housing Plan 2011-2026, and Oxford Local Plan 2001-2016 and therefore officer's recommendation is to approve the development in principle, but defer the application for the completion of a legal agreement as set out above.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant outline planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

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

Contact Officer: Andrew Murdoch

Extension: 2228

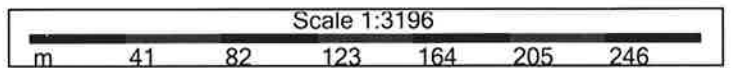
Date: 24th February 2015

Appendix 1

Littlemore Park, Armstrong Road (14/02940/OUT)



1:3195



Organisation	Oxford City Council
Department	City Development
Comments	Not Set
Date	19 February 2015
SLA Number	100019348

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Appendix 2: Summary of Public Consultation

Littlemore Park (14/02940/OUT)

The following comments from Statutory Organisations and Third Parties in relation to the application are summarised below

Public Consultation

Statutory Consultees

Littlemore Parish Council: Objection

The proposed development encroaches on consecrated ground (burial ground 1) that has yet to be deconsecrated. The proposed gardens of dwellings bordering the railway encroach on the burial grounds. The path linking the development to St Georges also encroaches (burial ground 2), the ownership of the pathway is private and not public and has been built on the graves of patients resident in Littlemore hospital. The archaeological report identifies this area as an “area of concern, and should not be built on”.

The proposal identifies 270 dwellings with 445 associated parking spaces, equating to 1.6 cars per dwelling. This ratio provides no provision for visitor parking. Armstrong Road will become under additional parking pressure from the development as it will be the only access for some 700+ people.

No open community space is planned, where pockets of space cannot be developed the developer has designated them green space. This diminishes the overall concept in terms quality living space. No provision has been given to the social and community needs of one of Britain’s largest cul-de-sacs.

Due to local shops being some 15 minutes away by car, there will be additional demands upon home owners to own and drive cars to their destinations. There are no doctor’s surgeries, dentist in Littlemore. Local schools (Nursery and Primary) in a recent report to Parish council stated they were full, and potential parents were on a waiting list. Concerns therefore in the area of residents assessing educational needs are a concern.

The T2/T3 provides no service on Sunday’s and no service after 6:39 weekdays. This service remains under pressure. Stagecoach currently, operates the 12C to Blackbird Leys and serves the residents of Littlemore and Sandford. This service will cease on the 30th May 2015. Placing more pressure on meeting the needs of potential residents

The proposed site is in a flood plain. Securing a 5m margin from the Littlemore Brook which is historically prone to flooding will put residents at risk.

The developer has adopted a ridge height to match the ridge height of adjacent properties of St Georges, regardless of topography. This is a wrong approach and merely a means of increasing the number of floors to a given building. If this rule is applied then it stands to reason that Littlemore hospital is the parent building,

therefore additional buildings should be subservient. The five floor flats would be detrimental to the skyline from the Sandford and Littlemore views, in what is a historical conservation area. The ridge heights should be no more than 3 floors to reflect the scale and visual amenity of other buildings in the area, and follow the topography and not challenge it.

Oxford Civic Society

The development of this site for housing is acceptable in principle, subject to the provision of a comparable accommodation for employment at the Churchill Hospital site. However many issues need to be resolved, including the following:

- Consideration of pedestrian access to the proposed new station at Oxford Science Park on the Cowley Branch railway line
- Routing of bus services and location of stops
- Pedestrian and cycle routes on and off-site, including on private land through the grounds of the former Littlemore Hospital
- Parking provision for cycles and cars
- Detailed design of buildings, and their disposition, with consideration of effects on views, overlooking and shading.
- The Society concur with the views expressed by Mr Roe of 32 St George's Manor

Environment Agency Thames Region

The Environment Agency have withdrawn their objection to the application following the submission of the addendum to the Flood Risk Assessment and subject to the following conditions, detailed under the headings below, to any subsequent planning permission granted.

- The development is carried out in accordance with the approved Flood Risk Assessment Addendum produced by JBA Consulting (dated, 11 February 2015) and the following mitigation measures detailed within:
- There will be no residential development in Flood Zone 3
- There will be no basements or below ground parking in Flood Zone 2 or 3
- Finished Floor Levels will be set no lower than 300mm above the climate change flood level.
- No development including SuDS features will be within the 8m buffer zone of the Littlemore Brook.
- All above ground SuDS storage features will be sited outside the 1 in 100 year plus climate change outline.
- A Surface Water Drainage scheme is submitted
- A phased contaminated land risk assessment
- A verification report for any remediation works
- A watching brief for future contamination
- A restriction on foundation design

Berkshire Buckinghamshire Oxfordshire Wildlife Trust [BBOWT]

The Trust object for the following reasons:

Protected species

The application includes a Preliminary Ecological Appraisal (January 2014) which incorporates the results of a Phase 1 Ecological Survey. These surveys identify a

number of legally protected species as either being present on or adjacent to the site or there being a high likelihood of them being present. It also makes recommendations for additional surveys with respect to several of these species. There is no evidence of these additional surveys having been carried out. Without these additional surveys any necessary mitigation proposals for these species cannot be drawn up for assessment as a material consideration in the planning process. In the absence of these surveys and mitigation plans the application should not be approved.

The Preliminary Ecological Appraisal has recognised a reasonable likelihood of a number of protected species being present and affected by the development. Therefore surveys and mitigation statements should be provided prior to assessing the application for determination and approval. The fact that this is an Outline application makes no difference to the fact that surveys and mitigation details are needed prior to planning decision. This application is establishing whether or not it is appropriate for the site to be developed and as such this is the stage at which the detailed ecological assessment is required.

Species identified as being on site, or likely to be on site, include species protected under the Wildlife and Countryside Act 1981. They also include species protected under the EC Habitats Directive and The Conservation of Habitats and Species Regulations 2010 and as such, are European Protected Species. Offences under this legislation include any activities that may kill, injure or disturb an individual or damages or destroys a breeding site or resting place of that individual. The current development proposals do not provide adequate assurance that the populations of legally protected species identified on the development site will not be adversely affected by the proposals submitted. Without appropriate survey information on European Protected Species then it is not possible to assess whether a licence would be obtained.

Protected species

Bats: BBOWT accepts the reassurances provided by the City Council ecologist regarding bats subject to all the relevant requests for Conditions in their letter being put in place.

Otters and Water Voles: BBOWT accepts to some extent the reassurances by the City Council ecologist with respect to otter and water vole (subject to all the relevant requests for conditions in their letter being put in place), but with the significant proviso that in the absence of any survey and mitigation plans, and with the likely presence of both species, then the proposed SLINC/watercourse buffer and measures to protect it and ensure it remains unlit and with minimal disturbance, becomes the mitigation.

Reptiles: BBOWT remain concerned with the approach being taken with respect to reptiles. As the site contains a significant amount of suitable habitat, we consider it possible that in the worst case scenario the site could support very significant reptile populations which would be severely impacted by the development. We do not consider it appropriate to determine the application without knowing the size of the

populations of any reptiles present, and without having fully identified the viability of any necessary receptor sites.

Breeding Birds: We maintain our previous position with respect to breeding birds. Whilst we appreciate the City Council ecologist's response on this matter, the habitats on site provide both significant nesting opportunities and food resources, the loss of which to land take would need to be compensated rather than mitigated.

Retention of on-site habitats

The far western part of the site includes a number of large mature trees within a woodland habitat. Several of these large mature trees have High Retention Value. The application has rightly recognised the value of these and other trees, and the habitat they are within by maintaining this area free of development. It is important that the area of habitat at the western end is retained as natural habitat in its current form, and that it does not become a "mown grass open space" below the mature trees, as the combined habitats of bramble/scrub, younger trees and mature trees have significant biodiversity value. In the event of a path being routed through this area then it is important that this is routed so as to be well away from the most significant mature trees so as to avoid any potential compression damage to their root systems. This area should also remain unlit to avoid adverse impact on wildlife, especially bats.

Waste water infrastructure

We have noted the response from Thames Water which draws attention to the possibility of adverse ecological impacts on surface water courses within, or in the locality of, the application site. The matters raised in the Thames Water response are a concern in relation to two matters:

1. Littlemore Brook is adjacent to the development and is therefore vulnerable to the input of sewage and other forms of water pollution which could have a significant adverse impact on the ecology of the watercourse;
2. as our main premises are on Armstrong Road, adjacent to the development, we are naturally concerned in relation to the possibility of sewer flooding;

Off-site compensation and net gain in biodiversity:

We welcome the reassurances provided by the ecologist response with respect to the proposed site for off-site compensation. We re-iterate that we welcome the approach taken by the developers by using an accepted metric for Biodiversity Impact Assessment. However we maintain our position that for a development of this size on a site of this nature, it is not acceptable that the only habitat surveys carried out by the developers took place in December, one of the least suitable months of the year for such assessments. The developers accepted this by stating, in the Preliminary Ecological Appraisal in section 4.1: "*The timing of the phase 1 survey (10th December 2013) resulted in a survey constraint. The botanical survey season runs from April to October according to the Handbook for phase 1 habitat survey (JNCC, 2010). As the survey was undertaken outside the optimum season for botanical assessment, a full evaluation of the site was not possible.*" With respect to the survey and habitat assessment for the development site we maintain our previous objection.

More work is needed to show the existing ecological value of the existing site, before a net gain in biodiversity can be demonstrated. This should be completed prior to

determination of the planning application. The principle of the mitigation hierarchy is that off-site compensation is only considered as a last resort. By scaling back the number of units on the site there would be room to provide on-site habitat restoration that could provide for a net gain in biodiversity without the need for off-site compensation.

Buffering of Littlemore Brook SLINC

We welcome the proposed buffering of Littlemore Brook SLINC but the width falls well short of what is needed. The SLINC and the wildlife it supports are highly vulnerable to the impacts of development and it is important to provide significant buffers in order to avoid the “significant adverse impact”. Even if it was not designated it would be important to provide a significant buffer to the watercourse. However, in places the proposed buffer to the water course is less than 10m (and therefore even less to the SLINC – see below), whereas developments nowadays are typically providing much more, even for watercourses without any specific designation. A wider buffer is needed to protect the watercourse and provide an ecological corridor alongside the watercourse. The buffer for Boundary Brook for example should be more in the order of 15m either side. Section 8.1 of the Preliminary Ecological Appraisal offers a buffer of 7m between the SLINC and any development, which is not sufficient. The SLINC itself is about 14m wide some of which is made up of buffer either side so as an estimate the currently offered 7m SLINC buffer plus about 4m buffer within the SLINC means that even under the current proposal of 7m SLINC buffer there should be a minimum of 11m between all development and the Brook which, according to the Illustrative Masterplan is not being achieved. The development should be reduced in scale in terms of number of units to increase the buffer alongside Littlemore Brook SLINC to a minimum of 25m, which will typically provide a 30m buffer away from the actual Brook. This buffer should be managed as wildlife habitat and not as regularly mown amenity grassland. It should also be unlit so as to provide a dark corridor for commuting nocturnal protected species such as bats and otters. Such a buffer would also serve to take most / all of the development outside of the Flood Zone as indicated in 2.10 of the Design and Access Statement.

Parking / Traffic

BBOWT’s main offices are located at the western end of Armstrong Road. Armstrong Road currently serves part of the St George’s Manor residential area, and several businesses along Armstrong Road. Some of these businesses, including ourselves, rely on the unrestricted parking available on Armstrong Road to enable staff, volunteers and visitors to access our offices. We are extremely concerned about the implications for the functioning of our operations if this development goes ahead in its current form.

We have read the objection from the Local Highways Authority. We fully support the case that the Trip Generation figures are significant underestimates. In particular we stress the following issues from the County Council transport response:

- “1. *The site is not included as a residential site in the Oxford City Council Sites and Housing Plan 2011 – 2026 (Policy SP30).*
2. *The site has limited access and permeability to the wider area, by sustainable modes (Contrary to Policy SP30, *ibid.*).*

3. *The site is very much on the fringes of the Oxford City area and has accessibility characteristics more similar to that context than within the city. For example, the furthest part of site (the north-eastern corner) is very remote (up to 700 metres) from bus stops on the Sandford Road and the junction of Sandford Road and Armstrong Road is the only access to the site.*

4. *The predicted residential trip rates are considered to be low for a site in this location. As a consequence, it is considered that the proposals would be an over-development of the site for residential purposes”*

With respect to Parking, there are likely to be greater levels of car ownership + visiting cars than the current provision of 445 spaces, leading potentially to overflow parking on Armstrong Road, with implications for our operations. This is also likely to displace current business parking further into other residential areas of Littlemore, affecting the wider community. If the low levels of car ownership per dwelling that the developers are aspiring to are to be realised then at the very least there will be need for a greatly enhanced provision of public transport from the adjacent bus stop on Sandford Road, and improved provision for cycling.

Lack of open space within the development

The Oxford Green Space Study 2012 suggests that Littlemore is already under-resourced with respect to high quality open access green space. This development should be making significant provision of open access green space of a variety of types. The plans at present do not provide sufficient green space and we do not consider them in keeping with the Oxford Green Spaces Strategy 2013 – 2027. This is likely to result in significant recreational pressure on areas that should be a priority for biodiversity including the buffer alongside Littlemore Brook SLINC and the woodland copse at the western end.

The development proposals should be scaled back in terms of the number of units, with significantly increased provision for public access open space in addition to increased provision of open space prioritised for biodiversity conservation.

Oxfordshire County Council

Highways Authority: The County Council objected to this application on transport related grounds on 20th November 2014. A subsequent submission on behalf of the developer (Technical Note, 10 December 2014, Mode Transport Planning) has satisfactorily addressed all reasons for objection.

In relation to accessibility, the Oxford-Cowley railway line severs this development from nearby bus stops at Minchery Road, from the local primary school and from nearby shops at St Nicholas Road. The provision of a short pedestrian tunnel / underpass or a bridge would provide much improved connectivity for the new residents, not only to a more frequent bus service but also the school and shops. If such a link could not be provided then a contribution at the rate of £1000, per additional dwelling would be sought to boost bus services on the Oxford – Wallingford corridor. This would be used to procure additional daytime or evening journeys, to be operated in a commercial manner following a period of pump-priming support.

In this case of the Littlemore housing application, an additional bus would be required to procure an extra hourly bus service off-peak and an hourly service evenings and on

Sundays. The £1,000 per additional dwelling figure is benchmarked against requests for additional bus services in the adjacent part of South Oxfordshire (for example Benson and Wallingford). The calculations for Littlemore assume procurement of a single additional bus for the Oxford – Littlemore section of route only, probably extending to the Science Park area to turn around.

Should planning permission be granted then the following legal agreements are required to be entered into to provide for mitigation and developer gain:

- Contribution to the transport components of the CIL Regulation 123 list of Oxford City Council are appropriate for this area, and should include roundabout replacement or re-phasing of traffic signals at the Littlemore roundabout on the A4142.
- Should it not be possible to provide a pedestrian / cycle route from the development to Minchery Road then a contribution at the rate of £1000, per additional dwelling should be made to boost bus services on the Oxford – Wallingford corridor.
- Agreements will need to be entered into to contribute to the public realm to create pedestrian infrastructure, commensurate, with the proposed residential use. This includes footways across the site frontage and routes through to connect to other residential and employment areas.

Should permission be granted, the following conditions are recommended for this outline application:

- Additional pedestrian and cycle assess points, are required to ensure the site is accessible and, therefore, has a chance of meeting the sustainability objectives, outlined in the Transport Assessment and Travel Plan. This to be secured through the provision of drawings to the LA and the approved drawings implemented by the developer, through agreement.
- Prior to commencement, a detailed drainage design, for the management of surface water, should be submitted to and approved by the local planning authority.
- Prior to commencement, details of finished floor levels, surrounding ground levels and peak flood level should be submitted to and approved by the local planning authority.
- Access Design & Vision splay details.
- Turning Area & Car Parking.
- Cycle Parking Facilities.
- Construction Traffic Management Plan (CTMP).
- Travel Plan

County Council Infrastructure: If permitted, the proposal will impact upon various County Council related infrastructure and services. To address these, CIL revenue would be necessary towards the following non-transport infrastructure.

- Extensions to existing primary schools
- Extensions to existing secondary schools
- Extensions to special needs accommodation
- Extensions to existing 6th form schools
- Improved capacity and accessibility of Westgate library
- Improved capacity and accessibility of early intervention centres

- Improved capacity and accessibility of existing children's centres
- Older people day centre and learning disabilities day centre in West Oxford

Ecology: The District Council should be seeking the advice of their in-house ecologist who can advise them on this application.

Thames Water Utilities Limited

Thames Water has identified an inability of the existing waste water infrastructure to accommodate the needs of this application. Should the Local Planning Authority look to approve the application, Thames Water would like a 'Grampian Style' condition imposed which seeks the development of a drainage strategy detailing on and off-site drainage works.

Natural England

No objection subject to conditions. This application is in close proximity to the Iffley Meadows Site of Special Scientific Interest (SSSI). However, given the nature and scale of this proposal, Natural England is satisfied that there is not likely to be an adverse effect on this site as a result of the proposal being carried out in strict accordance with the details of the application as submitted.

A detailed SUDS plan must be brought forward at the detailed design stage. This SUDS scheme must use a variety of techniques to ensure that the run-off from the site remains at Greenfield run-off rates. The SUDS must be installed early in the construction process.

This application may provide opportunities to incorporate features into the design which are beneficial to wildlife, such as the incorporation of roosting opportunities for bats or the installation of bird nest boxes. The authority should consider securing measures to enhance the biodiversity of the site from the applicant, if it is minded to grant permission for this application.

Third Parties

Letters have been received from the following addresses.

- 30 Dudgeon Drive; 7, 10, 12, 13, 14, 16, 19, 20, 22, 32, 38a, 39 49, 55a, 56, 64, 65, 66, 74, 77 St Georges Manor; 1 Mandelbrote Drive; 13, 18, 17, 19 (Radcliffe House), 75, 76, 78 (The Crescent); 57 (Newman House), 84 (The Old Gate Lodge) Mandelbrote Drive; 4, 20 Oxford Road; 19 Pheasant Walk; 11 Yeftly Drive

Individual Comments:

The main points raised were:

- Broadly welcome the development of houses and flats (particularly affordable housing) on this unused piece of land; although there are general concerns about the impact on local infrastructure such as schools, NHS services and Public Transport
- Strongly oppose the proposed development
- The development would not match the character or meet the needs of Littlemore
- The properties do not have normal driveways or places for parking cars and have to resort to a design of residences that sits close to the street line and uses the ground floor for parking. This is not in keeping with the rest of Littlemore.

- St Georges Park is private land and there is a general objection to the creation of an open accessed thoroughfare and public footpaths through this site
- There is inadequate infrastructure to support high density residential development of this type.
- The development will have a high car dependency including two or more vehicles for family accommodation
- The traffic on Armstrong Road, and Oxford Road is already overloaded as is the day time parking, and the proposal will increase congestion.
- The access and egress from the new development onto Armstrong Road cannot accommodate the existing housing.
- More detail is needed on improvements to public transportation in the area to ease increase in private transport
- There should be access through to Oxford Science Park as required by the Policy
- The area is a natural green skirt to Littlemore and should remain as such
- Residential accommodation next to the busy A4074 would not be desirable
- The local schools are unable to serve existing children and classroom sizes are already too large.
- The site extends into an area of flood plain.
- The proposal will impact on one of the few remaining natural wildlife areas in Oxford.
- The site would be better used for employment and specifically to make Littlemore a renowned medical research and specialised medical treatment community.
- The sewage system is currently at capacity
- The amount of open space seems inadequate for a development providing this number of dwellings
- There are slow worms on site
- The provision of 50% assisted housing seems excessive and above the national average and should be resisted
- The plans are the same as those shown at the public consultation and undermines any claim which the applicants may make to have meaningfully consulted local residents
- The proposal could increase the local crime rate and have an wholly negative effect on the houses and apartments
- The proposal will have an adverse impact on views from properties in St Georges Manor which have enjoyed the semi-rural nature of the area for the past 15 years
- The development will have an adverse impact upon the Grade II listed building in St Georges Manor

St Georges Park Residents Association

- *Objection 1: issues particular to St Georges Park*

St Georges Park is private estate comprising of Grade II listed buildings and new build homes. The residents pay for all facilities through a service charge to the management company. There appear to be two pedestrian paths and cycle ways through St. Georges Park. We will become the default public path to Sandford Road.

The proposed plan does not indicate clear provision for play areas and we would in effect become a public park and recreation ground for a very dense development.

There is pressure on parking on Armstrong Road. Double yellow lines were recently painted and each weekday all available space is taken. We would inevitably have a spill over from the development to our parking areas.

We currently have problems with fly tipping. This problem will be exacerbated.

We have a very low incidence of crime on the estate. Unfettered access through our grounds by densely packed 270 households is completely unacceptable.

We are preserving our local heritage and conserving the unique character of a former Paupers Asylum. We would ask that we are consulted about development within the former curtilage of this institution.

There are no indications that English Heritage has been consulted.

- *Objection 2: Infrastructure*

The assumptions and the consequences on the local road network have been queried. This could be mitigated by having a completely separate access to the development from A4074 and Grenoble Road end.

The public transport system is appalling. Some bus routes referred to in the plan have been withdrawn and Stagecoach have announced the closure of evening and Sunday services from mid-2015.

We note that section 106 funding is being used to build affordable housing. There appears to be no consideration to other elements that create a sustainable community with sufficient and accessible local services.

These houses will be served by a primary school that is already oversubscribed; no local primary health facilities or convenience stores.

They will be built on a flood plain and we note Thames Waters comments on lack of capacity to dispose of waste water and sewage. Some homes in St Georges have poor water pressure and other households make demands on the fresh water supply as they require booster pumps. We ask that Thames Water is consulted on this aspect.

- *Objection 3: wider impact*

Access to the eastern bypass is currently dangerous. Cars are parked on both sides of the road and there is no clear line of sight at the last stretch of Oxford Road. The transport plan refers to accidents caused by driver error. Traffic density and road design can reduce this risk. The proposal seems to suggest that 270 households, most of whom will require cars, will not add to the problems at this roundabout.

Given the floods in Oxford in recent years the disappearance of a flood plain does not augur well.

A highly dense residential development in an area of deprivation will have a negative social impact.

Finally, we understand the pressures for housing in Oxford but there seems to be little understanding and planning for an improved quality of life in the area as well as on the proposed development.

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Appendix 3: Oxford Design Review Panel Comments

CONFIDENTIAL

6 October 2014

Darren Sumeghy
Capita
71 Victoria Street
London
SW1H 0XA

Our reference: DCC/0603

Oxford City Council: Littlemore Park

Dear Darren Sumeghy,

Thank you for submitting this scheme to us; we reviewed the proposal on 18 September 2014. For the purposes of the comments below, the parts of the site to the west and north-east of the pinchpoint on Armstrong Road adjacent to the principal green space along Littlemore Brook are referred to as the 'western' and 'north-eastern' areas respectively.

We are pleased to see an overall improvement to the design since the previous design workshop on 8 May 2014. The proposed tenure mix, quantum of housing and building heights across the site are sound. In the western area, we commend the distinct site layout of terraced houses and well-defined street pattern. In the north-east, the Home Zone principles are set to encourage residents of all ages to be more active and use the public space more. At present, the site and landscape strategies should be stronger and more aligned to help unify the west and north-eastern areas and make the overall scheme more cohesive. A landscape strategy for the entire site will help to clarify the purpose of each green space for residents and visitors, and determine how trees and planting define and characterise the streets and spaces in the development. We recommend the Home Zone principles should be expanded across the entire site to create a more appealing residential feel.

Streets and public spaces

The residential character of Littlemore Park as an attractive and safe place to live will be improved by strategically integrating Home Zones across the entire site. The Home Zone format successfully prioritises pedestrians and supports informal outdoor recreation and play. In the western area, Home Zones between the rows of terraced houses would help to achieve a pleasant environment for residents and visitors, and reduce vehicular traffic and noise. Focal points, such as strategically placed trees and visual connections, could help to contain and strengthen the character of the neighbourhood, and we question the positioning of the Home Zone to the north-east as it does not currently lead anywhere. We recommend that the street layout of the north-east should reflect the road pattern



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to the west, potentially increasing the housing density in the north-east, to help the scheme to feel more like a single neighbourhood, reduce the hard surfaces and ensure maximum benefit from sunlight.

The mixture of undercroft, street and private bay parking which helps to reduce the impact of cars across the scheme and make parking areas more legible for residents and visitors is to be commended. However, we recommend further improvements to the parking strategy across the site. The larger parking area along the A4074 on the western part of the site is concerning as it is likely to feel unsafe and unwelcoming both to visitors and residents, especially at night. It is a long distance for residents and visitors to walk between the car park and the houses closer to Armstrong Road. We suggest investigating how these parking spaces can be incorporated between the terraced houses and apartment blocks to ensure that the parking is overlooked and feels safe. More on-street parking could also be incorporated across the scheme to help make the streets feel more active and reduce the size of car parking areas in the neighbourhood. The pedestrian route connecting the principal green space at the junction of Armstrong Road and Sandford Road and the north-eastern part of the site feels unpleasant and unsafe where it crosses the car park, for example.

Landscape strategy

The efforts to make the scheme more appealing with parks and playspaces and trees to help buffer the vehicular noise along Armstrong Road and the A4074 are positive. The conceptual sketches of the green spaces are strong but inconsistencies between the different diagrams need to be resolved to give a clearer steer on the landscape strategy for the entire site. At this stage, it will be important to decide which trees to keep and which to remove to give more purpose and structure to the streets and open spaces.

Creating a public open space at the pinchpoint along Armstrong Road and retaining mature trees is positive. However, a stronger focus at the 'green heart' is needed to draw residents and visitors from either the north-east or west, by creating a defined public space with hard landscaping and seating surrounded by trees, for example. The existing public space to the west of the pinchpoint seems randomly placed and it will be overshadowed by the mature trees. Retaining more existing mature trees along Armstrong Road immediately west of the pinchpoint would better define the route to and view of the principal green space. We also suggest continuing to look for opportunities to make the open spaces feel more secure. The apartment blocks adjacent to the principal public space at the pinchpoint provide good passive surveillance. However, whilst the principle of a green space to the west is sound, this green space is less successful as it is currently much less overlooked increasing the risk of antisocial behavior. Opportunities to increase passive surveillance for this space, from housing for example, and enhancing the emphasis on the principal public space at the pinchpoint, as opposed to the western park, should be explored.

Homes

The housing arrangement could be refined to make the west and north-eastern areas feel more like a whole. To the west, the tight, defined layout of the terraced housing has the makings of a safe, inviting neighbourhood. We also

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welcome the taller apartment blocks in the west which create a suitable visual termination of the terraced housing rows, make use of the topography of the site and protect the terraces from the A4074. In the next design stages, noise attenuation can be designed for the apartment blocks to mitigate the impact of the A4074, supported by acoustic fencing along the boundary to the main road. To help maintain this strong urban configuration, the rows of terraced housing could be extended closer to Armstrong Road which could also help to provide more space to deliver the proposed quantum of houses. The three houses to the south of the nursery currently seem isolated and could be incorporated in the longer rows of terraces when readdressing their configuration. A stronger neighbourhood character could be created with a broader mix of tenures and apartment blocks and terraced housing designed by a range of architects.

Thank you for consulting us and please keep us informed of the progress of the scheme. If there is any point that requires clarification, please telephone us.

Yours sincerely



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cc (by email only)

Beverley Letherby	Capita
Sheila Aldred	Capita
Kevin Ayrton	Carter Jonas
Andrew Murdoch	Oxford City Council

Review process

Following discussions with the design team and local authority and a pre-application review, the scheme was reviewed on 18 September 2014 by Joanna van Heyningen (chair), Deborah Nagan and Peter Studdert. These comments supersede any views we may have expressed previously.

Confidentiality

Since the scheme is not yet the subject of a planning application, the advice contained in this letter is offered in confidence, on condition that we are kept informed of the progress of the project, including when it becomes the subject of a planning application. We may share confidential letters with our affiliated panels only in cases where an affiliated panel is taking on a scheme that we have previously reviewed. We reserve the right to make our views known should the views contained in this letter be made public in whole or in part (either accurately or inaccurately). If you do not require our views to be kept confidential, please write to designreview@designcouncil.org.uk.



Littlemore Park, Oxford

Design Workshop

Notes from Thursday 08th May 2014

Thank you for attending Cabe's Design Workshop on Thursday 08th May 2014. We are delighted to comment on the scheme at this stage of the planning process and offer our advice as the proposal continues to develop. Littlemore Park is a fantastic site on which development should be of an exemplary standard to provide spaces and buildings that work with the site characteristics.

The site has a special landscape character and is located adjacent to historic buildings of St. George's Manor. The decision to facilitate access to Littlemore Brook and provide new public open spaces is a good starting point. Despite the limitations of flood risk, adjoining ownership, infrastructure and environmental designations, we encourage you to seize the opportunity that this site offers and develop a site strategy that responds sensitively to the context and creates a stronger identity.

Site context

- The site offers potential to enhance linkages to the Oxford Science Park, local amenities and across the railway line to the wider area. We encourage you to engage with the adjoining landowners early to establish the future access arrangements in principle. Such linkages would potentially impact on the site layout, location of the public open space and requires to be prioritised at the earliest.
- A site section will help to understand the site topography and how buildings could relate to the site landscape features and surrounding building context.
- Understanding what assets are available on the site and how they can enhance the quality of the scheme will help to determine the 'special characteristics' of the project. The site masterplan vision should set out the future of the site in terms of creating a distinctive identity that sets this scheme apart from other housing developments.

Development capacity

- We feel the current proposal requires further testing prior to deciding housing numbers. There is lack of a robust constraints and opportunities analysis in determining the site's development capacity. For example, the parking area as currently shown on the masterplan may not be sufficient to meet the projected need. It is essential to be realistic at this stage and review constraints carefully prior to finalising the proposed development quantum for the site.

Site layout

- A well-defined masterplan vision needs to demonstrate how the proposed design works with the context, builds on this character and develops around the site assets.
- The site access and street grid could be improved by anchoring them to the key site features and testing variations to the internal road layout, distribution of open spaces, density, housing typology, parking arrangements, building orientation and ways to reduce road noise.
- The location and distribution of open spaces will benefit from further work to make the most of the site potential. For example, we are not convinced with the proposed principal square location.
- A potential for a new public open space at the end of Armstrong Road between the Eastern and Western part of the site, could be explored to improve the relationship with SAE Institute. The proposed public open space would also be visible from the street with views towards Littlemore Brook. It could be treated as a home zone with potential public realm improvements along Armstrong Road signposting its new residential character.
- We liked the idea of a buffer zone along Littlemore Brook if its boundary is informed by technical evidence. There is an opportunity here to engage with the surrounding landscape and establish a positive relationship between building and landscape. Buildings proposed near Littlemore Brook should celebrate its presence rather than turning its back. If designed carefully and appropriately sited, five storey buildings are acceptable at this location. For example, Accordia housing in Cambridge could be an interesting precedent study for this site.

Landscape

- The existing tree survey including their root protection zone and proposed car parking requirements should be fully considered prior to identifying the development area. In particular, the edge condition and interface with Armstrong Road is challenging. Retaining mature trees, hedgerows along this road will help to maintain the distinctive site character.
- The landscape concept for the site should be informed by an overarching strategy, including wider green infrastructure and SUDs, flood management, ecology and play space provision.
- There is a scope to integrate parking within the landscape buffer by using the site topography to build apartments around or over the parking area.
- Future maintenance, management cost and responsibilities for green infrastructure should be considered at an early stage to inform quantum and location of the public open space.

Outline planning application

- A site masterplan should clearly communicate what driving factors are generating the design. The outline planning application should set the vision, development capacity, mix and design principles. These design principles will guide the outline planning stage, inform the detailed design and determine how the scheme is most likely to evolve in the future.
- If parameter plans are sufficiently developed and supported with a design and access statement, we feel the design code would not be required at the outline planning application stage. The key parameters for the application could be the layout, building height, development parcels and open spaces.
- The design and access statement should include typical housing layout and typology. It should also establish a quality threshold for the landscape design and public realm consolidated into a landscape strategy for the site.
- Armstrong Road determines the primary access and secondary road grid into the site. Provided that the design principles are fixed, the internal road layout can be determined at a later stage if it is consistent with the overall development strategy.

Attendees

Design Workshop Panel

Fred Manson (chair)
 Peter Studdert
 Deborah Nagan

Scheme Presenters

Tony Rackstraw	Capita Property and Infrastructure
Darren Sumeghy	Capita Property and Infrastructure

Project Team

Janette Findley	Urban Vision
Sheila Aldred	Oxford University Hospitals NHS Trust

Oxford City Council

Andrew Murdoch
 Chris Leyland

Design Council Cabe staff

Mathieu Proctor
 Thomas Bender
 Mandar Puranik

This report dated 19th May 2014 replaces any previous report.

EAST AREA PLANNING COMMITTEE

8th April 2015

Application Number: 15/00209/FUL

Decision Due by: 20th March 2015

Proposal: Demolition of existing dental surgery and garage. Erection of three-storey building to provide 3 x 3-bed, 4 x 2-bed and 2 x 1-bed flats (Use Class C3). Provision of private and shared amenity space, car parking space, bin and cycle store and landscaping. Access off the London Road.

Site Address: 312 London Road – **Appendix 1**

Ward: Quarry And Risinghurst Ward

Agent: Marc Chenery

Applicant: FWG Construction

Recommendation:

APPLICATION BE APPROVED

For the following reasons:

- 1 Having regard to previous and extant planning permissions, the proposed development is considered to form an appropriate visual relationship with the site and the surrounding area whilst providing reasonable mix and quality residential accommodation for future occupiers as well as preserving established neighbouring amenity. Unlike the extant planning permission no financial contribution is made towards off-site affordable housing though this is consistent with recent changes to Government guidance, a material planning consideration of significant weight. With no other changes to circumstances it is considered that the proposals continue to comply with all relevant adopted policies contained in the Oxford Local Plan 2001-2016, the Oxford Core Strategy 2026 and the Sites and Housing Plan 2011-2026.
- 2 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

subject to the following conditions:

- 1 Development begun within time limit

- 2 Develop in accordance with approved plans
- 3 Materials
- 4 Sustainability measures
- 5 Landscape plan
- 6 Landscaping by completion
- 7 Tree protection measures
- 8 Boundary treatments
- 9 Privacy screens
- 10 Landscape Management Plan
- 11 Permeable hardsurfacing
- 12 SuDS
- 13 Land contamination
- 14 Bin and cycle storage
- 15 Construction Traffic Management Plan
- 16 Hardsurfacing construction method
- 17 Underground services
- 18 Vision splays
- 19 Ground and slab levels
- 20 Trees along southern boundary
- 21 Obscure glazed and non-opening side wind
- 22 No use of the flat roof
- 23 Arboricultural method statement

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design

Core Strategy

- CS18**_ - Urban design, town character, historic environment
- CS12**_ - Biodiversity
- CS9**_ - Energy and natural resources
- CS23**_ - Mix of housing
- CS24**_ - Affordable housing

Sites and Housing Plan

- HP2**_ - Accessible and Adaptable Homes
- HP4**_ - Affordable Homes from Small Housing Sites
- HP9**_ - Design, Character and Context
- HP11**_ - Low Carbon Homes
- HP12**_ - Indoor Space
- HP13**_ - Outdoor Space
- HP14**_ - Privacy and Daylight
- HP15**_ - Residential cycle parking
- HP16**_ - Residential car parking

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Relevant Site History:

64/14869/A_H - Change of use of garage for private to dental workshop - Refused 5th May 1964.

73/00953/A_H - Demolition of existing building and erection of new extensions to rest room, surgery, workroom and internal alterations - Refused 14th August 1973.

73/01443/A_H - Change of use from dental surgery and living accommodation over to dental - Refused 23rd October 1973.

74/00004/A_H - Two storey extension to provide additional dental surgery and accommodation with flat over - Refused 12th February 1974.

07/02283/FUL - Demolition of existing house. Erection of two storey building (with accommodation in roof) to provide 9x2 bed flats, with creation of new vehicular access and parking area for 9 cars on frontage - Withdrawn 30th November 2007.

08/00423/FUL - Demolition of detached dwelling. Erection of two storey building (with accommodation in roofspace) to provide 9 flats, (2x3 bed,5x2bed, and 2x1 bed) - Permitted 27th June 2008.

13/01395/FUL - Demolition of existing dental surgery and garage. Erection of three-storey building to provide 9 flats (3 x 3-bed, 4 x 2-bed and 2 x 1-bed) (Use class C3). Provision of private and shared amenity space, 19 cycle parking spaces, 12 car parking spaces and a communal bin store. Access off the London Road (amended plans) - Permitted 17th July 2014.

Representations Received:

Oxford Civic Society – The current cycle parking arrangements are unsatisfactory and a condition should be imposed requiring an alternative provision.

Statutory and Internal Consultees:

Environmental Development – The site is unlikely to be contaminated. However, a condition should be imposed setting out the procedure in the event of unexpected contamination being found.

Officers' Assessment:

Application Site and Locality

1. The application site consists of a vacant former dental practice that has the appearance of a typical mid-twentieth century detached house that was formed following the change of use from the original dwelling back in the 1970s. The building sits within a relatively spacious rectilinear plot in a suburban residential section of London Road that runs parallel to the A40. Adjacent to the site to its east lies an existing 2 ½ storey flatted complex and to the west a pair of traditional two storey semi-detached houses, once of which has been converted to a dental surgery. Contiguous with the site to the south are rear gardens to residential properties of Forest Road in Risinghurst.

2. The site can be seen within its context on the site location plan attached as **Appendix 1**.

Description of Proposed Development

3. The application seeks consent for the demolition of the existing dental surgery building and the erection of a three storey building to provide 3 x 3 bed, 4 x 2 bed and 2 x 1 bed flats. Communal amenity space is proposed to the rear together with bin, cycle and car parking facilities at the front of the site. The scheme is identical to that approved in July 2014. The committee report for the previous scheme is attached at **Appendix 2** for information.

4. Officers' consider the principal determining issues in this case to be:
- Principle of development;
 - Affordable Housing.

Principle of Development

5. Planning permission was granted in July 2014 for an identical scheme to that currently proposed. This consent remains extant though has not been commenced. Since then there have been no material changes in circumstances at the site or to national or local planning policy (with the exception of affordable housing – see below) such that is no reason to object to the principle of this proposed development or indeed the specific details of this scheme.

Affordable Housing

6. Planning permission was granted for the extant 2014 scheme subject to a legal agreement securing a financial contribution towards off-site affordable housing equivalent to 15% of the final sales values of the properties. This contribution would be due at the point of sale of half of the units.

7. Whilst the proposals trigger the requirements of policy HP4 of the Sites and Housing Plan (SHP) to provide a financial contribution towards affordable housing, this policy is not consistent with recent changes to Government guidance made in November 2014 as set out in the Planning Practice Guidance. This guidance is a material planning consideration and states that local planning authorities should not seek any affordable housing provision on schemes of less than 11 dwellings and less than 1000 sq m in floor space. In light of this very clear change to national guidance officers no longer consider policy HP4 to be relevant to the determination of an application such as this and, at a meeting of full Council in February 2015, the Council endorsed this position. Consequently no affordable housing financial contributions are required to mitigate the impact of this proposed development and, as a result, officers raise no objection to the scheme in this regard.

Other Matters

8. As in all other respects the proposals are identical to that recently approved by the Council it is not necessary to consider the merits of other aspects of the development as they have already been found to be acceptable. Accordingly, the same conditions (albeit in a modified form) are recommended to be imposed on the grant of this new planning permission as were attached to the existing consent.

Conclusion:

9. The proposed development has already been found to be acceptable and benefits from an extant planning permission granted in July 2014. In contrast to the extant consent the current scheme does not include a commitment to provide a financial contribution towards off-site affordable housing. However, recent changes to Government guidance prevent local planning authorities using development plan policies to require developers to make affordable housing contributions on developments of less than 11 dwellings. Consequently, with this in mind, the proposed development is considered to accord with the requirements of all relevant policies of the development plan when all other material planning considerations are taken into account. Officers therefore recommend that Committee resolves to

approve the application subject to the conditions listed at the beginning of this report.
Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

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

Background Papers:

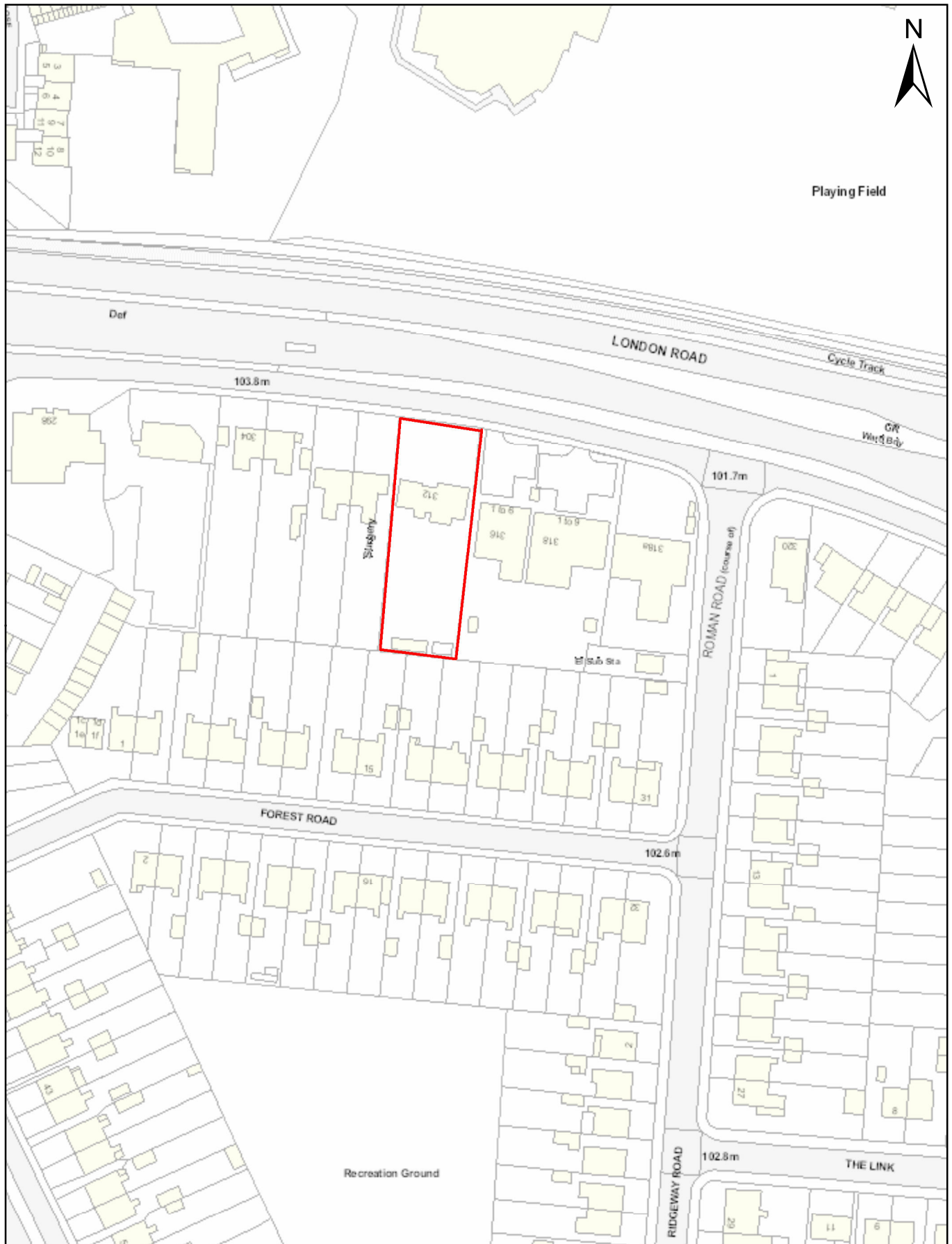
64/14869/A_H
73/00953/A_H
73/01443/A_H
74/00004/A_H
07/02283/FUL
08/00423/FUL
13/01395/FUL
15/00209/FUL

Contact Officer: Matthew Parry

Extension: 2160

Date: 16th March 2015

Appendix 1



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312 London Road

Scale (printed to A4): 1:1,250

0 10 20 30 40
Metres

Date: 13/03/2015

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Application Number: 13/01395/FUL

Decision Due by: 20th August 2013

Proposal: Demolition of existing dental surgery and garage. Erection of three-storey building to provide 9 flats (3 x 3-bed, 4 x 2-bed and 2 x 1-bed) (Use class C3). Provision of private and shared amenity space, 19 cycle parking spaces, 12 car parking spaces and a communal bin store. Access off the London Road (amended plans)

Site Address: Dental Surgery, 312 London Road, Headington Oxford

Ward: Quarry And Risinghurst Ward

Agent: Demarcation

Applicant: FWG Construction

Recommendation:

Committee is recommended to resolve to grant planning permission, subject to the satisfactory completion of an accompanying legal agreement and to delegate to the Head of City Development the issuing of the notice of permission upon its completion. Should however the Community Infrastructure Levy [CIL] charging schedule come into force prior to the completion of the legal agreement, then it shall exclude any items included on the list of infrastructure published in accordance with regulation 123 of the CIL regulations.

If the required legal agreement is not completed within a reasonable period, then the Committee delegates the issuing of a notice of refusal to the Head of City Development on the grounds that the development has failed to adequately mitigate its impacts.

Reasons for Approval

- 1 The proposal forms an appropriate visual relationship with the site and the surrounding development and will appear in keeping with the character of the area. Planning permission was granted in 2008 for a scheme of 9 flats and there have been no changes in site circumstances since that date. It is considered that the proposal complies with adopted policies contained in the Oxford Local Plan, the Oxford Core Strategy and the Sites and Housing Plan.
- 2 Objections have been received from the Risinghurst and Sandhills Parish

Council, the Oxford Civic Society and a number of local residents and the points made have been carefully considered. However the Council take the view that the issues raised do not constitute sustainable reasons for refusing planning permission and that the imposition of appropriate conditions will ensure a good quality form of development that will relate satisfactorily to neighbouring development and the street scene.

- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples
- 4 Sustainability design/construction
- 5 Landscape plan required
- 6 Landscape carry out by completion
- 7 Tree Protection Plan (TPP) 1
- 8 Boundary details before commencement
- 9 Privacy screens
- 10 Landscape management plan
- 11 Permeable parking area
- 12 SUDS drainage
- 13 Suspected contamination - Risk assess
- 14 Bin stores and cycle parking
- 15 Construction Travel Plan
- 16 Landscape hard surface design - tree roots
- 17 Landscape underground services - tree roots
- 18 Vision splays
- 19 Levels details
- 20 Retain trees/shrubs along southern boundary
- 21 Side windows obscure glazed
- 22 Arboricultural Method Statement

Legal Agreement

Contribution towards affordable housing as required by policy HP4 of the sites and Housing Plan for all new development of between 4 – 9 units.

Principal Planning Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP6 - Efficient Use of Land & Density

CP8 - Design Development to Relate to its Context

CP9 - Creating Successful New Places
CP10 - Siting Development to Meet Functional Needs
CP11 - Landscape Design

Core Strategy

CS2_ - Previously developed and greenfield land
CS9_ - Energy and natural resources
CS10_ - Waste and recycling
CS11_ - Flooding
CS18_ - Urban design, town character, historic environment
CS23_ - Mix of housing

Sites and Housing Plan

HP2_ - Accessible and Adaptable Homes
HP4_ - Affordable Homes from Small Housing Sites
HP9_ - Design, Character and Context
HP10_ - Developing on residential gardens
HP11_ - Low Carbon Homes
HP12_ - Indoor Space
HP13_ - Outdoor Space
HP14_ - Privacy and Daylight
HP15_ - Residential cycle parking
HP16_ - Residential car parking

Other Material Considerations:

National Planning Policy Framework
Balance of Dwellings [BoDS] Supplementary Planning Document [SPD]

Relevant Site History:

05/01610/FUL: Demolition of existing detached two storey dwelling. Erection of single and two storey block of 8 flats [6 x 2 bedroom and 2 x 1 bedroom units] with accommodation in the roof space. Provision of communal garden, 8 on plot car parking spaces and covered cycle parking and bin stores. Approved

08/00423/FUL: Demolition of detached dwelling [dental practice]. Erection of two storey building with accommodation in the roofspace to provide 9 flats [2 x 3 bedroom, 5 x 2 bedroom and 2 x 1 bedroom]. Approved

Public Consultation

Statutory Consultees:

- Drainage Team Manager - development should be drained using SUDS measures to include the parking areas
- Thames Water Utilities Limited – No objection but suggest the developer makes contact. Informative added
- Risinghurst and Sandhills Parish Council – objection – the proposal is an

overdevelopment of the area; the design is grossly out of character with the surrounding buildings; the proposed building would add to an already overstretched sewer and drainage system which TW have been made aware of over the last 3 years and traffic would be increased on the narrow slip road which already has problems with congestion and parking/access to the existing developments in the area.

- Oxford Civic Society – the loss of a dental practice in this location would be unfortunate in view of the shortage of local dentists. The application is inadequate in that there is no indication of the context represented by the existing adjacent buildings and the allocation of the gardens is not clear.
- Oxfordshire County Council as Local Highway Authority – No objections subject to the imposition of conditions/informatives relating to cycle parking, vision splays, SUDS drainage, Travel Information Packs for residents, Construction Traffic Management Plan and highway works.

Individual Comments

4 letters of objection. The main points raised can be summarised as follows:

- All the existing trees on the site should be retained
- The top floor balconies will overlook houses in Forest Road and the plans should be amended to avoid this
- The parking provision is inadequate and will result in more on street car parking
- The new building should be no larger or higher than the adjacent flat building
- The design is out of keeping with the area
- Loss of dental surgery which are expensive to build and in great demand
- Overdevelopment – 9 flats is too many and they will overlook neighbouring gardens
- The adjoining flat block was built too high so there should be levels details to ensure this does not happen again
- Trees along the southern boundary should be retained to maintain privacy to the houses in Forest Road
- Overlooking from side facing windows

Issues:

- Principle
- Affordable housing
- Balance of dwellings
- Form and appearance
- Impact on neighbours
- Highways and parking
- Trees
- Residential amenity
- Sustainability
- Sewage and drainage systems

Officers Assessment:

Site description and location

1. The application site lies on the south side of London Road and to the east of the Green Road roundabout and is accessed by a slip road. It extends to approximately 0.1 hectare and currently accommodates a detached, brick built dwelling that is unoccupied.
2. The existing dwelling has formerly been used as a dental surgery since the mid 1950's. However the practice closed some 5 years ago and the building has been empty since then.
3. The area surrounding the application site is characterised by large detached and semi-detached dwellings. Abutting the eastern boundary of the application site are two substantial, three storey flat blocks containing 15 x 2 bedroom flats which were erected in 2002/2003. Further to the east is another single and two storey block containing 8 flats that was granted planning permission in late 2005. The combined total of 23 flats replaced three detached dwellings that formerly existed on the sites.

The Proposal

4. The application seeks planning permission to demolish the existing dwelling and garage on the site and to erect a three storey building with a flat roof to provide a total of 9 flats. Of these, 3 would have three bedrooms and would be located on the ground floor with direct access to a private garden and on the second floor with direct access to 3 private balconies.
5. The proposed building would have a width of 16.45 metres and a depth of 19.6 metres. It would have a maximum height of 8.25 metres and would be erected using red brick, render bay panels and larch timber cladding with a composite zinc roof. The new building would extend across the whole width of the site with 1 metre gaps to both side boundaries.
6. A total of 12 car parking spaces are proposed at the front of the site which would provide 2 spaces for each of the three bedroom flats and 1 space for all the remaining flats. A bin store is also proposed at the front of the site together with a cycle store sited within the communal rear garden area.
7. There are a number of trees on the site including a Silver Birch and a Walnut, both of which are protected. The application proposal retains these trees and a condition is recommended to ensure that they are adequately protected during construction. Most of the remaining trees lie to the rear of the site and will also be retained. A landscaping condition is recommended to enhance the planting on the site and a landscape management condition to ensure that the landscaping is maintained to an adequate standard.

Principle

8. The site contains existing buildings such that it represents previously developed land as defined in Government guidance. The principle of development on previously developed land in sustainable locations is considered acceptable and the National Planning Policy Framework [NPPF] includes a presumption in favour of such development. This is supported by policy CS2 of the Oxford Core Strategy and policy CP6 of the Oxford Local Plan which both seek the effective and efficient use of land.
9. In addition, planning permission was granted in 2008 for a development of 9 flats and although this permission has now lapsed, it remains an important material consideration in the determination of the current application.
10. The loss of the dental surgery use was considered to be acceptable at the time of the previous permission; there are no protective policies that relate to health care facilities and the adjoining property at 310 London Road is currently used as a dental surgery.

Affordable Housing

11. Policy HP4 deals with the provision of affordable homes from small housing sites and requires a financial contribution to be secured towards delivering affordable housing elsewhere in Oxford. The contribution required will be 15% of the total sale value of the development, and will be calculated using the formula set out in Appendix 2 of the Plan. The recommendation is to resolve to grant planning permission subject to the completion of the legal agreement, which, inter alia, will provide for the contribution towards affordable housing to be made. The planning permission will not be issued before the completion of the agreement. In this way the impact of the development on the housing provision within the city will be satisfactorily mitigated.

Balance of dwellings

12. The Balance of Dwellings SPD seeks to ensure the provision of an appropriate mix of housing in the different neighbourhood areas in the City. The application site lies within an 'amber' area which indicates that the pressure on family dwellings is considerable and that new family dwellings should form part of new developments in excess of 3 units. For new developments of between 4 – 9 units, the SPD requires that 30% of the dwellings contain three bedrooms.
13. The current application proposes 3 three bedroom units which equates to 30% of the overall development. The proposed 4 x 2 bedroom and 2 x 1 bedroom units also comply with the requirements of BoDS.

Form and appearance

14. Policy CP1 of the Oxford Local Plan states that planning permission will only be granted for new development that shows a high standard of design, that respects the character and appearance of the area and uses materials of a quality appropriate to the nature of the development, the site and its surroundings. Policy CP8 reiterates this by stating that all new and extended buildings should relate to their setting in order to strengthen, enhance and protect local character.
15. Policy CP8 also suggests that the siting, massing and design of all new development should create an appropriate visual relationship with the form, grain, scale, materials and details of the surrounding area and policy CP10 states that planning permission will only be granted for new development that maintains or enhances the street scene.
16. Policy CS18 of the Oxford Core Strategy and policy HP9 of the Sites and Housing Plan both encourage good urban design that contributes to local character and an attractive public realm.
17. The immediate street frontage has undergone considerable change as a result of the new flatted developments that have been erected to the east of the application site and this is a material consideration that needs to be considered in the determination of the current application.
18. The size of the proposed new building is largely the same as the scheme approved in 2008. However whilst that scheme focused on a traditional new building, the current proposal is for a modern, contemporary design with a flat roof and an angular appearance. The external walls would be a mix of red brick, rendered panels and larch timber cladding under a composite zinc roof. The front and rear elevations would include first and second floor balconies and there would be paved walkways down both sides of the new building. Officers consider that the proposed building incorporates good urban design and that it will relate well with the form of the surrounding development.

Impact on neighbours

19. Policy HP14 of the Sites and Housing Plan seeks to ensure that new development does not detract from the residential amenities enjoyed by neighbouring, residential occupiers. In this case the potentially affected neighbouring properties comprise the flatted development to the east of the application site, a dental surgery to the west at 310 London Road and dwellings in Forest Road which abut the rear boundary of the application site.
20. There are no habitable room windows in the side wall of the flat block to the east. Whilst the proposed third floor flat incorporates three small side windows serving the lounge area, these would face onto the largely blank side elevation of the flat block and would not affect amenity.

21. The property at 310 London Road is used entirely as a dental surgery with no residential use. Therefore officers are satisfied that there would be no loss of amenity resulting from the proposed development.
22. The distance from the rear wall of the proposed building to its rear boundary is some 21 metres. This boundary is partially screened by existing trees which it is proposed to retain. Officers consider that this distance is sufficient to ensure that there would be no significant overlooking of the garden areas of houses in Forest Road. In addition a condition is recommended to require privacy screens to be installed on all the balconies to further safeguard the privacy of adjoining gardens.

Highways and parking

23. Oxfordshire County Council as Local Highway Authority is not raising an objection to the application subject to a number of conditions as set out earlier in this report. The County Council has accepted the level of car parking and cycle parking proposed and has requested that, given the likely loss of on street parking space to facilitate the new access, the developer contribute towards the provision of parking controls in the vicinity of the site [estimated at £3000 to be effected by way of a Unilateral Undertaking].
24. Cycling parking for all the flats except the two, three bedroom ground floor flats would be provided in a secure and sheltered purpose built cycle store located in the rear communal garden area [18 cycle parking spaces] Cycle parking for the two ground floor flats would be in their individual private garden areas [3 spaces per flat].

Trees

25. There are two protected trees on the site comprising a Silver Birch and a Walnut and these are to be retained and protected during construction works. They are sited some distance from the rear wall of the new building so are not threatened by the development itself. There is also a mature Silver Birch tree on the site frontage which is also to be retained and protected. Of the other trees on the site, several low quality and value trees are proposed to be removed; the loss of mature tree cover is always regrettable but their removal will not have a significant impact on amenity in the area and the planting of new trees as proposed will mitigate the loss.
26. Planting has become established along the frontage of the adjacent flatted development and this partially screens the frontage parking area to the benefit of the street scene. It is considered that similar planting along the frontage of the application site would also be beneficial and a landscaping condition is therefore recommended along with a number of other tree related conditions aimed to ensure that there is no damage to any of the retained trees.

Residential amenity

27. Policy HP12 of the sites and Housing Plan states that planning permission will only be granted for new dwellings that provide good quality living accommodation for the intended use if:
- Each dwelling has its own lockable entrance, kitchen and at least one bathroom
 - The space provided within each room allows for reasonable furnishing, circulation and use of household facilities in each part of the home, including for desk based home working
 - Each dwelling provides adequate storage space taking account of the occupation intended
28. The policy goes on to say that planning permission will not be granted for new dwellings if:
- Any single family dwelling provides less than 39 sq. metres of internal floorspace
 - Any single family dwelling provides less than 75 sq. metres of internal floorspace
 - Inadequate ceiling height, lack of natural lighting or natural ventilation or a restricted outlook prevents proper use and enjoyment of the dwelling.
29. In this case the 2 x 1 bedroom flats have an internal floorspace of approximately 43 sq. metres, the 4 x 2 bedroom flats have an internal floorspace of between approximately 55 - 65 sq. metres and the 3 x 3 bedroom flats vary between 75 sq metres on the ground floor and 123 sq metres on the second floor.
30. All of the flats will have full height ceilings as the building is flat roofed and all of the flats will have adequate lighting, ventilation and outlook.
31. In terms of private amenity space, there would be a communal open area at the rear of the site which would extend to some 10 metres in length by some 18.4 metres in width and this would be accessed by all of the flats. The 2 x 3 bedroom flats on the ground floor would both have private rear gardens measuring 10 x 7 metres and this is considered to be acceptable. The 4 x 2 bedroom flats on the first floor would all have private balconies as well as access to the communal open space and the 3 bedroom flat on the upper floor would have 3 individual private balconies at the front and rear which cumulatively provide 53 sq. metres of outdoor amenity space. Officers are satisfied that overall the flats would provide a good standard of residential amenity and would accord with policies HP12 and HP13 of the Sites and Housing Plan. Furthermore, the Design and Access Statement submitted with the application confirms that the new building would be built to Lifetime Homes Standards and would therefore comply with policy HP2 of the Sites and Housing Plan.

Sustainability

32. The application is accompanied by an Energy Statement in accordance with policy HP11 of the Sites and Housing Plan which states the following:
- With regard to reducing annual energy demand and carbon emissions, a 'fabric first' approach will be undertaken with the intention of utilising high levels of insulation, low U-value glazing, attention to thermal bridging and the use of mechanical ventilation heat recovery
 - Heating supply [substantially reduced through the above] to be via an appropriately sized gas condensing boiler with time and temperature controls
 - The use of air source heat pump technology as an alternative will be explored and if found to be better in terms of carbon emissions and running costs, will be incorporated into the specification
 - The development will seek to go beyond the minimum standards of Part G of the Building Regulations [domestic water] through the use of dual flush WC's, low capacity baths, aerated shower heads and taps and flow restrictions. Consideration will be given to grey water harvesting technology.
 - Materials selection will utilise the BRE Green Guide to Specification which grades the elements of a building on an A+ to E standard and the aim will be to deliver much of the building to a grade B and above.
33. Officers take the view that the Energy Statement is acceptable in terms of compliance with policy HP11 [Low Carbon Homes] of the Sites and Housing Plan.

Sewage and drainage systems

34. The Risinghurst and Sandhills Parish Council have objected to the proposal on a number of grounds including that there is an existing problem with an overstretched sewage and drainage system which floods. The Parish Council makes the point that Thames Water has been advised of these problems.
35. Thames Water has responded on this application and has stated that as regards waste and surface water drainage, it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of ground water. Where the developer proposed to discharge to a public sewer, prior approval from Thames Water Developer Services will be required to ensure that the surface water discharge from the site is not detrimental to the existing sewerage system.

36. As regards water comments, Thames Water recommend the addition of an informative on any planning permission relating to water pressure.

37. Thames Water is not objecting to the application on grounds of either waste or water. As a statutory consultee, their comments are important and need to be taken into account in the determination of the current application.

Conclusion:

38. The proposal forms an appropriate visual relationship with the site and the surrounding development and will appear in keeping with the character of the area. Planning permission was granted in 2008 for a development of 9 flats and there have been no changes in site circumstances since that time. It is considered that the proposal complies with adopted policies contained in the Oxford Local Plan, the Oxford Core Strategy and the Sites and Housing Plan.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

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

Background Papers:

05/01610/FUL

08/00423/FUL

13/01395/FUL

Contact Officer: Angela Fettiplace

Extension: 2445

Date: 11th September 2013

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EAST AREA PLANNING COMMITTEE

4th March 2015

Application Number: 14/03204/OUT

Decision Due by: 6th March 2015

Proposal: Demolition of existing office accommodation at Rivera House and Adams House. Construction of up to 98 student study rooms with provision for disabled car parking spaces and cycle parking. (Outline application with all matters reserved)

Site Address: Rivera House And Adams House, Reliance Way –
Appendix 1

Ward: Cowley Marsh Ward

Agent: Mr Nik Lyzba

Applicant: Cantay Estates Ltd

Recommendation:

APPLICATION BE REFUSED

Reasons for Refusal

- 1 The proposed development would result in the loss of employment accommodation in the absence of robust justification to the detriment of the economic vitality of the city and the important balance between employment and housing as a means of achieving sustainable development. Consequently the proposals fail to accord with the requirements of policy CS28 of the Oxford Core Strategy 2026 as well as the National Planning Policy Framework.
- 2 The proposals would inevitably result in a height and scale of development that would, in combination with the existing adjacent four storey development, unacceptably dominate and impose itself upon the wider Cowley Road streetscene to the detriment of the character and appearance of the surrounding area as well as a significant adverse impact on the setting of the adjacent non-designated heritage asset of Canterbury House. Moreover, the intensity of development proposed would be likely to lead to an overdevelopment of the site such that it would provide a poor quality environment within the site for future student occupiers with inadequate car parking and vehicle manoeuvring space together with insufficient quality and quantity of outdoor amenity space. Consequently, and in the absence of the submission of an appropriate indicative scheme to indicate otherwise, the

proposed development cannot reasonably be considered to be able to deliver a scheme that is of a scale, form, density and layout that is appropriate for its intended use and context. The proposals are therefore found to be contrary to the requirements of policies CP1, CP6, CP8, CP9 and CP10 of the Oxford Local Plan 2001-2016, policies CS18 and CS25 of the Oxford Core Strategy 2026 as well as policies HP5 and HP9 of the Sites and Housing Plan 2011-2026.

- 3 Having regard to the amount of student accommodation proposed together with the existing student accommodation on the adjacent site as well as the proximity of family dwellings, the proposed development would be likely to cumulatively give rise to a level of noise and disturbance that would cause significant harm to the amenity enjoyed by occupiers of nearby dwellings and have a significant impact on the mix and balance of the local community to the detriment of the character of the immediate area and successful community cohesion. Consequently in this respect the proposals are found to be contrary to the requirements of policies CP1, CP10, CP19 and CP21 of the Oxford Local Plan 2001-2016 as well as policy HP5 of the Sites and Housing Plan 2011-2026.
- 4 As a result of the proposed redevelopment of the site there would be inadequate car parking provision to serve the adjacent retained offices of Canterbury House. Such an arrangement would only be likely to further prejudice the attractiveness and suitability of these employment premises to potential occupiers in the long-term giving rise to further harm to the overall balance between employment and housing in this city. Consequently the proposals are considered to be contrary to the requirements of policy TR3 of the Oxford Local Plan 2001-2016 as well as policy CS28 of the Oxford Core Strategy 2026.
- 5 In the absence of the submission of any information to allow the local planning authority to assess whether a final scheme could meet planning policy requirements in relation to its sustainable design and construction credentials as well as the necessary on-site renewable energy generation, it cannot be reasonably concluded that a final scheme could deliver genuinely sustainable development. Consequently the proposals are found to be contrary to the requirements of policy CP18 of the Oxford Local Plan 2001-2016, policy CS9 of the Oxford Core Strategy 2026 as well as policy HP11 of the Sites and Housing Plan 2011-2026.

Legal Agreement:

If Committee resolves to approve the application against the advice of officers then before the issuing of a decision a legal agreement would need to be completed to ensure that the necessary financial contribution is secured towards delivery of off-site affordable housing.

The development is liable for CIL though the amount is not known at this stage as this is an outline application. Actual CIL liability would only become known at reserved matters stage and it is only at this point that a liability notice would need to

be generated if the application was to be approved.

Principal Planning Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP18** - NRIA
- TR3** - Car Parking Standards
- TR4** - Cycle Parking Standards

Core Strategy

- CS2_** - Previously developed and greenfield land
- CS9_** - Energy and natural resources
- CS12_** - Biodiversity
- CS13_** - Supporting access to new development
- CS18_** - Urban design, town character, historic environment
- CS25_** - Student accommodation
- CS28_** - Employment sites

Sites and Housing Plan

- HP5_** - Location of Student Accommodation
- HP6_** - Affordable Housing from Student Accommodation
- HP9_** - Design, Character and Context
- HP11_** - Low Carbon Homes
- HP14_** - Privacy and Daylight
- HP15_** - Residential cycle parking
- HP16_** - Residential car parking

Other Planning Documents

- Affordable Housing and Planning Obligations SPD
- Natural Resource Impact Analysis SPD
- Parking Standards, Transport Assessments and Travel Plans SPD

Other Material Planning Considerations:

- National Planning Policy Framework (NPPF)
- Planning Practice Guidance (PPG)

Public Consultation:

Statutory Consultees:

Environmental Development – The site was remediated to a commercial end use standard in 2012. To ensure that the site is suitable for a residential development a

condition requiring a phased contamination risk assessment would need to be imposed if planning permission is granted.

Thames Water – Inadequate information has been submitted to all Thames Water to determine whether there is sufficient waste water capacity in the existing sewerage networks. In the absence of this information a Grampian condition would need to be imposed if planning permission is granted preventing any development from taking place before details are provided of the means of connection to the public system and that there is sufficient capacity to accommodate it.

Environment Agency – Given the site's previous use, a condition should be imposed requiring development to cease in the event of finding unexpected contamination during construction and a remediation strategy agreed by the LPA detailing how the contamination would be dealt with.

Oxfordshire County Council (Local Highway Authority) – No objection despite concerns that delivery and servicing access together with on-site disabled car parking and loading/unloading at beginning and end of academic terms could lead to congestion within the site and further parking pressure in Reliance Way. Concern is also expressed about the indicative layout and whether this leaves sufficient space for reasonable access to bin and cycle storage. The central courtyard is also very constrained and whilst the Transport Statement indicates that small operational vehicles and could manoeuvre within the site, this has not been demonstrated by swept path analysis. It should also be confirmed that bins would only be collected from Reliance Way or Cowley Road as there is not enough space within the site for refuse vehicles. The access from Reliance Way is also very narrow with limited vision splays and could prove dangerous if used by cyclists in directions as well as pedestrians and motor vehicles. If approved, conditions would need to be imposed requiring an updated Travel Plan as well as a financial contribution towards its monitoring in addition to an on-site warden, restrictions on car ownership and limitation to full time students.

37 third party objections were received in response to public consultation and their comments are summarised below:

- The former bus depot site was an important employment hub and the redevelopment for student accommodation was only approved and found to be planning policy compliant due to the provision of these office buildings. They should therefore be retained.
- The immediate area including Glanville Road is 'overrun' with student accommodation and cannot tolerate any more without causing significant noise, car parking pressure and a complete change to the character of the area.
- The existing office buildings could be used for a variety of purposes useful to the community instead of student accommodation.
- Cowley Road/Reliance Way is one of the most densely populated parts of the city and this would cause further disturbance, traffic and parking problems.
- The development does not include sufficient car parking provision and, whilst the universities claim that students are restricted from bringing cars to the city, this is simply not the case and enforcing such car ownership is unenforceable.
- The applicant has deliberately put inadequate effort into marketing the officers

and overpriced them simply to justify their conversion to this more financially lucrative student accommodation.

- Canterbury House was the residence of important Victorian photographer Henry Taunt and the proposed development would have an adverse impact on the heritage significance of this building.
- Existing student accommodation already causes significant noise for local residents and the police have had to be called several times. A greater concentration of student accommodation would only increase this impact on the local community and change the atmosphere of the area.
- There have never been any signs up on the site advertising the offices as 'to let' and, when enquiries were made by a local business, the rates required were unreasonable particularly for start-up businesses.
- Planning conditions restricting students from bringing cars to the city are unenforceable. The Data Protection Act prevents universities and colleges finding out the owners of vehicles from the DVLA based on their registration plates.
- The development would put pressure on an already strained sewerage network.
- The adjacent Mansion Mews development proves that it is not possible to enforce against students bringing cars to the city. The area is also subject to severe parking pressure and the area cannot take any more.
- The concentration of so many students in one area will form a 'student ghetto' to the detriment of the character of the area and the living conditions of nearby residents.
- The land should instead be used to provide affordable family housing if no occupiers can be found for the offices.
- It would represent a terrible environment impact and use of natural resources to demolish recently constructed office buildings.
- The entry to Reliance Way is already hazardous due to indiscriminately parked cars, particularly for cyclists. and this development would only increase this risk to highway safety.
- The development would not aid in the creation of a mixed, balanced and cohesive community.

One comment of support was received highlighting the overall benefits of students to the vibrancy and economy of Oxford.

No details of any pre-application consultation by the developer was submitted with the application and so it is not thought that any such consultation was carried out by the applicant.

Relevant Site History:

00/01326/NOY - Demolition of depot building, offices, hostel/social club and ancillary buildings. Outline application for residential development of 227 dwellings (houses and flats) and 287 parking spaces: 2,322 sq.m. managed business space (starter units) and associated parking. Provision of 1.52 acres grassland area adjoining Barracks Lane. Closure of 1 vehicular access to Cowley Road and alterations to second vehicular access. Extension of Saunders Road into site, new vehicular accesses between 17 and 18 Saunders Road. Provision of vehicular access to

Glanville Road (means of access only). Amended site area and plans. **Permitted 6th August 2002.**

00/01327/NOY - Demolition of depot building, offices, hostel/social club and ancillary buildings. Outline application for residential development of 227 dwellings (houses and flats) and 287 parking spaces: 2,322 sq.m. managed business space (starter units) and associated parking. Provision of 1.52 acres grassland area adjoining Barracks Lane. Closure of 1 vehicular access to Cowley Road and alterations to second vehicular access. Extension of Saunders Road into site, new vehicular accesses between 17 and 18 Saunders Road. Provision of vehicular access to Glanville Road (means of access only). (Amended site area and plans). **Withdrawn 2nd August 2002.**

09/01201/OUT - Outline application (seeking access and layout) for the erection of 2092sq m of class B1 floorspace for start up businesses plus 106 student study rooms in 5 blocks on 2, 3 and 4 levels (including the retention and incorporation of Canterbury House). Provision of 28 car parking spaces accessed off Reliance Way, and 3 car parking space off Glanville Road, cycle parking and landscaping. **Permitted 17th March 2010.**

11/01150/RES - Reserved matters of planning permission no. 09/01201/OUT,(for 2092sq.m of class B1 Business floor space and 106 student study rooms), seeking approval of appearance of block B and C and of the student accommodation block. (Amended plans). **Permitted 12th August 2011.**

11/02386/VAR - Variation of condition No. 7 of planning permission 09/01201/OUT for Class B1 business use and student accommodation to allow occupation and student accommodation by full time student attending courses of one academic year or more. **Permitted 1st February 2012.**

12/00457/VAR - Application to vary condition 2 of planning permission 09/01201/OUT and condition 1 of planning permission 11/01150/RES to allow a revised commercial parking layout. (Additional Information). **Permitted 1st June 2012.**

11/01150/NMA - Application for a non-material minor amendment to planning permission 11/01150/RES involving alterations to Commercial Buildings B and C.. **Permitted 25th June 2012.**

13/01925/B56 - Application for prior approval for change of use from offices (use class B1(a)) to 3 x 1-bed and 13 x 2-bed dwellings (use class C3). **Refused 11th September 2013, allowed and appeal and later quashed by the courts. Awaiting re-determination at appeal though it is now expected that the Planning Inspectorate will decline to determine the appeal.**

Officer's Assessment:

Application Site and Locality

1. The application site comprises part of what was formerly Oxford bus depot until this was redeveloped in recent years to provide 106 student bedrooms in five blocks

to the rear of the site as well as three storey office blocks at the front. Whilst the student accommodation element of the development has been completed (and now known as Mansion Mews), only two of the three approved office buildings have been constructed. These two existing office buildings have barely been occupied since their construction and the site has been left looking incomplete with hoarding still left around it, both hard and soft landscaping not fully laid out and the third approved building not constructed.

2. The site lies along the northern side of Cowley Road between the residential roads of Reliance Way and Glanville Road. It is approximately midway along Cowley Road between The Plain at one end and Cowley district centre at the other. Its location is such that it is not located within any of the City's designated transport district areas.

3. Contiguous with the northwest boundary of the site lies the Victorian era double-gabled two storey building of Canterbury House that has been in office use for many years though now vacant. It was once formerly both the home and studio of renown Oxford photographer Henry Taunt. Abutting the site to the northeast lies the existing timber-clad four storey student accommodation block of Mansion Mews and to the southeast lies the modern residential properties of Reliance Way.

4. The site can be seen within its location on the site location plan attached as **Appendix 1**.

Description of Proposed Development

5. The application is in outline and seeks consent for the demolition of the existing two office buildings (Rivera House and Adams House) as well as part of the existing Canterbury House and the erection of buildings comprising up to 98 student study rooms as well as associated disabled car parking, cycle parking and landscaping. All matters have been reserved and so no details are provided of either the scale, layout, external appearance or landscaping and whilst access is also reserved some details of the access arrangements must be shown as minimum. Vehicular access is proposed from Reliance Way as well as pedestrian links to Cowley Road. As the application is in outline all submitted visualisations, massing models and proposed site layout plans are for indicative purposes only with the exception of clarifying access points to the site.

6. Officers' consider the following to be the principal determining issues in this case:

- Principle of Loss of Employment Site;
- Principle of Student Accommodation;
- Urban Design;
- Affordable Housing;
- Car Parking and Access;
- Impact on Neighbouring Amenity;
- Quality of Student Accommodation;
- Energy efficiency;
- Flood risk;
- Ecology;
- Trees/Landscaping;

- Land contamination.

Principle of Loss of Employment Site

7. The application site is currently in a lawful employment use with its buildings (both those existing and those approved but not constructed) providing office space (Use Class B1a). These buildings were required to be constructed to mitigate the loss of employment generating land as a result of the redevelopment of the majority of the former bus depot site for student accommodation. The use of these buildings for office use in addition to Canterbury House is secured by both condition and legal agreement. The recent quashing of an appeal decision in the courts clarifies that there are no permitted development rights available for these buildings to be converted to a use outside Class B1 purposes.

8. Policy CS28 of the Core Strategy resists the loss of employment sites such as this except where either:

- Overriding evidence is produced to show the premises are causing significant nuisance or environmental problems;
- No other future occupier can be found despite substantial evidence to show the premises have been marketed appropriately.

9. This policy seeks to ensure that the important and sustainable balance between job opportunities and housing is maintained and preferably enhanced within the city. In this respect the policy reflects that set out in the NPPF which emphasises the importance of sustainable economic growth and encourages local planning authorities to plan for balanced communities with job creation matching housing growth.

10. The two existing office buildings have been genuinely occupied in part and for only a very short duration. Their previous use or the likely impacts of they were brought into use would not in officers' view give rise to significant harm to neighbouring amenity in terms of noise, disturbance or indeed car parking pressure. The applicant has not made this claim either and indeed has instead attempted to rely on providing evidence that there is no interest in occupation of the building.

11. In this respect a document produced by Carter Jonas has been submitted to support the application. However, this document does not detail all expressions of interest or provide evidence for the rates and tenancy conditions under which the officers were offered to the market. There is at least anecdotal evidence from one of the third party representations that an interest was expressed in occupation of part of the office building yet 'unreasonable' rates were offered dissuading them from viewing the premises. The document therefore is not sufficiently comprehensive and detailing all enquiries about the premises and the reasons why these enquiries did not proceed further. Moreover officers' themselves, have rarely seen any signage or advertising at the site indicating that office premises were available to let. This view is supported by the comments of a number of third parties in their consultation responses.

12. Of equal concern to officers is the overall condition of the site and its incomplete appearance that will inevitably reduce its attractiveness to potential

occupiers. It is thought that the offices would typically appeal to small and start-up businesses that would often wish to move into fitted out offices. Many of the offices have no fixtures and fittings which would dissuade some businesses. Of greater concern is the poor quality hardsurfacing of the car parking and circulation areas, the sporadic planting and the failure to complete the development leaving hoarding and construction materials on the site. In this context and with the clear lack of genuine marketing attempts it is not surprising that the offices have not been occupied. Consequently officers simply cannot conclude that these offices, particularly given their sustainable location close to a large potential employment base, are not of interest to potential business occupiers. Officers recognise general planning policy support for student accommodation to alleviate pressure on existing house stock however a supply of appropriate business accommodation in sustainable locations is essential to securing the sustainable growth of the city and prosperity of its residents. For this reason the principle of their loss is not accepted by officers and in this respect is found to be contrary to the requirements of policy CS28 of the Core Strategy as well as national policy set out in the NPPF.

Principle of Student Accommodation

13. Notwithstanding officers' in principle objection to the loss of this employment site, the principle of constructing student accommodation in this location must also be considered. In this respect policy HP5 of the SHP is material and supports the development of student accommodation on, inter alia, main thoroughfares including Cowley Road. Such support is predicated on the basis that these roads are better served by public transport and within easier reach of education establishments, amenities and facilities. Such roads are also generally more suited to student accommodation as they are less likely to feature quiet residential areas which would be more susceptible to noise and disturbance associated with the transitory nature of student occupation and therefore potentially detrimental to its character.

14. Whilst in principle student accommodation is appropriate on this site, officers have concerns about the level and intensity of student accommodation in this more residential part of Cowley Road particularly given the cumulative effect taken together with that of Mansion Mews on the character of the immediate area and enjoyment of family homes in Glanville Road and Reliance Way. However, such impacts will be discussed later within the report when officers consider the impact on neighbouring amenity.

Urban Design

15. Policies CP1 and CP8 of the Local Plan require new development to create an appropriate visual relationship with the surrounding area in terms of scale, form, layout and design detailing. Policy CP8 of the Local Plan stresses that new development in prominent locations should enhance the character of the area by responding positively to features of local distinctiveness. Policy CS18 of the Core Strategy requires high standards of architecture and urban design generally that respects the sites and its surroundings. Policy HP9 of the SHP is residential specific though reflects other design related development plan policy requirements including that new development should exploit opportunities to sustain and enhance the significance of heritage assets and make a positive

contribution to local character and distinctiveness. Together these development plan policies reflect that set out in the NPPF which emphasises the importance of good design in sustainable development and adds that “*development that refuses to take the opportunities available to improve the character and quality of an area and the way it functions should be refused*”. It also adds that local planning authorities should require applicants to describe the significance of any heritage assets affected including any contribution made by its setting. It also adds that the significance of non-designated heritage assets should be taken into account in decision making and that the weight afforded to it should have regard to the scale and harm to its significance.

16. Whilst the proposals are in outline only, 98 student study rooms would be provided on site and the submitted indicative drawings indicate that this number of rooms could realistically only be achieved on the site through an arrangement of four storey buildings. Officers consider the very principle of four storey buildings on the site, particularly along the Cowley Road frontage to be objectionable. A building (or buildings) of this height and mass would introduce a long stretch of particularly high rise development when seen in combination with the adjacent four storey residential complex off Glanville Way. Indeed from the submitted indicative plans the proposed buildings could be even higher than this. The visual impact on the streetscene would be dominant and cumulatively result in a fundamental change to the character of the surrounding area which is more typically residential in scale and nature along this part of Cowley Road. In combination with the existing large scale student accommodation to its rear (Mansion Mews) and the adjacent four storey flatted complex this would give rise to a level and therefore appearance of urbanisation that is beyond that appropriate for the site’s context.

17. Adjacent to the site is Canterbury House, a traditional two storey double-gabled Victorian building that was once the home and studio of renowned Oxford photographer Henry Taunt. It is therefore of architectural as well as historical interest. Part of this building, perhaps a later extension to it, is proposed to be demolished as part of the development. Officers consider Canterbury House to represent a non-designated heritage asset to which due weight should be given to the desirability of preserving it and as well as its setting in accordance with the NPPF. The applicant has not submitted any kind of heritage assessment as part of the application which should appraise the heritage significance of this building and assess the impact of the proposed development on its significance. In the absence of any such assessment, which in itself is contrary to the requirements of the NPPF, officers have made their own assessment on the likely impact of a development of the scale proposed. It is clear to officers that the erection of a four storey building along the Cowley Road frontage that is set forward of the building line of the Canterbury House building would overbear this existing building and create a stark, incongruous and ultimately unsympathetic transition from the four storey student accommodation down to the two storey Canterbury House that would dramatically affect appreciation of it in views from Cowley Road. The demolition of part of the existing building is also a concern as in the absence of a detailed assessment of its heritage significance, officers cannot conclude that this part of the building is of little value. In this respect, and in the absence of the submission of a heritage assessment or indicative scheme

demonstrating otherwise, officers find that the proposals would be likely to cause significant harm to the setting of a non-designated heritage asset, an impact not outweighed by public benefits contrary to the requirements of the NPPF.

18. Whilst the layout of the proposed development is left to a reserved matter, an indicative proposed layout has been submitted as part of the application. Whilst this does not necessarily indicate the final layout it is clear to officers that a development involving a combination of three and four storey buildings is likely and these would need to be set around a central courtyard. The space available within the site is however very limited and it would be overshadowed and heavily enclosed by the new buildings as well as the existing Mansion Mews student accommodation to the northeast.

19. The result would be a poor quality external environment for future occupiers with completely inadequate provision of outdoor amenity space that would not be likely to be used due to its position, shadowing and overbearing mass of surrounding buildings. The proposed indicative layout is also considered to be poor given that its utility is adversely affected by that fact that it is bisected by a path leading to a large and probably unpleasant-looking mass of cycle storage that dominates the rear part of the site. This area would be particularly poor as space for meaningful recreation space and soft landscaping would be limited whilst it would also be overborne by the large flat roof mass of the existing Mansion Mews building. Whilst development plan policy discourages the provision of car parking facilities for students, it is necessary to include appropriate car parking for disabled students as well as delivery and servicing areas together with capacity for loading/unloading of cars at the beginning and end of academic terms. Given the level of development proposed officers are not convinced that this provision could be adequately met with the likelihood that there would be a poor quality and congested arrangement within the site giving rise to unnecessary additional parking and turning within Reliance Way which is already subject to parking pressure. The overall inadequate size and poor quality of the outdoor environment within the site is a strong indication that the proposals are simply attempting to overdevelop the site beyond that which is appropriate given its context and the use proposed.

20. In conclusion, officers are of the view that the proposals would be unacceptable in this respect given that the proposals would result in a poor quality, incongruous overdevelopment of the site such that it would not be visually appropriate to its context or of a layout likely to be suitable to serve the intensity of student occupation proposed.

Affordable Housing

21. Policy HP6 of the SHP requires student accommodation providing 20 or more bedrooms to make a financial contribution towards off-site provision of affordable housing in the interests of creating mixed and balanced communities. Such a contribution equates to £140/sq m which would need to be secured as a planning obligation though would depend on the scale of the final development proposed. The applicant has agreed to enter into a legal agreement to secure the necessary contribution if planning permission was to be granted. If Members resolve to grant planning permission contrary to officer recommendation, the final

decision should be deferred to officers to allow for the satisfactory completion of this legal agreement.

Car Parking and Access

22. Policy HP16 of the SHP does not support the provision of dedicated car parking to serve student accommodation so that car ownership is not supported in the interests of reducing parking and traffic congestion for residents. To achieve this where outside a controlled parking zone, a management regime would need to be agreed with the Council in advance of the occupation of the development including details of how the enforcement of car parking would take place. However, some operational car parking would be required as well as disabled parking provision.

23. Whilst the indicative site layout plan shows sufficient provision of wheelchair accessible parking spaces, there is very little usable space remaining within the site in which delivery and servicing vehicles could manoeuvre. Furthermore, there is almost no space at all for operational parking to serve students and their families arriving and departing at the start and end of terms. All of this is likely to give rise to a particularly congested internal environment within the site and numerous conflicts between users of the site. As the surrounding roads are not covered by a controlled parking zone, on-street parking is not enforced so any operational parking would only exacerbate existing parking pressure within Reliance Way and Glanville Road. Whilst the indicative site layout is not necessarily the final design, there is no evidence submitted to convince officers that the car parking and access needs of the proposed development could reasonably be adequately addressed by submissions as part of reserved matters.

24. As a minimum, applications for outline planning permission must show in detail the means of access to the site. The Highway Authority has raised concerns about the adequacy of the existing vehicular access point from Reliance Way and officers share these concerns. Whilst the access may be wide enough to serve a typical car it is not really suitable to serve larger operational vehicles particularly with pedestrians and cyclists potentially using this access point too. Whilst this arrangement is likely to be able to be sufficiently improved as part of a reserved matters scheme as well as controlled by suitable conditions, it does rather add weight to officers' overall concerns that the proposed overdevelopment of the site would create poor quality access arrangements both into and within the site.

25. Notwithstanding the concerns previously expressed by officers about the potential appearance of large areas of covered cycle parking within the site, the level of cycle storage provision proposed does meet the requirements of policy HP15 of the SHP. There is also a reasonable prospect of such provision being able to be delivered in a more visually appropriate way as part of reserved matters. Consequently, with respect to cycle parking, officers have no objection to the proposals. In terms of pedestrian access, this is shown via a gated entrance to be provided between the proposed frontage building and Canterbury House so that there is access from and to Cowley Road. Officers have no objection to this arrangement which should be able to form a reasonably safe and efficient route into and out of the site.

26. The existing Canterbury House has a lawful office use though currently vacant and one which is now subject to an application seeking prior approval for a change of use to residential. The site is outside a designated district centre where reduced levels of car parking provision are encouraged. The development proposed would result in the loss of any car parking spaces to serve the offices of Canterbury House which would prejudice its attractiveness to potential business occupiers and which could therefore adversely affect the City's overall supply of appropriate employment sites. Given the applicant's clear desire to convert this building to a residential use, such a lack of car parking could only bolster later claims that there is a lack of interest in office use of Canterbury House. Having regard to the requirements of policy TR3 of the Local Plan as well as the parking standards set out in Appendix 2, the offices of Canterbury House should be served by approximately 3 car parking spaces. The scheme would leave no car parking provision which officers find to be unacceptable having regard to development plan policy.

Impact on Neighbouring Amenity

26. Policies CP1 and CP10 of the Local Plan require new development to adequately safeguard neighbouring amenity. Policies CP19 and CP21 of the Local Plan resist development where it would have an unacceptable impact on noise and disturbance for neighbouring uses. The supporting text to policy HP5 of the SHP recognises the problems that large numbers of inappropriately sited student rooms can have, given the increased activity on quieter residential streets. Moreover it also recognises that student accommodation can have an adverse impact on the character of residential areas is inappropriately sited. Supporting text to policy CS25 of the Core Strategy also states that there should be no unacceptable impact on amenity for local residents.

27. Subject to appropriate siting and design at reserved matters stage, the proposed buildings themselves are unlikely to give rise to a significant effect on either the privacy, outlook or light experienced by occupiers of the existing Mansion Mews student accommodation development to the north. Moreover, given the separation distances to nearby residential properties, it is likely that a detailed scheme could be delivered that avoids undue impact on neighbouring residential amenity. Consequently officers are not concerned at this stage about the potential impact of the proposed buildings on neighbouring living conditions.

28. Policy HP5 seeks to concentrate non-allocated new student accommodation on existing academic sites, in city/district centres or along main thoroughfares which includes Cowley Road. This is to prevent speculative student accommodation developments taking place in residential areas which can have a significant impact on the character of an area and the quiet enjoyment of surrounding homes.

29. The existing student accommodation at Mansion Mews that adjoins the site to the north has already created significant additional disturbance for occupiers of neighbouring residential properties. This is evidenced by comments raised in objection to the proposed development as well as complaints about noise made to the Council over the past couple of years. Whilst Cowley Road is a mixed use

street well served by public transport, only parts of it feature regular activity during the day and night time. Further away from the district centre it becomes more residential in nature both on Cowley Road itself as well as its side streets. In combination with the recently constructed student accommodation of Mansion Mews the proposals would result in over 200 student rooms set between the relatively quiet residential roads of Reliance Way and Glanville Road.

29. The proposed further intensification of student accommodation at this site is such that it would concentrate the potential to generate significant noise and disturbance for local residents not to mention a likely increase in indiscriminate on-street car parking (from visitors, family members and occasionally students flouting agreed management rules) to the detriment of neighbouring amenity. Furthermore, the intensification of student accommodation across the former bus depot site would significantly increase student comings and goings along, in particular, Glanville Road which is part of a shortcut to the Brookes' Headington campus. Officers' therefore have concerns that cumulatively the character, mix and balance of these residential streets would be materially altered making them less attractive to family occupation in the future. Whilst officers have no in principle objection to some student accommodation on the former bus depot site, it is imperative that this is at a level capable of integrating successfully into the local community. However, the proposals are a step too far for the character and amenity of neighbouring residential streets and as such officers find the proposals unacceptable and contrary to the requirements of policies CP1, CP10, CP19 and CP21 of the Local Plan as well as supporting text to policy HP5 of the SHP and policy CS25 of the Core Strategy.

Quality of Student Accommodation

30. Policy HP5 of the SHP and its supporting text in paragraph A2.35 requires student accommodation developments of the size proposed to provide both communal indoor and outdoor space that ensures occupants have space to gather, socialise and hold events. Policy CS25 of the Core Strategy adds that student accommodation should be purpose-built and designed and managed in a way that attracts students to take it up. As the application is in outline, detailed floor plans have not been provided and the layout could change at reserved matters stage. It would therefore be necessary to assess the acceptability of the internal communal facilities as part of a reserved matters application if applicable.

31. Whilst the overall site layout could also change from that proposed in the indicative site layout plan, officers have wider concerns about the scale of development on the site and the ability to adequately serve the amenities required by students. In particular, the communal outdoor space is small in size and poor in quality and it is difficult to see a way in which such provision could be made in an appropriate way on this site to serve as many as 98 student bedrooms. The combination of the substantial cycle parking requirement together with operational and disabled parking leaves very little usable outdoor space for future student occupiers such that it would be unlikely to be used. For this reason officers cannot conclude that there is a reasonable prospect of a reserved matters scheme being able to provide the necessary standard of student living conditions that the Council expects through its development plan policies. This is further evidence to support officers' contention that the proposals are attempting

to inappropriately overdevelop the site beyond its capacity such that it cannot provide the quality of environment that the Council would expect.

Energy Efficiency

32. Policy CS9 of the Core Strategy requires all developments to minimise their carbon emissions and are expected to demonstrate how sustainable design and construction methods would be incorporated. Furthermore, on qualifying sites such as this one, proposals should demonstrate through an NRA how they would minimise the use of energy, deliver renewable energy on site, incorporate recycled/reclaimed materials and minimise water consumption. Policy HP11 of the SHP is specified to residential development including student accommodation and requires developments of this size to generate at least 20% if its total energy use through on-site renewable energy generation unless not feasible or financially viable.

33. No Energy Statement or other details have been submitted that demonstrate how these policy requirements could be met in the final detailed scheme. In the absence of any such information it is simply not possible for officers to conclude that there is a reasonable prospect of there being a suitable proposal available that would accord with the planning policy requirements and therefore genuinely amount to sustainable development

Flood Risk

34. Policy CS11 of the Core Strategy reflects national policy in the NPPF by resisting development that increases flood risk. Whilst residential development is a more vulnerable use than the existing office development, the site is at a low risk of flooding and so no objection is raised to in this respect to residential development on the site. However, if approved a condition should be imposed requiring details of a surface water drainage system to be submitted to and approved by the Council to ensure no increase in surface water run-off and the potential for localised flash flooding.

Ecology

35. It is very unlikely that the proposed development would have an adverse impact on protected species. However, policy CS12 of the Core Strategy reflects the Council's statutory duties to give due regard to the need to enhance biodiversity when carrying out its functions. A development of the size proposed could make a meaningful contribution towards providing an improved habitat for swifts and so, if approved, a condition should be imposed requiring at least 10 swift boxes to be installed on the final buildings in a location to be agreed first by the Council.

Trees/Landscaping

36. The site is currently barren with no vegetation of note that would be affected by the proposed development. The appearance of the site, particularly when viewed from Cowley Road, could certainly benefit from some planting and this could be secured by condition if the application was to be approved in accordance with the requirements of policy CP11 of the Local Plan.

Land Contamination

37. The site was remediated to a standard suitable for a commercial end use back in 2012. The development however proposes a more sensitive residential use and involves significant ground works that could act as a pathway for contaminants to bring them back in contact with future occupiers of the site. Consequently, and in accordance with the requirements of policy CP22 of the Local Plan, a condition would need to be imposed if planning permission was to be granted requiring a phased contamination risk assessment to be carried out together with all necessary remediation measures.

Conclusion:

38. The proposals would result in the loss of an employment site in a sustainable location without robust justification and introduce a significant increase in student numbers into a residential area that would adversely affect local residential amenity and the character of the area. Furthermore, the proposals would inevitably result in an unacceptable overdevelopment of the site leading to a poor visual relationship with the surrounding area as well as a poor and congested environment for future student occupiers. Consequently, whilst the overall need for additional student accommodation is recognised, for the reasons set out, the proposals would be unacceptable and fail to represent sustainable development contrary to the requirements of policies of the development plan and national policy set out in the NPPF. Committee is therefore recommended to refuse planning permission for the reasons set out at the beginning of this report.

Human Rights Act 1998

Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to refuse 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.

Section 17 of the Crime and Disorder Act 1998

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

Background Papers:

00/01326/NOY
00/01327/NOY
09/01201/OUT
11/01150/RES
11/02386/VAR

12/00457/VAR
11/01150/NMA
13/01925/B56
14/03204/OUT

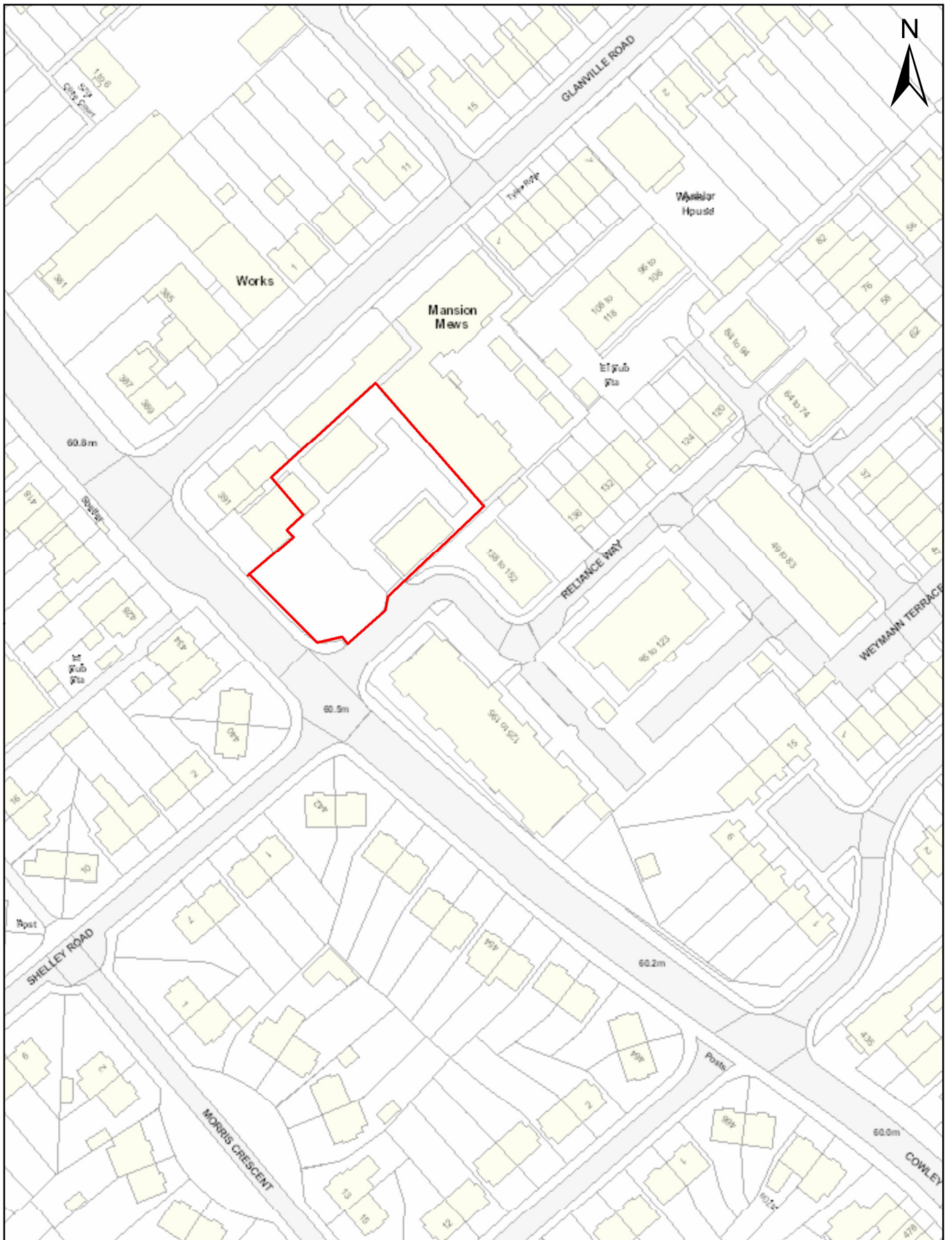
Contact Officer: Matthew Parry

Extension: 2160

Date: 26th February 2015

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Appendix 1 - 14/03204/OUT



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Rivera House and Reliance Way

Scale (printed to A4): 1:1,250

0 10 20 30 40
Metres

Date: 27/02/2015

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East Area Planning Committee:

7th April 2015

Application Number: 14/03331/FUL

Decision Due by: 3rd February 2015

Proposal: Erection of 1 x 3-bed single storey dwelling to form staff accommodation. Conversion of existing residential accommodation to form additional guest house accommodation (Use Class C1).

Site Address: 228 London Road Headington Oxford OX3 9EG **Appendix 1**

Ward: Quarry And Risinghurst Ward

Agent: Peter Uzzell

Applicant: Ms Yan Ling Cheng

Recommendation:

APPLICATION BE REFUSED

For the Following Reasons:-

- 1 The proposed new dwelling and additional guest accommodation, as a result of the loss of residential accommodation within the existing building will lead to an increase in noise and disturbance to the adjacent residential properties, which would be detrimental to the residential amenities of those properties, due to the additional vehicle movements to the rear of the guest house building, and is contrary to policy TA4 of the Oxford Local Plan.
- 2 The proposed new dwelling represents an overdevelopment of the site resulting in inadequate outdoor space to serve the new dwelling, together with the extension of the parking area and additional traffic movements will be detrimental to the amenities of the adjoining properties due to the additional noise and disturbance which would be contrary to policies CP1, CP8, CP6 and CP10 of the Oxford Local Plan and policy HP13 of the Sites and Housing Plan.

Main Local Plan Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP6 - Efficient Use of Land & Density

CP8 - Design Development to Relate to its Context

CP10 - Siting Development to Meet Functional Needs

TA4 - Tourist Accommodation

NE15 – Loss of Trees and Hedgerows

Core Strategy

CS18_ - Urban design, town character, historic environment

CS32_ - Sustainable tourism

Sites and Housing Plan

MP1 - Model Policy

HP2_ - Accessible and Adaptable Homes

HP9_ - Design, Character and Context

HP12_ - Indoor Space

HP13_ - Outdoor Space

HP14_ - Privacy and Daylight

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Relevant Site History:

83/00746/P - formation of room in roof space. PDV 16th September 1983.

93/00673/NO - Rear of 226-228 London Road - Demolition of existing garage. Outline application (seeking approval for siting and means of access) for a detached bungalow with garage and access from Ramsey Road. REF 18th August 1993.

93/01225/NF - Demolition of existing garage. Erection of single storey dwelling with 1 parking space for proposed dwelling and 1 parking space for 226 London Road using existing access from Ramsey Road (amended plans). DIS 26th January 1994.

12/00950/FUL - Erection of two storey rear extension. Conversion of house into guest house (6 bedrooms) and 3 bed house. Provision of 4 off street car parking spaces. PER 19th June 2012.

12/00950/CND - Details submitted in compliance with conditions 5 (landscaping), 7 (bin and cycle storage) and 12 (sustainable design) of planning permission 12/00950/FUL. PER 7th December 2012.

13/02747/PDC - PERMITTED DEVELOPMENT CHECK - Construction of pitched roof canopy above the front entrance door.. PRQ 25th October 2013.

Representations Received:

230 London Road objected as it would be overdevelopment; building in the back garden; an increase in cars; the original plans for the guest house said there would be a dwelling attached, not a store in the garden; the bungalow could be added to in the future to allow more guests/staff. The area is not suitable for large businesses.

226 London Road object as it will contravene policies CP1, CP6, CP7 and CP2. Quality of life has been compromised since the guest house opened, there is noise from vehicles and guests, use of our garden is affected by the car park, there is a camera overlooking our garden. The owners do not live on the site.

1A Ramsay Road The conversion to a guest house has caused annoyance to me as a neighbour, the back garden is a car park, frequently 7 or 8 cars there. The building in the rear garden is an eye sore, and has a security light shining into my sitting room. The owners do not live on the site.

1 Ramsay Road Object as there are more cars and larger gravel area than approved, causing nuisance to neighbours, the B&B on the corner of Ramsay Road has forecourt parking only. The small shed is now a permanent structure with domestic windows and blinds. The removal of trees and reduction of green space would constitute backland development and set an undesirable precedent.

Statutory and Internal Consultees:

Headington Action – No comments received

Headington Community Association – No comments received

St Anne's Road Residents Association – No comments received

Barton Community Association – No comments received

Highways Authority – The site lies within the Headington Northeast Controlled Parking Zone and is currently exempted from parking permit eligibility.

The proposed vehicular and cycle parking comply with standards and I therefore have no objection to the application as proposed

Issues:

Principle of development

Design and layout

Sustainability:

The site is within a sustainable location,

Officers Assessment:Site description and proposal

1. 228 London Road is a guest house which operates under the name of The Oxford Guest House. It was granted planning permission for the

conversion to a guest house and a three bedroom dwelling in 2012 (reference 12/00950/FUL). There is a parking area for guests within the forecourt to the front, and to the rear is gravel parking area, and a lawned area with an unauthorised store building. The properties either side of the site are detached dwellings, and there is another guest house on the corner of London Road and Ramsay Road in close proximity to the site.

2. The application is seeking permission to convert the three bedroom dwelling which is integral to the guest house to additional guest bedrooms, increasing the number of guest rooms from 6 to 9. A single storey dwelling is proposed to be built in the rear garden which will provide a three bedroom dwelling. There will be cycle parking and bin storage to serve the new bungalow, and additional guest parking is also proposed in the gravelled area between the guest house and the proposed dwelling.

Principle of the development

3. Policy TA4 of the Oxford Local Plan says that planning permission will be granted for development which maintains, strengthens and diversifies the range of short stay accommodation, subject to criteria, which include a location (amongst other places) on London Road; it is acceptable in terms of access, parking, highway safety, traffic generation, pedestrian and cycle movements; part of the dwelling is retained for residential use and it will not result in an unacceptable level of noise and disturbance to nearby residents. Whilst the site meets the criterion of the policy, the proposal includes an increase in the parking to the rear of the existing guest house. The approved site layout plan indicates that the area to the rear of the building will be used for two resident car spaces, and storage for 6 bicycles. The proposed site layout plan proposes 8 spaces, which include 2 for the new dwelling. An area of 252 square metres is gravelled and paved to provide the parking spaces. Whilst the Highways Authority has not raised any objection to the proposal on the grounds of Highway Safety, the development would result in a significant increase in the number of vehicle movements in the area between two residential gardens, increasing noise and disturbance to those properties. This represents a significant increase in the levels of noise and disturbance to the level of amenity experienced by those gardens. The nature of the use as a guest house is that visitors are likely to be leaving and arriving throughout the day, and this is a higher level of movements over and above the approved situation, which is for two resident spaces only. With an increase in the number of guest bedrooms, there would also be an increase in the vehicle and subsequent noise. This would be contrary to criterion b and d as the parking arrangements would lead to a parking situation which will result in an unacceptable loss of noise and disturbance to nearby residents and so would be contrary to policy TA4.
4. Policy TA4 also requires that part of the existing dwelling is retained for residential use. When the guest house use was permitted, an extension to

the building was granted to provide a three bedroom dwelling for the owner/manager of the guest house to live in. That dwelling has a completely separate entrance, and separate eating, sleeping, washing and cooking facilities to the guest house. There is a doorway between the guest dining room and family dining room to provide internal access on the ground floor only. The creation of a new dwelling to the rear will separate the link between the two buildings and uses, and the policy requires the accommodation to be provided within the building. When the guest house use was allowed, the extension was built to provide that level of linked accommodation. The separation by more than 20 metres of the proposed dwelling is not considered to be in accordance with the intention of the use as a guest house. The separation is such that the bungalow could be operated completely separately from the guest house. The application has been supported by information about the applicant's personal circumstances, setting out that for her family she wishes to live in separate accommodation. However, the dwelling that was permitted in 2012 is considered to provide family space with sufficient scope for it to be independent from the guests, and to provide private family life, and therefore the personal circumstances are not sufficient to overcome the objection to this application of separating the family accommodation from the guest house building. It has been suggested that a legal agreement is entered into, that the bungalow is not separated from the guest house. However given the additional noise and disturbance caused by the additional parking, and the completely independent nature of the bungalow from the guest house, this is not going to be able to overcome the objection in principle as the development is contrary to policy TA4 of the Oxford Local Plan.

Design and Layout

5. Policies CP1, CP8, CP9, and HP9 seek to ensure that new development is appropriate to its context and location and is suitably designed. This application as indicated above will increase the level and activity in the rear garden area. The additional noise and disturbance will be contrary to the requirements of policy CP1 which seeks to ensure that the amenities of adjoining occupiers is safeguarded, and policy CP6 which requires development to make appropriate use of land. Policy CP8 requires development to relate well to its context. Whilst the area is residential in nature, the siting of the bungalow is adjacent to the rear gardens of 3 houses, and together with the additional parking and vehicle movements will result in a change in the character and form of development in the area, introducing a material change in character which is detrimental to the amenity of neighbours, and where there is not an appropriate relationship with the surroundings.
6. Policy HP13 of the Sites and Housing Plan requires development to have direct and convenient access to an area of private open space to meet specific criteria. A dwelling of two or more bedrooms should have an area which is of adequate size and proportions for the dwelling proposed. This should be of an area which is at least equivalent to the building's footprint.

The dwelling has 92 square metres; the useable garden area is 71 square metres. In addition it is north facing, and will be shadowed by the bungalow, which also reduces its quality. However space can be provided for bins and cycles. The inadequate space around the building also gives a cramped appearance to the proposed development, especially as it is in close proximity to the parking area for the guesthouse, again reducing the outlook. The approved plan for the guesthouse indicated a much larger garden area, with only limited parking, which would have met the amenity needs of the staff accommodation. The proposal is therefore contrary to policy HP13 as inadequate outdoor space is provided.

Other

7. The third parties have made reference to the loss of the trees on the site. The trees are early mature, and as a group they are a moderately attractive feature within the existing site itself, but they have a low prominence to the wider public streetscene. Their loss would not result in a significant adverse impact on public amenity, and any impact would also be mitigated by the presence of a group of sycamore trees situated along the western boundary of the site; these are more prominent from the London Road and positioned in front of the ash group from this vantage point. Therefore the loss of the trees would not be a reason for refusing the application.

Conclusion:

8. The proposed dwelling, and increase in the number of guest rooms at the guesthouse is contrary to the policies of the local plan, and will have a detrimental impact on the amenities of neighbouring properties, and is recommended for refusal.

Human Rights Act 1998

Officers have considered the implications of the Human Rights Act 1998 in reaching a recommendation to refuse 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.

Section 17 of the Crime and Disorder Act 1998

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

Background Papers:

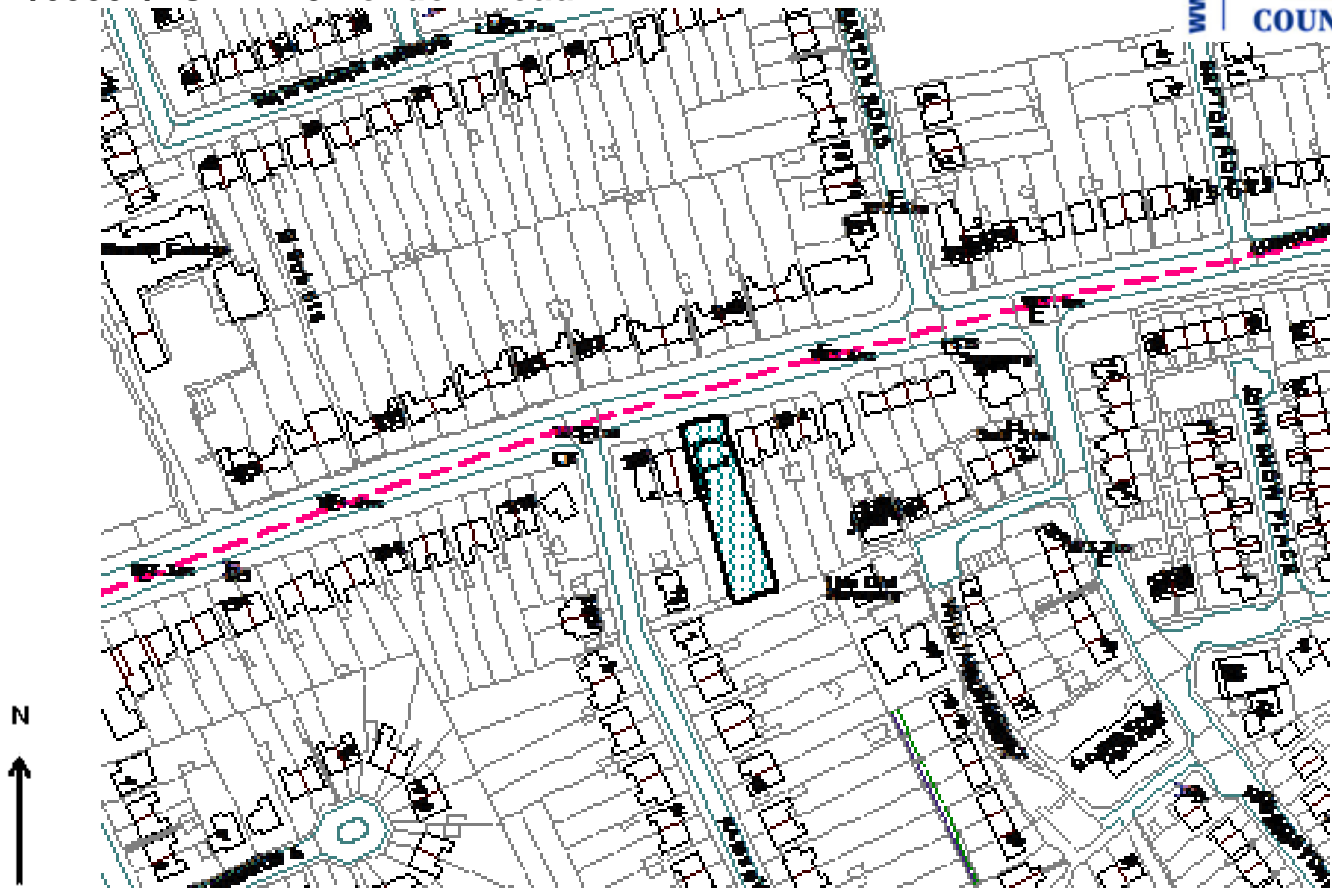
14/03331/FUL

Contact Officer: Sian Cutts
Extension: 2186
Date: 25th March 2015

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Appendix 1

14/03331/FUL - 228 London Road



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Ordnance Survey 100019348

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East Area Planning Committee - 8th April 2015

Application Number: 15/00038/FUL

Decision Due by: 18th March 2015

Proposal: Installation of external wall insulation.

Site Address: 9 Waynfilete Road Oxford Oxfordshire OX3 8BQ

Ward: Barton And Sandhills Ward

Agent: N/A

Applicant: Mr Chris McDonagh

Recommendation:

APPLICATION BE APPROVED

For the following reasons:

- 1 The proposed alterations are acceptable in design terms and would not cause unacceptable levels of harm to the amenities of the neighbouring properties. The proposal therefore accords with policies CP1, CP6, CP8 and CP10 of the Oxford Local Plan, HP9 and HP14 of the Sites and Housing Plan and CS18 of the Core Strategy.
- 2 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

subject to the following conditions, which have been imposed for the reasons stated:-

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials as approved

Main Local Plan Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP6 - Efficient Use of Land & Density

CP8 - Design Development to Relate to its Context

CP10 - Siting Development to Meet Functional Needs

Core Strategy

CS18_ - Urban design, town character, historic environment

Sites and Housing Plan

HP9_ - Design, Character and Context

HP14_ - Privacy and Daylight

MP1 - Model Policy

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Relevant Site History:

None.

Representations Received:

No comments received.

Statutory Consultees:

Barton Community Association – no comments received.

Issues:

Design

Residential Amenity

Officers Assessment:

Site:

1. 9 Waynflete Road is a two-storey semi-detached dwelling situated in the Barton area of Oxford to the east of the City Centre beyond the ring road. The property is currently a combination metal and concrete pre fab on the front, rear and side elevations which is a poor condition. The property has been extended to the front and side with a rendered finish. This application relates to the installation of an external wall insulation system to the front rear and side elevations.
2. The application is to be considered by the East Area Planning Committee as the applicant's partner is an employee of the City Council.

Design:

3. Due to the poor condition of the current metal cladding the external wall insulation improves the character and appearance of the property whilst also improving the thermal efficiency. The cladding sits comfortably beneath the eaves of the existing roof and the window still protrude beyond the insulation in order to retain detailing in the features of the dwelling. The design also responds well to the local context by using rendering to match the existing extension to the property and many other properties in the area which have been subject to external wall insulation.
4. The proposal is therefore considered to comply with policies CP1, CP6 and CP8 of the Local Plan, CS18 of the Core Strategy and HP9 of the Sites and Housing Plan.

Residential Amenity:

5. The proposal does not impact on the neighbouring occupiers in terms of loss of light, overlooking, overbearing impact or loss of outlook therefore the proposal is not considered to have detrimental impact on residential amenity.
6. The proposal is therefore considered to comply with Policies CP10 of the Local Plan and HP14 of the Sites and Housing Plan.

Conclusion:

APPROVE subject to conditions

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998. In reaching a recommendation to grant permission, officers consider that the

proposal will not undermine crime prevention or the promotion of community safety.

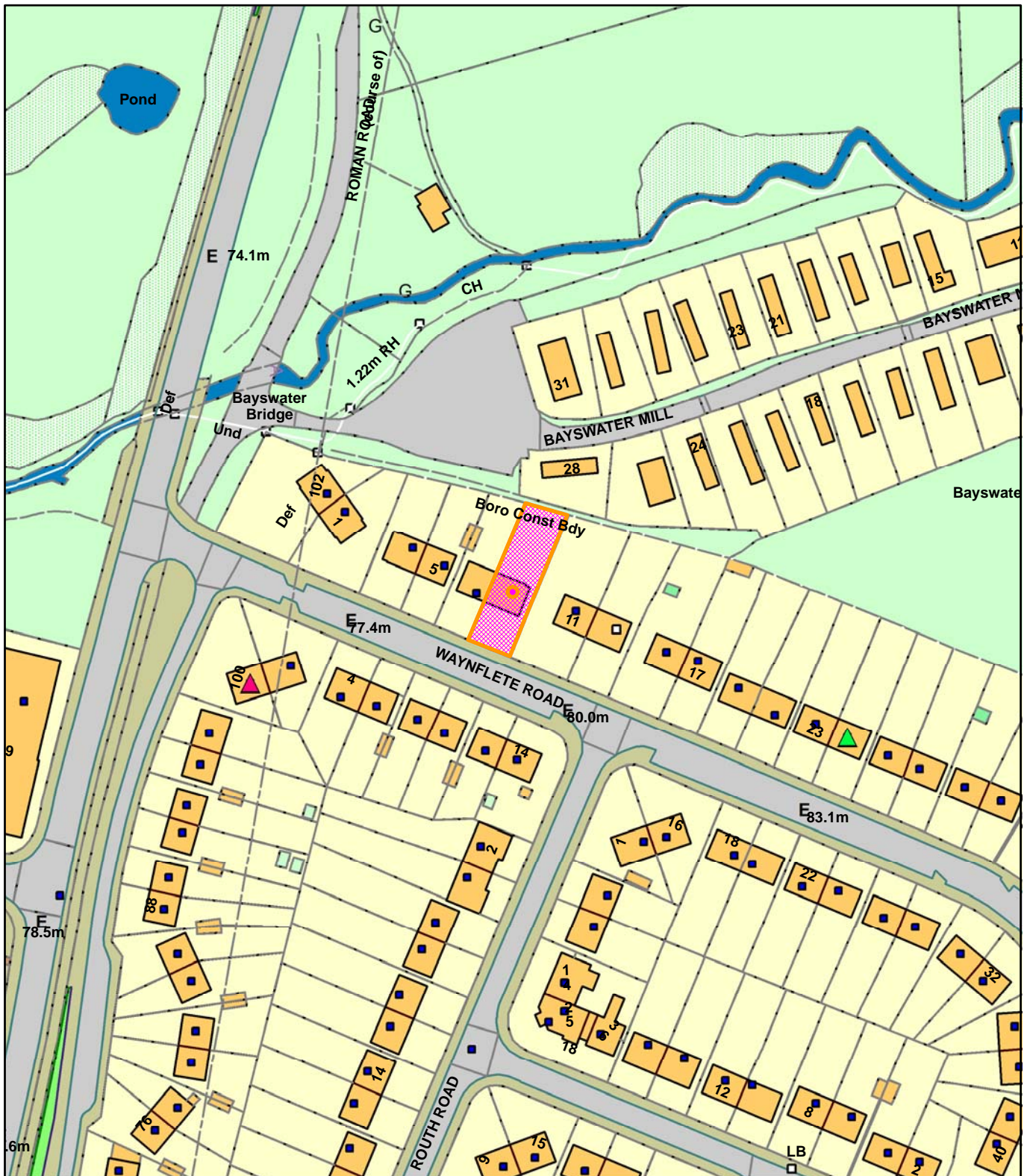
Background Papers: 15/00038/FUL

Contact Officer: Sarah Orchard

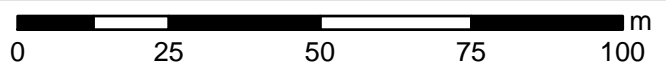
Date: 25th February 2015

9 Waynfilet Road

Appendix 1



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EAST AREA PLANNING COMMITTEE

-8th April 2015

Application Number: 15/00359/CT3

Decision Due by: 6th April 2015

Proposal: Demolition of existing garages and erection of 9No new garages.

Site Address: Land Rear Of 55 To 67 Masons Road Oxford Oxfordshire (Garage 1 to 10, Masons Road) – **Appendix 1**

Ward: Churchill Ward

Agent: N/A

Applicant: Oxford City Council

Recommendation:

APPLICATION BE APPROVED

For the following reasons:

- 1 The proposed development is considered to make a meaningful contribution towards the provision of much needed car parking facilities for local residents and bringing a derelict facility back into use. The proposals are therefore considered to accord with the requirements of all relevant policies of the development plan.
- 2 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

subject to the following conditions, which have been imposed for the reasons stated:-

- 1 Development begun within time limit
- 2 Develop in accordance with approved plns

Main Local Plan Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP9 - Creating Successful New Places

CP10 - Siting Developmnt to Meet Functionl Needs

Core Strategy

CS18_ - Urb design, town character, historic env

Sites and Housing Plan

HP16_ - Residential car parking

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Relevant Site History:

- 00/01892/NF - Demolition of 11 garages. Erection of 2 storey block of 8x1 bed flats and a 3 storey 5 bed house (with 3rd floor in the roof space). Associated outbuildings and provision of 13 car parking spaces.. PER 19th January 2001.
- 60/01226/M_H
14/03037/PDC - 70 lock-up garages. PER 9th November 1960.
- PERMITTED DEVELOPMENT CHECK - Demolition of 10 garages and replacement with 9 slightly wider garages to accommodate modern vehicles.. PRQ 3rd November 2014.
- 15/00359/CT3 - Demolition of existing garages and erection of 9No new garages.. PDE

Representations Received:

2 neighbour comments in support of the proposal, as it will bring back a derelict site into use as well as providing more parking.

Statutory and Internal Consultees:

Natural England – No objection, reference to standing advice and policies

Issues:

Residential amenities

Design

Parking

Officers Assessment:

Site description

1. The application site is a block of garages within a residential area within the New Headington/Wood Farm area. Its location is in Godfrey Close, which is accessed via Masons Road. The garages have not been in use for a number of years.

Proposal

2. The application is seeking planning permission to replace the existing ten garage units with 9 new garages.

Residential Amenities

3. This application proposes the replacement of an existing, derelict garage block which has been secured by metal fencing. The proposal would bring this site back

into use and thus would be visually more attractive to local residents.

The proposed block will decrease in length by 80 cm and in height from 2.4 metres to 2.2 metres. The depth is slightly increasing by 5 centimetres.

4. Therefore the scale and massing is considered an improvement on the existing situation in terms of impact on neighbouring amenities, and therefore the proposal is not considered harmful on neighbouring amenities and is in accordance with relevant policies of the development plan.

Design

5. The proposed design is similar in appearance to the existing built form. Scale, size and massing will decrease and is therefore considered more sympathetic than the existing garages.

6. The materials proposed will replace some asbestos and will comprise of steel coated with plastic, which is considered acceptable and is pursuant to policies CP1 and CP10 of the Local Plan, CS18 of the Core Strategy and HP16 of the Sites and Housing Plan.

Parking

7. The proposal is decreasing the units from 10 to 9. This is acceptable as the existing units are not meeting the modern parking standards and have not been in use for a number of years. The proposal would therefore provide 9 units that can accommodate modern cars and in effect provide more parking spaces than there have been in the vicinity recently, due to the bringing back of the garage use.

Conclusion:

Approve.

Human Rights Act 1998

Officers have considered the Human Rights Act 1998 in reaching a recommendation to grant planning permission, subject to conditions. Officers have considered the potential interference with the rights of the owners/occupiers of surrounding properties under Article 8 and/or Article 1 of the First Protocol of the Act and consider that it is proportionate.

Officers have also considered the interference with the human rights of the applicant under Article 8 and/or Article 1 of the First Protocol caused by imposing conditions. Officers consider that the conditions are necessary to protect the rights and freedoms of others and to control the use of property in accordance with the general interest. The interference is therefore justifiable and proportionate.

Section 17 of the Crime and Disorder Act 1998

Officers have considered, with due regard, the likely effect of the proposal on the need to reduce crime and disorder as part of the determination of this application, in accordance with section 17 of the Crime and Disorder Act 1998.

In reaching a recommendation to approve, officers consider that the proposal will not undermine crime prevention or the promotion of community safety.

Background Papers:

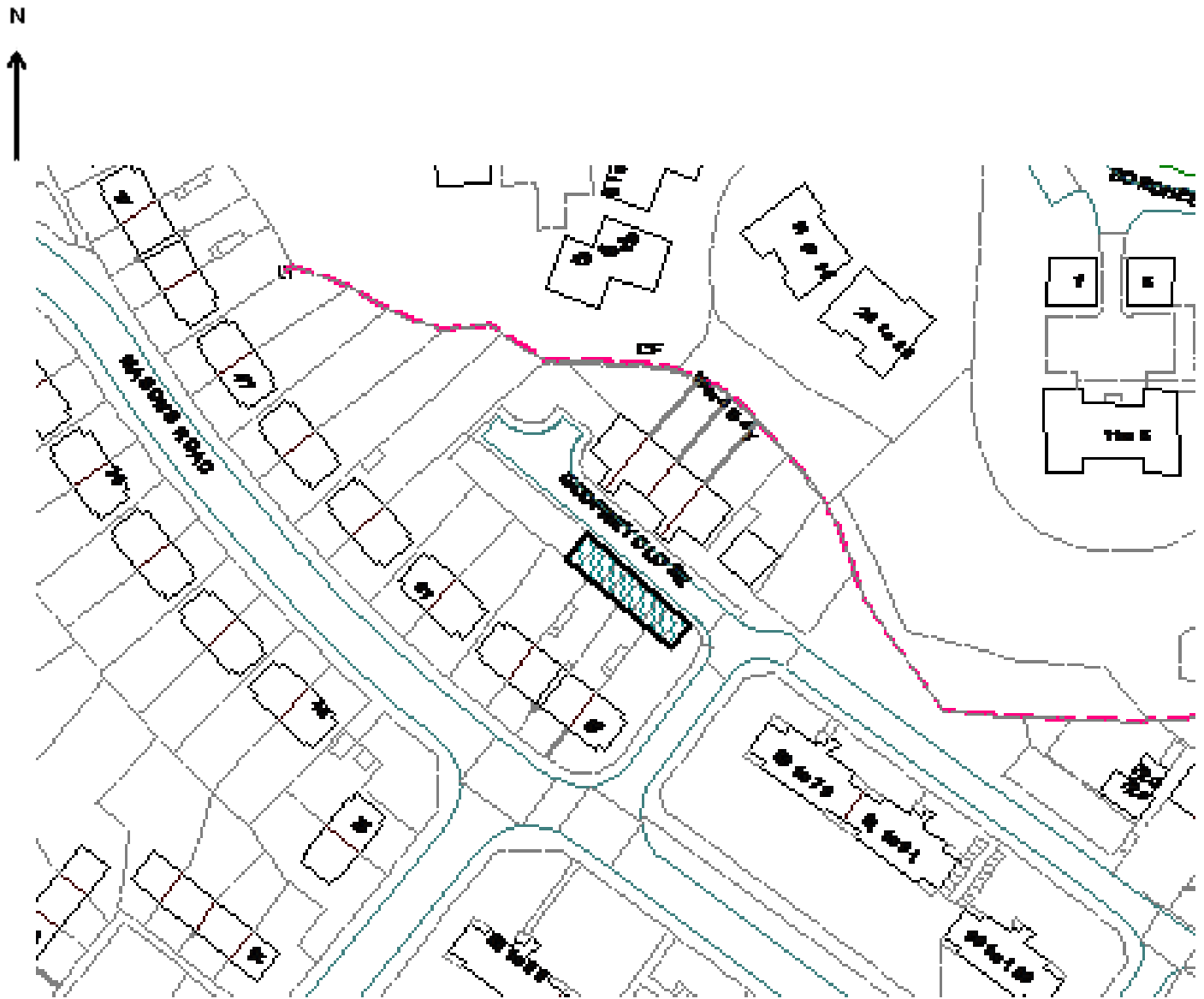
Contact Officer: Tobias Fett

Extension: 2241

Date: 27th March 2015

Appendix 1

15/00359/CT3 - Land Rear Of 55 To 67Masons Road



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