

Agenda

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East Area Planning Committee

Date: **Wednesday 8 March 2017**

Time: **6.00 pm**

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

For any further information please contact the Committee Services Officer:

Jennifer Thompson, Committee and Member Services Officer

Telephone: 01865 252275

Email: democraticservices@oxford.gov.uk

If you intend to record the meeting, it would be helpful if you speak to the Committee Services Officer before the start of the meeting.

East Area Planning Committee

Membership

Chair	Councillor Van Coulter	Barton and Sandhills;
Vice-Chair	Councillor David Henwood	Cowley;
	Councillor Nigel Chapman	Headington Hill and Northway;
	Councillor Mary Clarkson	Marston;
	Councillor Ben Lloyd-Shogbesan	Lye Valley;
	Councillor Michele Paule	Rose Hill and Iffley;
	Councillor Sian Taylor	Northfield Brook;
	Councillor Ruth Wilkinson	Headington;
	Councillor Dick Wolff	St. Mary's;

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

Copies of this agenda

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AGENDA

Pages

1 **Apologies for absence and substitutions**

2 **Declarations of interest**

3 **16/01225/FUL: Temple Cowley Pools, Temple Road, OX4 2EZ**

13 - 52

Site Address: Temple Cowley Pools, Temple Road.

Proposal: Erection of 48 dwellings with associated car parking, landscaping, open space and access.

Officer recommendation: to support the development in principle but defer the application in order to draw up a legal agreement in the terms outlined below, and delegate to officers the issuing of the notice of permission, subject to conditions, on its completion

Conditions

1. Development begun within time limit
2. Develop in accordance with approved plans
3. Samples of materials
4. Details of all means of enclosure
5. Details of refuse and cycle storage (including residents and visitors)
6. Revised window design for southern elevation of Block C (either high level or repositioned)
7. Revised Landscaping plan required
8. Landscaping carried out by completion
9. Landscaping management plan
10. Details of access road (including tactile crossing at junction and visibility splays)
11. Swept Path Analysis for refuse vehicles
12. Residents travel Information Pack
13. Construction Environmental Management Plan (including Traffic Management)
14. Details of parking management (including parking controls, parking management for the library)
15. Electric Vehicles Charging Infrastructure
16. Details of Biodiversity Enhancements
17. Sustainable Urban Drainage Scheme & Strategy (including maintenance plan)
18. Archaeology Written Scheme of Investigation
19. Contaminated Land Assessment
20. Removal of Permitted Development Rights

- 21. Details of Fire Hydrants
- 22. Sustainability Measures (including detailed design of PV panels)

Legal Agreement: Affordable housing to the mix specified within the application.

4 16/03108/RES: Jack Russell, 21 Salford Road, OX3 0RX

53 - 68

Site Address: Jack Russell 21 Salford Road Oxford Oxfordshire

Proposal: Demolition of public house, erection of 16 flats (6 x 3-bed, 8 x 2-bed, 2 x 1-bed) on three floors. Provision of 19 car parking spaces. (Reserved matters of outline planning permission 15/02282/OUT seeking approval of access, appearance, landscaping, layout and scale) (Amended plans).

Officer recommendation: to grant planning permission for the reasons below and subject to conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Samples.
4. Bat assessment.
5. Contaminated Land 1.
6. Contaminated Land 2.
7. Landscape management plan.

5 16/01752/FUL: Land at Swan Motor Centre and to the East Between Towns Road, Oxford

69 - 86

Site Address: Land at Swan Motor Centre and to the East of Between Towns Road.

Proposal: Redevelopment of site to provide purpose built managed student accommodation comprising 144 study rooms, provision for one commercial unit of (85sqm), provision of an on-site management suite of (67sqm), together with associated landscaping and infrastructure (amended plans).

Officer recommendation: to grant planning permission, subject to conditions and the satisfactory completion of a Section 106 agreement to secure a contribution to affordable housing, and to delegate authority to the Head of Planning and Regulatory Services to issue the permission:

Conditions

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

3. Materials – Samples.
4. Landscaping.
5. Landscape Management Plan.
6. Retained Trees.
7. Boundary Treatments.
8. Energy Requirements.
9. Cycle Parking.
10. Construction Traffic Management Plan.
11. Disabled Parking.
12. Pedestrian Visibility.
13. Vehicular Visibility Splays.
14. Refuse and Recycling Stores.
15. Council Store.
16. Retail Unit.
17. Students - No cars.
18. Full time students only.
19. Phased Drop Off Arrangements.
20. Day to day management.
21. Travel Plan and Travel Pack.
22. Signage.
23. External Lighting.
24. Biodiversity Enhancement Measures.
25. Additional Drainage Information.
26. SUDs.
27. Drainage Infrastructure.
28. Phased Risk Assessment.
29. Remedial Work.
30. Unexpected Contamination.
31. Archaeology.
32. Piling Methodology.
33. Tree Pits.

Legal Agreement and CIL

If planning permission is granted for the development then a legal agreement would be required to be completed prior to a decision being issued for an affordable housing contribution. A CIL payment would also be required if planning permission is granted.

6 16/03157/FUL: Ampleforth Arms, 53 Collinwood Road, Oxford, OX3 8HH

87 - 98

Site Address: 53 Collinwood Road Oxford OX3 8HH

Proposal: Part demolition of the existing public house. Part redevelopment and conversion to create a new community run public house at basement and ground floor level and 1 x 1-bed, 3 x 2-bed and 2 x 3 bed residential apartments over ground, first and second floors. Erection of 1 x 3-bed dwellinghouse.(Use Class C3). Provision

of private amenity space, landscaping, car parking and associated infrastructure.(Amended description)

Officer recommendation: to grant planning permission, subject to the conditions and the satisfactory completion of a Section 106 agreement to secure a contribution towards affordable housing,, and to delegate authority to the Head of Planning and Regulatory Services to issue the permission.

Conditions:

1. Time limit.
2. Strictly in accordance.
3. Samples.
4. Hours of use of pub garden space.
5. Construction Traffic Management Plan.
6. Drainage.
7. SUDs.
8. Further details car parking areas.
9. Further details ventilation and extract.
10. Further details screening and boundaries.
11. Drainage.
12. Removal of PD rights for pub (change of use).
13. Contaminated Land investigation.
14. Contaminated Land remedial works.
15. Bin storage.
16. Bike storage.

7 16/00679/FUL: Site of Former Shelley Arms, 114 Cricket Road

99 - 108

Site Address: Site of Former Shelley Arms, 114 Cricket Road

Proposal: Demolition of public house. Erection of 3 x 4-bed dwellings and a three storey building to provide 2 x 2-bed and 2 x 1-bed flats (Use Class C3). Provision of private amenity space, car parking, bin and cycle store (Amended plans).

Officer recommendation: to grant planning permission subject to conditions

Conditions:

1. Time Limit.
2. Accordance with approved plans.
3. Visibility Splays.
4. Swept path analysis.
5. Access details.
6. Samples.
7. Bin storage.

8. Cycle Storage.
9. Boundary and screening details.
10. Drainage scheme.
11. SUDs.
12. Contaminated land assessment.
13. Energy Statement.
14. Biodiversity enhancements.

8 Minutes

109 - 116

Recommendation: That the minutes of the meeting held on 8 February 2017 are approved as a true and accurate record.

9 Forthcoming applications

Items for consideration by the committee at future meetings are listed for information. They are not for discussion at this meeting. This is not a definitive list and applications may be added or removed at any point.

16/02885/FUL: Royal Mail Sorting Office And Vehicle Maintenance Depot , 7000 Alec Issigonis Way, Oxford, OX4 2ZY	Major application
16/03006/FUL: Templars Square, Between Towns Road, Oxford	Major application
16/02624/FUL: 17 Kestrel Crescent	Called in
16/02549/FUL: Land Adjacent 4 Wychwood Lane, OX3 8HG	Non-delegated application
16/02998/FUL: 7 And 9 Leys Place, Oxford, OX4 3DE	Non-delegated application
15/03342/FUL: 16 Clive Road	Called in
16/03034/FUL 44 Town Furze	Called in
16/03275/FUL: 33 Church Hill Road Oxford OX4 3SG	Called in
17/00390/FUL: 22 Merewood Avenue, Oxford, OX3 8EF	Non delegated decision
16/02997/OUT: Land Adjacent , 2 Rymers Lane, Oxford, OX4 3LA	Major application

16/01049/FUL: 474 Cowley Road, OX4 2DP	Major application
16/01894/FUL and 16/01895/LBD: Grove House, 44 Iffley Turn, Oxford, OX4 4DU	Called in
16/03007/FUL: The Manor Hospital, Beech Road, Oxford, OX3 7RP	Non-delegated application

10 Dates of future meetings

The Committee will meet at 6.00pm on the following dates:

5 Apr 2017
10 May 2017

Councillors 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. Advice on bias, predetermination and declarations of interest is available from the Monitoring Officer.

The following minimum standards of practice will be followed.

At the meeting

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 (in accordance with the rules contained in the Planning Code of Practice contained in the Council's Constitution).
2. At the meeting the Chair may 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.

Preparation of Planning Policy documents – Public Meetings

4. 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.

Public requests to speak

5. Members of the public wishing to speak must notify the Democratic Services Officer before the meeting starts 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.

Written statements from the public

6. Members of the public and councillors can send the Democratic Services Officer written statements and other material to circulate to committee members, and the

planning officer prior to the meeting. Statements and other material are accepted and circulated by noon, two working days before the start of the meeting.

7. Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to view give 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. Any such material will not be displayed or shown at the meeting.

Exhibiting model and displays at the meeting

8. 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 by noon, two working days before the start of the meeting so that members can be notified.

Recording meetings

9. 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 place to record. You are not allowed to disturb the meeting and the chair will stop the meeting if they feel a recording is disruptive.
10. 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.

Meeting Etiquette

11. 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.
12. 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; or
 - (d) seek to re-design, or negotiate amendments to, an application. The Committee must determine applications as they stand and may impose appropriate conditions.

Code updated to reflect changes in the Constitution agreed at Council on 25 July 2016.

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East Area Planning Committee

8th March 2017

Application Number: 16/01225/FUL

Decision Due by: 9th August 2016

Proposal: Erection of 48 dwellings with associated car parking, landscaping, open space and access.

Site Address: Temple Cowley Pools, Temple Road (**site plan: appendix 1**)

Ward: Cowley Marsh Ward

Agent: Savills

Applicant: Catalyst Housing Limited

Recommendation:

The East Area Planning Committee is recommended to support the development in principle but defer the application in order to draw up a legal agreement in the terms outlined below, and delegate to officers the issuing of the notice of permission, subject to conditions on its completion for the following reasons:

Reasons for Approval

1. 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 East Oxford Neighbourhood Area. With respect to the loss of the sports and leisure facility the requirements of Oxford Core Strategy Policy CS21 and NPPF paragraph 74 have been met through the provision of alternative facilities. The overall layout, form, and appearance of the development would be appropriate for the site and surrounding area while also safeguarding the amenities of existing and proposed residential properties and providing suitable public open space. It would be acceptable in highway terms with appropriate access arrangements to adjoining uses, and parking provision. The development would not have a significant impact upon biodiversity; trees; archaeology; flood risk; drainage; air quality; land contamination; or noise impact and any such impact relating to these matters could be successfully mitigated by appropriate measures secured by condition or contributions. 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. In considering the application, officers have had specific regard to the comments of third parties and statutory bodies in relation to the application. However officers consider that these comments have not raised any material considerations that would warrant refusal of the applications, and any harm identified could be successfully mitigated by appropriately worded conditions.
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 of materials
- 4 Details of all means of enclosure
- 5 Details of refuse and cycle storage (including residents and visitors)
- 6 Revised window design for southern elevation of Block C (either high level or repositioned)
- 7 Revised Landscaping plan required
- 8 Landscaping carried out by completion
- 9 Landscaping management plan
- 10 Details of access road (including tactile crossing at junction and visibility splays)
- 11 Swept Path Analysis for refuse vehicles
- 12 Residents travel Information Pack
- 13 Construction Environmental Management Plan (including Traffic Management)
- 14 Details of parking management (including parking controls, parking management for the library)
- 15 Electric Vehicles Charging Infrastructure
- 16 Details of Biodiversity Enhancements
- 17 Sustainable Urban Drainage Scheme & Strategy (including maintenance plan)
- 18 Archaeology Written Scheme of Investigation
- 19 Contaminated Land Assessment
- 20 Removal of Permitted Development Rights
- 21 Details of Fire Hydrants
- 22 Sustainability Measures (including detailed design of PV panels)

Legal Agreement:

- Affordable housing to the mix specified within the application

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
TR1 - Transport Assessment
TR2 - Travel Plans
HE2 - Archaeology
HE7 - Conservation Areas
NE15 - Loss of Trees and Hedgerows

Core Strategy

CS2_ - Previously developed and greenfield land
CS9_ - Energy and natural resources
CS11_ - Flooding
CS12_ - Biodiversity
CS18_ - Urban design, town character, historic environment
CS21_ - Green spaces, leisure and sport
CS23_ - Mix of housing
CS24_ - Affordable housing

Sites and Housing Plan

SP54_ - Temple Cowley Pools, Temple Road
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
HP16_ - Residential car parking

Other Planning Documents

National Planning Policy Framework – paragraphs 6, 7, 14, 74, 128
Balance of Dwellings Supplementary Planning Document
Affordable Housing and Planning Obligations Supplementary Planning Document

Public Consultation

A summary of all the comments received from statutory consultees and third parties can be found in **Appendix 2** of this committee report.

Pre-Application Discussions / Oxford Design Review Panel

The proposal has been developed following pre-application discussions with the Council and a public exhibition held in the adjacent Silver Band Hall on the 26th June 2015.

The proposal has also been reviewed by the Oxford Design Review Panel on the 7th May 2015 and 16th July 2015. The responses of the panel are enclosed in **Appendix 3** of this report

Officers Assessment:

Background to Proposals

1. The site is located on the western side of Temple Road and is bordered by the Temple Cowley Library to the south-east; residential properties of Oxford Road to the south-west; St Christopher's Primary School and playing fields to the north and north-west; Silver Band Hall and an employment site to the north (**appendix 1**)
2. The site formerly comprised the Temple Cowley Pool and Leisure Facility, which lay to the rear of the site behind the library. This use ceased in December 2014 and the building has subsequently been demolished following the grant of a prior approval application in November 2015 under reference 15/03107/DEM.
3. The site is accessed from Temple Road and leads to an access road that runs along the northern boundary of the site which provides access to the Silver Band Hall and pedestrian access to the primary school. The road also led to the car park for the leisure facility which was sited between the building and the library.
4. The site does not lie within an area of special control however the boundary of the Temple Cowley Conservation Area is immediately adjacent to the northern and eastern boundary of the site. The site is also within Flood Zone 1.
5. The application is seeking planning permission for the redevelopment of the site to provide 48 dwellings, in a group of three apartment blocks (35 dwellings) and a series of terrace and semi-detached dwellings (13 dwellings). The proposal will provide 50% affordable housing, with 19 of the units as social rent and 5 as shared ownership. The development will utilise the existing access from Temple Road, and will maintain vehicle access to the Silver Band Hall and pedestrian access to the school.
6. Officers consider the principal determining issues to be:
 - Principle of development;
 - Loss of existing sports and leisure facility;
 - Balance of dwellings and Affordable Housing
 - Site layout and built form;
 - Impact upon adjoining properties
 - Residential uses;
 - Transport;
 - Landscaping;
 - Flood risk and drainage;
 - Biodiversity;
 - Archaeology;
 - Sustainability
 - Air quality
 - Land Contamination

Principle of Development

7. The National Planning Policy Framework has a presumption in favour of delivering sustainable development, which it sees as meaning planning for economic, environmental, and social progress (paragraphs 6 & 7). The NPPF makes clear in Paragraph 14 that this presumption should be seen as the golden-thread running through plan-making and decision-taking, which for decision-taking means approving development proposals that accord with the development plan without delay.
8. In this regard the site has been allocated for residential development through Sites and Housing Plan Policy SP54. The site allocations within this development plan are an important part in delivering the Oxford Core Strategy's key principles of meeting Oxford's housing and employment needs; reducing the need to travel; and regeneration and reuse of previously developed land. They are also part of meeting the NPPF's requirement for authority's to demonstrate that they have a five-year housing land supply of deliverable sites. The general principle of redeveloping this site for residential accommodation would therefore accord with the aims of the development plan and therein meet the aims of the NPPF.
9. The allocation policy does include a number of points that any development proposal will need to address and these will be considered in further detail throughout this report, however, officers would make members aware that there would be no material reason to object to the general principle of providing residential development on this site.

Loss of Existing Sport and Leisure Facility

10. The site allocation policy (SP54) states that any redevelopment proposal for the site will be subject to Oxford Core Strategy Policy CS21. This policy states that the loss of existing sports and leisure facilities will only be supported if alternative facilities can be provided and if no deficiency is created in the area. It goes on to state that alternative facilities should be provided in a location equally or more accessible by walking, cycling and public transport and will be particularly welcomed in areas that have an identified shortage.
11. The Temple Cowley Pool and Leisure Facility ceased use in December 2014, following the opening of the new pool at the Blackbird Leys Leisure Centre. The new pool (Leys Pool and Leisure Centre) has been providing the swimming facilities for the south of the city since that time, and the Temple Cowley Pool buildings have since been demolished. The decision to replace the Temple Cowley Pool and Leisure Facility was taken by the City Council Executive Board in September 2010 following a Leisure Facilities Review in 2009. The Board concluded that the most appropriate solution to the provision of swimming facilities in south of the city was to close the outdated and expensive pools at Temple Cowley (along with another in Blackbird Leys) and replace them with a modern facility adjacent to the existing Blackbird Leys Leisure Centre which would serve as a local pool for south east Oxford as well as being a competition pool for a wider area. The Blackbird Leys Leisure Centre was considered to be

in an accessible location which has a greater catchment area of people living within a 10 minute walking distance than Temple Cowley Pools. Moreover it was also within walking and cycling distance for many within the Temple Cowley Pool catchment area, and well served by public transport with both services (Oxford Bus Company's route 5, and Stagecoach's route 1) running frequently from Blackbird Leys to the City Centre and therefore providing a direct bus from the Temple Cowley area to Blackbird Leys. In light of the intended quality of the new facility and its accessible location, officers advised the board that the replacement of the Temple Cowley Pool with a new facility would comply with the aims of Policy CS21. This is recognised in the preamble to the site allocation policy for the site (SP54) which states that the new pool in Blackbird Leys is anticipated to satisfy the requirements of Policy CS21. This supporting text was approved by an inspector following an Examination in Public and therefore forms part of the current development plan. Having regards to this context and decision making process behind the decision to replace Temple Cowley Pools (in particular the approval of the Sites and Housing Plan Inspector) with a modern facility at Blackbird Leys, officers would advise members that the loss of the sports facility would comply with the policies of the development plan.

12. During the consultation process it has been suggested that the redevelopment of the site for residential use would be contrary to the aims of the National Planning Policy Framework because the site has not been shown as being surplus to requirements for recreational use. This is a reference to NPPF paragraph 74, albeit the first part only, which essentially has the same intention as Oxford Core Strategy Policy CS21. This paragraph states that existing open space, sports and recreation buildings and land, including playing fields, should not be built on unless:

- an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
- the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
- the development is for alternative sports and recreational provision, the need for which clearly outweighs the loss'

13. In dealing specifically with this point, officers would advise members that proposal would accord with paragraph 74 because the Temple Cowley Pools and Leisure Facility have been replaced with a better facility in a suitable location. As will be clear from the above, the three bulleted criteria of NPPF paragraph 74 are alternatives and only one of the criteria needs to be met in order for the paragraph to be complied with. Members will also note that with the Sites and Housing Plan being a post NPPF document the Inspector would have been fully aware of the requirements of NPPF paragraph 74 when approving the allocation policy (SP54) and its supporting text.

14. In light of the above, officers are of the view that the requirements of Oxford Core Strategy Policy CS21 and NPPF paragraph 74 have been met.

Balance of Dwellings and Affordable Housing

15. Policy CS23 of the Oxford Core Strategy 2026 require residential development to deliver a balanced mix of housing to meet the projected future household need, within each site and across Oxford. The mix of housing relates to the size, type and tenure of dwellings.
16. The Balance of Dwellings Supplementary Planning Document (BoDSPD) provides guidance on the mix of units expected from a 'strategic site' of this size. The proposal would seek to provide 48 units made up of the following dwelling type – 10x1 beds (20.83%), 15x2 beds (31.25%), 21x3 beds (43.75%), 2x4 beds (4.17%). The mix of units would broadly accord with that prescribed for a site of this size, with the only deviation being that there should be no more than 20% of 1 beds and not less than 5% of 4 beds. The difference in terms of a policy compliant mix is marginal not sufficient to warrant refusal of the scheme on this basis.
17. During the consultation process, it has been suggested that the Sites and Housing Plan Background Paper 21, Open Spaces and Greenfield Sites identified the site as having a capacity for 25 dwellings which this proposal would exceed. Officers would make clear that the suggested capacity in this background paper should not be read as a definitive figure. The NPPF and the development plan no longer prescribe minimum densities for residential schemes, with the overall aim being to make the best and most efficient use of the site. As this site has been allocated as part of the council's five-year housing land supply it would therefore be important to ensure that best use of the site is made in order to meet Oxford's housing need.
18. The Oxford Core Strategy 2026 recognises that the provision of affordable homes is a key priority for the Council in order to deliver a wide choice of quality homes to address the needs of local people and to create sustainable, inclusive mixed use communities. Sites and Housing Plan Policy HP3 requires development sites with a capacity for 10 or more dwellings to provide 50% affordable homes on the site. It goes on to state that a minimum of 80% of these homes must be social rented accommodation, with the remaining as intermediate housing.
19. The scheme would provide 50% affordable homes, with 19 of the units (79.2%) as social rent, and 5 (20.8%) as shared ownership. While the level of social rent would fall just short of the 80%, the planning statement has stated that the mix of units in terms of types and tenure have been carefully considered to deliver as close to a policy compliant mix as possible while also reflecting current assessments of housing need. As with the overall balance of dwellings mix, the variance is minimal and officers consider that the difference would not be sufficient to warrant refusal of the scheme.

Site Layout and Built Form

20. The NPPF considers that good design is a key aspect of sustainable development. This means that the level of development within any scheme

should suit the sites capacity and respond appropriately and realistically to the site constraints. Sites and Housing Plan Policy HP9 states that residential development should respond to the overall character of an area, and that the form, density, and layout should make an efficient use of land in a manner that respects the sites context and makes a positive contribution to local character. This is supported by Oxford Core Strategy Policy CS18, and Policies CP1, CP6, CP8, CP9, and CP10 of the Oxford Local Plan.

21. The NPPF and Oxford Local Plan Policy HE7 also require proposals to understand the impact upon the significance of a heritage asset with the objective being not to harm the significance. In this regard the site lies adjacent to the Temple Cowley Conservation Area, but not within, and therefore consideration should be given to the impact on the setting of the conservation area.
22. Layout: The layout for the development would comprise three main apartment blocks, with one sited adjacent to the library albeit set back from the frontage to retain the sense of civic space around the block and the library. The other two blocks would be sited rear of the library and frontage block. These blocks would be separated by publically accessible open space between the buildings. A group of terraces and semi-detached dwellinghouses would be located to the rear of the site and would front onto the extension to the main access road that runs through the site from Temple Road. These units would maximise views out from the rear towards the central core of the city.
23. The Oxford Design Review Panel considered that the submitted layout represented a significant improvement from the original concepts for the site, and that the houses and apartment blocks were sensibly sited. Officers would support this view and consider that the layout has taken a sensible approach in terms of making the best use of the site by creating a group of apartment buildings that are evenly spaced around the library which then read as a cluster of four blocks, and then a terraced row along the north-western boundary to form an end stop to the existing access road and creating a street alongside these blocks.
24. Size and Scale: The main frontage block would be three storeys in order to sit comfortably alongside the library, whereas the blocks to the rear would be four and five storey making use of the change in land levels through the site in order to accommodate the extra height. The dwellinghouses to the rear would be three-storey.
25. The Oxford Design Review Panel considered that the overall size and scale of the buildings would be suitably proportioned and in scale with the surrounding properties, particularly the library. Having considered this matter further, officers recognise that the majority of Temple Road is sited within the Temple Cowley Conservation Area. This Conservation Area is characterised by a number of small stone houses and cottages representing the remnants of its origins as a small village, but also includes a number of larger scale religious, manufacturing, and educational institutional buildings of stone and brick that were developed as part of the 19th and 20th century expansion of the area. There are also some

more modern interventions within the road such as the flatted developments of Silkdale Close and the building alongside the Temple Cowley Health Centre. The overall scale of the frontage building would relate well to the adjacent library and church which establish the larger scale built form at this end of the street (even though the library is only single storey). The other two apartment blocks whilst larger would be sited to the rear of this frontage block and utilise the change in land levels in order to sit comfortably within the group of buildings. The three-storey dwellinghouses to the rear would also be of an appropriate scale when viewed against the former pools building that they will replace. As such officers consider that the overall size and scale of the proposed buildings would be appropriate for the site, and would not have an adverse impact upon the setting of the conservation area.

26. Appearance: The appearance of the buildings has drawn on local building characteristics of the Temple Cowley Conservation Area to inform the design, while also including some contemporary influences. As recognised by the Oxford Design Review Panel, the elevational treatment in its materiality and fenestration relates well to the library. It would use red brick, and double height windows to provide some continuity to this building with detailing between ground and first floor windows to provide visual interest. The blocks to the rear would have a buff brick, with a change of colours at roof level in order to break up the mass of the buildings. The double height windows would follow through the proportions of the frontage buildings where possible. The dwellinghouses to the rear would have pitched roofs and gabled frontages, and be formed from a stone coloured brick in order to reflect the stone wall elements specific to the conservation area. As such officers consider that the appearance of the buildings would create an appropriate visual relationship with the surrounding area
27. Open Space: The layout has been developed to provide suitable public open space for residents and the general public. This aspect of the scheme has been developed further since the Oxford Design Review Panel. The open space between the apartment blocks and library would have pathways to orientate pedestrians through the space, and planting to create defensible space alongside the library and also the apartments. The central space would have a play area designed for the 2-6 year age range. In addition to this central space, another square would be provided alongside the Silver Band Hall with tree planting, seating, and cycle parking which would be accessible to all including those using the hall and the pedestrian access to the school.
28. Overall officers consider that the layout, scale, massing, and appearance of the development would be appropriate for the site and would not harm the significance of the adjacent Temple Cowley Conservation Area. This would accord with the aims of the NPPF and also the above-mentioned policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016, and Sites and Housing Plan 2026.

Impact upon Adjoining Properties

29. Policy HP14 of the Sites and Housing Plan states that residential development

should provide reasonable privacy and daylight for the occupants of both existing and new homes.

30. A Daylight and Sunlight Report has been submitted with the application which considers the impacts of the proposal upon the adjoining properties. A number of these buildings (St Christopher's School, Silver Band Hall, and Library) are not in residential use which the above-mentioned policy seeks to deal with. In this regard, the proposal has the potential to impact on the properties on Oxford Road, opposite side of Temple Road, and to the north of the development within the existing employment site.

31. At the outset it is important to recognise that the former pools building was a substantial building that was sited close to the boundary of the Oxford Road properties, and along with the Emmaus building have created a sense of enclosure to the rear of these dwellings. The dwellings on Oxford Road are modest two-storey semi-detached properties which are separated from the site by long north-west facing gardens (40-45m) which in most cases have mature screening within them. The removal of the existing pool building will have increased the sense of openness on the rear boundaries to these properties, and that this will be retained by the development, with the new built form limited to the flank walls of Block C and the terrace row. The Sunlight and Daylight Report has indicated that the built elements on the boundary will not create a significant loss of light to the habitable rooms or rear gardens of these properties. It should be noted that in the case of Block C, the closest gardens of 169-167 Oxford Road are set back further from the site because of the Emmaus building (171). In addition to this the report has also identified that Block C will not have an adverse impact upon the light received to the habitable rooms within the Emmaus building. In terms of overlooking, the terraced properties have no windows in the side elevation to overlook rear gardens. Block C would have windows in the side elevation at ground to second floor level which would serve the living room and kitchen. Having regard to the separation distance between these windows and the habitable rooms of the adjoining properties and the fact that the main outlook of Block C looks away from the Oxford Road properties, officers consider that these windows would not give rise to any significant overlooking issues between properties over and above the normal mutual level of overlooking that occurs from the upper levels of buildings. However, the windows may create a perception that the rear of these properties are overlooked, and therefore as they are only secondary windows within the flats, a condition should be imposed requiring these to be high level windows which will allow light into the flats but also reduce the sense of overlooking for the adjoining properties.

32. In terms of the cottage (no.83) on the eastern side of Temple Road, officers consider that the three storey frontage building would be sited some distance from this property to avoid any adverse impact on light and privacy. Although there are two cottages to the north of the site (104-106) it is also considered that the development is set sufficiently away from these properties so as to prevent any adverse impact in terms of light and privacy.

33. Having regards to the other non-residential buildings, the proposal has been designed in order to create a suitable separation distance between the buildings and the library. The Sunlight and Daylight Report has confirmed that although the proposed buildings would have some impact upon the library, it would be limited and within the Building Research Guidelines. There would be windows from the flats facing the library, but in most cases these are windows to secondary habitable rooms such as bedrooms rather than main living rooms. There would be no impact upon the Silver Band Hall building or St Christophers' School in terms of loss of light or overbearing impact.

Residential Uses

34. The development would allow for a range of dwelling types across the scheme each with varying layouts. The units would be self-contained and have internal layouts that exceed the requirements of Sites and Housing Plan Policy HP12 which sets minimum floor sizes and general living accommodation standards expected from residential accommodation.

35. In terms of outdoor space, Sites and Housing Plan Policy HP13 require new dwellings to have direct access to an area of private open space. It recognises that family homes should be provided with a private garden of adequate size and proportions to the size of house proposed. It goes on that state that 1 or 2 bedroom flats should be provided with a balcony or terrace of usable space, or direct access to a private or shared garden. The policy also makes clear that adequate provision should be made for the safe, discrete and conveniently accessible refuse and recycling areas.

36. The dwellinghouses would each have private gardens of adequate proportions to the properties they serve. The flats would also have balconies or terraces of adequate size and have use of the central open space as a shared communal area. The dwellings would each be provided with refuse storage within the rear gardens that are accessible via the side passageway, whilst the apartment blocks would have their own communal stores. A plan has been submitted which demonstrates that the location of each refuse storage area complies with the maximum recommended drag distances for both residents and refuse vehicles as set out in the Manual for Streets. Therefore the locations of the refuse storage areas are considered appropriate for the development. As such the proposal would accord with the aims of Policy HP13.

Transport

37. A Transport assessment has been submitted with this application, which considers the highway impacts of the proposal.

38. Site Accessibility: The site is considered to be situated in a highly sustainable location which is accessible by walking, cycling, and public transport. The site has upwards of 30 buses per hour passing along Cowley Road - for services to the city centre, Blackbird Leys, and Headington - which is within convenient walking distance of the site. In addition, the Oxford Business Park and Templars Square Shopping Centre is within an acceptable walk or cycle. There is therefore

the opportunity to travel to and from the site via a variety of sustainable means. The site is also served by good cycle infrastructure in the form of National Cycle Route 5 just to the north of the site. In addition to this, Cowley Road is set to become a Premium Cycle Route in the future, as per the proposals of the OTS, again increasing the opportunities for journeys to and from the site to be made by bicycle. There are also a range of local facilities within short distance of the site which can be accessed on foot.

39. Trip Generation: The Transport Assessment indicates that the residential development is expected to generate a similar amount of traffic to the previous use of the site during the morning peak hour, and over the course of the day, including during the PM peak hour, the development is likely to generate less trips than the previous use. The Local Highways Authority accepts these figures and considers that the development would not have a detrimental impact on the operation of the wider highway network.
40. Car Parking: The development will provide a total of 48 parking spaces for the residential accommodation, with 29 allocated parking spaces for the private and shared ownership units (one per unit) and 19 unallocated parking spaces for the social rented units and visitors. There will be two disabled parking spaces provided within the development and each is appropriately located near to the entrances of the two disability accessible flats. The applicant (Catalyst) has also confirmed that they have a number of sites where parking provision is limited and the matter is successfully managed through parking controls operated by the association. This site would be managed in the same way.
41. The site allocation policy (SP54) states that the development will be expected to minimise car parking spaces on site. The parking provision within the scheme would be below the maximum parking standards set out within Sites and Housing Plan Policy HP16, and also the County Councils Parking Standards for New Residential Development. The parking provision is considered appropriate given the sustainable location of the site. The Local Highways Authority welcomes the low car development but consider that control measures would be necessary to ensure that unacceptable overspill parking in the local area does not occur and to reinforce the principle of the development to encourage low levels of car ownership. Therefore the Local Highways Authority have requested that a Section 278 agreement is entered into to secure funding towards the implementation of a Controlled Parking Zone within the area and that the proposed dwellings are excluded from eligibility.
42. Having regards to this matter, officers would advise members that although the County Council have made a request for a financial contribution towards the implementation of a CPZ, this cannot be secured as part of this planning permission because the mechanism for raising such funds is through the Community Infrastructure Levy (CIL). It would be a matter for the applicant to take up directly with the Highways Authority as to whether they are prepared to provide a financial contribution through a S278 agreement.
43. The proposal would retain three parking spaces for the exclusive use of library customers while another two unallocated parking spaces are to be located close

by and therefore accessible for visitors to the library when not in use. The Transport Statement confirms that residents will be prevented from using the three library parking spaces through the use of lockable bollards that are to be unlocked by library staff each morning and locked every evening. The provision of three parking spaces for the library is lower than the standard set out in the Adopted Parking Standards SPD, however this is considered acceptable due to the library's highly accessible location.

44. Travel Plan: Having regards to the scale of the development, a full Travel Plan is not required under the Travel Plan Guidance. In order to encourage the use of sustainable transport over the use of private vehicles a Travel Information Pack should be created outlining the options available to residents of the site to take up the use of sustainable modes of transport. This Travel Information Pack should then be provided to the first residents of each dwelling. A Residential Travel Plan should therefore be secured by condition.
45. Access: The development will utilise and enhance the existing vehicle crossover from Temple Road to the site. The footways on either side of the access road will also be upgraded. The proposed carriageway is to have a width of 4.1m which is sufficient to allow two vehicles to pass and would be considered appropriate for the context of the development and the likely volume of traffic on the access road. The footways would have a width of 1.5m along the south side of the access and a footway with a minimum width of 1.8m on the north side.
46. The access road will also serve the Oxford Silver Band Practice Hall and provide pedestrian access to St Christopher's Primary School. Since pedestrians accessing the school are likely to predominantly use the footway on the north side of the access road (as this footway leads to the school) it is appropriate that this footway has the greater width. It is also proposed for trees to be planted alongside the northern footway which will help to separate pedestrians and vehicles.
47. The Local Highways Authority have recommended that controls be put in place to prevent the access road being used for vehicle parking, which might also result in vehicles parking half on the footway. This could restrict the width of the footways, which must remain clear due to their likely use by families walking to and from the primary school, or obstruct access into the site for emergency and service vehicles. It is understood that the County Council's Road Agreements Team are currently in discussions with the application about adopting the access road. However, in the meantime parking controls will need to be implemented along the access road, regardless of that road's status. A condition should be imposed which requires details of the parking controls for the site in the event that the road is not adopted.
48. The development proposes upgrading the existing access onto Temple Road to a bellmouth entrance. Therefore, an uncontrolled tactile crossing which complies with DDA standards would be required in this location. The Transport Statement also indicates visibility splays of 43m from the access junction with Temple Road in accordance with the level of visibility required for vehicle speeds of 30mph, as set out in the Manual for Streets. Temple Road has a speed limit of 20mph

however the 43m visibility splays set out from the access would be supported. There is an existing street lighting column within the visibility splays, immediately to the north of the access junction which could partially obstruct visibility to a small section of the carriageway to the north. However this is not considered to raise any significant safety concerns. The access for the swimming pool is in this same location and accident data record dated back to 2000 shows only one accident in this location which resulted in a slight injury was not attributed to visibility and furthermore, the traffic calming build out near to the access on Temple Road would act to reduce the risk of turning movement accidents.

49. Access to St Christopher's School: In accordance with the requirements of site allocation policy (SP54) a pedestrian access through the site to St Christophers' School would be provided albeit relocated to a position within the adjacent Silver Band Hall Site.
50. The access arrangements proposed within the scheme are consistent with the improved pedestrian access arrangements through the site that were approved by the County Council as part of the planning permission for the new classroom building and extension to the existing school hall granted in January 2013 under reference number R3.0185/12. This improved pedestrian access has not been provided as yet, but remains part of the permission, and would therefore be a matter for the county council to secure.
51. During the consultation process, reference has been made to the fact that the proposed layout has not included an emergency vehicle access for the school sited at the end of the existing access road on the north-western boundary with the school. Having investigated this matter, officers would advise Members that that this access was actually provided for contractors to facilitate the extensions approved as part of the above-mentioned development. The approved site plan for the school improvements make no reference to an emergency access or do they show any such vehicular access being retained as part of the access arrangements through the site. In addition to this, the officer's report for this application states that this construction access will be closed upon the completion of the works and makes no reference in the decision notice for an access to be retained.
52. Therefore it is considered that the access arrangements proposed within the scheme and as approved under an extant planning permission would comply with Site Allocation Policy SP54.
53. Cycle Parking: The proposal would provide 120 residents' cycle parking spaces in line with the minimum requirements set out in Sites and Housing Plan Policy HP15. Moreover additional spaces for visitors to the site are to be installed within the public open space towards the centre of the site however details of this provision have not been supplied. The details of this visitor parking should be secured by condition.
54. The cycle storage for the dwellinghouses would be provided within the rear gardens of those properties, which would also be acceptable as they are accessible through the rear entrance to each garden. In terms of the apartments

these are to be located within specific stores in the buildings. It is also noted that the provision of cycle storage located within the blocks is predominantly to be through the use of vertical cycle stands, with the exception of the cycle store in Block B which will have semi vertical bike stands. While the use of such stands is less practical for cyclists than the use of standard Sheffield style bike racks, it is accepted that the use of vertical cycle racks can be appropriate for urban developments, such as the one proposed, for the purpose of saving space.

55. Swept Path Analysis: A swept path analysis for a large refuse vehicle and fire tender has been submitted with the Transport Statement. However, the swept path analysis of the refuse vehicle does not show the reverse movement required for the turning manoeuvre. The Local Highways Authority has recommended that a swept path analysis of a large refuse vehicle demonstrating that such a vehicle can safely and easily enter, turn and exit the site from both directions at the proposed bellmouth from Temple Road is provided by condition. Currently the plan only demonstrates a refuse vehicle entering and exiting the site from the southern approach to the junction. Therefore, for completeness, the County Council recommends a condition be imposed that requires an amended swept path analysis plan demonstrating that all of these manoeuvres can be safely undertaken.

Landscaping

56. A detailed Landscape Plan and Tree Survey have been submitted with the application which sets out the overall strategy for the site. Having reviewed these plans, there are only 6 trees within the proposed development site. These are generally of low or poor quality and individually or collectively have no real public visual amenity significance. Only T.8 (Whitebeam), T.9 (Whitebeam) and T.16 (Rowan) are currently visible to public views from Temple Road. These are small, of poor or low quality (condition) and easily replaceable. In addition, the arboricultural tree survey accompanying the application correctly captures trees standing close to the outside of the site's boundaries. These include 3 Scots pine and 3 Silver birch trees standing in the playing fields of St Christopher's Church of England Primary School, which are shown retained.

57. The landscaping proposals within the detailed landscape plan would provide a range of replacement tree planting throughout the scheme in excess of those lost. These proposals are generally considered to be acceptable. However, the detail of proposed tree planting along the access road on the north-east boundary should be amended by condition. In particular, the first two proposed trees should be omitted from the entrance of the development access in order to maintain street views from the south-west of the Cricket's Arms Public House, which is a landmark building signifying the beginning of the Temple Cowley Conservation Area.

58. The application is considered acceptable in relation to Oxford Local Plan Policies CS18, CP1, CP11 and NE15 relating to trees and good landscape design, subject to conditions for tree protection measures and landscaping proposals.

Flood Risk and Drainage

59. A Flood Risk Assessment and Drainage Strategy have been submitted with the application. This indicates that the site is located within Flood Zone 1 which has a low probability of flooding.
60. The Oxfordshire County Council Drainage team have indicated that the application site is covered by a significant amount of hard-standing and that any sustainable urban drainage scheme needs to be designed carefully so as to prevent any adverse impact upon the area. Along with Thames Water, the County has recommended a condition requiring approval of the detailed drainage strategy for the site. The condition should ensure that the drainage system is designed to control surface water run off for all rainfall up to a 1 in 100 year storm event; that surface water run off should not exceed the greenfield run off rate for a storm event; any excess surface water must be stored on site and released to the receiving system at greenfield rates and that a suitable connection to a surface water sewer is made.

Biodiversity

61. An Ecological Assessment has been submitted with the application, along with a Bat Survey and Building and Tree Inspection survey. These surveys identify that the proposed development is located in an area comprised almost entirely of hard standing and no protected habitats are located on site or in close proximity which are likely to be impacted. The bat surveys found that bats were unlikely to be roosting on site, but could be utilising the area for foraging and commuting, however this would no longer be the case given the building has been demolished. Officers would agree with the findings of the report and are of the view that the development will not have a negative impact on protected species or habitats in accordance with Oxford Core Strategy Policy CS12.
62. The proposal sets out a number of suggested enhancement measures for biodiversity including using nectar rich plants as well as the provision of bat and bird boxes. In order to ensure that these measures are suitable a condition should be attached requiring approval of these enhancements and also that the landscaping plan shall incorporate planting to encourage night-flying insects to provide a food source for bats.

Archaeology

63. The site is of interest because it involves ground works in the vicinity of a Roman kiln and medieval remains that may be associated with the documented 12th century Templar Preceptory documented within the historic core of Temple Cowley. The Site is located within an extensive landscape of dispersed Roman manufacturing sites forming part of a nationally important regional pottery industry. The nearest recorded likely manufacturing site is located 90m north-east of the pool. Here an evaluation at the former joinery works at 77 Temple Road by Oxford Archaeological Unit in 1993 revealed the backfilled stokehole of a 2nd century Roman pottery kiln. The 2016 evaluation at the Temple Cowley Pool site located a single ditch of Roman date containing a small amount of 1st-

2nd century pottery (Cotswold Archaeology 2016)

64. An archaeological evaluation and watching brief in 2007-2008 at the adjacent Emmaus Community site, 169-171 Oxford Road, revealed 11th-13th century features. Three phases of activity were recorded including a pre-structural phase dated to the 11th century represented by two ditches (likely forming part of an enclosure) and several pits. A second phase of activity was represented by several stone walls including the corner of a building constructed of large angular limestone blocks. This medieval building was identified running northeast-southwest, located 6m from the Cowley Pool car park boundary. The remains were suggested by the excavator to be part of the 12th century Templar Preceptory however this was not conclusively demonstrated. The extent and character of the associated settlement remains unclear.
65. Having reviewed the Oxford Historic Environment Record, the results of the submitted archaeological desk based assessment (CgMs 2015) and the field evaluation by Cotswold Archaeology (2016), officers would recommend a condition be attached which requires the implementation of a programme of archaeological work in accordance with a written scheme of investigation.

Sustainability

66. In accordance with Sites and Housing Plan Policy HP11 the site would be a qualifying development to include at least 20% of their energy needs from on-site renewables or low carbon technologies.
67. An Energy Statement has been submitted with the application which follows the approach within the policy to first consider energy efficiency through the built fabric of the building and then the use of renewable technologies. This indicates that the strategy will adopt a fabric first approach, designed to the 2013 Part L Building Regulations Standards, with high standard insulation, double glazing and maximising south facing roof slopes or elevations for natural lighting and heating. The dwellings will include energy efficient boilers, lighting, and space heating controlled through programmers. The development will minimise water consumption through the fitting of aerators, water butts for harvesting and reuse of water, and a SUDS scheme. The houses will be timber frames and used locally sourced materials. In terms of renewable sources, the strategy has identified that photovoltaic panels will be the most appropriate means as all units have south to southwest orientation. The details of these panels should be agreed by condition.

Air Quality

68. An Air Quality Assessment that considers potential impacts on air quality during both the construction and operational phases of the proposed development has been submitted with the application. The assessment identifies a medium risk of impacts on sensitive receptors from dust during the construction phase. It recommends that a number of mitigation measures should be adopted 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 also concludes that existing air quality is such that the location is suitable for the proposed development. Additionally, the assessment concludes 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.

69. However, the assessment does not go on to recommend implementation of best practice mitigation measures. A key theme of the National Planning Policy Framework 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).

Land Contamination

70. The Ground Investigation Report submitted with the application identifies the presence of made ground across with site with an elevated hotspot of arsenic and lead, and elevated polycyclic aromatic hydrocarbons (PAHs) site-wide. The report recommends that further sampling should be undertaken in areas of proposed soft landscaping to determine further the extent of the contamination and establish the requirement for remediation, or to remove 600mm of made ground and replace with a clean cover of imported subsoil and topsoil of 600mm in thickness in accordance with BRE guidance.

71. The report also recommended a watching brief be undertaken during the groundworks. Buried services were identified as a receptor which may be affected by the elevated PAHs in the soils. No assessment of pipe specifications has been submitted and will be required as part of the remediation strategy.

72. Officers would accept the findings of the report and recommend that conditions be imposed which secures a remediation and monitoring strategy for the site; a validation report for the remediation strategy; and a watching brief during construction for any unexpected contamination.

Other Matters

73. Rights of Way: The Silver Band Hall has indicated that two of the proposed houses and their car parking spaces would be located on part of their right of way across the existing access road to Temple Road. Officers would advise members that matters relating to access rights across land are for the applicant to deal with in terms of whether they are able to implement a planning permission and would not constitute a material consideration for the

determination of this application.

74. Fire and Rescue Service: The County Council as Fire Authority have indicated that there is likely to be a requirement to provide fire hydrants within the development site. The exact numbers and locations cannot be given until the detailed plans showing the highways and water main layout are established. Therefore a condition should be attached which secures the provision of Fire Hydrants within the scheme. In addition to this an informative should be added which recommends that new dwellings be constructed with sprinkler systems.

75. Community Infrastructure Levy: The Community Infrastructure Levy (CIL) is a standard charge on new development. The amount of CIL payable is calculated on the basis of the amount of floor space created by a development and applies to developments of 100 square metres or more. Based on the floor area of the proposed development the proposal will be liable for a CIL payment of £318,224.85.

Conclusion

76. The proposal is considered to be in accordance with the relevant policies of the Oxford Core Strategy 2026, Oxford Local Plan 2001-2016 and National Planning Policy Framework and therefore officer's recommendation to the Members of the East Area Planning Committee is to approve the development in principle, but defer the application for the completion of a legal agreement to secure the matters set out above.

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.

Contact Officer: Andrew Murdoch

Extension: 2228

Date: 27th February 2017

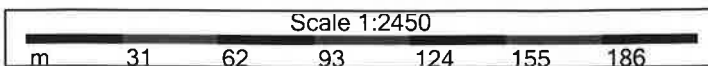
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Appendix 1

Temple Cowley Pool (16/01225/FUL)



1:2450



Organisation	Oxford City Council
Department	City Development
Comments	Not Set
Date	27 February 2017
SLA Number	100019348

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Public Consultation

The following is a summary of the responses received in relation to the public consultation on the application.

Statutory Consultees

- Oxfordshire County Council:

Highways Authority: No objection.

The application proposes a low car development. However, without sufficient parking controls in the local area, the County Council has concerns that all parking associated with the development would not be contained within the site. This would lead to unacceptable overspill parking and compromise the principle of the development to encourage low car ownership. A contribution to a Controlled Parking Zone or other traffic enforcement/management measures in the area is therefore required.

A Travel Plan Statement is required in support of this application in order to encourage the sustainable transport aspirations for the development.

A SUDS drainage scheme will need to be designed carefully so that ground water is not polluted and the flows emerging into the Old Temple Cowley School development site are not increased.

Drainage Authority: No objection subject to a condition requiring the detailed design of the drainage strategy

The Drainage Maintenance Plan will need to show how the storage tank is to be maintained including pumps required to discharge surface water to the surface water sewer on Temple Road.

There is no improvement to water quality on the site. Pervious pavements could be used to improve water quality even though there is no soakage.

Education: The County would seek CIL contributions towards Early Education Provision, Primary Education, Secondary Education (inc Sixth Form), and Special Education Needs

Property: The County would seek CIL contributions towards Adult Learning, Local and Central Library provision, and Strategic Waste Management

Fire and Rescue Service: There is likely to be a requirement to provide fire hydrants within the development site. Exact numbers and locations cannot be given until detailed consultation plans are provided showing highways, water main layout and size. The provision of hydrants in accordance with the requirements of the Fire & Rescue Service will therefore need to be the subject of a planning condition if the application is ultimately recommended for approval.

As an informative, the Fire and Rescue Service recommends that new dwellings be constructed with sprinkler systems.

- Oxford Preservation Trust: The Trust has looked at this application with interest which utilises the site of the former Swimming Pool for much needed residential housing. The site lies just outside the boundary of the Temple Cowley Conservation Area, which designation has helped to ensure that the former village retains its character with its surviving 17th and 18th century stone houses, cottages, and stone walls such as those facing onto Temple Road directly across from this site. These 'villages within the town' are a key characteristic of Oxford and seen here and elsewhere in nearby Iffley, Old Marston and Old Headington. As the area has evolved newer 19th and 20th Century brick and stone buildings have been constructed, some of considerable character including the Library and the United Reform Church which form part of the site, and the award winning History Centre in St Luke's Church opposite

Whilst we understand the pressure for housing we are concerned that this application seeks to build over too much of the overall site, with no attention given to providing any significant open green space, and with little reference paid to the surrounding character of the conservation area and the grain of the existing residential houses.

The three apartment blocks rising to five-storeys are too large in scale, height and massing, and rather than taking the opportunity to enhance the area, will instead have a negative impact on the street scene and are out of scale with the two-storey library building and the existing houses in the area. The architectural style of the apartment block fronting Temple Road is disappointing, for although the proposed red brick does reflect the predominant building material on this side of the street, the design is uninterestingly square, reflecting neither the curved walls of the library building nor any more imaginative 21st Century design.

We support the re-use of this site for residential housing, but would want to see better and good quality design and building appearing here in East Oxford which can only encourage others to follow. We ask the City Council to refuse this application and encourage a revised and better design.

- Oxford Civic Society
The Society considers that the proposals do not provide an acceptable balance between the conflicting requirements for maximising housing provision, ensuring high standards of living accommodation, providing adequately-sized and well-configured green amenity space, and accommodating appropriate standards of car parking, without exacerbating local parking difficulties (in the absence of any controls of on-street parking) and local traffic conditions.

It appears that the total garden space provided to the 13 houses is greater than the open green space available to the remaining 35 dwellings. This disproportionate allocation is not compensated for by the private balconies associated with the apartments, which are too small to provide realistic amenity space, and are thus at risk of being used merely for equipment storage. The total extent of the green amenity space provided is not only quite small, but by being

reduced to a series of narrow bands at right angles to each other, lacks a sense of openness and genuine functionality.

The Design Review Panel appears to have urged the minimising of parking provision, and the extent to which this has been followed is set out in paragraph 7.21 of the Planning and Consultation Document which states: “*the scheme will provide 36% less parking than the minimum requirements of that guidance. The provision is also approximately 50% less than the standard required in the City Council’s Supplementary Planning Document.*” Although this location is suitable for car-free households, this risks the encouragement of new residents parking in adjoining streets, exacerbating problems already extant, at least until or unless a Controlled Parking Zone is established in the area. Notwithstanding the reduced parking provision, it is evident that the attractiveness of the development is compromised by the fact that, of the open space, over 50% comprises hard-surfaced car park areas.

The proposal for a Travel Plan for the site is a laudable attempt to address the need to reduce car travel by the new residents, but the achievement of its objectives is dependent upon individual behavioural decisions of the new residents. The assessment in the Transport Statement that there will be 4, two-way cycle journeys per 12-hour day is inconsistent with the predictions of the Travel Plan that cycling will be the chosen mode of travel for 20% of the occupants of the 48 residential properties proposed, and suggests little commitment to the encouragement of modified travel behaviour.

The assessment that there will be nearly 190 vehicle trips per day generated by this development is concerning. The Transport Statement concludes that this is acceptable, but only on the basis of comparison with previous traffic levels. However, these have only been assessed on a theoretical basis rather than from actual records, and with no consideration of patterns of traffic flow across the working day. More detailed assessment should be made of the likely effects of the injection of 190 vehicles into the surrounding road network, particularly Cowley Road, and the road junctions and the apparent anomalies between the Transport Statement and Travel plan should be resolved.

Regarding cycle parking, although an adequate number of spaces is provided, for the three apartment blocks the practicalities of this provision are completely unacceptable. In fact, the proposals appear to be no more than a cynical attempt to demonstrate commitment to cycling, without any appreciation of the practicalities, let alone the convenience, or knowledge of the actual requirements of potential cyclists. In all cases, the cycle parking is not conveniently placed to the entrances of the residential blocks, and in the case of Block C entry to the parking facility would involve negotiation of two doors and two right-angled corners in a narrow corridor. Apart from this inconvenience, the proposed arrangements will be near-impossible to use by anyone not of robust stature, since they all involve lifting the bicycle (typically weighing 12 – 20kg) clear of the ground, whilst obstructed by the close proximity of adjacent bicycles already parked. This arrangement might be acceptable for long-term storage of little-used equipment, but it is not fit for the purpose of facilitating frequent active travel and

encouragement of adoption of cycling as a preferred mode. It is thus totally unacceptable.

The society believes that the proposals do not effect an acceptable balance between the quantum of housing, the quality, quantity and disposition of amenity space and achievable patterns of travel behaviour. We would urge refusal of this application for development in the current form.

- Thames Water Utilities Limited

No objection.

- Natural England

No comment to make on the application. The application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the Local Planning authority to determine whether the application is consistent with national and local policies on the natural environment.

Third Parties

Letters have been received from the following addresses. Their comments are summarised below.

- Hill House, Abbebury Avenue
- Flat 4, 85 Abingdon Road
- 2 Alma Place
- 16 Augustine Way
- 151 Bagley Close, Kennington
- 14, 15 Bailey Road
- 52 Bennett Crescent
- 6, 15 Beresford Place
- 13 Boswell Road
- 53, 109 Bulan Road
- 194 Campbell Road
- 7 Caldecott Close
- 12 Chalfont Road
- 28 Granville Court, Cheney Lane
- 13, 17, 28 Church Hill Road
- 22 Clive Road
- 75 Coltman Close, Abingdon
- 11 Coverley Road
- 490 Cowley Road
- 5, 20, 30, 48, 66, 87, 97, 110a Crescent Road
- 110, 134 Cricket Road
- 32 Dashwood Road
- 43, 45 Dene Road
- 12, 14, 19, 36, 37 Don Bosco Close
- 26, 29 Fairhaven Road, Bicester
- 144 Fern Hill Road
- 45 Field Avenue

- 7, 26 Fletcher Road
- 35 Florence Park Road
- 36 Freelands Road
- 8 Gillians Way
- Lowenna, Hendred Street
- 46 Henley Street
- 6 Highfield Avenue
- 1 Hobbyhorse Lane, Sutton Courtney, Abingdon
- 157, 158, 160 Hollow Way
- 192 Howard Street
- 42 Hurst Street
- 196 Iffley Road
- 18 Inott Furze
- 333 Iffley Road
- 18 James Street
- 17, 29, 35 Junction Road
- 2, 14 Kirby Road
- 37 Kirk Close
- 19, 20 Knolles Road
- 3 Lawrence Road
- 27 Lake Street
- 57, 73, 89, 95 Leafield Road
- 22, 59 Lizmans Court
- 320 London Road
- 66 Lye Valley
- 11 Lytton Road
- 50 Maidcroft Road
- 82 The Crescent, Mandlebrote Drive
- 17 Marshall Road
- 132 Morrell Avenue
- 31 Mt Peechee Place, Canmore, AB Canada
- 45 Nowell Road
- 32, (Flat 8) 111, 165 Oxford Road
- 54 Owens Way
- 16 Peel Place
- 47, 78 Percy Street
- 28 Phipps Road
- 24 Ramsay Road
- 56 Raymund Road
- 108 Ridgfield Road
- 18 St Annes Road
- 8, 21, 29 St Christophers Place
- 31 St Lukes Road
- 13, 15 Salegate Lane
- 2 Shelley Road
- 67, 84 Lizmans Close, Silkdale Close
- 3 Skelton Court, Jeune Street

- 105 Southmoor Road
- 49, 65 Stratford Street
- 26 Stanley Road
- 20 Tawney Street
- 9 Temple Mews
- 13, 38, 42, 44, 64, 78B Temple Road
- 26, 46-48 Tree Lane
- 35 Turner Close
- 22 Trinity Road
- 7 Yeats Close
- 18 York Avenue
- 15, 17 Westbury Crescent
- Flat 5, 60 West Way
- Westfield Close
- 51 White Road
- 7 Whitson Place
- 21 Whitethorn Way
- 32 Willow Close, Garsington
- 47, 57 William Morris Close
- 23 Wytham Street
- Ivy Cottage, Moulsoford
- Poachers Cottage, Steeple Aston
- Rosedene, Church Hanborough;
- Old Temple Cowley Residents' Association
- Silver Band Hall
- St Christopher's School
- 27 letters received from individuals who did not provide an address

Individual Comments:

The main points raised were:

Local Plan Policies

- The development would be contrary to Local Plan Policies CS21, SP54 and HP9

Community Facility

- The Temple Cowley Pools and Fitness Centre was a hugely valued and well patronised resource and was the focal point of a number of community resources (Library, Silver Band Hall, United Reform Church, NHS Medical Centre, Oxford Historical Record Centre, Primary School, and even adjoining pub). The proposal to demolish this facility and replace with 48 dwellings is not acceptable.
- The closure of Temple Cowley Pools and Fitness Centre has created an enormous deficiency in Temple Cowley and the surrounding area, so the 'deficiency' test of Policy CS21 has not been met
- The alternative facilities at Blackbird Leys are not in a location equally or more accessible for residents of Temple Cowley, or for Cowley in general, which has an ever-increasing population in the need of community accessible fitness provision (rather than private provision)
- The alternative facilities at Blackbird Leys are not as accessible for those with

mobility problems.

- The site has not been shown as being surplus to requirements for sport and recreation and so does not accord with either national or local plan policies
- Although the site has been closed by the Council it retains the potential to provide types of sport and recreation for which there is a need in the city.
- Local people want the facility re-opened in some form, not dense housing
- Local residents have been deprived of accessible affordable leisure/sports facilities: Speedway, Greyhounds at the Oxford Stadium and Morris Motors Athletics Club
- The Temple Cowley area has a population of 6,500 and increases each year, yet is poorly served by leisure facilities.
- There is a very good justification to expand leisure facilities in the face of the mass housing developments all within 15 minutes walk of Temple Cowley Pools
- The community facility should be retained as there are community projects willing to take on reopening the facility at minimal cost to the Council
- There is no replacement Diving Pool at Blackbird Leys
- There were no replacement for the Squash facilities that were closed

Housing

- There is more than enough 'social housing' in Cowley
- Temple Cowley has had far too many properties built in the area in the last 20 years (Morris Motors Social Club; Salesian Gardens etc)
- There is a great need for affordable housing in the city, and so the affordable housing in the scheme should have a large provision of affordable key-worker housing and not change into buy-to-let HMOs.
- It is difficult to determine whether the homes will adhere to minimum standards for lifetime homes
- There are plenty of other brown field sites within the city such as car parks which could be developed and in the case of car parks could ease congestion in the city.
- The extra children to this part of East Oxford will have an impact on school places
- The Band is concerned with the sound which will be emitted from the Band Hall by way of Brass Bands, Bagpipes, Drums, and Parties which will affect the occupants of the new properties.

Transport

- The three parking spaces for the library while legally required by the application are inadequate for the library
- The level of parking provision is inadequate and below the standards for both City and County provision for this area and will place an impact on surrounding streets
- At least 75 parking spaces should be provided in this area for a development this dense, for residents and visitors
- There would be significant problems with traffic, access, and safety of access for schoolchildren
- There will be unacceptable levels of traffic on Temple Road (in both directions), Junction Road, and onto Hollow Way
- The development should include improvements to the local walking and cycling provision, particularly the crossing of Oxford Road
- There should also be a controlled parking zone to prevent parking by non-

residents

- The site is not in a sustainable location and does not support walking and cycling as there are few facilities within easy walking distance and the cycle routes are unpleasant
- Additional cycle route improvements should be made to make the development more accessible, including better links to Barracks Lane, the school and city centre, Oxford Road/Between Towns Road to Cowley Centre
- The GP practice on Temple Road has no parking provision and people rely on parking by the Library or the pool
- The access road looks to be very narrow and similar to the existing Library slip road which will not be acceptable
- There is no access for pedestrians through the Silver Band Hall or School
- A travel survey should be done in the nearby community facilities to get a realistic view of the travel habits of people using facilities surrounding the site

Design

- The density and bulk of the development is unsympathetic to the surrounding buildings
- The density is twice the maximum density that the council suggested in their own policy
- The development of the proposed density is out of character with the area and does not in any way enhance the existing streetscape of mainly two-storey residential buildings
- The proposal would have a detrimental impact on Temple Cowley Conservation Area and adjoining Listed Building
- The buildings are too large and would overshadow the library and overlook its children's area. The basement room at the library will get no light at all with a building so close.
- The building will impact negatively on access to the Silver Band Hall
- The density of the development should be reduced to approximately 39 dwellings on the site, and that would still seem excessive
- The development is not in keeping with the village context
- Block D is a three storey structure just two metres from their boundary with a large flank wall facing the Silver Band Hall. This wall has no windows or relief. By reason of the size this will have a detrimental impact on the Band Hall
- Due to the excessive bulk, massing and height, this would have an adverse impact upon the amenities of the adjoining properties in Temple Road, Oxford Road, Silkdale Close, Kirby Place, and also natural light to the Silver Band Hall

School Access / Silver Band Hall Access

- The proposal will block off the emergency service vehicle access to St Christopher's Primary School playing fields and the western buildings
- There is no provision for pupil drop off within this part of Temple Road when parents leave their children to walk 100m to the school. This will place pressure on the main school entrance and have an impact on safety
- Two of the proposed houses and two car-parking spaces are proposed to be built on the right of way. This is not acceptable. On many occasions the Band uses large coaches to transport members to competitions etc. To restrict their right of way over the access road would make it difficult for coaches to manoeuvre in and

out of the Band Hall car park

Inaccurate information

- The aerial photographs within the application are out of date
- The proposed layouts are inconsistent
- The construction period will disrupt the use of the library and also the school (which would impact on the children's ability to learn).
- Thames Water have raised concerns about sewage flooding in the area

Support

- We need more houses and flats. Prices are high because there is not enough offer
- All of the comments opposing the development would be understandable if there wasn't a huge housing problem and the fact that nobody with an average salary can afford to buy a house is more important than a swimming pool

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Design Council, Angel Building, 407 St John Street, London EC1V 4AB United Kingdom
 Tel +44(0)20 7420 5200 Fax +44(0)20 7420 5300
 info@designcouncil.org.uk www.designcouncil.org.uk

Design
Council

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6 August 2015

Michelle Paine
 Catalyst Housing
 The Farmhouse
 Nightingale Avenue
 Oxford
 OX4 7BU

Our reference: DCC/0691

Oxford City Council: Temple Cowley Pool

Dear Michelle Paine,

Thank you for presenting this scheme at a follow-up ODRP review meeting on 16 July 2015. The proposal has developed since the ODRP design workshop dated May 2015 with significant improvements in the site layout. We applaud the dedication of the client and design team in their efforts to address the panel's comments and achieve a pleasant new neighbourhood. The proposed height, quantum and mix of housing on the site is acceptable, and the strategic work to improve the public realm and access arrangements, namely the new pedestrian entrance to the school via the Silver Band Practice Hall site, is encouraging. However, the design proposal is only partially developed, and would require considerable work in order to be sufficiently developed for a detailed planning application. The design quality is currently undermined by the lack of good quality open spaces for residents and visitors, particularly due to the proposed quantum of car parking. A stronger design rationale that better takes orientation, usability and the wider context into account is needed at this stage. We note that the internal layouts, crucial to the development of the building design and elevations, have not yet been provided at this stage.

Design approach

Commercial viability could be achieved by a number of site layouts and building design options. The overall design approach appears restricted by the commercial viability of the scheme which is likely to result in short-sighted decisions and buildings and spaces that are generic. We encourage the client to test and embrace different design approaches and allow some aspects of the scheme to 'relax' to achieve a successful new neighbourhood that has market traction and appeal.

We welcome the site and context analysis to date and encourage the design team to use this information much more to help inform the design rationale of the proposed buildings and spaces. Drawings, including floor plans, sections and elevations that incorporate the wider context will help to ensure the scheme is in keeping with the context of Temple Cowley and works well with the existing uses and access arrangements. For example, analysing how proposed streets and paths link to existing routes and public transport interchanges will help to address the issues of vehicular and pedestrian movements to and from St Christopher School and Temple Cowley Library. At this stage a detailed analysis of the potential users of the site is required, particularly given that 250-300 students of St Christopher's Primary School that will have secondary access to the school grounds adjacent to this site on a daily basis.

Car parking

More and better open space is needed across the scheme to achieve a high quality new neighbourhood and provide attractive surroundings for the Temple Cowley Library, and for the Silver Band Practice Hall. Decreasing the size of the rear gardens for the terraced housing overlooking the school playing field which currently appear



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overgenerous, particularly as they face onto an expansive open space, will help to increase the amount of accessible open space for all residents and visitors. We recommend reducing the number of car parking spaces as the current proposal is car dominated, making the site feel cramped and uninviting. At the next stage it will be important to clarify in more detail if and how the proposal meets the minimum 10% public open space planning policy, and if not, defining how high quality private or semi-private open space is achieved in the proposal. Whilst the new trees on some parts of the residential streets and shared surface area linking the access road to the Silver Band Practice Hall are helpful in creating a welcoming atmosphere, more trees and high quality soft and hard landscape will help to further soften the impact of roads. It will be important to consider the tree protection zones and pedestrian paths in much more detail to help ascertain how many car parking spaces are actually feasible, without tree loss. Further investigation into traffic calming and parking measures for the access road into the site, such as rising bollards, will help to manage vehicular traffic and student drop-off at peak times of the day.

Public space

There seems to be some confusion in the current proposal about the use and legibility of open space across the scheme. The connected open spaces between the three apartment blocks and the library have potential as a concept. However, the suitability of these spaces as a route to and from the Temple Cowley Library is questionable at present due to the narrowness and arrangement of the paths, and given that ground floor bedrooms are likely to look directly onto it. Careful analysis and management at this stage in terms of overlooking, noise and anti-social behavior will be highly beneficial when developing the design detail of this space, particularly in relation to boundary treatments and defensible spaces. We question whether play facilities in this space is appropriate given the tight nature of the space and noise implications given its proximity to a large number of flats. In addition, whilst the open spaces to the north of library seem to be pleasant and inviting, the open space at the rear of the library appears less considered, and could potentially be an unsafe, unused and neglected place. Detailed information on the location, access and treatment of the proposed bin and bike stores across the site is needed at the next design development stage.

Building layout and design

We are pleased that the layout studies and iterations carried out by the design team have been a worthwhile exercise. The houses and apartment blocks appear to be sensibly sited and proportioned, and to be in scale with the surroundings, particularly Temple Cowley Library. The civic character of Temple Road requires further strengthening in the arrangement of the blocks facing onto this street. The proposed car park in this location seems to undermine the value and character of the street, and of the development as a whole. Repositioning the easternmost apartment block so that it better addresses the street, and relocating the car parking elsewhere on the site would help to create a more formal and well-defined street frontage. On-going discussions on the ownership of the access road directly in front of the library at this stage may prove beneficial in simplifying access arrangements for the library and the scheme in the long-term.

The elevational studies for the apartment blocks and houses are still at a very early stage of development. Further design development will help to ensure they respond to the character of the area and create a successful residential feel. The elevational treatment of the apartment block facing Temple Road is promising as it is beginning to respond to the character of Temple Cowley Library in its materiality and fenestration. It is deeply concerning, though, that the elevations of the houses and apartment blocks, and the building height, massing and overall design, appear to be developed in the absence of internal floor plans.

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.





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Yours sincerely
pp.

Thomas Bender

Victoria Lee
Design Council Cabe Advisor
Email Victoria.lee@designcouncil.org.uk
Tel +44(0)20 7420 5244

cc (by email only)

Robert Jakusconek	Catalyst Housing Ltd
Paul Burman	Hester Architects
Roger Smith	Savills
Dawn Brodie	Savills
Andrew Murdoch	Oxford City Council

Review process

Following a site visit and discussions with the design team and local authority and a pre-application review, the scheme was reviewed on 16 July 2016 by Joanna van Heyningen (chair), Jon Rowland, Mark Swenarton, Jessica Byrne Daniel, Alan Berman and Sophia de Sousa. 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 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 cabe@designcouncil.org.uk.



Temple Cowley Pools site, Oxford

Design Workshop

Notes from 07 May 2015

Thank you for attending Cabe's Design Workshop on 07 May 2015. We welcome the opportunity to offer our advice and look forward to engaging in future dialogue as the proposal develops. The site offers the opportunity to deliver new housing with splendid views over the dreaming spires of Oxford and celebrate the setting of the existing Cowley Library. The current option proposals, however, do not make the most of the potential of the site. We urge the client and design team to rethink their approach and develop a bespoke housing solution that takes full advantage of the site assets, responds to the level difference across the site and provides safe and welcoming streets and open spaces. The housing density should emerge from a site specific response. In our view, a higher density scheme with taller elements could be appropriate for this site, providing efficient use of the site and long-term, well-designed spaces for its users. We encourage the client and design teams and Oxford City Council to work collaboratively on defining a rich housing mix to create a vibrant community. We have a few suggestions to make which we think should be taken on board as the scheme continues to develop.

Site context and layout

- Demonstrate how the scheme is integrated into its context and celebrates the relationship with Oxford, Cowley and its direct context
- Define the design drivers for the road layout – is the road pattern informed by the topography of the area or the existing urban street pattern of Cowley?
- Provide precise and detailed drawings of the site, including long sections and precise representation of existing buildings, particularly Cowley Library to develop the layout of buildings, open spaces and car parking
- Use detailed drawings of the library to help determine the site layout and explore how the library could be more celebrated in the design approach. The juxtaposition between the proposed buildings and the library is insensitive and their relationship between needs to be readdressed.
- Work with the significant level changes across the site to create a variety of building heights and explore integrating car parking into the slope to free up space, particularly for landscape, across the site
- Explore the vistas across the green open space to the west and reconsider the scheme accordingly to allow a maximum of homes to benefit from the views, for example, by locating taller buildings at the western border of the site
- Avoid using a standard layout and housing types developed for other sites and develop a bespoke, ambitious solution that matches the qualities of the site and creates a high quality, dense neighbourhood where people want to invest and live. Interesting, contextual architectural styles will evolve over the next design stages.
- Consider introducing more blocks of flats along the western edge, spaced in such a way that they afford views through, and designed as apartment villas with an efficient floor plan, with elegantly detailed balconies enjoying the views over Oxford



- Given the importance of the western border for views from Oxford, design an interesting, varied roof line

Open space and landscape design

- Commission a landscape architect at the earliest stage to work in tandem with the current design team to develop the landscape design for the site
- Define a clear strategy for how the different open spaces across the site will be used by different user groups, private and/or public, and at different times of the day
- Identify whether more play space could be provided
- Avoid creating underused left-over space and explore innovative ways of maximising the amount of public open space on the site, particularly if the proposed open space is short of meeting Oxford City Council's needs
- Design a public space at the eastern corner of the site to create an appropriate setting for the existing library. This space could also incorporate the required number of car parking spaces
- Consider whether grasscrete systems could be used for car parking areas to create a more generous feel of greenness. High quality material and detailing should be used across the whole site
- Think of how trees can mark the site, enhance the setting of the library and line the access route into the site from Temple Road
- Define appropriate tree species for the site to contribute to the green feel of the site, biodiversity and the microclimate and to create a productive landscape that allows community involvement for maintenance.

Access and car parking

- Given the proximity to public transport routes from Oxford Road into the city, car parking on this site should be reduced to absolute minimum
- The interface between the site and Silver Band Practice Hall feels somewhat unsafe for pedestrians and cyclists which could be exacerbated when there is an event at the Silver Band Practice Hall or if its site is redeveloped. The concept of a public open space that acts as a buffer between the two is successful
- Introduce traffic calming measures, for example shared surfaces, to ensure that vehicular access into the site and to the Silver Band Practice Hall is safe and non-intrusive
- Think about how to integrate ancillary facilities such as bike sheds and bins and create a threshold between public space and private homes.

Attendees

Design Workshop Panel

Keith Bradley (chair)
 Alan Berman
 Jessica Bryne-Daniel
 Peter Studdert

Scheme presenters

Michelle Paine	Catalyst Housing Ltd
Robert Jakusconek	Catalyst Housing Ltd
Roger Smith	Savills
Dawn Brodie	Savills
Paul Burman	Hester Architects

Local Authority

Andrew Murdoch	Oxford City Council
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Cabe at Design Council staff

Thomas Bender
Victoria Lee

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 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.

East Area Planning Committee

- 8th March 2017

Application Number: 16/03108/RES

Decision Due by: 2nd March 2017

Proposal: Demolition of public house, erection of 16 flats (6 x 3-bed, 8 x 2-bed, 2 x 1-bed) on three floors. Provision of 19 car parking spaces. (Reserved matters of outline planning permission 15/02282/OUT seeking approval of access, appearance, landscaping, layout and scale).(Amended plans).

Site Address: Jack Russell 21 Salford Road Oxford Oxfordshire

Ward: Marston Ward

Agent: Mr Martin Gilbert

Applicant: Zaiqat and Shoqat Ali
Saddique

Recommendation:

The East Area Planning Committee is recommended to GRANT planning permission for the reasons below and subject to conditions:

Reasons for Approval

- 1 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 Bat assessment
- 5 Contaminated Land 1
- 6 Contaminated Land 2
- 7 Landscape management plan

Legal Agreement:

A legal agreement was agreed under the outline planning permission to secure acceptable arrangements relating the affordable housing (50% affordable units). The application is also subject to Community Infrastructure Levy Payments (CIL).

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
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- CP22** - Contaminated Land
- HE2** - Archaeology
- RC18** - Public Houses

Core Strategy

- CS9_** - Energy and natural resources
- CS10_** - Waste and recycling
- CS11_** - Flooding
- CS12_** - Biodiversity
- CS13_** - Supporting access to new development
- CS17_** - Infrastructure and developer contributions
- CS18_** - Urban design, town character, historic environment
- CS13_** - Supporting access to new development
- CS20_** - Cultural and community development
- CS24_** - Affordable housing

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
- HP16_** - Residential car parking
- MP1** - Model Policy

Other Planning Documents:

National Planning Policy Framework (NPPF)
National Planning Policy Guidance
Affordable Housing and Planning Obligations SPD
Balance of Dwellings SPD

Relevant Site History:

15/01147/DEM - Application to determine whether prior approval is required for the method of demolition. PRQ 8th May 2015.

15/02282/OUT - Demolition of public house. Outline application (with all matters reserved) for the erection of 16 flats (6 x 3bed, 8 x 2 bed, 2 x 1 bed) on 3 floors. Provision of 19 car parking spaces. (Amended plans). PER 20th July 2016.

16/01934/RES - Demolition of public house, erection of 16 flats (6 x 3-bed, 8 x 2-bed, 2 x 1-bed) on three floors. Provision of 19 car parking spaces. (Reserved matters of outline planning permission 15/02282/OUT seeking approval of access, appearance, landscaping, layout and scale). WDN 24th October 2016.

Representations Received:

11no. support comments – 2 Inott Furze, 50 Wharton Road, 15 Cavendish Drive, 10 Deer Walk, Salford Road, 10 Kent Close, 8 Pear Tree Close, 74 Coniston Avenue, 47 Ramsden Road (Rotherham), 41 Dashwood Road, 375 Pegasus Road, 164 Upper Road and Address not given.

- Underused site
- Unviable business
- Provision of needed housing and social housing
- Improvement of a derelict site
- Other community facilities are up for sale due to lack of demand
- Impact on traffic would be minimal
- Construction would need to adhere to a code of conduct

31no. objection comments – 7 Lewell Avenue, 3 Croft Road (x3), 8 Croft Road, 89 Oxford Road, 8 Arlington Drive, 40 Arlington Drive, 56 Arlington Drive, 8 Cavendish Road, 2 Raymund Road, 9 Raymund Road, 42 Raymund Road, 44 Raymund Road, 4 Rippington Drive, 5 Elms Drive, 7 Salford Road, 8 Salford Road, 19 Salford Road, 32 Salford Road, 43 Kitchener Road (London), 8 Fairfax Avenue, 20 Fairfax Avenue, 158 London Road, 28 Mortimer Drive, 40 Mortimer Drive, 46A Mortimer Drive, 56 Mortimer Drive, 66 Oxford Road, 69 Oxford Road (x3), 4 Rippington Drive, Windsor Crescent, 33 High Street (Eynsham), 41 Dashwood Road, 7A Fane Road, 27 Nicholas Avenue, 155 Windmill Road and Marston.

- The proposal has not changed since the previously withdrawn reserved matters application
- Overdevelopment of the site

- Out of character with the area.
- Loss of privacy
- Inadequate parking and congestion on the highways
- Restriction of access to 19 Salford Road during construction
- Use of pilings
- Corner of the plot is not within the applicant's ownership
- Loss of a pub and community facility/potential for it to reopen
- Flooding
- Deliberate arson
- Adequate housing being provided in Barton
- General degradation of the area
- Pollution
- Too prominent in the streetscene
- Increased pressure on school places
- Power cuts

Statutory and Non-Statutory Consultees:

- Natural England – no comment/refer to local advice.
- Environment Agency Thames Region – no comments received.
- Thames Water Utilities Limited – piling method statement required by condition.
- Highways Authority – concerns of the radius of the access (which were then withdrawn), further details of bicycle storage required and provision of a construction traffic management plan and a travel information pack.
- Drainage Authority – no objection subject to a drainage scheme being provided by condition.
- Old Marston Parish Council – objection due to over development of site, not in keeping with the surrounding properties, strain on utilities such as drainage and insufficient parking.

Officers Assessment:

Site and proposal:

1. The Jack Russell public house is an existing part single, part two storey property occupying a large corner plot on the junction of Salford Road and The Link in the 'Carter Estate' part of Marston. The application site includes the existing building on the site (that measures approximately 18m x 20m), the small pub garden, yard and the large surface car park (that currently provides space for approximately twenty cars). A low wall surrounds the application site. To the north, south and west of the application site there are residential properties, mainly terraced or semi-detached houses. To the east of the application site lie some residential properties and shops (with flats above).
2. The Jack Russell has not been used as a pub since October 2014 and has subsequently been subject to an arson attack in November 2016.
3. The pub building on the site was constructed in about 1962; the property is constructed with bricks and a tiled roof with two large single storey side elements. The building is set back from the road and there is currently a

traditional hanging pub sign on the corner of Salford Road and The Link.

4. There is very little vegetation contained within the application site though this part of Marston is characterised by mature trees, vegetation and verges which give a pleasant suburban appearance.
5. Outline planning permission was granted on 27th October 2015 for the demolition of the public house with outline permission (with all matters reserved) for the erection of 16 flats (6 x 3bed, 8 x 2 bed, 2 x 1 bed) on 3 floors and the provision of 19 car parking spaces.
6. This application seeks the approval of the reserved matters for access, appearance, landscaping, layout and scale.
7. Officers consider that the principle determining issues in this case are as follows:
 - Residential Development
 - Design, Site Layout and Built Form
 - Living Conditions
 - Highways, Access, and Parking
 - Landscaping
 - Biodiversity
 - Flood Risk and Drainage
 - Sustainability

Principle of Development:

8. Whilst a large number of objection comments have been received in relation to the loss of a community asset, the principle of the development (demolition of the existing pub and erection of 16no. residential units) has already been established and planning permission has been granted. This application seeks the approval of the reserved matters only, all of which were reserved.

Residential Development:

Balance of Dwellings

9. As with the outline permission, the proposed development includes 6 x 3 bed, 8 x 2 bed and 2 x 1 bed flats. The Council's adopted planning policies, specifically Policy CS23 of the Core Strategy (2011) together with the Balance of Dwellings Supplementary Planning Document require that new developments of four or more units provide a range of dwelling sizes. The purpose of this policy is to ensure that developments do not have a deleterious impact on the range of dwelling sizes in the city and specifically the provision of family homes. The application site lies within an identified 'amber area' of the city where the SPD requires that at least 30% of dwellings for developments of 10-24 residential units are three bedroom units and 10% are two bedroom units. In this respect; the proposed development does provide a range of dwellings that is compliant

with the SPD. However, the proportion of two bedroom units (50%) does exceed the upper limit of the relevant criteria for the policy (35%) (for developments of 10-24 units in amber areas). Despite this, on balance, Officers consider that the proportion of three bedroom units (37%) is more generous than the minimum required (30%) and a reasonable balance of dwelling has therefore been provided.

Affordable Housing

10. The Oxford Core Strategy 2026 recognises that the provision of affordable homes is a key priority for the Council in order to deliver a wide choice of quality homes to address the needs of local people and to create sustainable, inclusive mixed use communities. The Sites and Housing Plan makes clear in Policy HP3 that development sites with a capacity for 10 or more dwellings must provide 50% affordable homes on site. It goes on to state that a minimum of 80% of these homes must be social rented accommodation, with the remaining intermediate housing. The Affordable Housing and Planning Obligations Supplementary Planning Document specifies the preferred mix of dwelling sizes for the social rented and intermediate housing within this on site provision.
11. A S106 agreement has already been secured agreeing that 50% of the units provided on site would be affordable units which was negotiated at outline stage. The plans show the development split into two blocks; it has been indicated to Officers that one block would provide the affordable housing provision with both blocks being identical in appearance and design. This would ensure identical quality of accommodation regardless of tenure whilst also providing a practical means of management of affordable units.
12. Following on from the above point, officers have noted that the proposed arrangements to have one block of flats for market housing and one block of flats for affordable housing would be at odds with the Council's adopted policies that seek to distribute and mix residential units regardless of tenure. It is the understanding of officers that the proposed arrangements relate to a request by an RSL to split the accommodation this way as it provides for the most practical day-to-day management. This would appear to be a sensible approach and it would also be difficult to mix the units by tenure given the spatial constraints of the site.

Design

Layout

13. The application seeks approval of the appearance of the building. An indicative design and layout was submitted at outline stage indicating the development would be split into two blocks. It was considered this would be acceptable and break up the appearance of the development and thereby reduce its visual prominence. As with the current proposal, this indicative layout projected further into the streetscene than other buildings

however it was considered that there is no defined building line in the area; with contrasting distances of set-backs for development in the vicinity of the application site. It was therefore considered that the proposed development was likely to be acceptable in terms of its layout and impact on streetscene, subject to the necessary submission of design details, which are now included in this application.

Scale of Development

14. The proposed development involves the creation of three storey development as set out in the application description at outline stage, this principle has already been established as it was considered that this would not be an uncharacteristic feature of the area; where there are already three storey developments, including town houses and retail premises with flats above.

Appearance

15. The appearance of the development has been negotiated through this application. Following the withdrawal of the previous reserved matters application, 16/01934/RES, the design has evolved and broken up the massing of the two blocks. This has been done to reflect the property widths in the area. Following the receipt of revised plans during the course of the application further alterations were sought to give the sections of the building a more vertical emphasis.
16. The buildings would be rendered in subtle colours to compliment the local pastel rendered houses and terraces like the ones on Fairfax Avenue and Rippington Drive. Slate is to be used on the roofs and the elevations in order to break up the massing of the buildings and create vertical emphasis to read as a series of dwellings which reflect property widths in the area.

Energy and Natural Resources Impact

17. The proposed development now includes an energy and sustainability statement proposing renewable energy and low carbon energy generation on-site which is also sought by condition on the outline application. This sets out how 20% of the energy needs of the development would be met from sustainable sources in accordance with policy HP11 of the Sites and Housing Plan. It is proposed that 28% of energy demand would be met by on site generation through the use of high efficient condensing gas fired combi boilers for space heating and domestic hot water and photo voltaic panels. This is considered the most feasible option given site constraints, the energy statement has identified alternatives and justifies why these have not been chosen.
18. Sustainable construction methods would also be used as set out in policy CS9 of the Core Strategy. It is proposed that low air permeability of façade, improved U value, high performance low E double glazing, efficient condensing A rated boilers, water efficiency measures and energy

efficient lighting would be incorporated into the scheme.

Living Conditions

Size of Dwellings

19. The exact dimensions of dwellings are now laid out for the approval of the reserved matters stage. The proposed 3 bedroom units solely on ground floor are 80.3sq m in excess of the required 74sq m for 4 occupants. The 3 bedroom maisonettes on the ground and first floors are 112.5sq m in excess of the 102sq m required for 6 occupants over two floors, the 2 bedroom single storey flats on the first and second floors are 70.1sq m in excess of the required 70sq m for 4 occupants and the second floor 1 bedroom flats also 51.3sq m and meet the required 50sq m for two occupants in accordance with national space standards.

20. The quality of indoor space provided is considered acceptable with inbuilt storage, adequate circulation space and natural light and ventilation.

Outdoor Space

21. Outdoor space is proposed for family units to have ground floor gardens as identified on the submitted site plan. Further to negotiations revised plans were submitted to fully enclose the front gardens to avoid confusion between public and private space and enhance the size of gardens. One and two bedroom flats in the proposed building would have balconies of an acceptable size to allow drying of clothes and space to sit outside. As a result, officers consider that the proposals would meet the requirements of Policy HP13 of the Sites and Housing Plan (2013).

Refuse and Recycling Stores

22. The site plan submitted with the application shows an area for the storage of refuse and recycling. Following comments from waste and recycling within the City Council, the layout was amended to incorporate large communal bins rather than individual bins for each flat. The exact design of this area has not been included but is requested by condition.

Lifetime Homes

23. The proposal is considered to meet the Lifetime Homes standards and the provisions of Policy HP2 of the Sites and Housing Plan. For sites of below 20 units, one unit must be wheelchair accessible or adaptable for wheelchair use. The proposed ground floor single storey units have level access and open plan living suitable for wheelchair use which can also easily be adapted to meet a wheelchair user's needs. These units are also in close proximity to the disabled parking bays.

Impact on Neighbours

24. The proposed layout is considered to minimise the impact on neighbouring properties by providing adequate separation between the buildings and nearby dwellings, including 20 metres between directly facing windows with neighbours to the front and rear of the development. Concerns have been raised about the proximity to 19 Salford Road. The impact on the property has been considered and the floor plans of this property assessed from records held by the council. The proposed building sits in close proximity to side facing windows of this property which serve bathrooms. The ground floor side facing window serves a kitchen which has been extended to the rear with a secondary light source overlooking the garden. Due to the siting of the proposed building which is set further forward than No.19 this would also allow light to still reach the side facing kitchen window.

Highways, Access and Parking

Access

25. Vehicles, pedestrians and cyclists would access the site via The Link. There would be a new crossover at an existing dropped / low rise kerb. The 'cul-de-sac', including car and cycle parking and footway, would be a shared space area. This is considered acceptable however there were concerns that corner radii of the proposed access junction, as shown on '...Proposed Ground Floor Plan...' was too large and may encourage drivers to make the turn more quickly. Therefore, it was there strongly recommended that the corner radius was re-designed to be small. This was considered practicable particularly as refuse and other larger vehicles are unlikely to turn into the site but rather stop on The Link (the bin store is next to The Link). Furthermore, it would give pedestrians, including those walking past the sight, more priority. On further reflection the Local Highway Authority considered that this did not need to be amended.

Parking provision

26. The '...Proposed Ground Floor Plan...' shows 16 standard spaces and 3 disabled car parking spaces. Dimensions of the standard car parking spaces and width of the access road (for manoeuvring) meet the requirements set out in the county council's Design Guide and are therefore considered to be acceptable. The Design and Access Statement (Part 2) states that "The disabled bays are 2.4m x 1.2m with a 1.2m access strip as required by BS 8300". The county's Design Guide confirms these should be 5.5m (length) by 2.9m+ (width). However, the dimensions of the disabled parking bays appear to exceed the county's requirements and so are therefore acceptable. The Design and Access Statement proposes that car parking would be allocated with 1 space per dwelling, with 3 additional spaces for visitors. It is not clear from the information provided whether the 3 disabled spaces would be allocated to wheelchair accessible or adaptable homes, or whether it is the intention that they

would also be for use by visitors. It is recommended that standard parking spaces are unallocated albeit with each property told they have access to one space. This would ensure spaces are used more efficiently including for visitors and would reduce the potential for overspill parking on the highway.

Traffic Generation

27. Whilst objections have been received in relation to traffic generation, Officers have already had regard to the acceptability of the proposals in terms of traffic generation at outline stage. Whilst some car parking is provided for the proposed development this is not proposed to be at a level that would facilitate disproportionately high levels of car use. The application site lies in an area where there would be a reasonably good access to local services, particularly the adjacent neighbourhood shopping area (which includes a convenience store). The Highway Authority requested a condition that requires the submission of a travel pack that would be provided to occupiers of the proposed development to inform them about alternative means of transport (other than private car); this condition is attached to the outline planning permission. Officers regard the impact of the development on traffic generation to be acceptable.

Cycle parking

28. Storage for 32 bicycles is proposed. This is in line with the City's standard for residential dwellings providing 2 spaces per residential unit, and is considered acceptable. The Design and Access Statement proposes that 16 twin bike lockers would be provided and that these would be secure covered storage for cycles that can be designated to individual dwellings. If lockers are to be provided then horizontal lockers are only acceptable as vertical ones require lifting and some do not accept larger cycles. The location of lockers (4 x 8, 3 x 6 & 2 x 4) also means a section of 'footway' is unusable / blocked and whilst the proposal is for a shared space area it is recommended that these lockers are moved up so some footway is provided, at least 1m. This would mean reducing the grassed area slightly but that has been done to accommodate the disabled bays and so should be acceptable here. Proposals also mean that there is no visitor cycle parking. There is considered to be ample space to locate a few Sheffield stands around the development, e.g. at the back of footways next to the disabled bays, and this is strongly encouraged. Further details of the type of locker to be provided are required by condition under the outline scheme.

Construction Traffic Management Plan

29. The application site lies within an established residential area. Given the size of development proposed it is appropriate to require the submission of a Construction Traffic Management Plan by condition. Officers have included this under the outline planning permission.

Landscaping

30. This projection of the building limits opportunities for new tree planting of any substantive form on the northern frontage. The proposed verge width between northern elevation and pavement is between 6m-8m wide; although tree planting is possible, it would not be similar in scale or form to the large trees which characterise the local vicinity.
31. The permission granted under the outline application scheme establishes the acceptance of the scale and projection of the building footprints, in this context, the proposed landscaping scheme achieves the best that can be expected and should be accepted; a specific landscape plan condition is not required as such details are already contained within the application submissions. However, a condition for a landscape management plan should be recommended to ensure establishment and management of the landscaping proposals.

Biodiversity

32. In previous biodiversity comments on this development it has been recommended that bat and bird devices be incorporated into the building design. No evidence of this in the current plans, the design and access statement (5.4) states: "...The new landscaping proposed would bring greater diversity in the form of flora to the site and we anticipate that this would result in a more diverse habitat for fauna over time. The development would result in an increase of biodiversity." It is very unlikely that the limited amount of proposed planting would attract many species, and it certainly would not provide nesting for birds within the first few years. As short-lived species that would be maintained by pruning etc., the trees to be planted are unlikely ever to develop rot holes and fissures suitable for roosting bats. Details of 4 bird nesting and 2 bat roosting devices to be installed on the building are requested by condition on the outline permission. With regard to the bat survey, it is noted that this is a 2015 survey. If demolition has not been completed before 1st April, an update to the bat survey would be required, and if bats are found a licence from Natural England would also be required. This is requested by condition.

Flood Risk and Drainage

33. The application site does not lie within a defined area of high flood risk. There are no proposals relating to drainage on the site; a drainage strategy is included as a recommended condition on the outline permission. Officers note that the site currently contains extensive areas of impermeable car parking and there are therefore opportunities to actually improve surface water drainage conditions as a result of the proposed development through the requirements to use permeable surfacing.
34. Thames Water have advised that with regard to sewerage infrastructure

capacity and the water infrastructure capacity that they, we would not have any objection to the planning application.

Contaminated Land

35. Given the potential for contamination on this site which was highlighted under the geotechnical investigation and soil test results which were submitted under the outline application and the sensitivity of the proposed use, it is recommended that a phased risk assessment is carried out which is requested by condition.

Conclusion:

36. 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. In reaching a recommendation to approve the proposed reserved matters, Officers have been particularly mindful of the objections submitted and the matters raised, where these are material considerations they have been addressed throughout the report. Officers recommend that the application is approved.

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

Background Papers:

16/03108/RES

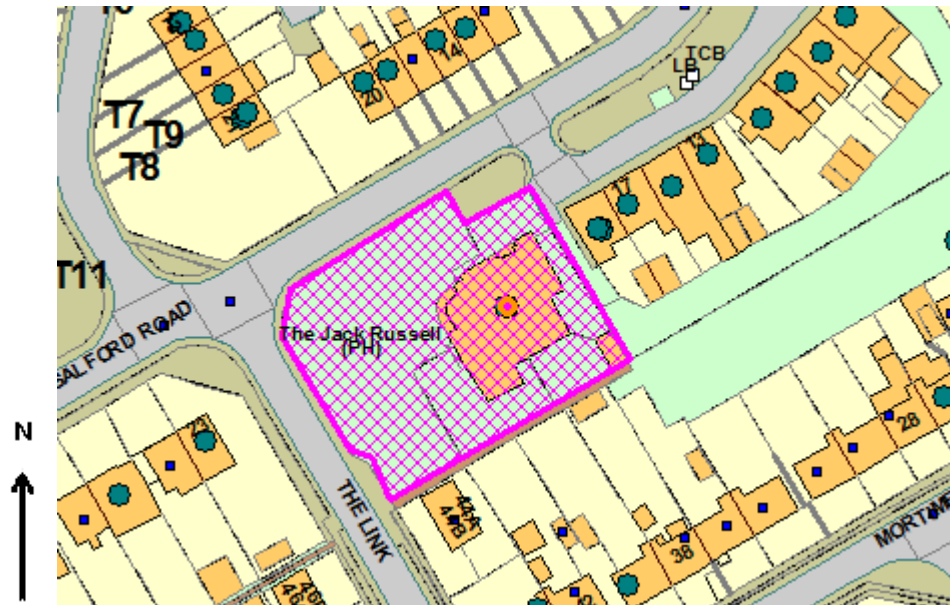
Contact Officer: Sarah Orchard

Date: 22nd February 2017

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Appendix 1

16/03108/RES - Jack Russell



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Ordnance Survey 100019348

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East Area Planning Committee

8th March 2017

Application Number: 16/01752/FUL

Decision Due by: 15th March 2017

Proposal: Redevelopment of site to provide purpose built managed student accommodation comprising 144 study rooms, provision for one commercial unit of (85sqm), provision of an on-site management suite of (67sqm), together with associated landscaping and infrastructure (amended plans).

Site Address: Land At Swan Motor Centre And To The East Between Towns Road Oxford Oxfordshire

Ward: Cowley Ward

Agent: Mr Roger Smith

Applicant: Watkin Jones Group

Recommendation:

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

For the following reasons:

- 1 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.
- 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.

Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials - Samples
- 4 Landscaping
- 5 Landscape Management Plan

- 6 Retained Trees
- 7 Boundary Treatments
- 8 Energy Requirements
- 9 Cycle Parking
- 10 Construction Traffic Management Plan
- 11 Disabled Parking
- 12 Pedestrian Visibility
- 13 Vehicular Visibility Splays
- 14 Refuse and Recycling Stores
- 15 Council Store
- 16 Retail Unit
- 17 Students - No cars
- 18 Full time students only
- 19 Phased Drop Off Arrangements
- 20 Day to day management
- 21 Travel Plan and Travel Pack
- 22 Signage
- 23 External Lighting
- 24 Biodiversity Enhancement Measures
- 25 Additional Drainage Information
- 26 SUDs
- 27 Drainage Infrastructure
- 28 Phased Risk Assessment
- 29 Remedial Work
- 30 Unexpected Contamination
- 31 Archaeology
- 32 Piling Methodology
- 33 Tree Pits

Legal Agreement and CIL

If planning permission is granted for the development then a legal agreement would be required to be completed prior to a decision being issued for an affordable housing contribution. A CIL payment would also be required if planning permission is granted.

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
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP20** - Lighting
- CP21** - Noise
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities
- TR1** - Transport Assessment

TR2 - Travel Plans

Core Strategy

- CS2_** - Previously developed and greenfield land
- CS10_** - Waste and recycling
- CS9_** - Energy and natural resources
- CS11_** - Flooding
- CS12_** - Biodiversity
- CS17_** - Infrastructure and developer contributions
- CS18_** - Urban design, town character, historic environment
- CS25_** - Student accommodation
- CS28_** - Employment sites
- CS23_** - Mix of housing
- CS24_** - Affordable housing
- CS1_** - Hierarchy of centres

Sites and Housing Plan

- HP5_** - Location of Student Accommodation
- HP6_** - Affordable Housing from Student Accommodation
- HP9_** - Design, Character and Context
- HP14_** - Privacy and Daylight

Other Material Considerations

National Planning Policy Framework

Relevant Site History

None

Representations Received

Three separate public consultations have been carried out in relation to the application. The initial public consultation related to the originally submitted scheme and lasted for three weeks (ending on 19th August 2016).

Amended plans were then received that altered the upper floor of the three blocks on the Between Road frontage and set the fifth floor back from the edges of the building and proposed this be finished in zinc, additional changes were also made to the side elevations. This second consultation was for two weeks (and ended on 24th November 2016).

A second set of amended plans were submitted at the request of Officers that partially set back the front elevation on Between Towns Road and inserted additional trees in the frontage. Changes were also made to the Between Towns Road boundary which are explained further in the report below. The third consultation was for two weeks (and ended on 14th February 2017).

The responses below incorporate all responses made to the three public consultations.

Objections - 3 Lobelia Road, 51, 56, 62 and 48 St Lukes Road, 17A Between

Towns Road, 144 Fern Hill Road, 2, 3, 4, 5, 13, 14 Coleridge Close, Tudorwood Estates Ltd (17 Between Towns Road), 28 Dodgeson Road, 19 and 159 Kennington Road (Kennington), 58 Mill Street (Eynsham), 35 Florence Park Road, 26 Littlehay Road, 74 Pound Way, 4 Normandy Crescent, 61 Popular Grove (Kennington), 91 Norreys Road (Didcot), 12 Ashmole Place, 28 Hurst Rise Road (Botley), 51 and 66 Bodley Road, 11 and 13 Boswell Road, 5 Brookview, 44 Bulan Road, 3 Evenlode Tower, 42 Fletcher Road, 27 Garsington Road, 15 George Moore Close, 6 Girdlestone Road, 45 Horspath Road, 82 Kestrel Crescent, Milton Lodge (Thame), (No address given), 41B Oxford Road, 1 Phipps Road, 49 Playfield Road, 72 Ridgefield Road, 38 Sorrel Road, 31 Wytham Street, 18 Upper Barr, 88 Poplar Grove, 96 Nowell Road, 19 and 159 Kennington Road, Isis Court, 15 George Moore Close, 11 Costa Close, 17 Briar Way, 210 Barns Road, 1 Hyacinth Walk, 22 Beauchamp Place, 13 Boswell Road and Our Lady Roman Catholic Primary School:

- Amount of development on site
- Impact on adjoining properties
- Contaminated land
- Effect on character of area
- Effect on traffic
- Height of proposal
- Impact on sunlight/daylight
- Impact on parking and highway safety
- Noise and disruption
- Objections to the format of the public consultation
- Overdevelopment
- Lack of infrastructure to support volume of development/influx of residents
- Impact on school – concerns about overlooking
- Impact during construction
- Concerns about architectural approach of development
- Impact on historic environment
- Impact on air quality
- Concerns about access for emergency vehicles
- 3D images provided do not illustrate the scale of development (having had regard to the amount of space on the site)

Support: Cufa Lea’s Veterinary Centre (13-15 Between Towns Road), 280 Barns Road, Boswells Café, Cowley Express, Oxford Gents Barbers, 51 Rewley Road, Stokes Fruit and Veg, 13 The Avenue (Kennington), Top Gift, 4 Vetan Place, 37 Wandsworth Road (Abingdon), Wheelers Butchers and Oxford Brookes University

- Opportunity to redevelop site
- Improvement to existing site
- More contemporary appearance
- Influx of students will increase business
- Enhance appearance of area
- Increase local employment
- Act as a catalyst for further regeneration

Statutory Consultees

Oxford Civic Society:

Concerns about the principle of a large student housing complex, especially in

this location. It is suggested that the opportunity for such developments must be set against the desperate need for other types of accommodation, particularly affordable housing. Concerns about the design, particularly the lack of activity on frontage. Conclude that the development would create a somewhat bleak, sterile local environment on this stretch of Between Towns Road. Recommend careful consideration of these issues when determining the application.

Oxfordshire County Council:

No objections subject to the improvements being made to the highway (through a Section 278 agreement), a travel plan and conditions requiring the submission of a Construction Traffic Management Plan, Student Accommodation Management Plan (which would require information relating to travel to and from the site at the beginning and end of terms), pedestrian visibility splays, vehicular visibility splays and the submission and approval of a travel information pack for occupiers of the development.

Site Description

1. The application site includes the land to the eastern side of Between Towns Road, close to the junction of Oxford Road in Cowley. The site is currently occupied by the Swan Motor Centre, the adjacent car wash and veterinary practice; the site area covers approximately 0.26ha. To the immediate north of the application site is the Original Swan Public House and beyond that is the Oxfordshire History Centre and the Temple Cowley area. To the south of the site lies the car park behind 17 Between Towns Road and the buildings on the frontage (which includes a barbers and betting shop). Further to the south there are properties in Coleridge Close. To the east of the application site is Our Lady's Catholic Primary School. To the west of the application site (on the opposite side of Between Towns Road) there are a number of buildings including three and four storey residential buildings (including Trinity Court) and the Cowley Workers Social Club.
2. The application site is mostly composed of hardstanding that is predominantly used for the parking of cars (associated with the commercial operations on the site). There is an existing single storey garage building that contains the workshop and office areas for the Swan Garage. A smaller building is located closer to the frontage that accommodates a car wash. The largest building on the site is the existing veterinary practice which is a two storey interwar building which appears to have been substantially altered and extended.
3. There is relatively little vegetation on the site aside from a group of trees at the south-eastern edge of the site.
4. The character of the area has a mixed character of residential and commercial uses on Between Towns Road but a more suburban and residential character in the wider context.

5. The application site is to the south of the Temple Cowley Conservation area. To the north of the application site (beyond the Original Swan Public House and Oxford Road) is the Grade II Listed Nuffield Press Building and adjoining former school house.

Proposed Development

6. It is proposed to demolish the existing buildings on the site and erect four separate pavilion blocks. Three of the blocks would be sited close to the edge of Between Towns Road and range in height between four and five storeys. A fourth pavilion block is proposed at the rear of the site that would be three storey. The three blocks on the frontage would be linked with a partially covered series of walkways. The block at the rear would be linked by a partially glazed and enclosed walkway at second floor level.
7. The proposed building would be constructed predominately from buff coloured brick with bronze coloured powder coated windows. Zinc standing seam cladding is proposed for sections of the side of the building and the fifth floor. The buildings would have flat roofs; some plant and equipment is also proposed at roof level.
8. The proposal would provide 144 student rooms across the four blocks. A commercial unit which is proposed for a retail use (Use Class A1) is proposed at the north-eastern edge of the site on the frontage. A Council Store and a management suite are proposed at the south-western side of the frontage.
9. The proposed development would be accessed from Between Towns Road using an improved access adjacent to 17 Between Towns Road. The entrance would be gated and provide access for vehicles and pedestrians; this would open into a square at the western edge of the site which is also proposed to provide manoeuvring space for service vehicles and two disabled car parking spaces. A central corridor is proposed to provide access within the site for the three blocks on the frontage; with the proposed partially covered walkway on top of this corridor. An indoor refuse store is proposed close to the entrance to the corridor and adjacent to the square. The rear pavilion would have its own entrance at ground floor from the square/parking area as well as a second floor entrance from the proposed glazed walkway. Cycle parking is proposed for 120 cycles; the cycle parking would be located around the edge of the site with Sheffield Stands.
10. A low wall with railings on top is proposed for the boundary treatment along Between Towns Road. Parts of ground floor frontage would be recessed with an area in front of the building which would form a continuation of the pavement on Between Towns Road. Trees are proposed in front of parts of the building on the frontage. Hedges are proposed around the edge of the site to the north-east, south east and south western boundaries. Landscaping would be predominantly sited between the pavilions with areas of lawn providing the outdoor amenity

spaces for the residents of the proposed development. An existing rowan tree would be retained in the south-eastern corner of the site.

11. The main determining issues for the application are

- Principle
- Design
- Impact on neighbours
- Access/Parking
- Flooding and Surface Water Drainage

Officers Assessment:

Principle of Development

Location of Development

12. The application site would be considered previously developed land for the purposes of the National Planning Policy Framework (NPPF) and Policy CS2 of the Core Strategy (2011). Previously developed land should be the focus of new development.

Location of Student Accommodation

13. The proposals relate mainly to student accommodation where the main planning policy consideration would be Policy HP5 of the Sites and Housing Plan (2013). Officers recommend that the site would be acceptable in principle as the policy states that sites in a District Centre (and is also on a main thoroughfare) are acceptable as locations for student accommodation. There are key requirements of student accommodation sites (where the development involves the creation of twenty or more bedrooms) set out in the policy which are referred to in more detail in this report.

14. If planning permission is granted for the proposed development then it would be necessary to include a condition that limited the occupation of the proposed development to students on full time courses. This condition is included in the Officer's recommendation. The proposed development would be developed and managed by a private operator but Oxford Brookes have expressed an interest in making use of the accommodation.

15. A management plan has been included with the development that includes the provision of suitable supervision of residents and servicing of the site. If planning permission is granted then a condition would be required to ensure that the management regime that is proposed is implemented. This condition is included in the Officer's recommendation.

Loss of Employment Land

16. The proposed development would result in the loss of some employment generating uses on the site. Currently there is the Swan Motor Centre that

operates on the site (three full time staff), the veterinary surgery (two full time staff and five part time staff). It is proposed that the existing numbers of staff would be replaced through employment generation from the uses proposed (with an equivalent of 11.5 full time job equivalents compared with 7.5 full time job equivalents). The employment generating uses on the site would come from the proposed commercial unit and the management and servicing of the accommodation on-site. Officers are satisfied that the proposed development would not result in an unacceptable loss of employment on the site and the development complies with the requirements of Policy CS28 of the Core Strategy (2011).

Primary District Centre

1. The application site lies within the primary district centre as identified in Policy CS1 of the Core Strategy (2011). This policy states that this location would make it suitable for medium to high-density development. Development in District Centres must provide a mix of uses. The proposed development would be for high density and would provide some variation in terms of a number of uses proposed; though the site would be predominantly student accommodation. Officers recommend that the proposals would meet the requirements of Policy CS1 of the Core Strategy (2011).

Scale of Development

2. Policy CP6 of the Oxford Local Plan 2001-2016 requires that new developments will only be granted where they make maximum and appropriate use of land. Officers acknowledge that the proposals would make more efficient use of the land and would bring about a higher density of development that can be encouraged in planning policy terms.

Affordable Housing

3. A contribution would be required for affordable housing; this would take the form of a legal agreement for a financial contribution. If planning permission is granted for the development then Officers would recommend that members grant permission on the basis that this legal agreement be secured prior to a decision being issued. The applicant's agent has indicated that their client would be willing to enter into a legal agreement to comply with the requirements of Policy HP6 of the Sites and Housing Plan (2013).

Design

Visual Mass, Scale of Development and Impact on Streetscene

4. The proposed development would represent a significant increase in visual mass compared with surrounding buildings in the immediate context of the application site. The proposed development would be highly prominent; it would be located on a main thoroughfare and close to a major junction. The overall width of Between Towns Road and the

elevated position of this site relative to sites around it would also mean that the development would be visible from further afield. Despite the overall increase in visual mass and the prominent siting, Officers recommend that the development represents an opportunity to re-use an existing site and could contribute towards the regeneration of the area which can be supported in design terms.

5. In addition to the above and in the assessment of the proposed development's impact on the streetscene, Officers have had regard to the context of the proposed development with particular emphasis on the buildings on the frontage of Between Towns Road. Between the junction of St Lukes Road and the junction of Oxford Road, the Eastern side of Between Towns Road contains two storey developments. The properties along the road have a mix of architectural styles and appearances which reflect a number of different uses (commercial and premises, the Conservative Club and the Original Swan Public House). The proposals would be for buildings of a significantly greater overall height and mass as well as a more contemporary and less-domestic scale. Whilst this would represent a significant change to the streetscene the proposals would also introduce a greater intensity of use of an underused site which is welcomed in the context of the Council's planning policies for district centres (Policy CS1 of the Core Strategy (2011)). Further to this, Officers consider that there are some higher density developments in the area and the proposals could act as a catalyst for further regeneration.
6. Officers consider that the architectural style of the development proposed, which would introduce a more commercial-type fenestration, flat roofs and a series of linked pavilion blocks is not representative of the immediate context of the site but more larger scale buildings are found on the opposite side of the road (notably Trinity Court) and at the nearby Templars Square shopping centre. It is argued that the overall width of Between Towns Road and the variety of architectural styles that are used in the surrounding buildings mean that the proposals could contribute to an overall mix of building types that would be acceptable in design terms.
7. In specific regard to the height and prominence of the buildings, Officers have sought amendments to the plans. The latest plans include changes to the building that reduced the number of student rooms by eight and altered the fifth floor of the three pavilion blocks on the frontage to be set back from the building and constructed in zinc cladding. Zinc cladding has also been incorporated into the sides of the building. The boundary at the front has also been altered to create more openings into the landscaped areas between the buildings. The boundary at the front of the building has been set back and this land would effectively operate as an extension to the existing pavement. Planting is proposed in front of the buildings to soften their appearance.
8. The originally submitted proposals were considered by the Oxford Design Review. The comments relating to design suggested that the height and massing of the proposals would appear reasonable in the context of the

future regeneration of Cowley; although some concerns were expressed about the amount of development on the site and the quality of open spaces that would be retained for the amenity of occupiers.

9. On the basis of the above, Officers recommend that the development represents an opportunity to regenerate an underused site and would, on balance provide much needed student accommodation. Having had regard to the merits of the development as a whole, the proposed design is acceptable and accords with the requirements of Policy CP1, CP8 and CP10 of the Oxford Local Plan, Policy HP9 of the Sites and Housing Plan (2013) and Policy CS18 of the Core Strategy (2011).

Trees and Landscaping

10. The application site does not currently have significant numbers of trees that are visible in the public realm. Some of the trees that are proposed to be lost at the rear of the site would be replaced with other landscaping (and an existing rowan tree is proposed to be retained). Landscaping is proposed around the edge of the site and particularly within the courtyard areas between the pavilion blocks on the frontage. Most importantly, the addition of trees along the frontage are proposed which would both soften the appearance of the building but also contribute positively to the streetscene and public realm. The proposed use of railings and a partially open boundary treatment into the amenity areas would also have some public benefit. Officers consider that the proposed landscaping accords with the requirements of Policy CP11 of the Oxford Local Plan 2001-2016.

Heritage Impact

11. The proposed development would be visible in the Temple Cowley Conservation Area. However, having had regard to the character, appearance and special significance of the Conservation Area, Officers consider that the proposed development would not have a detrimental impact on the setting of the Conservation Area.
12. The proposed development would be located over 100m from the nearest Listed Building (Nuffield Press Building, Grade II); the proposed development would not detrimentally alter the setting of the Listed Building given the separation between the proposed development and this building.

Indoor Amenity

13. The proposed development provides accommodation for students in cluster flats; with communal spaces in kitchens and common rooms. Four of the rooms provided would be studio rooms with small kitchenette facilities; these rooms are proposed to provide a wider choice of accommodation for students. The proposed development would provide an acceptable standard of accommodation for students. Officers have been mindful that some of the rooms proposed would have fairly limited access to natural light. Whilst this is not ideal, the site is constrained by

the need to ensure that there is no overlooking into the school and the proposals have therefore been designed with this in mind. Rooms would only be occupied by students for some of the year and there are shared outdoor and indoor spaces that are also provided. As a result, Officers recommend that the indoor amenity for occupiers would be acceptable in the context of Policy HP5 of the Sites and Housing Plan (2013).

Accessibility

14. The proposed development would provide some accessible accommodation in the form of DDA compliant rooms. Four of the rooms provided would be DDA compliant rooms and there are lifts within the student blocks.

Outdoor Amenity

15. It is a requirement of Policy HP5 of the Sites and Housing Plan (2013) that proposals for new student accommodation provide outdoor communal space. This is proposed to provide in the courtyard gardens between the pavilions on the frontage and at the rear of the block behind the frontage. Officers recommend that the outdoor space provision is acceptable.

Refuse and Recycling Storage

16. An area for the storage of refuse and recycling is proposed to be provided in an enclosed area of the block nearest to the entrance. This would be acceptable in the context of the functionality of the building and Policy CS10 of the Core Strategy.

Natural Resource Impact Analysis (NRIA)

17. The application includes information relating to the sustainability credentials of the proposed development. The information provided sets out how the proposed development would score nine out of eleven against the Council's NRIA standards and BREEAM rating of 'Very Good'. As a result, Officers consider that the proposed development would meet the requirements of Policy CS9 of the Core Strategy (2011).

Energy Efficiency and On-Site Generation

18. It is proposed to provide on-site generation of energy for hot water, as well as an air source heat pump for heating of the common room and comms room. The proposed building would benefit from the use high performance materials, energy efficient lighting and passive design measures to reduce energy demand. Information provided with the application suggests that the proposed CHP could generate up to 49% of on-site energy requirements. This would ensure that the proposed development would meet the requirements of Policy CS9 of the Core Strategy (2011) and HP11 of the Sites and Housing Plan (2013). Officers have included a condition that would require the energy efficiency measures and on-site generation to be

incorporated in the development in accordance with the specifications included with the application.

Impact on Neighbours

Impact on Privacy

19. The proposed development has been carefully considered to ensure that it would not have a detrimental impact on privacy for neighbouring residential occupiers; nor would it provide direct overlooking from the study rooms into the adjacent school. The impact on privacy is principally reduced as a result of the proposed blocks on the frontage facing inwards into the courtyard gardens. Some rooms in the rear block would have oriel windows with views directed back towards the blocks on the frontage; though these windows would have oblique views into the outdoor area at the south-west corner of the school site this is not the main playground used by children. It would not be possible to have direct views from the inside of the building into classrooms. Some views from the communal areas and some student rooms on the south-western elevation of the proposed development would provide views over the car park at the rear of 17 Between Towns Road; though there would not be any detrimental loss of privacy for the existing flats at the rear of 17 Between Towns Road. The proposed development has also been designed to ensure that no loss of privacy would exist for the proposed development at the rear of 17 Between Towns Road that benefits from outline planning permission. There are no windows proposed at the rear of the building at the back of the site and as a result there would be no loss of privacy for occupiers in Coleridge Close.

Impact on Sunlight Daylight

20. Despite the substantial height and bulk of development proposed it has been sited to reduce the impact on loss of light for nearby neighbours. Officers have had regard to the orientation of the proposed building and the gaps that would exist around the edge of the site which would reduce the impact on loss of light. The greatest loss of light would be to the western side of the school which would arguably lose some light in the late afternoon during winter months; Officers consider that this loss of light would be acceptable as it would be outside of the school day; except for in the height of winter.

Noise and Disturbance

21. The proposed development would have a single point of access and the proposed outdoor spaces would be largely enclosed by vegetation and the proposed buildings themselves. As a result, the increase in activity that would take place on the site would be mitigated. Officers have had regard to the impact of students congregating in close proximity to the school boundary and it is recommended that this would likely be acceptable given the separation between the buildings and the on-site management that

would be provided. The existing site is used by vehicular traffic; as a result the proposed use of the square area for the turning of vehicles as well as limited parking and serving arrangements would be acceptable; it is likely that there would be an overall decrease in vehicle noise arising from the development.

22. Some plant and equipment would be required for the proposed building. Conditions relating to noise attenuation and the maximum noise from equipment would be required if planning permission was granted to ensure that the proposed buildings would not have an adverse impact on the amenity of surrounding residential occupiers.

Access and Parking

Access and Traffic Impact

23. The proposed development would benefit from access onto Between Towns Road with a single point of access for pedestrians and vehicular traffic. Limited vehicle movements are proposed (for refuse and service vehicles and disabled occupiers). As a result, it is likely that the access onto the site would be less than the current use. Officers are satisfied that the access arrangements proposed would be acceptable.
24. The application would be car free development, proposed to be occupied by students. There would be a clause in the tenancy agreement of students that would ensure that they would not bring cars to Oxford and an enforcement process in place for students found with a car. Officers are satisfied that the arrangements can be adequately made for this and enforced and the development would meet the requirements of Policy HP5 of the Site and Housing Plan (2013).
25. The application site lies in a highly accessible location in the primary district centre where there are a wide range of services in close proximity of the site. The application site also lies on a major bus route (which includes direct buses to the Oxford Brookes Headington Campus as well as the City Centre and railway station). As a result of this, the site is suitable for a high density and car free development.
26. Specific improvement measures have been sought by Oxfordshire County Council that relate to a contribution towards providing cycle enhancements in the immediate vicinity of the site. The applicant has also indicated that they would be willing to provide a contribution towards the implementation of a Controlled Parking Zone in the area. These contributions would be secured separately through a legal agreement between the applicant and the County Council.
27. The County Council have indicated that they have no objection to the proposals subject to the above enhancements being provided and adequate conditions being imposed if planning permission is granted.

28. The proposals propose to provide space to store 120 cycles; this meets the requirements of Policy TR4 of the Oxford Local Plan 2001-2016. Officers also consider that the proposals provide adequate circulation space on the site for pedestrians and cycles.

Biodiversity

29. The existing buildings on the site lie in a highly urbanised setting and it is unlikely that the proposed development would have a detrimental impact on protected species or their habitats. A phase I habitat assessment has been provided with the application that identifies that there is no bat presence on the site. The report also recommends that biodiversity enhancement measures are integrated into the landscape improvements on the site. A condition is recommended that would require biodiversity enhancement measures to be provided with the development to accord with the requirements of Policy CS12 of the Core Strategy (2011).

Flooding and Surface Water Drainage

30. The application site lies in an area of low flood risk in terms of fluvial flooding and surface water flooding. A large part of the site is already paved in impermeable surfaces. Officers consider that the proposed development would not give rise to an adverse impact on surface water drainage and the impact of the development can be adequately mitigated by conditions that are recommended to be included if planning permission is granted.

Contaminated Land

31. The site was formerly used as a garage and there is therefore a need to ensure that the land quality of the site is enhanced to ensure that it is acceptable for the use proposed. Officers have recommended that conditions be included to ensure that these requirements are carried out in consultation with the Council's Land Quality Officer.

Conclusion

32. On the basis of the above, Officers recommend that the East Area Planning Committee grant planning permission subject to and including conditions and the satisfactory completion of a Section 106 agreement to secure a contribution to affordable housing and to delegate authority to the Head of Planning and Regulatory Services to issue the permission.

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

Background Papers:

16/01752/FUL

Contact Officer: Robert Fowler

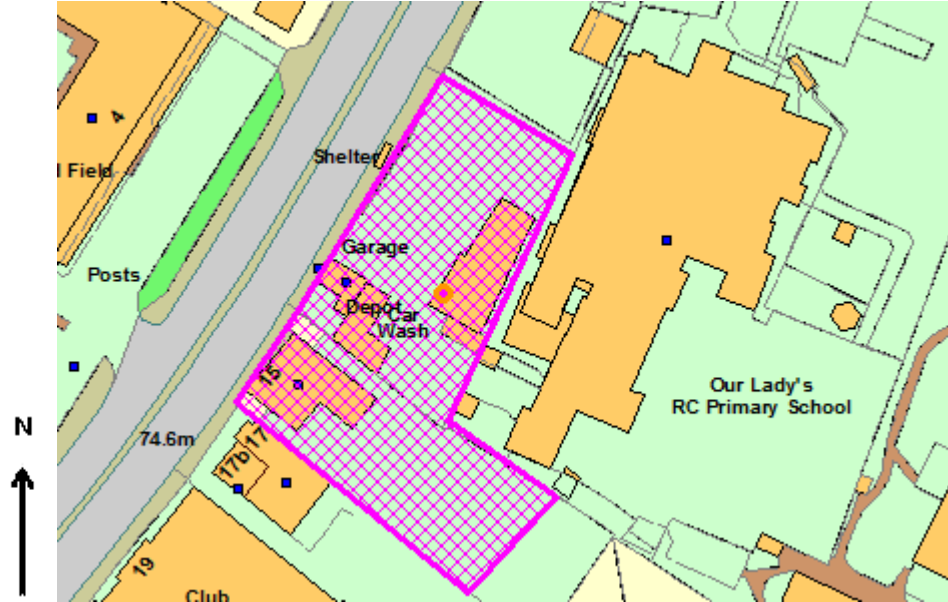
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Date: 20th February 2017

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Appendix 1

16/01752/FUL - Land At Swan Motor Centre And To The East



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Ordnance Survey 100019348

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East Area Planning Committee

8th March 2017

Application Number: 16/03157/FUL

Decision Due by: 10th February 2017

Proposal: Part demolition of the existing public house. Part redevelopment and conversion to create a new community run public house at basement and ground floor level and 1 x 1-bed, 3 x 2-bed and 2 x 3 bed residential apartments over ground, first and second floors. Erection of 1 x 3-bed dwellinghouse (Use Class C3). Provision of private amenity space, landscaping, car parking and associated infrastructure.(Amended description)

Site Address: 53 Collinwood Road Oxford OX3 8HH

Ward: Quarry And Risinghurst Ward

Agent: Mr Owen Francis

Applicant: Box Development Management Ltd.

Recommendation:

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

Reason:

1 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
- 2 Strictly in accordance
- 3 Samples
- 4 Hours of use of pub garden space
- 5 Construction Traffic Management Plan
- 6 Drainage

- 7 SUDs
- 8 Further details car parking areas
- 9 Further details ventilation and extract
- 10 Further details screening and boundaries
- 11 Drainage
- 12 Removal of PD rights for pub (change of use)
- 13 Contaminated Land investigation
- 14 Contaminated Land remedial works
- 15 Bin storage
- 16 Bike storage

Main Local Plan Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP10** - Siting Developmnt to Meet Functionl Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP19** - Nuisance
- CP21** - Noise
- CP22** - Contaminated Land
- CP5** - Mixed-Use Developments
- CP6** - Efficient Use of Land & Density
- CP8** - Design Developmt to Relate to its Context
- RC18** - Public Houses
- TR14** - Servicing Arrangements
- TR3** - Car Parking Standards

Core Strategy

- CS10_** - Waste and recycling
- CS11_** - Flooding
- CS18_** - Urb design, town character, historic env
- CS23_** - Mix of housing
- CS24_** - Affordable housing
- MP1** - Model Policy

Sites and Housing Plan

- HP12_** - Indoor Space
- HP11_** - Low Carbon Homes
- HP13_** - Outdoor Space
- HP14_** - Privacy and Daylight
- HP15_** - Residential cycle parking
- HP16_** - Residential car parking
- HP2_** - Accessible and Adaptable Homes
- HP4_** - Affordable Homes from Small Housng Sites

HP9_ - Design, Character and Context

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Affordable Housing and Planning Obligations Supplementary Planning Document

Balance of Dwellings Supplementary Planning Document

Relevant Site History:

Planning history relates to the previous use of the site and is not considered relevant to the application for its redevelopment.

Representations Received:

Comments in support from 30 Downside Road, 6 Kiln Lane: Beneficial to local community by providing pub/café and housing; proposal fits in with adjacent buildings and keeps many of existing buildings features; look forward to site being back in use

Comment from 43 Downside Road: Broadly in support; concern regarding design of north elevation which should have hipped not gable roof; lack of consideration for parking provision; no obvious space for deliveries and would not be acceptable from Collinwood Road; surface water drainage needs to be addressed

Objections from 46 Downside Road. 38, 40, 44 Collinwood Road, 53 Stanway Road: Not enough parking space; parking will overflow onto surrounding roads which are bus routes; using corner as pub garden is not a good idea; very public pub garden which may cause issues with anti-social behaviour; upper level balconies will overlook neighbours and reduce their privacy; proposed new house is too much development for site and this area should be retained as pub garden; measures should be taken to ensure no loud music after 11pm; no space for deliveries

Statutory and Internal Consultees:

Highway Authority: Access to bins and refuse is narrow and cramped; plans could be amended to improve this; acceptable car parking provision for scheme; welcome use of signs to discourage pub patrons parking; additional cycle parking spaces are required to comply with policies; servicing proposals acceptable; recommended conditions.

Environmental Development Contaminated Land: Recommended conditions to ensure ground conditions investigated and any issues addressed

Natural England: No comment.

Risinghurst & Sandhills Parish Council: Comment would wish to see more parking provision.

Flooding and drainage: No details of drainage or sustainable drainage have been

provided; condition requiring further details should be included on any grant of planning permission.

Environmental Health Noise Officer: Further information required regarding treatment of any cooking odours, noise from plant and other activities; concerned at use of mechanical ventilation in some units to address noise from use of pub garden

Issues:

Principle of development
Provision of affordable housing
Quality and mix of proposed residential units
Design
Parking and servicing
Living conditions of neighbours
Flooding and drainage
Contaminated land

Officers Assessment:

The Site

1. The application site is the Ampleforth Arms (currently closed) on the corner of Collinwood Road and Downside Road. The area surrounding the site consists of a small parade of commercial units on Downside Road but is otherwise predominantly residential.

The Proposal

2. The application is for the partial demolition of the building and its replacement with a mixed use scheme. A community pub facility would be retained on part of the ground floor and basement, accessed from Collinwood Road. The remainder of the site would be redeveloped to provide six flats in the main building and a detached house to the rear of the site. The six flats would have their main communal entrance from Downside Road. The house would have its entrance from Collinwood Road.
3. On-site car parking would be provided for the residential units only and would be split between the two street frontages. Refuse and bicycle storage would be provided to the rear of the building, accessed from Collinwood Road. Bicycle parking for the pub would be provided adjacent to its entrance. Amenity space for the residential units would be provided to the front and rear of the site and in balconies on the upper floors. A pub garden area would be created to the front of the site.
4. Amended drawings were received during the course of the application to address points raised by consultees and to provide more details to officers in relation to the front wall on Downside Road, the amenity space provision to units and the rooflights to the upper flats. The amended drawings also revised the mix of housing proposed to 1 1-bed unit, 3 2-bed units and 3 3-

bed units.

Principle of Development

5. The proposal would retain a pub facility on the site. It would therefore not trigger an assessment under policy RC18 and is acceptable in principle. The size of the proposed pub has been reduced from the previous unit to reflect what is considered the most viable size of unit to maintain at the site for community use. The legal agreement would include a provision to ensure that the pub is retained at the site for the benefit of the community.
6. The redevelopment of the remainder of the site for residential use is also considered acceptable in principle. Residential use is compatible with the predominantly residential surroundings of the site. The proposal would provide additional housing and would comply with Core Strategy and Sites and Housing Plan policies requiring additional housing units within the City.

Affordable Housing

7. The proposed development meets the threshold set out in policy HP4 requiring small sites to deliver a financial contribution towards the provision of affordable housing in the city.
8. The proposal is put forward on the basis that a policy compliant financial contribution to affordable housing will be made. This would be secured by a legal agreement. The proposal therefore complies with Policies CS24 and HP4.

Quality and mix of residential units

9. The site lies in an area identified as “amber” in the Balance of Dwellings Supplementary Planning Document. This identifies that the area is under considerable pressure in terms of housing mix. In order to comply with the guidance in the SPD and policy CS23, small scale proposals in this area should have a mix of dwellings of 1 bed units no more than 30%, 2 bed units no more than 50%, 3 bed units between 30-100% and 4+ bed units no more than 50%.
10. The proposed scheme would have 43% 3 bed units and 57% 1 and 2 bed units which would provide an acceptable mix of accommodation. The proposal complies with policies CS23 and the Balance of Dwellings SPD.
11. All proposed residential units provide in excess of minimum floorspace standards and a good quality of internal accommodation. Some of the second floor bedrooms would have rooflights only but these would provide sufficient internal light and sections have demonstrated that their position would still allow occupiers a view out.
12. The proposed residential units would all have a sufficient amount of external amenity space for their size. The proposed front garden to unit 1 would be

adjacent to the proposed pub garden. On balance, this is considered acceptable. The redevelopment is for a mixed use building and the retention of the pub on the site is considered a benefit of the scheme. The existing pub garden to the rear of the site is close to other residential properties. Moreover, a further garden space is proposed to unit 1 at the rear of the site away from the pub garden to provide alternative external space. Overall the scheme provides a good standard of residential accommodation and complies with policies HP12 and HP13.

Design

13. The proposed extensions and alterations to the building are considered acceptable. The extensions to the existing footprint would result in a building that would respect the scale and positioning of surrounding buildings. The form of the building would allow a distinction to be made between the proposed residential entrance and the pub use. The design detail of the building responds to the traditional residential form found on the majority of the surrounding streets. The proposed detached house picks up the design detail and scale of its neighbours to successfully integrate into the streetscene.
14. A condition requiring the submission of samples of the proposed materials is considered reasonable given the prominent corner location of the site and the importance of a high quality building on this site. Further details of the proposed terrace screens and boundary details will also be required by condition. The proposed brick wall to separate the private residential amenity space from the pub garden has been particularly considered. Whilst this is an unfortunate element on a prominent streetscene, it is considered acceptable given that there is an existing enclosed element on this frontage and that, given its limited length and set back from the frontage, it would not reduce the open aspect of the corner plot.
15. Overall, the proposed design, massing and scale of the building is considered acceptable and successfully responds to its context. The proposal complies with policies CS18 and HP9.

Parking and Servicing

16. Significant concerns have been raised regarding the parking provision proposed for the development. The application has been reviewed by the Local Highway Authority who have raised no objection. The plans have been revised to improve access to bin and bicycle storage. Further details of bicycle and bin storage will be required by condition to ensure fully compliant facilities are installed.
17. Given the proposed community use of the pub and its small scale, the proposal is acceptable without any car parking provided for this use. The patrons of the pub are likely to be drawn from the local area and able to walk to the site. The site is also on a bus route.

18. The level of car parking provided for the residential units is considered acceptable. The site is located within a reasonable accessible location and there does not appear to be pressure for on-street parking within the immediate vicinity of the site. Signage would be used to discourage patrons from the pub from using the residents parking spaces. Sufficient visibility is maintained for the access points. Conditions are recommended to require final details of the parking layout. Given the location of the site, a condition is recommended for a construction traffic management plan to minimise disruption to the surrounding highway network.
19. The proposal to use the surrounding roads for servicing is acceptable. The existing use would have also had a servicing need. The servicing of the pub from the roads would not result in any significant harm to traffic flow or safety in the surrounding area and would have to be done in accordance with other traffic regulations. The proposed development complies with policies TR3, TR14, HP15 and HP16.

Living Conditions

20. The siting and scale of the proposed building would not result in any increased sense of overbearing nor loss of light to any neighbouring properties. Concerns have been raised regarding the impact on privacy of the proposed terraces. The terraces on the side elevation are set sufficient distance away from the nearest residential properties to ensure there would be no harmful loss of privacy. The proposed rear second floor terrace would also be set 13m away from the nearest existing neighbouring property on Collinwood Road. Whilst the raised nature of the terrace may give rise to a perception of overlooking, the distances involved would prevent any significant material harm to the living conditions of neighbours occurring.
21. Concerns have also been raised regarding the position of the proposed pub garden. Issues of anti-social behaviour can be addressed through the licensing regime. However, it is acknowledged that this would be sited on a prominent corner. Whilst the pub use is established on site, the previous pub garden was to the rear of the site. In this instance, it is considered reasonable to limit the hours of use of the front pub garden area to reduce it as a potential source of disturbance to neighbouring occupiers. Other issues regarding noise that may be generated by users of the pub would be regulated by the licensing regime and are not appropriate to be controlled under this planning application.
22. A condition is recommended to require further details of ventilation and extract that may be required for the proposed pub kitchen. The details would need to demonstrate that the proposed uses on site would not result in disturbance to one another. A concern has been raised about residential units having mechanical ventilation to mitigate potential harm from the pub use. The further details required will need to review what is appropriate for the proposed residential units as well as the proposed pub. Overall, the proposal is considered to comply with policies CP19, CP21 and HP14.

Flooding and Drainage

23. The site lies in Flood Zone 1 and is not an area subject to surface water flooding. No details of drainage have been provided with the application which are required to ensure compliance with policy CS11. This can be addressed by a condition requiring details of drainage and the use of SUDs on site.

Contaminated Land

24. The proposed residential use of the site is a sensitive use. The previous use of the site means that the ground conditions should be investigated in relation to land contamination and measures put in place for any issues discovered. Conditions are recommended to address these issues. Subject to these conditions, the proposal would comply with policy CP22.

Conclusion:

25. The East Area Planning Committee is recommended to grant planning permission. The scheme delivers a number of benefits, in particular the retention of a community pub on site. The proposal, subject to conditions, would not result in a harmful impact on the living conditions of neighbours nor result in unacceptable additional pressure on parking in the surrounding area. Additional details required by condition will ensure that the final scheme is compliant with all relevant policies.

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

Background Papers:

Contact Officer: Sian Saadeh

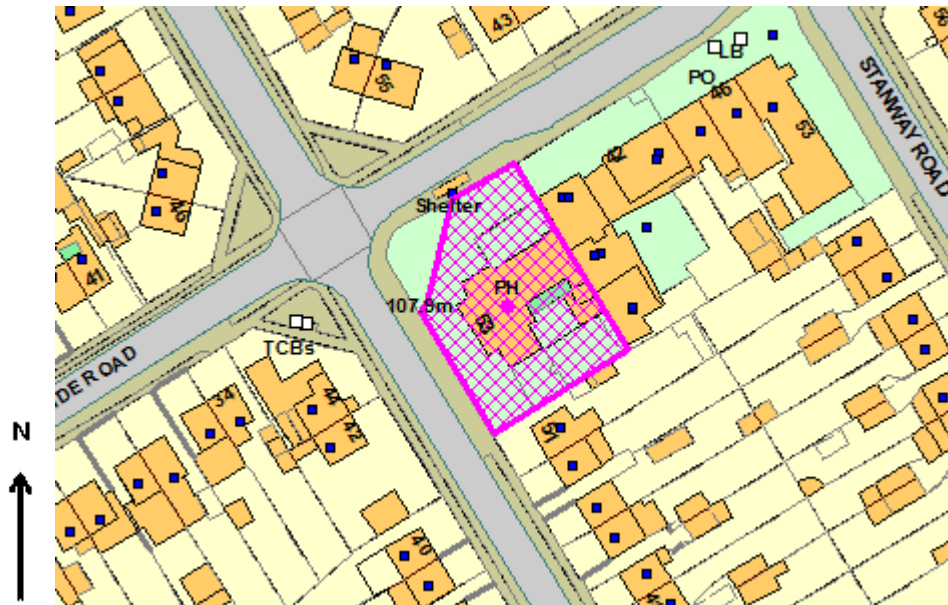
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Appendix 1

16/03157/FUL - 53 Collinwood Road



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EAST AREA PLANNING COMMITTEE

8th March 2017

Application Number: 16/00679/FUL

Decision Due by: 11th May 2016

Proposal: Demolition of public house. Erection of 3 x 4-bed dwellings and a three storey building to provide 2 x 2-bed and 2 x 1-bed flats (Use Class C3). Provision of private amenity space, car parking, bin and cycle store (Amended plans).

Site Address: Site of Former Shelley Arms, 114 Cricket Road **Appendix 1**

Ward: Cowley Marsh Ward

Agent: Mr Huw Mellor

Applicant: Keble Homes

Recommendation:

The East Area Planning Committee is recommended to GRANT planning permission for the reasons below and subject to conditions

For the Following Reason:-

- 1 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.
- 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.

Conditions:

- 1 Time Limit
- 2 Accordance with approved plans
- 3 Visibility Splays
- 4 Swept path analysis
- 5 Access details
- 6 Samples
- 7 Bin storage
- 8 Cycle Storage
- 9 Boundary and screening details
- 10 Drainage scheme
- 11 SUDs
- 12 Contaminated land assessment

- 13 Energy Statement
- 14 Biodiversity enhancements

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
- CP11** - Landscape Design
- CP22** - Contaminated Land
- CP23** - Air Quality Management Areas

Core Strategy

- CS9_** - Energy and natural resources
- CS10_** - Waste and recycling
- CS11_** - Flooding
- CS12_** - Biodiversity
- CS18_** - Urban design, town character, historic environment
- CS22_** - Level of housing growth
- 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
- 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
- Planning Practice Guidance
- Balance of Dwellings SPD
- Planning Obligations & Affordable Housing SPD

Community Infrastructure Levy

The application is liable for CIL: £86,274.90 (the calculation is based on the entire extent of proposed new floor space because the former Public House has been demolished).

Relevant Site History:

12/01357/FUL - Demolition of public house. Erection of 3 x 4-bedroom dwellings with undercroft with bin stores, cycle parking, car parking and private amenity space. PERMISSION 31st August 2012.

15/02646/FUL - Demolition of public house and the erection of 3 x 4 bedroom dwellings. WITHDRAWN 11th December 2015.

Representations Received:

A local resident (no address given) has commented that the design allows for overlooking into existing gardens; that the points of entry for vehicles coming off the site from both roads are dangerous for the “hundreds of small children who use the adjacent access for the primary school”, and that the proposed gardens are insufficient for the proposed houses and flats.

The Oxford Civic Society commented that the design appears acceptable but need further details of energy management for the properties, and floor levels should be raised to reduce the risk of fluvial flooding to acceptable levels.

Statutory Consultees:

- Oxfordshire County Highways – no objections subject to conditions relating to visibility splays, swept path analysis, access/kerb lines, and drainage.
- Environment Agency Thames Region – covered by Flood Risk Standing Advice.
- Thames Water – no objection with regard to sewerage infrastructure capacity or water infrastructure capacity. Informatives requested.

Issues:

- Design and impact on the street scene
- Highways
- Impact on neighbours
- Flooding
- Contaminated land
- Affordable housing contribution

Sustainability:

The site is in a sustainable location with good pedestrian, cycle and public transport accessibility to the wider area.

An energy statement has been submitted to show how the scheme will include measures to reduce energy consumption in line with Policy HP11 of the Sites and

Housing Plan, and reduce both the consumption and waste of water. Implementation of these measures would be secured by condition.

Officers Assessment:

The Site

1. This 0.14ha site is located on the south side of Cricket Road on the corner of Cricket Road with the south spur of Shelley Road which gives pedestrian and one-way (north-bound) vehicle access to St. Gregory the Great Catholic School.
2. The site was formerly a public house and garden (the Shelley Arms). The public house has been demolished and the site has been cleared of all permanent and temporary structures. It is now surrounded by hoardings. The site had planning permission for three houses granted in 2012, but that was not implemented and the planning permission expired in 2015. The site does not have the benefit of planning permission for any use.
3. This part of Cricket Road is primarily residential with a local retail store on the opposite corner of Shelley Road. The area is characterised by two storey mostly semi-detached houses built of brick and render, with pitched, tiled roofs many with front projecting bays and gables with chimneys. The buildings are set back from the road frontage with front gardens marked by either walls or hedges, or in use for on-site parking. There is on-street parking with traffic calming measures in place. There is a rhythm to the moderately tight urban grain and a strong sense of urban character in the area.

The Proposal

4. Seven new residential units are proposed: three four-bed houses fronting Cricket Road, and four flats in one block fronting Shelley Road (two two-bed duplex flats, and two one-bed flats). This meets the Council's requirements for the mix of housing for this area as expressed in the Core Strategy Policy CS23 and the Balance of Dwellings SPD.
5. The four-bed houses extend to between 162m² and 169m², the two-bed flats extend to 75m² and the one-bed flats to 51m². This accords with the internal space standards set out in Sites and Housing Plan policy HP12. The units are designed to meet the accessibility requirements of Sites and Housing Plan policies HP2.
6. The scheme has two vehicular access points: a principal access from Cricket Road serving six of the units (access to 10 parking spaces in a rear parking court) and a side access to one of the units (access to two parking spaces).
7. 13 parking spaces are proposed: two for each of the three four-bed houses and the two two-bed flats; one space each for the one-bed flats; and three visitor spaces (this meets Policy HP16 of the Sites and Housing

Plan). Cycle parking and bin storage to the Council's standards is proposed (Policies HP15 and HP13 of the Sites and Housing Plan).

Design and Impact on the Street Scene

8. Policies CS18 of the Core Strategy, HP9 of the Sites and Housing Plan and CP1, CP6 and CP8 of the Oxford Local Plan require high standards of design in new developments which responds to and adds to the character and distinctiveness of the area. Policies HP12-HP16 of the Sites and Housing Plan lay down the requirements for size and functionality of new residential developments.
9. The appearance of the scheme is designed to harmonise with the character of the local area.
10. The three houses fronting Cricket Road are set back from the frontage in keeping with the street scene and allow for front gardens (with bin storage) bounded by hedges and a front garden parking space for each of two of the houses. The block of flats fronting Shelley Road is set back from that frontage and allows for a narrow grass strip behind the footway.
11. The units have pitched roofs. House units 1 and 2 and the block of flats have slightly greater ridge height than the previous public house (by approx. 0.25m). House unit 1 is slightly higher than the existing neighbouring house at 116 Cricket Road but lower than units 1 and 2 thereby providing a visual transition from the existing to the new.
12. The elevations have been designed in a contemporary style with appropriately proportioned front flat-roofed ground floor bays, dormers, windows, gables and chimneys to reflect the existing character of the area. Materials are proposed to be a mixture of buff coloured brickwork, render, and grey aluminium panels all of which will create an acceptable appearance and improve the street scene. There will be some room for landscaping including some limited opportunities for tree planting to enhance the development.
13. The scheme allows for adequate garden and outdoor amenity areas as appropriate (including some balconies) to meet the Council's standards.

Highways

14. The Highway Authority has examined the vehicle accesses to the site, the parking layout, and cycle parking and bin store provision and has found all to be acceptable subject to conditions requiring details of the juxtaposition of vehicle accesses to the traffic calming build-outs.

Impact on neighbours

15. Policy HP14 requires that the privacy and amenity of neighbouring properties are not adversely affected as a result of new development.

16. The block of flats is positioned perpendicular to the rear garden of 116 Cricket Road and would afford views towards and over that property and beyond. The distance from the flat block to the boundary is just over 20m which means that direct visibility into rooms is not possible. The resulting overlooking of gardens is not greater than that already afforded from adjacent properties. In these terms it is considered that the proposals can be supported.
17. Four parking spaces, a cycle store for 14 cycles, and a bin store accommodating 16 bins are to be located adjacent to the boundary with 116 Cricket Road. It is not considered that these facilities will cause unacceptable noise and disturbance to the neighbouring property.

Flooding

18. A Flood Risk Assessment has been submitted which has been found to be acceptable (Core Strategy Policy CS11) subject to a condition being imposed to ensure that its provisions are enacted.

Contaminated land

19. A contaminated land assessment would be required by condition.

Affordable Housing Contribution

20. Policy HP4 of the Sites and Housing Plan requires an affordable housing contribution in association with this proposal. The applicant has however sought to argue viability grounds to avoid the need to provide such a contribution.
21. Policy HP4 (and supported by the adopted Planning Obligations & Affordable Housing SPD) requires sites for 4 to 9 units to make a financial contribution towards the provision of affordable housing off site. The financial contribution required is 15% of the Gross Development Value (GDV) plus a 5% admin fee. This proposal clearly triggers this policy. The Council considers that small developments should still be required to contribute towards affordable housing provision given the severity of housing affordability within the City.
22. The applicant has submitted information to demonstrate that the proposed scheme would not be viable if required to make a financial contribution towards affordable housing. This has been independently reviewed, and tested, for the Council. The conclusion of that review is that the proposal is not able to make a financial contribution towards affordable housing.
23. Policy HP4 states that the Council will accept a lower contribution if it can be demonstrated that the full contribution would make the development unviable. In this case, the independent advice received is that the scheme could not support any contribution. The scheme is therefore considered to comply with

the guidance set out in policy HP4 and the Affordable Housing and Planning Obligations Supplementary Planning Document.

24. The lack of affordable housing contribution must be weighed against the benefits of the scheme which include the delivery of seven new residential units and the redevelopment of a currently vacant site. Given the above, it is considered in this instance that the proposal is acceptable.

Conclusion:

25. The East Area Planning Committee are recommended to grant planning permission for the reasons set out in the report above and subject to the recommended conditions.

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: 16/00679/FUL

Contact Officer: Sian Saadeh

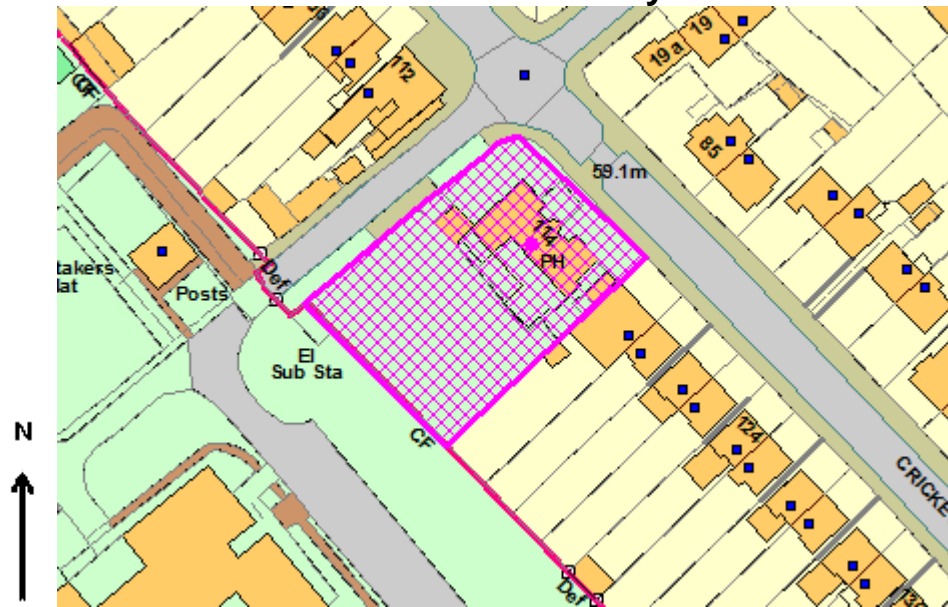
Extension: 2809

Date: 28th February 2017

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Appendix 1

16/00679/FUL - Site Of Former Shelley Arms 114



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Ordnance Survey 100019348

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Minutes of a meeting of the EAST AREA PLANNING COMMITTEE on Wednesday 8 February 2017

www.oxford.gov.uk



Committee members:

Councillor Coulter (Chair)	Councillor Henwood (Vice-Chair)
Councillor Chapman	Councillor Clarkson
Councillor Iley-Williamson (for Councillor Taylor)	Councillor Lloyd-Shogbesan
Councillor Paule	Councillor Wade (for Councillor Wilkinson)
Councillor Wolff	

Officers:

Adrian Arnold, Development Management Service Manager
Gill Butter, Conservation and Urban Design Officer
Mark Jaggard, Planning Policy Manager
Michael Morgan, Lawyer
Sian Saadeh, Development Management Team Leader
Jennifer Thompson, Committee and Members Services Officer

Also present:

Councillor Andrew Gant
Councillor Dee Sinclair

Apologies:

Councillor(s) Taylor and Wilkinson sent apologies. Their appointed substitutes are shown in the attendance.

95. Declarations of interest

There were no declarations relating to disclosable pecuniary interests.

96. 16/02651/OUT: William Morris Close Sports Field, Oxford, OX4 2SF

The Committee considered an application for outline application with all matters reserved, seeking permission for 72 new affordable key worker dwellings, retention of and extension to existing parking area, together with private amenity space, access

road, landscaping and new publicly accessible recreation space at the Sports Field, William Morris Close.

Hazel Dawe and Judith Harley, representing local residents groups, spoke against the application, referencing the Local Plan policies designating this site as open space.

Patrick McDonald, the developer; Janie Hampton and Andrew Gilmore, local residents; and Councillor Andrew Gant spoke in support of the application.

Councillor Gant started that while he was speaking in his personal capacity and was a friend of the developer, he had no financial or personal interest in the company or the project.

The Committee asked questions of the officers and speakers and debated the merits of the application and the policies pertinent to the site. They concluded that there was no reason to depart from the adopted Local Plan policy and site designation to permit development on this site, and any changes to the long term use of the site should properly be considered in the new Local Plan.

The Committee resolved to refuse planning permission for application 16/02651/OUT for the reasons set out below:

1. The proposal does not include a mix of dwelling types and makes no provision for affordable housing. A mixed and balanced development which contributes to meeting the most pressing housing needs of the city would not result from this proposal. It is therefore contrary to Policies CS23 and CS24 of the Core Strategy and Policy HP3 of the SHP, and does not comply with the guidance set out in the Balance of Dwellings Supplementary Planning Document.
2. The site is protected open space (including associated car parking). It is not allocated for housing development nor is it needed to meet National Planning Policy Framework housing land availability requirements. It has not been clearly shown that the site is surplus to requirements for sport or recreation. It is not essential that the need for housing development should be met on this particular site, and there are no other balancing reasons or mitigating circumstances why housing should be allowed. It is necessary to retain the site as open space for the well-being of the local community, and its development is contrary to Policies CS2 and CS21 of the adopted Core Strategy, and Policy SR2 of the Oxford Local Plan.
3. The application, because of inadequacies in the indicative layout, the lack of cycle parking and waste storage facilities, the unacceptable car park location and design, and because of unresolved highway issues, has not satisfactorily demonstrated that 72 dwellings can be accommodated on this site in accordance with Policies CP1, CP6 and CP8 of the Oxford Local Plan, Policy CS18 of the Core Strategy and Policies HP9, HP13 and HP14 of the Sites and Housing Plan.
4. The application does not propose to incorporate renewable energy or low carbon technologies and thus does not adequately seek to minimise its carbon emissions contrary to Policy CS9 of the adopted Core Strategy and Policy HP11 of the adopted Sites and Housing Plan.

97. 16/02618/FUL: Former Stansfeld Outdoor Education Centre, Quarry Road OX3 8SB

The Committee considered an application for planning permission for the demolition of redundant former outdoor education centre buildings; construction of a new science education centre and innovation centre with parking, access and landscape enhancement at the former Stansfeld Outdoor Education Centre, Quarry Road.

The planning officer reported that the legal agreement referred to in the recommendation had been signed since publication of the agenda, and accordingly the recommendation should be altered.

Eleanor Burnett and Katherine Gardiner, local residents, spoke against aspects of the application.

Richard Bradley, Chair of Friends of Stansfeld; and Steven Sensecall, the agent for the applicant, spoke in support of the application.

The Committee asked questions of the officer and speakers. They concluded that the existing row of Leyland cypress trees should be retained to continue to provide screening and protect the amenity of neighbouring houses, and to amend the conditions accordingly.

The Committee resolved to grant planning permission for application 16/02618/FUL subject to conditions and legal agreement:

Conditions

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Implementation of NRIA and Energy Strategy.
4. Samples.
5. Travel Plan.
6. Centre Management Parking.
7. Drainage.
8. Parking layout plan.
9. CTMP.
10. Delivery, Service and Collection/Drop Off Management Plan.
11. Landscape plan required. (including retention of the row of Leylandii trees providing screening of the site)
12. Landscape: carry out by completion.
13. Landscape, hard surface design - tree roots.
14. Landscape, underground services - tree roots.
15. Tree Protection Plan (TPP) 1.
16. Arboricultural Method Statement (AMS) 1.
17. Biodiversity Management Plan.
18. Land Quality.
19. Provision of public art.

Legal Agreement

The County Highway Authority requires a legal agreement in connection with this proposal (i) to secure a review of parking bays on Old Road and any subsequent measures to be implemented (£20,000), and (ii) for Travel Plan monitoring (£1,240).

98. 17/00139/CONSLT: Rover Sports And Social Club, Roman Way, Oxford, OX4 2QT

The Committee considered an application to seek the views of Oxford City Council as to the arrangements for the reprovision of existing sporting facilities currently on the Rover Sports and Social Club, Roman Way.

The Committee noted that this related to their decision on 1 February in respect of application. The planning officer reported receipt of two further responses to the consultation, both broadly in support of the proposals: from Horspath Parish Council; and from the council's environmental health service.

The Committee resolved to delegate to the Head of Planning and Regulatory Services, subject to the expiry of the consultation period without any new material issue being raised:

- I. the responsibility to notify the Applicant that, were the Council considering an application to redevelop this land for car manufacturing as described in Policy SP49, the arrangements effected by the draft legal agreement annexed would enable the Council to conclude that that application be permitted notwithstanding that all existing facilities would be reprovided given that those arrangements would procure a net benefit over reprovision as required by SP49; and
- II. the entry into a legal agreement with BMW in a form not materially different to that annexed.

99. 16/02586/FUL: Land Adjacent To Homebase, Horspath Driftway, Oxford

The Committee considered an application for planning permission for the erection of a single storey coffee shop unit (Sui Generis) with associated drive-thru facility, car parking, landscaping and associated works (with additional transport assessment information, flood risk assessment and archaeology assessment) at land adjacent to Homebase, Horspath Driftway.

The planning officer recommended an additional condition requiring a written scheme of archaeological investigation to be submitted prior to commencement.

Leigh Thomas, agent for the applicant, spoke in support of the application.

The Committee considered that it would be appropriate, given the layout of the site, to add an informative requesting the clear marking out of a suitable pedestrian route to and from the café to improve pedestrian safety.

The Committee resolved to grant planning permission for application 16/02586/FUL and subject to conditions:

1. Time begun within time limit.
2. Develop in accordance with approved plans.
3. Materials – in accordance with plans.
4. Restricted use.
5. Landscape Plan: further details.
6. Landscape management Plan.
7. Flood Risk Assessment – in accordance.
8. Drainage infrastructure – in accordance.
9. SUDS - further details.
10. Damage to the culvert or pit structures.
11. Construction Traffic Management Plan.
12. Delivery and Service Management Plan.
13. Opening hours -0700hrs – 2200hrs daily.
14. Noise –mechanical plant – nearest sensitive receptor.
15. Energy & efficiency – further details.
16. Bin storage – as approved.
17. Cycle parking – further details.
18. Car parking/ turning/ barrier/ layout - as approved.
19. Written scheme of archaeological investigation to be submitted prior to commencement.

Informative: a safe pedestrian route to and from the café should be marked out on the site to enhance pedestrian safety and reduce the likelihood of accidents or conflict.

100.16/02017/FUL: 14 Holyoake Road

The Committee considered an application for the demolition of the existing side extension; the erection of 2 x 4-bed semi-detached dwellinghouses (Use Class C3); and provision of new access with car parking for 2 vehicles, private amenity space and bin and cycle store at 14 Holyoake Road, OX3 8AE.

Jane Ferguson, local resident, spoke against the application and raised questions about the accuracy of the plans.

Councillor Dee Sinclair spoke about her concerns about parking and the necessity of excluding the houses from the CPZ, including visitors' permits.

Henry Venners, agent for the applicant, spoke in support of the application.

After discussion and asking questions of the officers and speakers, the Committee considered that it would be reasonable to defer consideration of the application to clarify several matters as they did not consider they could take a decision without further information. They asked for confirmation of the accuracy of drawings and plans and clarification of: the impact on the amenity of Linden Court; potential overlooking of upper storey windows into angled windows at Linden Court; loss of light; and the accuracy of the relationships between buildings, windows and boundaries in the submitted plans.

The Committee resolved to defer consideration of the application to allow the planning officers to bring back additional information on:

- the plans: the relation between the houses at Linden Court and the proposed development and the overall accuracy of the plans in showing the street scene and the relationship between windows;
- the plans: the relationship of the perpendicular and 45degree lines between the windows in houses in Linden Court and the proposed development, and showing the relationship to the bedroom rooflights in Linden Court.
- the actual width of the mature hedging at the side of the site and the width of the gap between the proposed house and the hedge- in particular to confirm if this was sufficient to allow bikes to access the proposed rear cycle store without damaging either the hedge or the bike.

101.16/03129/FUL: 105 Green Road

The Committee considered an application for the change of use from a dwellinghouse (Use Class C3) to a House in Multiple Occupation (Use Class C4) at 105 Green Road, OX3 8LE.

Councillor Dee Sinclair, ward councillor, spoke about her concerns with the application.

The Committee resolved to grant planning permission for 16/03129/FUL subject to conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Secured Bicycle Parking.

102.16/03008/CT3: Sports Hall Recreation Ground, Court Place Farm , Marsh Lane, OX3 0NQ

The Committee considered an application for planning permission for the overlaying the existing car park with bitumen macadam surfacing with the incorporation of SUDs drainage; re-organisation of car park to provide an additional 48 car parking spaces, 8 disability spaces and 6 motorbike spaces; with provision of lighting at Sports Hall Recreation Ground Court Place Farm, Marsh Lane OX3 0NQ.

The Committee resolved to grant planning permission for application 16/03008/CT3 subject to conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Colour and finish.
4. SuDs.
5. SuDs 2.
6. Landscape hard surface design – tree roots.
7. Tree Protection Plan (TPP) 1.

103.16/03065/CT3: Brasenose Farm Allotments, Eastern By-Pass Road, Oxford

The Committee considered an application for the erection of a shed for allotment storage at Brasenose Farm Allotments, Eastern By-Pass Road.

The Committee resolved to grant planning permission for application 16/03065/CT3 subject to conditions:

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

104.Lawn Upton House, Littlemore

The Committee considered a report and appendices setting out the case for taking enforcement action specified in the appendices against a number of unauthorised works causing damage to the fabric and features of historical interest of Lawn Upton House (now 27 Lawn Upton Close, 25 Lawn Upton Close, and 26 Lawn Upton Close), Oxford, OX4 4QF.

Katherine Ashton, representing the owners of the houses, spoke against the proposal to take enforcement action against the current owners.

The Committee asked questions of the officers and the speaker and concluded that, while mindful that the works had not been carried out by the current owners, it would be unreasonable to take no action given the harm caused and likely to be caused to the listed building by the unauthorised works, and therefore it was necessary to require reasonable and proportionate remedial works.

The Committee resolved to issue one or more listed building enforcement notices under s38 of the Planning (Listed Buildings and Conservation Areas) Act 1990, and to delegate the issuing of the notices to the Head of Planning and Regulatory Services, for the following reasons:

1. The unauthorised works being unauthorised works of alteration to Listed Building(s) affecting its character as a building of special architectural or historic interest are a contravention of sections 7 and 9 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The unauthorised works as set out in this report fail to preserve the special architectural and historic interest of the Listed Building;
2. It is expedient to do so having regard to the effect of the works on the character of the building as one of special architectural or historic interest;
3. The unauthorised works as set out in this report fail to preserve the special architectural and historic interest of the Listed Building;
4. The unauthorised works cause harm to the Littlemore Conservation Area and fail to preserve or enhance the character or appearance of that Conservation Area;

5. The unauthorised works are contrary to local and national policies as set out below;
and
6. Some of the unauthorised works carried out have started to and would continue to cause serious decay to the building fabric and should be remedied to prevent further irreversible decay.

105.Minutes

The Committee resolved to approve the minutes of the meetings held on 11 January 2017 and 1 February 2017 as a true and accurate record.

106.Forthcoming applications

The Committee noted these.

107.Dates of future meetings

The Committee noted these.

The meeting started at 6.00 pm and ended at 9.30 pm