

Agenda

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West Area Planning Committee

Date: **Tuesday 11 April 2017**

Time: **6.00 pm**

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

For any further information please contact the Committee Services Officer:

Catherine Phythian, Committee and Member Services Officer

Telephone: 01865 252402

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.

West Area Planning Committee

Membership

| | | |
|-------------------|-------------------------------|--------------------|
| Chair | Councillor Louise Upton | North; |
| Vice-Chair | Councillor Tom Landell Mills | St. Margaret's; |
| | Councillor Colin Cook | Jericho and Osney; |
| | Councillor Steven Curran | Iffley Fields; |
| | Councillor Jean Fooks | Summertown; |
| | Councillor Alex Hollingsworth | Carfax; |
| | Councillor Jennifer Pegg | Northfield Brook; |
| | Councillor Bob Price | Hinksey Park; |
| | Councillor John Tanner | Littlemore; |

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

Copies of this agenda

Reference copies are available to consult in the Town Hall Reception. Agendas are published 6 working days before the meeting and the draft minutes a few days after.

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- viewed on our website – mycouncil.oxford.gov.uk
- downloaded from our website
- viewed using the computers in the Customer Services, St Aldate's, or
- subscribed to electronically by registering online at mycouncil.oxford.gov.uk

AGENDA

Pages

1 Apologies for absence and substitutions

2 Declarations of interest

3 16/03056/FUL: Balliol College Sports Ground, Jowett Walk / Cross Street, Oxford

13 - 38

Site address: Balliol College Sports Ground, Jowett Walk / Cross Street, Oxford

Proposal: Proposed demolition of existing collegiate accommodation and erection of C2 residential institution including sports pavilion, assembly space and associated accommodation, access and landscape (amended information and revised plans)

Officer recommendation:

West Area Planning Committee is recommended to grant planning permission (16/03056/FUL) for the reasons set out in the report and subject to and including the conditions listed and the satisfactory completion of a S106 legal agreement and delegate to the Head of Planning & Regulatory Services to issue the Decision on satisfactory completion of the S106.

Conditions

1. Time Limit – 3 years to implement
2. Plans – in accordance with approved plans
3. Materials – samples agree prior phase of construction (Excluding demolition)
4. Biodiversity – measures for wildlife (bird bat boxes)
5. Demolition Method Statement – details to be submitted prior commencement.
6. Enabling Works Construction Traffic Management Plan - as approved
7. Construction Traffic Management Plan – details prior to commencement
8. Cycle & bin storage – further details prior to substantial completion
9. Sustainability – in accordance with Energy Statement approved
10. Sustainability – Further details of CHP

11. Revised Drainage Strategy – further details, prior construction excl. demolition
12. SUDs Maintenance Plan – prior occupation
13. Piling method statement – water infrastructure details
14. Landscape plan to be submitted prior to occupation of any phasing
15. Landscape – planting carry out after completion of each phase or substantial completion of whole development.
16. Trees – (Hard Surfaces – tree roots)
17. Trees - (Underground Services – tree roots)
18. Trees - (Tree Protection Plan) as approved
19. Trees - (Arboricultural Method Statement) as approved
20. Details of boundary treatment / entrance gates prior to occupation/ installation
21. Archaeology – WSI as approved
22. Travel Plan – (residential) prior to occupation
23. Student Accommodation and Out of Term Use
24. Student Accommodation – Student Traffic Management Plan as approved
25. Students - No cars
26. Access - Jowett Walk as approved, prior to occupation.
27. Contamination – Watching brief as approved
28. Contamination – Remediation Strategy prior occupation
29. Contamination – Validation Report prior occupation
30. External Lighting – details prior to installation
31. Architectural Recording of buildings to be demolished.
32. Wardens Flat – restrict use

Legal Agreement:

City:

A S106 is required to secure the construction of the development within 3 years in order to mitigate the loss of one unit of family accommodation.

County:

A S278 agreement will be required to:

- relocate the existing vehicular access which will include the removal of a tree, the relocation of the existing phone box and the re-provision of parking bays lost at the access (to include a £2,500 fee for the amendment to the Traffic Regulation Order).

- resurface the junction speed table at the junction of St Cross Road/Manor Road.

A S106 agreement will be required in order for the applicant to pay £1,240 to monitor the site's travel plan (in line with the county council's guidance document "Transport for New Developments: Transport Assessments and Travel Plans").

4 15/01601/FUL: 26 Norham Gardens, Oxford, OX6 6QD

39 - 54

Site address: 26 Norham Gardens, Oxford, OX6 6QD

Proposal: Demolition of existing outbuildings. Renovation of existing house to form 18 student study rooms. Construction of replacement outbuildings to form 9 student flats.

Officer recommendation:

West Area Planning Committee is recommended to grant planning permission (15/01601/FUL) for the reasons set out in the report and subject to the following conditions:

Conditions:

1. Development begun within time limit
2. Develop in accordance with approved plans
3. Material Samples in Conservation Area
4. Landscape Plan
5. Landscape Implementation
6. Hard Surface Design – Tree Roots
7. Underground Services – Tree Roots
8. Tree Protection Plan
9. Arboricultural Method Statement
10. Student Accommodation – Full Time Courses
11. Student Accommodation - No cars
12. Student Accommodation - Out of Term Use
13. Archaeology – Written Scheme of Investigation
14. Details of the Cycle Parking and Refuse Areas
15. Construction Traffic Management Plan
16. Sustainability Statement Implementation
17. Biodiversity Measures / Enhancements

5 16/03318/FUL: John Coombes House, 28 St Thomas' St, Oxford, OX1 1JL

55 - 64

Site address: John Coombes House, 28 St Thomas' Street, Oxford, OX1 1JL

Proposal: Demolition of part of Combe House and Galilee rooms. Erection of single storey extensions to north, south and west elevations and formation of dormer windows. Conversion of Galilee rooms to Nursery (Use Class D1). Formation of mezzanine floor. Alterations to existing windows. Provision of covered area to North elevation. Erection of glazed light at first floor level. Provision of pathway to provide access to nursery and construction of playground and boundary wall within churchyard. Installation of external lighting.

Officer recommendation:

West Area Planning Committee is recommended to grant planning permission (16/03318/FUL) for the reasons set out in the report and subject to the following conditions:

Conditions

1. Development begun within time limit
2. Develop in accordance with approved plans
3. Samples
4. Tree Protection Plan (TPP) 1
5. Arboricultural Method Statement (AMS) 1
6. Japanese knotweed
7. Biodiversity enhancement
8. Archaeology
9. Contaminated Land 1
10. Contaminated Land 2
11. Contaminated Land 3

6 17/00338/CT3: Land At Townsend Square

65 - 72

Site address: Land at Townsend Square, Oxford

Proposal: Provision of 25no. parking spaces and 2no. disabled parking spaces.

Officer recommendation:

West Area Planning Committee is recommended to grant planning permission (17/00338/CT3) for the reasons set out in the report and subject to the following conditions:

Conditions

1. Development begun within time limit
2. Develop in accordance with approved plans
3. Materials
4. Visibility splays (vehicle to pedestrian)
5. Visibility splays (vehicular)
6. Landscape plan required
7. Landscape carry out by completion
8. Landscape hard surface design
9. Landscape underground services
10. Tree protection plan
11. Arboricultural Method Statement (AMS)
12. Drainage details
13. SUDs maintenance plan

7 Minutes

73 - 82

To approve as a true and accurate record the minutes of the meeting held on 14 March 2017.

8 Forthcoming applications

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

| | |
|--|-------------------------------------|
| Chiltern Line - East West Rail link - all applications | |
| 17/00608/FUL: 16 Chester Street, OX4 1SN | Called in |
| 17/00476/FUL: 278-280 Banbury Road, OX2 7ED | Committee level application |
| 16/02689/FUL: Unither House, 15 Paradise Street, Oxford, OX1 1LD (was Cooper Callas) | Major application |
| 17/00460/RES: Westgate Centre And Adjacent Land, OX1 1NX | Major application: reserved matters |
| 16/02945/FUL: Oxford Business Centre Osney Lane Oxford Oxfordshire OX1 1TB | Major application; reserved matters |
| 17/00250/FUL: Castle Mill, Roger Dudman Way, OX1 1AF | |

| | |
|--|---|
| 16/02745/CT3: Seacourt Park And Ride, Botley Road, Oxford | Major application - Council application |
| 15/03524/FUL: Oxford Spires Four Pillars Hotel, Abingdon Road, Oxford, OX1 4PS | Major application |
| 17/00557/FUL: 114 Leiden Road, OX3 8QU | Called in |
| 16/01220/FUL & 16/01221/FUL: 16 Northmoor Road, Oxford, OX2 6UP | Called in |
| 16/01541/FUL: The Honey Pot, 8 Hollybush Row, OX1 1JH | Non-delegated application |

9 Dates of future meetings

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

| 2017 | 2018 |
|------------------|------------------|
| 9 May 2017 | |
| 13 June 2017 | |
| 11 July 2017 | 16 January 2018 |
| 1 August 2017 | 21 February 2018 |
| 12 Sept 2017 | 13 March 2018 |
| 10 October 2017 | 10 April 2018 |
| 14 November 2017 | 21 May 2018 |
| 12 December 2017 | 12 June 2018 |

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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West Area Planning Committee

11th April 2017

Application Number: 16/03056/FUL

Decision Due by: 28th February 2017 (PPA agreed)

Proposal: Proposed demolition of existing collegiate accommodation and erection of C2 residential institution including sports pavilion, assembly space and associated accommodation, access and landscape.(amended information and revised plans)

Site Address: Balliol College Sports Ground Jowett Walk (**site plan: appendix 1**)

Ward: Holywell Ward

Agent: Miss Susannah Byrne

Applicant: Balliol College

Recommendation:

West Area Planning Committee are recommended to grant planning permission for the reasons below and subject to and including conditions listed and the satisfactory completion of a S106 legal agreement. Delegate to the Head of Planning & Regulatory Services to issue the Decision on satisfactory completion of the S106.

Reasons for Approval

- 1 The Council considers that the development would provide for an identified need for student accommodation and associated College facilities of an appropriate and high quality design and form. Any loss of trees that are important within public views are partly mitigated by new planting. The proposal, subject to the conditions imposed, would accord with the special character, setting of adjacent listed buildings and the Conservation Area. Any harm to these designated and non-designated heritage assets is outweighed in this case by the high quality design and public benefits of the proposed development. There would be no harm to adjoining neighbours. The proposal accords with the Policies contained within the Local Development Framework and NPPF.
2. Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officers report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
3. The Council considers that the proposal accords with the policies of the

development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions

1. Time Limit – 3 years to implement
2. Plans – in accordance with approved plans
3. Materials – samples agree prior phase of construction (Excluding demolition)
4. Biodiversity – measures for wildlife (bird bat boxes)
5. Demolition Method Statement – details to be submitted prior commencement.
6. Enabling Works Construction Traffic Management Plan - as approved
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31. Architectural Recording of buildings to be demolished.
32. Wardens Flat – restrict use

Legal Agreement:

City:

A S106 is required to secure the construction of the development within 3 years in order to mitigate the loss of one unit of family accommodation.

County:

A S278 agreement will be required to:

- relocate the existing vehicular access which will include the removal of a tree, the relocation of the existing phone box and the re-provision of parking bays lost at the access (to include a £2,500 fee for the amendment to the Traffic Regulation Order).
- resurface the junction speed table at the junction of St Cross Road/Manor Road.

A S106 agreement will be required in order for the applicant to pay £1,240 to monitor the site's travel plan (in line with the county council's guidance document "Transport for New Developments: Transport Assessments and Travel Plans").

Community Infrastructure Levy (CIL)

The development is liable for 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

CP9 - Creating Successful New Places

CP10 - Siting Development to Meet Functional Needs

CP11 - Landscape Design

CP13 - Accessibility

CP14 - Public Art

CP17 - Recycled Materials

CP20 - Lighting

CP22 - Contaminated Land

CP23 - Air Quality Management Areas

NE14 - Water and Sewerage Infrastructure

NE15 - Loss of Trees and Hedgerows

NE16 - Protected Trees

NE21 - Species Protection

NE23 - Habitat Creation in New Developments

SR2 - Protection of Open Air Sports Facilities

HE2 - Archaeology

HE3 - Listed Buildings and Their Setting

HE7 - Conservation Areas

Core Strategy (CS)

CS2_ - Previously developed and greenfield land

CS9_ - Energy and natural resources

CS10_ - Waste and recycling

CS11_ - Flooding

CS12_ - Biodiversity

CS16_ - Access to education

CS18_ - Urban design, town character, historic environment

- CS19_** - Community safety
- CS25_** - Student accommodation
- CS29_** - The universities

Sites and Housing Plan (SHP)

- MP1** - Model Policy
- HP1_** - Change of use from existing homes
- HP5_** - Location of Student Accommodation
- HP6_** - Affordable Housing from Student Accommodation
- 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

Planning Practice Guidance

The site lies within the Central (University and College) Conservation Area

Public Consultation

Statutory Consultees

- Historic England: No objection.
HE advises that the Master's Field site is a sensitive one. The site sits within the Oxford Central (University and City) Conservation Area; at the northern boundary is a segment of the Civil War defence while the part of the site running along St Cross Road contains a group of buildings by well-known architects including Earnest George, Edward Maufe and Leslie Martin. Of these we only consider the attractive late 19th century houses by George (7-11) to make a positive contribution to the conservation area. The three houses by Maufe (Eastman House and 3-5) are very plain and it is difficult to distinguish them from standard post-war housing. The Leslie Martin Building is only a fragment of a larger project which was never completed. Its design, detailing and the quality of materials used fall far short of his best work; for example it compares poorly with his grade II* listed St Cross Building over the Road. While HE recognise that these buildings have a degree of historical interest, as all works by significant architects give some insights into their ways of working, none of these buildings display the innovative handling of form and subtle detailing for which both architects are admired.

The area as a whole is characterised by a suburban feel which reflects its origin as a small extra-mural suburb of the medieval city. When moving north along St Cross Street large houses set back from the road in gardens contrast sharply with the very urban and enclosed character of Longwall Street to the south, creating a very clear sense that the medieval city has been left behind. At the junction with Manor Road the character of the place changes yet again: the modern university

asserts itself with large Leslie Martin's monumental St Cross building, beyond which sports fields provide a breathing space before the departmental buildings of Parks Road signal a return to the city. The key buildings in the area, Holy Well Manor (listed grade II), St Cross Church (grade I) and the St Cross Building form an informal group. Though there is little to relate medieval and modern buildings architecturally the way in which the St Cross Building is set back within a lawn means that old and new coexist happily. None of these buildings have a formal relationship with those on the development site. Surprisingly, despite being designed by the same person, the Martin building appears to be hiding from the St Cross Building. This is largely due to the way in which trees have been planted up against the Martin Building and the fact that its north wing, which would have directly address the St Cross Building, was never built. The significance of the area as a whole is largely bound up in the contrast in character from the city centre. While mainly consisting of later 19th and 20th century buildings the transition from medieval city to suburb is still tangible.

The proposals and their impact on the historic environment

The proposed development is boldly conceived. Most of the buildings lining the west side of St Cross Street would be demolished, leaving only 7-11. Their place would be taken by a series of three storey blocks and an assembly hall designed by Niall McLaughlin Architects. We are pleased that 7-11 are to remain, given their strong contribution to the conservation area. Given their limited significance, we are content with the demolition of the other buildings on the site.

The new buildings proposed have been very carefully conceived. Officers from the City Council and ourselves were consulted with from an early stage of the project's development. The result is likely to be both handsome and distinctive. The design of the Assembly Hall is particularly effective. It's simple barn-like form and the generosity of open space around it relates well to the church and manor and helps create a distinguished architectural group around the junction with Manor Street. Building D steps forward gradually, creating a series of projections blocks that frame the church tower when approaching from the north and successfully engaging with the St Cross Building by creating space around the entrance reflecting the monumental stair. All the elevations are very carefully conceived to create façades that are visually complex. Subtle differences in detail ensure that the overall design is harmonious yet avoids becoming dull or oppressive.

The character of the area as a whole would undoubtedly change, becoming less suburban. This would be particularly apparent at the south end, where the large garden of Eastman House would be lost. However, the housing on the east side of the road and the retention of a garden area in front of Building B would ensure that there is still a clear change in character from the city. Any harm to significance from this and the loss of the existing buildings is considered to be low and more than outweighed by the opportunity taken to create a better context for the St Cross Building and improve the quality of the townscape in this part of Oxford.

Paragraph 131 of the NPPF stresses the desirability of new development making a positive contribution to local character and distinctiveness, while paragraph 63 of the Framework states that great weight should be given to outstanding designs. In our view the overall design quality is of a very high standard and, if well executed

in high quality materials, would contribute to the local character and distinctiveness of the area.

- Natural England: No objection - subject to appropriate mitigation being secured for bats, hedgehogs, and the veteran tree located on the site as recommended in the submitted Ecological Appraisal.
- Highways Authority: No objection subject to conditions for Construction Travel Management Plan needed, Residential Travel Plan and Travel information packs. See main report for further comments.
- Thames Water Utilities Limited: *Waste Comments*: No objection with regard to sewerage infrastructure capacity. TW has confirmed that the existing foul sewer network does have sufficient capacity to accommodate the proposed foul water discharge from the proposed development. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. When it is proposed to connect to a combined public sewer, the site drainage should be separate and combined at the final manhole nearest the boundary. Connections are not permitted for the removal of groundwater. Where the developer proposes to discharge to a public sewer, prior approval from Thames Water Developer Services will be required. There are public sewers crossing or close to your development. In order to protect public sewers and to ensure that Thames Water can gain access to those sewers for future repair and maintenance, approval should be sought from Thames Water where the erection of a building or an extension to a building or underpinning work would be over the line of, or would come within 3 metres of, a public sewer. *Water Comments*: No objection - no piling to take place until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface water infrastructure, and the programme for the works – secured by condition.
- Oxfordshire Architectural & Historical Society Disappointed immunity from listing of Leslie Martin Building has been obtained. The boundary walls to St Cross Road are 'late 19th -century' in date and recognised as having some significance in heritage terms. These should be studied in more detail to establish the extent to which they are the tangible evidence for earlier structures on the site, and if that significance is established, they should be properly recorded. Object to the design for the proposed assembly hall, which affects the settings of the listed St Cross Church and the Law Library. The designs for the new buildings are referenced to various historic structures, but only at a superficial level. The result for the assembly hall is grotesque and totally out of keeping with the site and context of the listed buildings around it. This is in contrast to Sir Leslie Martin's building which is to be demolished which does have meaning, and references his grade II* library opposite.
- Oxford Civic Society: The railings or fencing to be used needs to be see-through to keep the view of the open space within the site, from the street. Also the community building at the junction of St. Cross Road and Manor Road is directly

opposite further (university) community buildings and there may well be a lot of pedestrian road crossings being made on the road junction. Traffic management measures may be needed.

Individual Comments:

Comments received from 9 & 11 St Cross Road, 7 & 5A Mansfield Road, 125 Oxford Rd. The main points raised were:

- fails to respect the character of the area by introducing a monotonous and uninspiring set of boxes into a richly varied and intimate urban setting;
- New buildings would appear monotonous, blocky, repetitive and boring with exception of exception is the Assembly Hall which tries to adapt to Holywell Manor and the church opposite.
- will change the character of this area of Oxford, a village setting outside the ancient city walls
- Proposal consists of a lot of cheaply built houses which will not stand the test of time and do not fit well into the historic centre of the town.
- The proposed buildings (the Assembly Hall and student accommodation opposite the St Cross Building) are far too near the road and thus spoil the feeling of space which is currently experienced at that point in the road.
- the tunnelling effect which will be created by the proposed development will cause high levels of pollution detrimental to the health and wellbeing of occupiers
- Ecology: concern regarding adverse impact. Appraisal document fails to take into account owls and does not carry out a sufficiently detailed survey of the bat population.
- Arboricultural Report is also very sketchy with insufficient value given to the visual impact of groups of trees
- It seems wrong to demolish family homes when there is a great need for them in central Oxford
- no parking for residents or visitors-what happens when visiting cricket teams come, or a conference or event is held in the pavilion
- object to the significant loss of trees and shrubs in the site as a whole (including, in the garden of number 11 St Cross Rd the fig, the lilac, an apple tree and a cherry tree
- Concern regarding bins and car and cycle parking proposed, and loss of garages to St Cross properties.
- Admiration for the proposed lecture theatre, but consideration should be given to its visual relationship with 11 St Cross, and its impact on lighting
- Will result in a loss of sporting facilities at this sports ground. This should be compensated for by a more intensive use of the remaining sports facilities - a good way to achieve this would be through a community use agreement with the sports ground being made available to non-university sports clubs

Pre – App Discussion:

The Applicant undertook extensive joint pre-application discussion with Officers of the Council, ODRP and the community. Public consultation events were held in June and November 2016.

The ODRP was involved early on in the form of a design workshop and later a full detailed design review. ODRP fully supported the proposal and highly praised it, both in terms of layout and architectural form. Of particular note is that, during the workshop it ODRP commented that the architects should think about variation in the architecture of the new buildings to create variety and surprise. Taking this on board the Architect took reference from a historical barn that once stood where the assembly hall is now proposed to influence the form of this building.

Officers Assessment:

Site Description:

1. The site comprises land around the edge of Balliol College's existing Masters Field sports ground, which lies on the corner of Jowett Walk and St Cross Road. It consists of two large blocks of student accommodation (Martin and Dellal buildings), Eastman House, Nos.3, 5, 7, 9 & 11 St Cross Road, and the existing sports pavilion.
2. Eastman House was built in the 1960's and sits on the corner of Jowett Walks and St Cross Rd itself, Nos 7-11 St Cross Road were constructed in 1897 to house College Fellows, and Nos. 3 and 5 St Cross Road were built in the late 50's again as Fellows' accommodation. No. 3 St Cross Road was more recently converted to two flats in 1998 for Fellows.
3. Adjacent to the west of the site on Jowett Walk within the Master's Field is Balliol's existing student accommodation designed by MJP Architects built in the 1990's but uncompleted. To the south are properties on the opposite site of Jowett Walk providing other college/ student accommodation. Adjacent to the north of the site are squash courts associated with adjacent College sports ground facilities.
4. The site lies within the Central Conservation Area and opposite on St Cross Road are the Leslie Martin law library, Church of St Cross and Holywell Manor, St Cross College annexe which are all listed buildings.

Proposed Development:

5. Balliol College are seeking to intensify the use of their Master's Field site in order to increase the quantity and functionality of their accommodation for undergraduates, postgraduates and Fellows. At present, the College is unable to provide accommodation for the majority of its undergraduates and would like to extend more accommodation to its postgraduates and Fellows. The College wishes to do so within a traditional collegiate setting and in that sense, the proposed scheme is a continuation of the 13th Century Oxford collegiate tradition and aligns with Balliol's historic mission.
6. It is proposed to demolish the two student accommodation buildings: the Dellal and Martin buildings, which respectively house 36 and 30 postgraduate students with shared kitchens and bathrooms. Fellows' housing along the frontage of St Cross Road: Eastman House and Nos. 3a, 3b and 5 St Cross

Road. Nos. 7, 9 and 11 St Cross Road are retained and incorporated into the design.

7. It is proposed to erect 8 new buildings to provide improved and increased student (undergraduate and postgraduate) and Fellows accommodation within; two for undergraduates, six for postgraduates, and one for Fellows and visiting professors. In total, there would be 92 new undergraduate bedrooms, 120 new postgraduate bedrooms (net gain of 54), 8 Fellows sets, and one 3-bedroom flat. Ancillary to the accommodation would be the re-provision of the existing sports pavilion with the equivalent amount and type of facilities, and a new assembly building for teaching/ lectures/ seminars etc.

8. Issues:

- Officers consider the principal determining issues to be:
- Principle of Development;
- Affordable Housing;
- Demolition of Housing;
- Design & Heritage;
- Protected Sports Facilities;
- Trees & Landscaping;
- Transport & Parking;
- Impact on Neighbours;
- Flood risk and drainage;
- Biodiversity;
- Sustainability;
- Archaeology;
- Contamination

Principle:

9. The proposal seeks make best & most efficient use of previously developed land owned by Balliol to provide post-grad and graduate student accommodation for existing students at the College, thereby releasing family housing stock back on to the market. There is no intention to increase student numbers at Balliol as a result. As the proposal is within an existing College site and is in the City Centre it accords with Policy HP5 of SHP and Policies CP6 of the OLP and CS2 of the CS.
10. SHP Policy HP6 sets out the requirement to either provide or contribute towards affordable housing on student accommodation of over 20 bedrooms, and also criteria for exemption. As the proposal within an existing College site and is in the City centre, the proposed development is exempt from this Policy requirement.
11. Policy CS25 of the Core Strategy encourages the provision of high quality purpose-built student accommodation buildings that do not significantly harm the amenity enjoyed by local residents. The policy also states that the Council will seek appropriate management controls to restrict students from bringing

cars to Oxford through the imposition of appropriate conditions or planning obligations. It is proposed that the student accommodation would be car-free in any event. Such conditions are recommended by officers should permission be granted and the proposal accord with CS25.

Loss of Housing:

12. Policy HP1 of the SHP states that permission will not be granted for development that results in the net loss one or more self-contained dwellings on a site. The College does not consider its existing stock of self-contained dwellings to best meet its needs. The College requires more shared accommodation in the form of Fellow Sets and postgraduate and undergraduate cluster flats. This form of accommodation would house more members of College and lead to a reduction in those seeking accommodation in the private sector.
13. The site currently consists of a total of 68 student bedrooms and 7 Fellows' units (2 flats and 5 houses). The proposals would result in the loss of 4 of the units; the 2 flats at No.3 St Cross Rd and No.5 and Eastman House. As a replacement, there will be a total of 220 bedrooms (of which 8 are Fellows' sets) and 1 Warden flat. The net change is therefore an increase in 152 bedrooms, and a reduction in 3 units.
14. The Applicant has put forward the argument that the whole site (sports field, pavilion and existing student blocks and Fellows houses & flats) within the Master' Field falls under a Class C2 use i.e. a residential institution, as it is their second college campus for Balliol. As such in their view the demolition and re-provision within the new proposal would not result in the loss of residential housing.
15. Whilst this is a reasonable argument to put forward Officers consider that it is more appropriate to view each of the dwelling units within the site in their own right rather than collectively within a college. The reason for this is that Nos. 3 & 5 and Eastman House are individually divided into their own residential curtilages and whilst being built and used by Balliol for Fellows & visiting Professors accommodation, could nevertheless be sold as separate flats or housing on the open market should they wish to do so. It is therefore considered that Policy HP1 applies and the proposal would result in the loss of 3 residential dwellings contrary to it.
16. However, there have been changes in the National Planning Practice Guidance (NPPG) and approach that post-date the adoption of the SHP in 2013. Part of the NPPG (Paragraph 021,) requires that student accommodation should now be considered as contributing towards the supply of housing, based on the amount of accommodation it releases into the housing market. The proposed new student accommodation within the development should therefore be considered a gain in terms of housing supply in Oxford.
17. Furthermore there has been a recent Appeal decision in Cambridge against

the Council's decision to refuse a planning application for student accommodation on the grounds that it was an allocated housing site. The decision was overturned by the Inspector, who gave some merit to the Appellant's means of quantifying the amount of housing released by student rooms, taken from Cambridgeshire County Council, assuming that one house would be released on the open market per 3.5 student rooms provided by a new development. If this ratio were applied to this proposal, which involves an increase of 141 student/fellows rooms, the equivalent of 40 houses would be released into the open market. The Inspector concluded that 'student accommodation is a form of housing, and there is no reason to consider that its provision should not reduce demand for other types of dwellings, to relieve the overall pressure for housing in Cambridge [sic.]. The high residential densities possible with student accommodation would maximize this effect by making the best use of the land'. Furthermore in order to ensure that the student accommodation is actually constructed in order to offset the loss, Balliol has agreed enter into a legal agreement undertaking to construct & complete the undergrad student accommodation within 3 years or other such timescale as may be agreed between the College and the City; and if the identified blocks are not completed in that timescale, then 3 self-contained dwellings must be accommodated within the constructed blocks.

18. This revised NPPG advice and appeal decision are material to this case and should also be weighed in the balance with other Policies in the Local Development Framework, not least the Council's aim to increase student built accommodation within College owned sites and the release of housing back to the open market as set out in Policy CS25 of the CS. There are other public benefits to be derived from the development as set out below in the Officers report. The warden's flat could be secured by condition ensuring it is always used as a dwelling. On balance therefore Officers' consider that whilst there would be a net loss of residential housing, the benefits of the scheme and the equivalent release to the market by provided for Balliol students (undergrad and post-grad), secured by a legal agreement, considerably outweighs the loss in this case and an exception to policy is justified.

Site Layout, Built Form & Heritage:

19. Local planning authorities have a duty to have special regard to the preservation or enhancement of designated heritage assets, (e.g. listed buildings and conservation areas). The NPPF encourages local planning authorities to look for opportunities to better reveal or enhance heritage assets and their settings and states that proposals that do make a positive contribution should be treated favourably.
20. In considering the impact of a proposed development the NPPF states that the significance of a designated heritage asset should be considered and great weight given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of a heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification, measured in terms of the public benefits to be

delivered through the proposal.

21. Policy CP1 of the Oxford Local Plan states that planning permission will only be granted for development that shows a high standard of design that respects the character and appearance of the area and uses materials of a quality appropriate to the nature of the development, the site and its surroundings. Policy CP6 states that development proposals should make the best use of site capacity but in a manner that would be compatible with both the site itself and the surrounding area. Policy CP8 suggests that the siting, massing and design of any new development should create an appropriate visual relationship with the form, grain, scale, materials and detailing of the surrounding area.
22. Policy HE3 and HE7 of the Oxford Local Plan states that planning permission will only be granted for development that preserves or enhances the special character and appearance of conservation areas and their settings and the settings of Listed Buildings. Policy CS18 of the Core Strategy emphasizes the importance of good urban design that contributes towards the provision of an attractive public realm.
23. The site lies within the Central Conservation area and within the setting of several listed buildings nearby; the grade I Leslie Martin law library, Grade II Holy Well Manor, grade I St Cross Church and grade II* listed St Cross Building. This part of the CA has its origins as a small settlement on the outskirts of the Medieval City, and still maintains a suburban character typified by residential scale housing and buildings set back from the street with front gardens and informal tree and shrub planting. The change in character from City to suburban can be seen as one moves up Longwall and then changes into St Cross Road. The Leslie Martin law library built in the 20th Century is dominant at the corner of Manor Road and atypical of the small scale suburban character of displayed in for example the Holywell Manor or Nos.3-11 St Cross Rd buildings nearby. Nos. 7-11 St Cross are late 19th century and whilst not listed are very attractive and make a significant positive contribution to the character and appearance of the CA. A Heritage Impact Assessment was submitted with the application.
24. Consideration has been given to the contribution to the street scene and CA that the buildings to be demolished make. The Leslie Martin and Dellal buildings sit at a higher ground which relates to the sports pitch behind and are also set back some distance from the street edge bounded by a high retaining wall. The significance and contribution of these buildings has been taken into account. The Martin building formed the back of house element of a larger building complex that would have created quite a different relationship to the law library opposite than seen today, however the main street frontage element was never completed. Subsequently the Dellal building was constructed adjacent in the 1980's. The Martin building has been given a certificate of immunity from listing. It is not seen by HE as a good example of the architect's work. Similarly Eastman House and No.3-6 St Cross by Edward Maufe contribute less strongly and have less significance and are also

considered not good or representative examples of these architects work (see full Historic England comments elsewhere in the report).

25. In terms of proposed layout, heights and massing the proposed development has been design to relate to that of buildings adjacent. See **Appendix 2** for proposed site plan. On Jowett Walk, Blocks A2 & A3 are similar in height over 4 floors to that of the existing MJP accommodation and then reduce in height to 3 floors at the corner of St Cross Road where B1 turns the corner and B2 continues this along to No.7. The building responds to both eaves and ridge heights of No.7 and therefore whilst clearly a student accommodation block in appearance it forms an appropriate relationship to the domestic scale of the adjacent dwelling. The Assembly Hall sits adjacent to No.11 St Cross Road and its low eaves and barn like form respect the residential scale of No.11 completing the street scene at this point, particularly when viewed from the south. As the road curves round to towards the junction with Manor Road the development opens up to create a publicly accessible space outside the Assembly Hall. Looking back from the Law library towards the Assembly Hall the building creates a focal point on the corner, creating a positive relationship to St Cross Church on the opposite side of the road. Blocks D1 to D3 are four stories at street level, utilising the change in ground level between the pitches behind and the street frontage and also accommodating the change in ground level between the Assembly Hall and the last Block D3. The blocks have also been carefully placed to set up a new relationship to the Leslie Martin law library which has a broad staircase that descends from the upper floors down to road level. The gap between D2 and D3 picks up on this staircase enabling views from the library through to the pitches and City behind, which it is speculated may have been Leslie Martins intention originally. At ground level the street is opened up and reactivated with buildings entrances, seating & planting. Gaps between the Assembly Hall and D1 & D2 respectively also allow for glimpsed views through from St Cross & Manor Road's, which is a characteristic feature of Oxford. Blocks C1 & C2 (3 floors) and the Pavilion sit behind Nos.7-11 St Cross Rd, whose gardens are shortened and stone boundary walls rebuilt.

26. In terms of architectural appearance the main accommodation Blocks have a similar appearance using brick as the main material with large single glazed windows within stepped window surrounds, corbelled piers and lintels. Patterns within the brick would create interest and texture. Roofs are concealed behind a brick parapet, concealing green roofs. Whilst the overall architectural language of these blocks would be a single theme nuance is provided by variation of element sizes (e.g. window sizes), entrance delineation, building links, and the articulation of gable-ends. The ODRP design workshop panel felt that within the overall theme two buildings in particular offered opportunity to create something different adding surprise, delight and variety. The design team took on board this advice and the used the painting of a barn in 1897 that once stood almost exactly where the Assembly Hall is now proposed to influence the form of this building. The result would be a building that holds true to the main language of the architecture but which would also create a unique building in its own right. Similarly the Sports Pavilion has been designed as a light weight and visibly

permeable structure with a Japanese pavilion influence, contrary to the overall theme add variety and interest to the scheme.

27. Officers consider that this is an extremely well-considered, high quality proposal which has been developed through a thorough assessment of the history of the settlement; its form and layout around the junction of St Cross Rd/ Manor Rd, previous buildings demolished and those still existing, the contribution to the CA that both listed and non-listed buildings make, resulting in a proposal that would enhance not only the site itself but also its entire relationship to the surrounding area. It would result in a significant change in the street scene here, the character of the CA and change the setting of listed buildings but in a sensitive way that responds to existing scale and massing. It offers a significant public benefit to the street scene along St Cross Road by re-activating and enlivening it.
28. HE comments are set out in full above but in summary they consider that the proposed redevelopment of Masters Field is boldly conceived, not least because it involves the demolition of buildings by two well-known 20th century architects and would change the character and feel of this part of St Cross Road. However, the buildings in question are not particularly good or representative examples of these architects work and their proposed replacements are of high quality. In their view any harm that their loss entails would be outweighed by the heritage gains of the scheme, which would create a high quality and distinctive area of townscape that would respond positively to the surrounding listed buildings. NPPF stresses the desirability of new development making a positive contribution to local character and distinctiveness that great weight should be given to outstanding designs. In HE's view the overall design quality would be of a very high standard and, if well executed in high quality materials, would contribute to the local character and distinctiveness of the area.
29. In summary therefore it is considered that the proposed development would make efficient use of land in terms of scale, layout, density and form, whilst respecting the site context. It is a high quality design that would significantly contribute to the local character and distinctiveness of the area and any harm to the setting of listed buildings or CA, through loss of buildings or otherwise, is therefore outweighed in this case. The proposal accords with Policies CP1, CP8, CP9, CP10, HE3, HE7 and the NPPF.

Transport:

30. The site is located to the north of Jowett Walk and to the west of St Cross Road. It is approximately 700m from the main city centre site of Balliol College, equating to a walk of around/just less than 10 minutes. 20 car parking spaces for staff/visitors and 285 cycle parking spaces would be provided. Students would not have any car parking. The existing access on Jowett Walk would be re-located a few metres along Jowett Walk adjacent to their existing student accommodation blocks designed by MJP Architects. A Transport Statement was submitted with the application which concludes that the proposals constitute sustainable development from a transport

perspective.

Impact on Traffic:

31. The number of car parking spaces proposed for the development is 6 fewer than at present (26) and solely for staff/ Fellows and visitors/ maintenance. No student would be allowed to bring or park car at College, except for disabled persons. As such, the Highways Authority (HA) considered that despite the increase in the number of people living on the site, the day to day traffic impact on the local transport network would be acceptable. This is especially the case given that very many of the destinations of the new residents will undoubtedly be within walking and cycling distance.
32. Whilst day to day vehicular traffic movements would be very limited as a result of the development the Transport Statement sets out how on two weekends a year at the beginning and end of the academic year there will be much more traffic generated as a result of students moving in and out of the accommodation. The applicant has therefore also submitted a Student Traffic Management Plan (STMP) that would ensure that arrivals by car are spread out evenly throughout the weekend and that the length of stay is kept to the minimum needed to load/unload belongings, mitigating against any adverse impact. This could be secured by condition.

Access:

33. The vehicular site access is proposed to be relocated a few metres to the west of the existing access. Whilst the tree at the point of the new access would need to be removed there are two trees (one in each direction) within the visibility splay. Ordinarily, such trees should be removed to ensure the access operates as safely as possible. However, traffic flow and speeds along Jowett Walk are very low (likely less than 20 mph) and it is a gated road restricting traffic movements and impacting on speeds. The number of day to day vehicle movements in and out of the access would be very small and there have been no accidents recorded on Jowett Walk within the vicinity of the access since 1990. The trees also provide significant public amenity within the street scene. The HA therefore considers that in this case the trees could be retained.
34. The phone box also would also need to be relocated from its current position and this is dealt with under a separate planning and listed building application refs: 16/03047/LBD & 16/03046/FUL). A length of controlled car parking bays will need to be removed to provide the new site access. There is plenty of kerb space for the parking bays to be re-provided in the near vicinity.

Car & Cycle Parking;

35. The development provides car parking for 20 cars, including disabled spaces, on site which is a reduction of 6 spaces from the current situation. This reduction is welcomed and the HA raises no objection to the level of car parking. The development therefore accords with HP16 of the SHP.
36. The development would provide 285 cycle parking spaces in total. It is proposed that 223 of these would be located within the secure site boundary

and that the rest (62 spaces) would be onsite but accessible by non-residents i.e. in public accessible locations. Of the 223 spaces within the secure site boundary, 168 would be under cover. The County HA is satisfied that the number and type of cycle parking being proposed for the site is adequate not just for residents but also for visitors. The development therefore accords with HP15 of the SHP.

Pedestrians and Cyclists:

37. St Cross site frontage and Manor Road junction: One of the key elements of the overall development proposal is for the site frontage to be opened up onto St Cross Road at the junction with Manor Road opposite the Leslie Martin Law Faculty building. From a public realm point of view, having active frontages on both sides of the road is an improvement over the current situation. The HA also welcomes it because from a highway aspect adding an active frontage on the Balliol side of the road would help to positively modify vehicle driver behaviour at this point on a busy through route. This is significant not least because of the presence of the Law Library, St Catherine's College and the New College accommodation and sports grounds in the vicinity, which attract a significant number of walking and cycling crossing movements of St Cross Road in this location and the proposed development would result in even more. The HA is of the view that a modest highway improvement scheme by the developer as part of the development proposal involving an additional surfacing improvement on the highway at the junction of Manor Road would enhance both the highway performance and the public realm here. A new coloured surface restricted to the area of the current raised junction table would help further positively modify driver behaviour and improve the quality of the public realm. This would be of particular benefit to the pedestrians and cyclists crossing or turning across St Cross Road. The improvement scheme is outside the application boundary and would be delivered by means of a S278 agreement with the County.

38. In summary there would be net reduction in car parking on site, no harm to highways and pedestrian safety, adequate cyclist parking is provided and the new re-located access on Jowett Walk is acceptable. The proposal accords with TR1, TR3 of the OLP, HP15 & HP16 of the SHP and CS25 of the CS.

Protected Sports Facilities:

39. The sports field itself is designated a protected open space under SR2 of the OLP and it is therefore important to ensure that the development would not harm the functioning of this sporting facility. The Master's Field currently comprises: 1 cricket pitch, 1 football pitch, 1 grass tennis court, 1 hard surfaced tennis and basketball court, 2 cricket practice pitches, 1 croquet pitch, 1 sports pavilion and 2 squash courts. The proposal would result in a small margin of the grassed field being given over to the new internal access road and car park/ turning head to the north of the site and an accommodation block where the existing pavilion sits. The pavilion would be re-provided slightly north backing onto No.7-11 St Cross Rd.

40. The College states that the existing sports facilities within the Master's Field

have always been an integral part of the brief to the. The Master's Field is the only outdoor sports facilities owned by Balliol College, and their loss would be detrimental to the function of the College. The design has therefore been such that the proposals would have no detrimental impact on their functioning.

41. At present, there are overlaps between the cricket pitch and the football pitch and croquet pitch which mean that these cannot be used simultaneously. This is acceptable, and works for the needs of the College. As proposed the football pitch would be moved westwards to overlap the grass Tennis court so that there would be no loss of current sports facilities and as these are not currently used simultaneously, it would also be acceptable for the needs of the College.

Football

42. The existing football pitch dimensions are smaller than Sport England requirements. The proposals seek to increase the size of the football pitch by 10m in length, and although this does not reach Sport England's advised size, it is an improvement on the existing which caters for the College's needs. There would be a minimal area of overlap between the football pitch runoff area, and the proposed turning area to the north. It is proposed to use a surface material that would ensure is both suitable for football and reinforced for use by vehicles. The area is intended as an area for turning, rather than car parking, and a resolution can be found whereby the turning area is not available whilst the pitch is in use.

Cricket

43. The area of the cricket pitch would not be altered by the proposals. Although there would be an increase in the number of buildings in proximity to the pitch, no building would be closer to the pitch than existing (i.e. the Jowett Walk accommodation buildings). Existing buildings are within 3m of the pitch, whereas no part of any proposed buildings would be within 5m of the pitch. In most cases, the new buildings would be much further than 5m from the edge of the pitch. The proposed trees would have no impact on the function of the cricket pitch either.

Other pitches

44. All other sports pitches would remain as they currently stand

Sports Pavilion

45. The number of squash courts would be reduced from two to one to reflect the current needs of the College; the existing courts are under used. The new pavilion would include two changing rooms: one for the home team and one for the away team, which also meets the current needs of the College. It has been designed with steps up at the front to given views across the pitches and an area of tables and chairs with kitchen facilities behind to provide refreshments etc., as the current Pavilion does.
46. The heavy equipment is proposed to be stored to the west of the sports field, behind the furthest west MJP building, where an area is already laid out, but underutilised. This will be formalised, and access integrated into the

proposals.

47. It is considered therefore that whilst there would be a small loss of protected open air sports facilities contrary to SR2, the applicant has satisfactorily demonstrated that there would be no long term harm to the functioning of those sporting facilities. In addition the benefits derived from the development, in particular a large number of purpose built student accommodation and improvement to the public realm would outweigh the marginal loss of grassed area in this case.

Landscaping:

48. The trees within the site are protected by virtue of location within the Central Area Conservation Area. The OLP requires that as far as possible existing trees and other landscape features are successfully retained within new development and that new trees and new soft landscaping including tree planting is included whenever it is appropriate. Policy NE16 of the OLP seeks to ensure that development will not destroy protected trees if it will have a significant adverse effect upon public amenity. Any protected tree that is destroyed must be replaced by a tree, or trees, suitable for the location. Policy NE15 seeks to ensure that development will not destroy hedgerows and other valuable features where this would again have a significant adverse impact upon public amenity or ecological interest.
49. The proposals will result in a large proportion of the existing trees being removed, as identified in the Arboricultural Impact Assessment (AIA), several of which are very prominent in public views and which make a valuable contribution to public amenity in the area; most notably a Turkish hazel (T2) and 4 large mature black pine trees (T31, T32, T33 and T35; all classified as moderate quality and value trees with life expectancy of at least 20 years) which stand in roadside locations. These trees enhance the character and appearance of the street scene and this part of the Central Area Conservation Area in public views along both Jowett Walk St Cross Road. The latter enhance the setting of the listed St Cross Building and also provide a sense of green enclosure above the building roofline to the sports ground in views across it from the south and west. Mature tree canopy cover provides a range of environmental benefits to the area that will also be lost. Although the proposals include planting of new Scots pine trees alongside St Cross Road, if successful, these new plantings will take likely several decades to mitigate the impacts of removing existing mature trees. The Turkish hazel cannot be mitigated against as there is no opportunity for planting elsewhere here or transplanting. For these reasons, their removal will be significantly detrimental to amenity in the area and is contrary to policies NE15 and NE16 of the OLP.
50. There is also a very high quality and value veteran beech identified as a Veteran Tree on the Woodland trust Ancient Tree hunt data base which sits adjacent to the current sports Pavilion and would be surrounded by proposed Blocks A1-A3, Blocks B1 & B2 and Block C1 to create a courtyard. The proposed new buildings A2 & A3 along Jowett walk will impede the existing

public views of this tree. However, new views will be opened up from St Cross Road between blocks B1 & B2, which are currently unavailable due to the existing houses along here. As a veteran this important beech tree will have low tolerance for root disturbance and the encroachment of buildings into its RPA is of concern. However, given the site and rooting conditions and other mitigating factors described in the AIA the impact on the viability of the tree will be reduced. However, final landscape treatment around the tree must be sensitive to its growth requirements and mitigation for the loss of rooting area (13% of RPA) should also be extended to include a mulched area around to the extent of its canopy spread to improve soil condition and encourage root growth which can be secured by condition.

51. It is acknowledged that the proposal would have a harmful impact on the pine trees which sit adjacent to St Cross Road opposite the Leslie Martin Building and the amenity value they currently provide to this part of the street scene and beyond. However, they are planted in a raised part of the site above the road bounded by a high wall which continues round the front of the Dellal & Martin buildings and therefore currently has a very inactive street frontage. The opportunity presented by the proposed development would be to redress this part of the street scene, opening it up and re-activating it whilst also creating a new relationship between this side of the road and the listed Leslie Martin Building opposite and thereby enhancing its setting. The removal of the hazel is necessary to provide the re-located access onto Jowett Walk. As it is a street tree it is therefore under County ownership and the County have made no objection or comment regarding the loss of this tree. They have confirmed that adjacent trees within the vision splay can be kept however.
52. The loss of street trees of such valued public amenity has not been taken lightly in considering this development proposal. However, the proposal would provide a considerable amount of undergrad and post grad student accommodation for Balliol and release the equivalent of 40 homes back to the open market as set out earlier in the report. In weighing up these considerations and the benefits of the development it is considered that on balance whilst the new tree planting would only mitigate the loss in the long term, the benefits to the street scene and provision of student accommodation outweigh the loss in the short term and an exception to Policies NE15 and NE16 of the OLP is justified in this case.
53. Should Committee be minded to approve the proposal conditions could be imposed securing, amongst other things, landscaping including new large nursery stock pine trees and tree protection measures.

Impact on Neighbours:

54. The most affected neighbours would be the adjacent squash courts to the north and those properties on the opposite sides of St Cross Road and Jowett Walk. The development would not be overbearing or cause loss of day/sunlight or overshadowing or result in unacceptable overlooking or loss of privacy. It therefore accords with Policies CP1 and CP10 of the OLP and

HP14 of the SHP.

Flood Risk and Drainage:

55. The proposed development is located within Flood Zone 1 according to the Environment Agency's Flood Maps. Furthermore the Environment Agency's Surface Flood Mapping does not indicate the development as being in an area subject to surface water flooding. A Flood Risk Assessment (FRA) has been provided, which includes a SUDs strategy. Thames Water (TW) raised no objection to the proposal, following submission of further information, and confirmed that the existing foul sewer network does have sufficient capacity to accommodate the proposed foul water discharge from the proposed development.
56. Officers concur with the findings of the FRA. However, given the indicative geotechnical information provided within the Flood Risk Assessment, it is recommended that further infiltration testing should be undertaken and a subsequent revised SUDs Strategy submitted and, if required, amended drainage plans to ensure appropriate infiltration rates. A SUDs Management Plan should also be put in place. The proposal accords with CS11 of the CS subject to suitably worded conditions.

Biodiversity:

57. The site is not of any significant or designated ecological value. CS12 of the CS states that there should be no net loss of sites and species of ecological value and where there is opportunity development will be expected to enhance Oxford's biodiversity. An Ecological Appraisal has been submitted which concludes that the existing site has no bat roosts either within existing buildings or mature trees and recommends that any new planting comprises predominantly native and wildlife-friendly species.
58. The proposed development would result in the loss of some trees and hedges which have some value for wildlife, mainly due to the time which they have been established for. A landscaping scheme has been submitted, although detailed planting is not yet provided. It is considered however that the loss of trees and vegetation could be suitably compensated for by the provision of native and/or wildlife friendly landscaping. The proposed development incorporates large areas of green roofs, which would provide opportunity to plant native species of flowering plants, open areas of stone and gravel to provide habitats for solitary bees and wasps and basking areas for butterflies, and log piles and deadwood to provide habitat for saproxylic invertebrates. Replacement street trees would be provided and some existing mature trees retained. Bird and Bat boxes could also be incorporated within the new buildings.
59. It is therefore considered that the proposal would not result in the net loss of a site or species of ecological value and further biodiversity measures could be secured by condition in accordance with CS12 of the CS.

Sustainability:

60. An Energy Efficiency statement has been submitted to show how 20% on site renewables can be achieved in accordance with Policies HP11 of the SHP and Core strategy CS11. It states the development would achieve a 40% reduction in carbon emissions, by using a low carbon technology approach including on-site combined Heat and Power System. The proposal would therefore accord with Policies HP11 of the SHP and CS9 of the CS and details/ implement could be secured by condition.

Archaeology:

61. In conclusion therefore the proposal would have a minor impact on the setting of the scheduled monument which would be outweighed by an improved ability to appreciate the monument in this case. Bearing in mind the results of the archaeological desk based assessment and evaluation trenching any consent granted for this application should be subject to a condition requiring a written scheme of investigation (WSI) to be submitted to and approved by the local planning authority in accordance with Policies HE1 and HE2 of the OLP.

Contamination:

62. A site investigation was undertaken included soil, groundwater, and ground gas sampling and report submitted with the Application. The investigation found elevated lead in soil in 4 locations and slightly elevated mercury also in one location. In particular the test hole in the location of the proposed Assembly Hall showed significantly elevated lead. The report stated that this soil would be removed during the excavation and would be covered with the new Assembly Hall. However, Officers consider that in any event further sampling should be undertaken in this area to delineate the extent of this elevated lead, and whether there may be risks to human health or controlled waters from leaching. If so, then appropriate remediation measures could be put in place to mitigate it, secured by conditions. Further soil sampling in the private garden areas of Nos 7-11 At Cross Road and further groundwater sampling should also be undertaken to adequately characterise the risks at the site and any inform any mitigation that may be needed, again secured by conditions. The proposal accords with Policy CS12 of the CS subject to the required conditions.

Other Matters:

63. Public Art: There is a requirement to provide public art and it is the intention of the Applicant to do so in accordance with CP24 of the OLP. It is proposed that the new open space beside the Assembly Hall is a suitable location. The exact positioning and nature/form of the art is yet to be decided, however these details could suitably be secured by condition.

Conclusion:

64. It is considered that the development would provide for an identified need for student accommodation and associated College facilities of an appropriate and high quality design and form. Any loss of trees that are important within public views are partly mitigated by new planting. The proposal, subject to the conditions imposed, would accord with the special character, setting of adjacent listed buildings and the Conservation Area. Any harm to these designated and non-designated heritage assets is outweighed in this case by the high quality design and public benefits of the proposed development. There would be no harm to adjoining neighbours. It is therefore recommended that WAPC approve the application subject to conditions and a legal agreement.

Human Rights Act 1998

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

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

Section 17 of the Crime and Disorder Act 1998

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

Background Papers: 16/03056/FUL

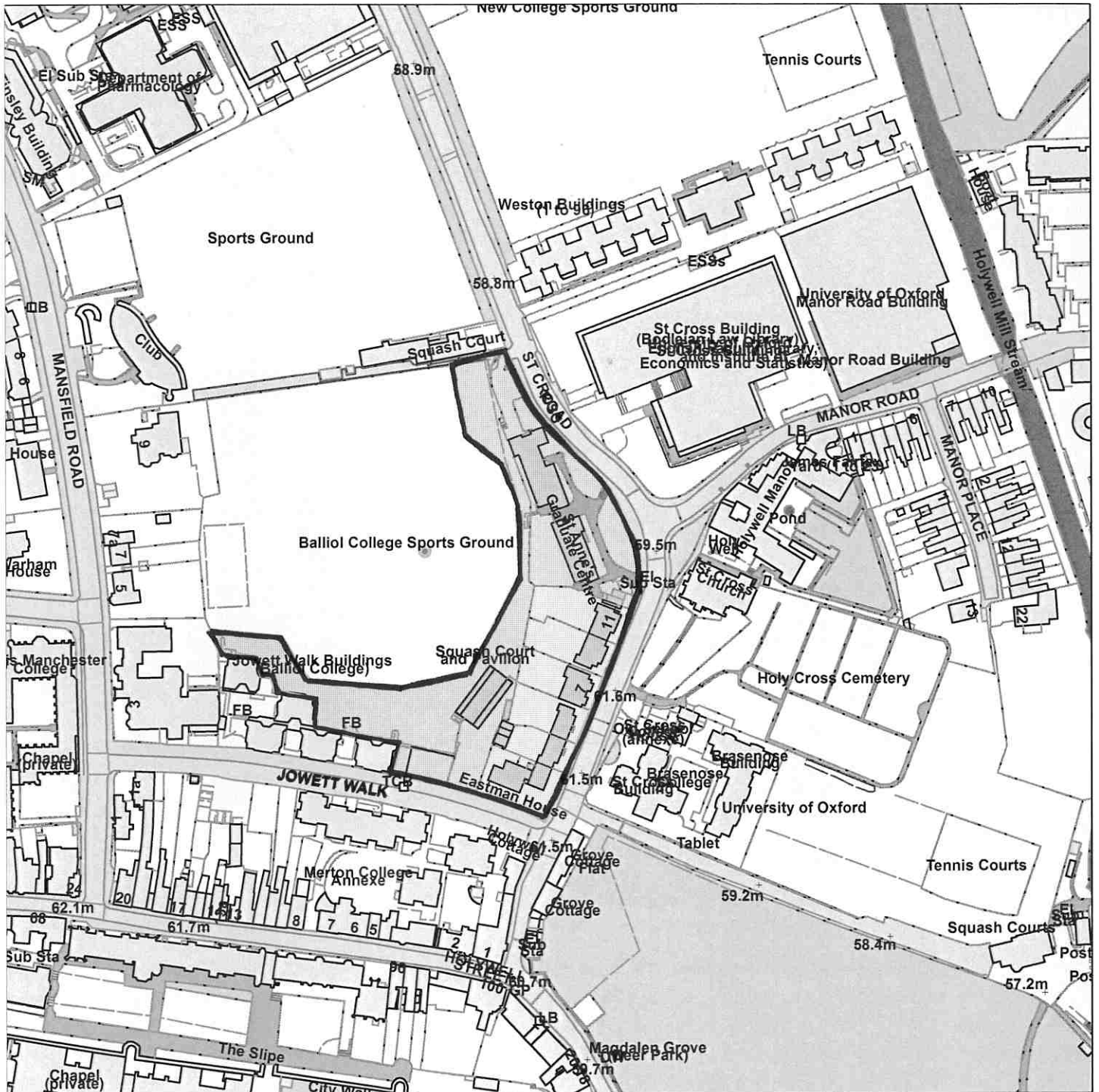
Contact Officer: Felicity Byrne

Extension: 2159

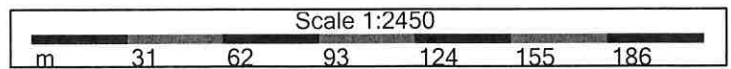
Date: 8th March 2017

Appendix 1

Balliol College Masters Field (16/03056/FUL)



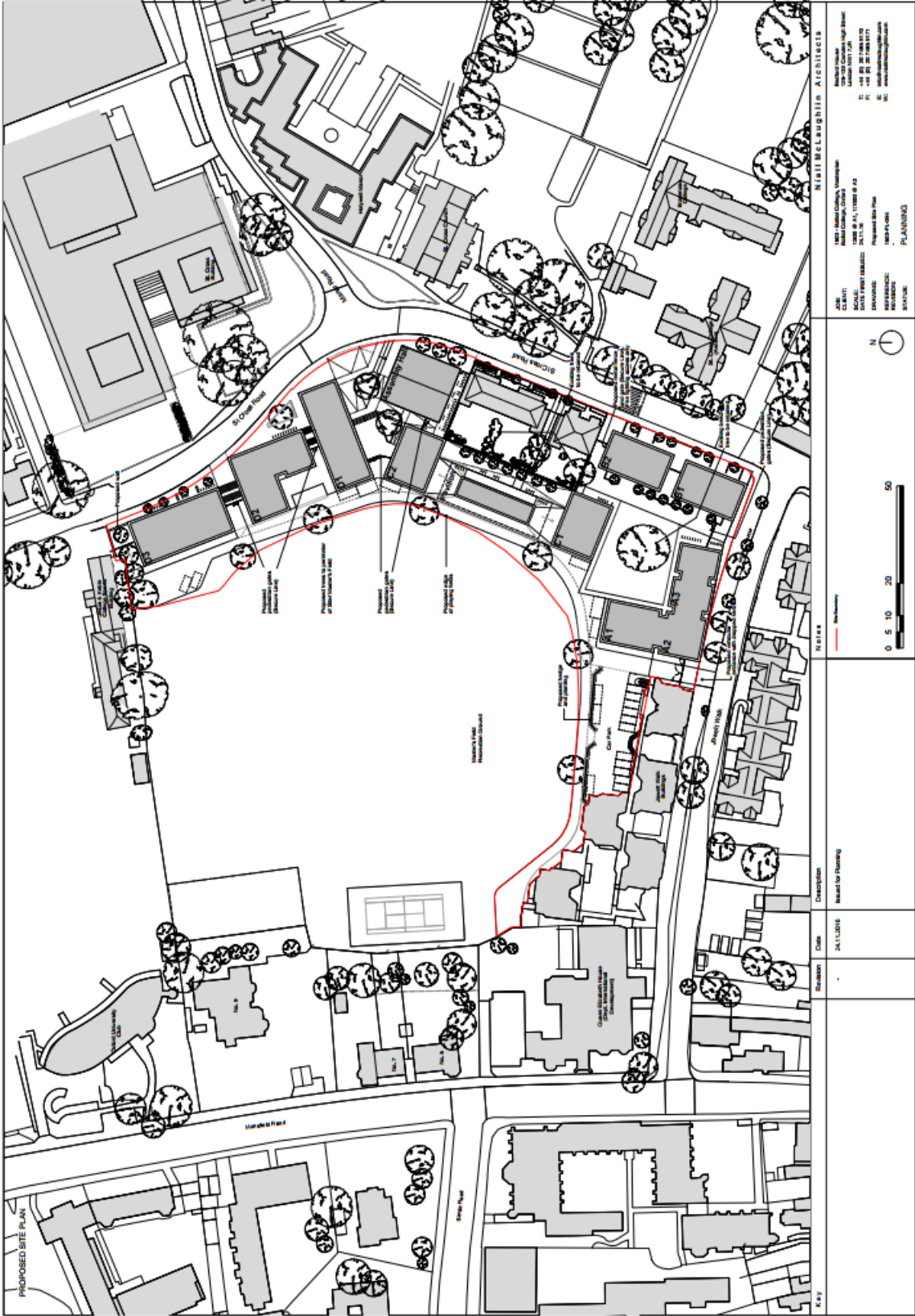
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|---------------------|---------------------|
| Organisation | Oxford City Council |
| Department | City Development |
| Comments | Not Set |
| Date | 03 April 2017 |
| SLA Number | 100019348 |

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APPENDIX 2 PROPOSED SITE PLAN



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West Area Planning Committee

11th April 2017

Application Number: 15/01601/FUL

Decision Due by: 8th September 2015 - Extended to 21st April 2017

Proposal: Demolition of existing outbuildings. Renovation of existing house to form 18 student study rooms. Construction of replacement outbuildings to form 9 student flats.

Site Address: 26 Norham Gardens (**appendix 1**)

Ward: North Ward

Agent: Mr Michael Scott,
Berman Geddes Stretton

Applicant: Ms Jayne Taylor,
St. Edmund Hall

Recommendation:

The West Area Planning Committee is recommended to grant planning permission for the following reasons:

Reasons for Approval

- 1 The proposals represent an appropriate response to improving the existing student accommodation in order to meet the needs of the college. The City Council has given considerable weight and importance to the desirability of preserving or enhancing designated heritage assets and their settings, including the North Oxford Victorian Suburb Conservation Area, and consider that the proposal would not be harmful to the special character of the area. The proposal would not create any adverse impacts in terms of highways, flood risk, sustainability, archaeology, biodiversity and land contamination that could not be mitigated by appropriately worded conditions. Therefore the proposal is considered to comply with policies contained within the Oxford Local Plan, Oxford Core Strategy, Sites and Housing Plan and National Planning policy and guidance.
- 2 Officers have considered carefully all objections to these proposals. Officers have come to the view, for the detailed reasons set out in the officer's report, that the objections do not amount, individually or cumulatively, to a reason for refusal and that all the issues that have been raised have been adequately addressed and the relevant bodies consulted.
- 3 The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other

material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions:

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Material Samples in Conservation Area
- 4 Landscape Plan
- 5 Landscape Implementation
- 6 Hard Surface Design – Tree Roots
- 7 Underground Services – Tree Roots
- 8 Tree Protection Plan
- 9 Arboricultural Method Statement
- 10 Student Accommodation – Full Time Courses
- 11 Student Accommodation - No cars
- 12 Student Accommodation - Out of Term Use
- 13 Archaeology – Written Scheme of Investigation
- 14 Details of the Cycle Parking and Refuse Areas
- 15 Construction Traffic Management Plan
- 16 Sustainability Statement Implementation
- 17 Biodiversity Measures / Enhancements

Main Planning Policies:

Oxford Local Plan 2001-2016

- CP1 - Development Proposals
- CP5 - Mixed-Use Developments
- CP6 - Efficient Use of Land & Density
- CP8 - Design Development to Relate to its Context
- CP9 - Creating Successful New Places
- CP10 - Siting Development to Meet Functional Needs
- CP11 - Landscape Design
- CP13 - Accessibility
- CP17 - Recycled Materials
- TR3 - Car Parking Standards
- TR4 - Pedestrian & Cycle Facilities
- NE15 - Loss of Trees and Hedgerows
- NE16 - Protected Trees
- HE2 - Archaeology
- HE7 - Conservation Areas

Core Strategy

- CS9 - Energy and natural resources
- CS1 - Biodiversity
- CS17 - Infrastructure and developer contributions
- CS18 - Urban design, town character, historic environment
- CS25 - Student accommodation

Sites and Housing Plan

HP4 – Affordable Housing from small housing schemes
HP5 - Location of Student Accommodation
HP9 – Design, Character, and Context
HP14 – Privacy and Daylight

Other Material Considerations:

- National Planning Policy Framework (NPPF) – paragraphs 6, 7, 14, 128
- The application site falls within the North Oxford Victorian Suburb Conservation Area.
- Planning Practice Guidance

Relevant Planning History

73/01608/A_H - Construction of 11 new residential units, conversion of existing room to self-contained unit, replacement garage and alterations to front drive to accommodate car parking spaces: Approved

91/00445/NFH - Two new windows on ground floor bay at rear. Removal of existing first floor window on rear elevation and raising of chills to two windows on rear elevation: Approved

Public Consultation

Statutory Consultees

- Historic England: Do not wish to make comments; application to be determined in line with national and local policies.
- Highway Authority: No objections subject to conditions relating to cycle parking and drainage.

Third Parties

- Twentieth Century Society: Object; loss of non - designated heritage assets of significance; if permitted requests retention and refurbishment of one building and recording of other before demolition.
- Oxford Preservation Trust: Design of new buildings planned so that it would not be possible to overlook neighbouring properties, though roof lanterns give impression that it would be possible; requests that design be reconsidered to be more sympathetic.
- Victorian Group of OAHS: Object; existing buildings should be kept; wood cladding inappropriate and roof lanterns obtrusive and ugly.

Individual Representations

Seven letters of comment have been received from residents of Crick Road and Fyfield Road:

- Lack of consultation by St Edmund Hall
- Inappropriate development in terms of design, massing, bulk, scale and impact upon Conservation Area.
- Demolition of existing buildings should be seen as an opportunity to significantly reduce the size of any replacement development.

- Precedent of existing development should not be allowed to facilitate proposed plans.
- Proposed excavation could have been used to reduce the impact of the development rather than increasing the development space.
- Overdevelopment
- Poor choice of construction materials
- Light pollution from 6 large roof lanterns and external lighting
- Overlooking from roof lanterns
- Construction access and general construction activities
- Impact upon trees within the site and on adjacent land.
- Layout of development
- Intensification of use of the site
- Noise and disturbance
- View and aspect.

NB: In response to the above comments the applicant's architects have provided the following comments:

- The development reinstates the same accommodation in a form which reduces the impact on neighbouring properties by partially sinking of ground floor, lowering of the roofline and locating smaller garden block further from common boundary to rear.
- The current buildings are of poor environmental quality with impractical and inefficient layout.
- The rooflight coverage is of similar extent to existing, but applicant suggests use of automatic blinds on light sensor, secured by condition. Similarly, external lighting would be low level and can be sensor controlled.
- The new buildings eliminate overlooking which is currently possible.
- Photovoltaics included in less intrusive, integrated format.
- Construction involves use of prefabricated elements, reducing on - site working, numbers of deliveries and length of contract.
- Accommodation to be used by postgraduate students, not for conference delegates, which can be controlled by conditions.
- Garden accommodation to be occupied by same number of students as now, with 2 more students in main house.
- Resident Sub Dean will occupy one of the garden units.
- Clear rationale provided for use of brick and timber as facing materials.

Officers' Assessment

Background to the Proposal

1. The application site, known as Brockhues House, is located to the north side of Norham Gardens and has been owned and occupied as graduate student accommodation for St. Edmund Hall for many years. To the north - east is the University Department of Educational Studies and to the south - west a further property owned by the college plus 2 small residential units (not owned by the college) constructed in the rear garden in the 1970s. There are substantial residential properties in Crick Road to the rear (**appendix 1**).

2. The original Victorian villa on the application site is a large detached red brick property built in 1877 by Gilpin and Shirley and is typical of the Norham Gardens estate which is characterised by its picturesque or 'gardenesque' landscape style. The building lies within the North Oxford Victorian Suburb Conservation Area but is not listed and consists of 16 single student study rooms over three floors, with a communal kitchen and 1 x 1 bed fellows flat. The forecourt to the house is given over to gravel and is set behind a low boundary wall and hedge. Within the rear garden are two low-rise blocks of self-contained accommodation for 9 post graduate students built in the 1970s and constructed of red brick and slate.
3. The proposal is seeking permission for the refurbishment of the main house to create 18 student study rooms with en-suite facilities. The refurbishment works are mainly internal and include 3 large double bedrooms which can be made available for couples. Students would each occupy a single study bedroom with en suite, sharing a large kitchen / common room at ground floor level.
4. The application also proposes the demolition of the two existing blocks of 9 student units in the rear garden and the construction in their place of two new blocks of 9 units. These buildings would be on a similar footprint as now exists, but with a pitched roof slightly reduced in height at ridge by approximately 0.7m and with the smaller building to the north-west drawn further away from the common boundary with the Crick Road properties by 0.5m. The reduction in height is achieved by partially sinking the ground floor accommodation. The buildings are intended to be timber faced with a low brick plinth under a slate roof which also features integrated photovoltaic's facing inwards towards the shared garden.
5. The principal determining issues in this case are assessed as being:-
 - principle of development;
 - student accommodation;
 - built forms and impact on conservation area;
 - trees and landscaping;
 - access and parking;
 - archaeology;
 - sustainability; and
 - biodiversity;

Principle of Development

6. The National Planning Policy Framework (NPPF) states that planning policies and decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land), provided that it is not of high environmental value. This is reiterated in policy CS2 of the Core Strategy which states development will be focused on previously developed land.
7. The site would constitute previously developed land as defined by the NPPF which would accord with these aims. The proposal is primarily seeking to refurbish the existing accommodation on site, with the only increase in density being two student rooms within the main house. As such the scheme would not represent a significant intensification of the use of the site beyond existing.

Student Accommodation

8. The property at no.26 is part of a set of four other properties owned by St Edmunds Hall in Norham Gardens and Crick Road. The proposal forms part of the college's on-going programme to refurbish and improve their existing student accommodation, which would accord with the overall aims of the policies of the development plan which seeks to encourage colleges to provide as much high quality residential accommodation for their graduate and under graduate students.
9. The main house within the site currently has 15 student rooms, a guest room, a communal kitchen, an office, and a fellows' flat. The refurbishment would seek to rationalise the internal layout of the building in order to provide better quality graduate accommodation. These works would include the provision of en-suite bathrooms to all of the bedrooms and a number of double rooms. The works would also involve the relocation of the Fellow's accommodation within the building in order to provide two additional student bedrooms, print room, laundry store, and a new kitchen and common room. The provision of communal facilities within the building will mean that students in the facility will no longer have to use the facilities within the other college properties in Norham Gardens and Crick Road.
10. The scheme will also involve the demolition of the 1970s garden buildings which currently provide 9 self-contained one-bedroomed units for postgraduate students, and their replacement with 9 self-contained units which would be designed to modern standards. As with the existing, the units would have their own living / cooking space, bedroom / study space, shower and WC. The new build to address the failings with the existing 1970s buildings, such as the poor thermal and acoustic insulation, lack of storage, lack of light, restricted space, and cooking facilities.
11. Having reviewed the proposals, officers consider that the intention to make best use of the site and existing housing stock by improving the internal layouts to create more modern accommodation for the colleges students would accord with the aims of the development plan that seek to encourage colleges to make best use of their own sites to provide student accommodation as it eases demand from student occupiers in the private rental market and is therefore considered beneficial to the wider housing market.
12. The Sites and Housing Plan requires student accommodation proposals to contribute towards affordable housing delivery. Policy HP6 requires new student accommodation of 20+ rooms to provide a financial contribution towards affordable housing delivery. The plan also recognises that where student accommodation units are self-contained they would be likely to fall within a C3 use class and therefore subject to the policies relating to residential development including a requirement to provide on-site affordable housing in accordance with Policy HP4.
13. The proposed refurbishments for the main house would increase the number of

student rooms to 18, which would be below the threshold within Policy HP6. The postgraduate units in the garden buildings would be self-contained (C3) units and therefore it is necessary to consider whether or not an affordable housing contribution under Policy HP4 should be sought.

14. Although the self-contained units within the garden building would be classed as C3 accommodation, they have been in use by students for at least 40+ years and along with student accommodation in the main house on the site would form part of the authorised sui generis use of this site as a whole. The proposal would effectively seek a like-for-like replacement of these self-contained units albeit to a more modern and energy efficient standard and they would be occupied by postgraduate students in the same manner that the existing ones have been occupied for 40+ years. This would be a significant material consideration in determining whether or not the proposed units should be subject to an affordable housing contribution as per Policy HP4.
15. The college has provided a viability appraisal that states that a contribution towards affordable housing would make the development unviable. This appraisal has been subject to an independent assessment which supports the conclusions that an affordable housing contribution is not viable. Having regards to this, it is clear that should an affordable housing contribution still be sought irrespective of the findings of the viability appraisal then the college would be unlikely to replace this existing accommodation and simply carry out basic refurbishments to the existing self-contained units which may not require planning permission. This would also amount to a significant fall-back position.
16. Having regards to all of the above factors, officers consider that the proposal would effectively provide a like-for-like replacement of self-contained units which would be occupied in the same manner as they have been for 40+ years, and the location of the garden buildings would mean that it is highly unlikely that the units would ever be sold separately as market housing but would be continue in use as postgraduate accommodation. A viability assessment has been provided which makes clear that the provision of a contribution would make the scheme unviable, and would also mean that the replacement of the units would be unlikely to occur which would lose the benefits of providing more modern standard and energy efficient accommodation. Therefore there are clear material considerations that would justify not seeking an affordable housing contribution under Policy HP4 in this instance.
17. In addition to this, the student accommodation would be subject to all of the normal conditions which seek to restrict the use of the accommodation to students on courses of an academic year or more in accordance with Sites and Housing Plan Policy HP5 which would provide a degree of control over the use that currently does not exist.

Built Forms & Impact on Conservation Area

18. Policy CS18 of the Oxford Core Strategy 2026 requires development to demonstrate high-quality urban design responding appropriately to the site and surroundings; creating a strong sense of place; contributing to an attractive public

realm; and providing high quality architecture. The Local Plan requires new development to enhance the quality of the environment, with Policy CP1 central to this purpose. Policy CP8 requires development to relate to its context with the siting, massing and design creating an appropriate visual relationship with the form, grain and scale of the surrounding area.

19. For the main house, the alteration and refurbishment works are all internal to the property and so do not require planning permission, with only very minor external changes required. Currently occupiers of the house utilise facilities such as laundry, computer rooms, and common rooms within other college properties in Norham Gardens or Crick Road. By relocating the Fellow's accommodation elsewhere and better utilising the space vacated, then 18 student study rooms are created, each with an on suite shower room, plus a shared kitchen / common room and other facilities and direct access to the rear garden. Currently most of the accommodation within the house is accessed via a door to the south - east side with only a small number accessed through the original front door. In these proposals the front door is reinstated as the principle entrance and access to all the accommodation. The side door would be retained, but as an emergency exit only. A plant room and store are created in the existing basement area.
20. The two garden buildings were constructed in the 1970s and were considered for refurbishment to bring them up to modern standards. However this is likely to have required partial demolition with a great deal of the original fabric to the buildings lost. It was therefore determined by the college that demolition and rebuilding was more appropriate in cost, design and environmental terms.
21. In concept the buildings proposed in the garden are much as existing, in that each unit would possess access from both "front" and "rear" with living space at ground floor level and study bedrooms above. Although constructed on essentially the same footprint as the existing structures, by sinking the ground floor by 3 steps and better utilising the space the overall height of the buildings is reduced by 0.7m to ridge height when compared to the existing, with consequential reductions in their overall volume. In addition the smaller northern block is drawn further away from the common boundary with Crick Road properties than currently by approximately 0.5m. This building would now be 2m from the boundary wall at its closest point, and 3.5m at its furthest point. The buildings would also address current deficiencies in the existing buildings of poor thermal and acoustic insulation, lack of storage, poor light conditions and restricted space. The principle openings in the new structures would face onto the garden where large feature windows measuring 1.85m by 1.85m make up majority of the lower part of the ground floor elevation, together with a timber door. Above, vertical timber louvres partially conceal the upper windows which provide borrowed light to the upper level of accommodation, as does a projecting roof lantern in the rear roof slope.
22. In size and scale the garden buildings near replicate the existing structures. However the college in drawing up new designs has sought to establish a much clearer hierarchy with the main house in conceiving of buildings which are timber clad and do not seek to compete with the grandeur of the red brick Victorian house, but which maintain a clear distinction and subservience. Although

constructed of brick the buildings have a skin of vertical timber cladding which is presented in a grey / brown stain to tone with the natural slate roof. A semi private space is also introduced to the accommodation by erecting a slatted vertical timber screen between each student unit the shared garden, creating a sense of enclosure to the latter. The buildings would not have an adverse impact upon the adjoining properties in Norham Gardens or Crick Road in terms of loss of light or overbearing impact when considering that they would occupy the same footprint and have a reduced height, but in the case of the Crick Road properties would also be sited further away from this boundary than existing. The roof lanterns are set well above finished floor level in what appears as false chimneys and as such would not create any adverse overlooking to the adjoining properties or light pollution.

23. Whilst none of the buildings at 26 Norham Gardens are listed structures, the main house can certainly be considered a recognised heritage asset located in the heart of the North Oxford Victorian Suburb Conservation Area. Conservation principles, policy and practice seek to preserve and enhance the value of heritage assets. The NPPF re-affirmed the aim for the historic environment and its heritage assets to be conserved and enjoyed for the quality of life they bring to this and future generations. It requires proposals to be based upon an informed analysis of the significance of any affected Heritage Asset and expects applicants to understand the impact of any proposal upon the asset with the objective being to sustain that significance. These aims are embodied in Local Plan Policy HE7 which seeks to preserve or enhance the special character and appearance of the conservation area. In considering the impact of development on the significance of Heritage Assets, the objective must be for new development to sustain that significance but where there is potential for harm, then the public benefits must clearly outweigh that harm. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.
24. In this case there is little doubt that the existing garden buildings, established here though they have been for 40 years, are mediocre in their form and failing now in their functional requirements, whilst not in themselves constituting heritage assets. A strong case can therefore be made for their replacement with buildings of superior functionality which are reduced in scale, height and volume from those they replace. There is logic too in the bold choice of predominantly timber cladding as facing materials which create a clearer distinction and hierarchy between the imposing Victorian house and its lower key outbuildings. Further, the replacement buildings are effectively hidden from view from the public realm and largely screened from neighbouring properties by enclosed high brick walls and tree coverage.
25. Officers have concluded therefore that the development would not be harmful to the character and appearance of the conservation area, whilst providing good quality accommodation for the college's graduate students which the current buildings are failing to do. In respect of the main house the alterations and refurbishment work is almost entirely internal to the building and not in itself requiring planning permission. For the two annex buildings in the rear garden the

construction of the replacement buildings represents a net benefit to terms of the quality of the living accommodation provided and in the relationship to the Victorian house. That said careful choices are required in terms of the colour and tone of staining for the timber cladding and consideration to the required maintenance regime. To the roof, natural slate is an appropriate material, whilst the use in part of photovoltaics to the lower section of the pitch roofs facing the garden in an integrated fashion brings other benefits without being intrusive or indeed visible beyond the application site.

Trees and Landscaping

26. As the application site is located within the North Oxford Victorian Suburb Conservation Area all trees are protected under Section 211 of the Town and Country Planning Act 1990. Currently there are 5 trees within the application site, and 4 located just beyond its boundaries. Of those within the site a large Corsican pine and 2 limes are present along the north - eastern boundary. These are of good quality and form with a life expectancy of perhaps 40 years or more. All are recommended for retention in the Tree Survey accompanying the planning application, but with some works their crown etc. The other two trees are a small holly close to the south - west boundary which is retained, and a pear tree located centrally in the rear, lawned garden. This is of low quality however and it is suggested that it be removed and replaced with a more suitable specimen tree.
27. Of those trees outside the application site but along its boundaries, a low quality holly is present within the grounds of the Department of Education to the north - east which it is recommended should be cut back to the boundary line. Three further trees exist within the gardens of the Crick Road residential properties to the rear which are in generally good condition but which require to be cut back by 2 to 3m from the line of the existing, smaller garden building. These are a birch, walnut and Lawson, each with a life expectancy of perhaps 20 to 40 years.
28. The proposals keep the existing building footprints and are not significantly different in terms of roof ridge and eave heights. Although the new buildings are sunken slightly this is within the original building line and occupy smaller footprints. These design aspects mitigate against any new developmental impacts on retained trees on the site or within close proximity. It is recommended that conditions be imposed requiring a Tree Protection Plan, Arboricultural Method Statement (including for pruning works), details of all underground services, and details of replacement tree planting.

Access and Parking

29. Currently the forecourt to the property is gravelled with two access points, providing space for servicing and turning, and a single car parking space. There are no changes proposed to these arrangements, and as the site is currently excluded from eligibility for residents parking permits within the Controlled Parking Zone in operation, then the site would continue to have a minimal impact in terms of traffic generation. As an added control a condition can be added that students resident here should not bring vehicles to Oxford, which would be consistent with developments of new student accommodation elsewhere.

30. Currently 26 cycle parking spaces are present at 3 separate locations on site. This is proposed to increase to 32 which is more than the required standard and more than one space per occupant. This would allow for some visitor spaces and can be supported. Although the intention is that the cycle parking should be located along the north - eastern side of the main house, and in covered, secure conditions, not all these details are provided in the application. A condition requiring submission and approval of details is therefore suggested.

Archaeology

31. The application site is of archaeological interest as it is located 50m from a recorded Iron Age pit of likely domestic character and 15m from an Anglo Saxon burial which may form part of a wider cemetery. The site is also located within an extensive complex of Neolithic - Early Bronze Age ritual and funerary monuments located on the Summertown - Radley gravel terrace between the rivers Thames and Cherwell.

32. Whilst the new garden buildings occupy almost exactly the same footprint as the existing buildings, they are intended to be sunken from natural ground level. A condition requiring a method statement for archaeological mitigation and investigation is therefore suggested. The investigation should take the form of post demolition (to ground level) trial trenching followed by further mitigation if required. The archaeological recording of the site should be undertaken by suitably qualified professionals working to an approved brief.

Sustainability

33. The new garden buildings fall below the size where a full Natural Resource Impact Assessment would be required by local plan policy. Nevertheless the development will fully comply with and exceed the standards required by Part L of the Building Regulations as they apply to both the retained main house and the new garden buildings. Specifically in respect of the latter the features to be included would include:

- natural ventilation;
- all timber acquired from FSC sources only;
- high performance insulation and air tightness;
- timber screens at high level to mitigate effects of unwanted solar gain;
- integrated photovoltaic panels to roof of both buildings;
- low energy LED lighting'
- low level sensor controlled external lighting to garden;
- hard surfaces kept to a minimum; and
- all hard surfaces to be SUDs compliant.

Biodiversity

34. The development entails internal alterations to the main house, but no alteration to its roof structure. It is not therefore assessed as having impacts on bats. Similarly the two garden buildings are of a design where bats are unlikely to be

encountered. That said it cannot be discounted entirely and it is suggested that an informative be added to any planning permission reminding the applicant that in the unlikely event of bats or any other European protected species being encountered during construction, that work should cease on site immediately and the advice of the local planning authority be sought. It is a criminal offence to deliberately kill, injure or capture bats or to disturb or damage their roosts during breeding or resting periods.

35. The development does have scope to enhance biodiversity interests however and it is suggested that a condition be imposed if planning permission is granted to agree details of bird or bat boxes for incorporation into the development.

Other Matters

36. Noise and Disturbance: The proposed development maintains the existing usage on site, and as such it is not considered that this would generate any additional noise and disturbance from the use beyond the existing. Any noise from construction works would be dealt with through environmental health.

37. Construction Arrangements. As access to the rear garden is tight for construction vehicles, it is intended that a compound be established within the car park area of the Department of Education buildings at 28 Norham Gardens to the east with the consent of the landowner. Only light goods and personnel would then gain access to the rear garden via the existing side access on site. In view of the close proximity of residential properties however, it is suggested that a construction management plan be submitted and approved before work commences, which should include greater detail of how the construction site would be managed, including working hours etc.

38. Ground Contamination. Published sources of information do not reveal any evidence of ground contamination on the site or nearby. An informative is suggested if planning permission is granted indicating that the local planning authority should be informed if any unexpected sources of contamination are encountered during construction.

Conclusion:

39. The proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Core Strategy 2026, Sites and Housing Plan 2011-2026, and Oxford Local Plan 2001-2016 and therefore officer's recommendation to Members would be to approve the application.

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: Murray Hancock / Andrew Murdoch

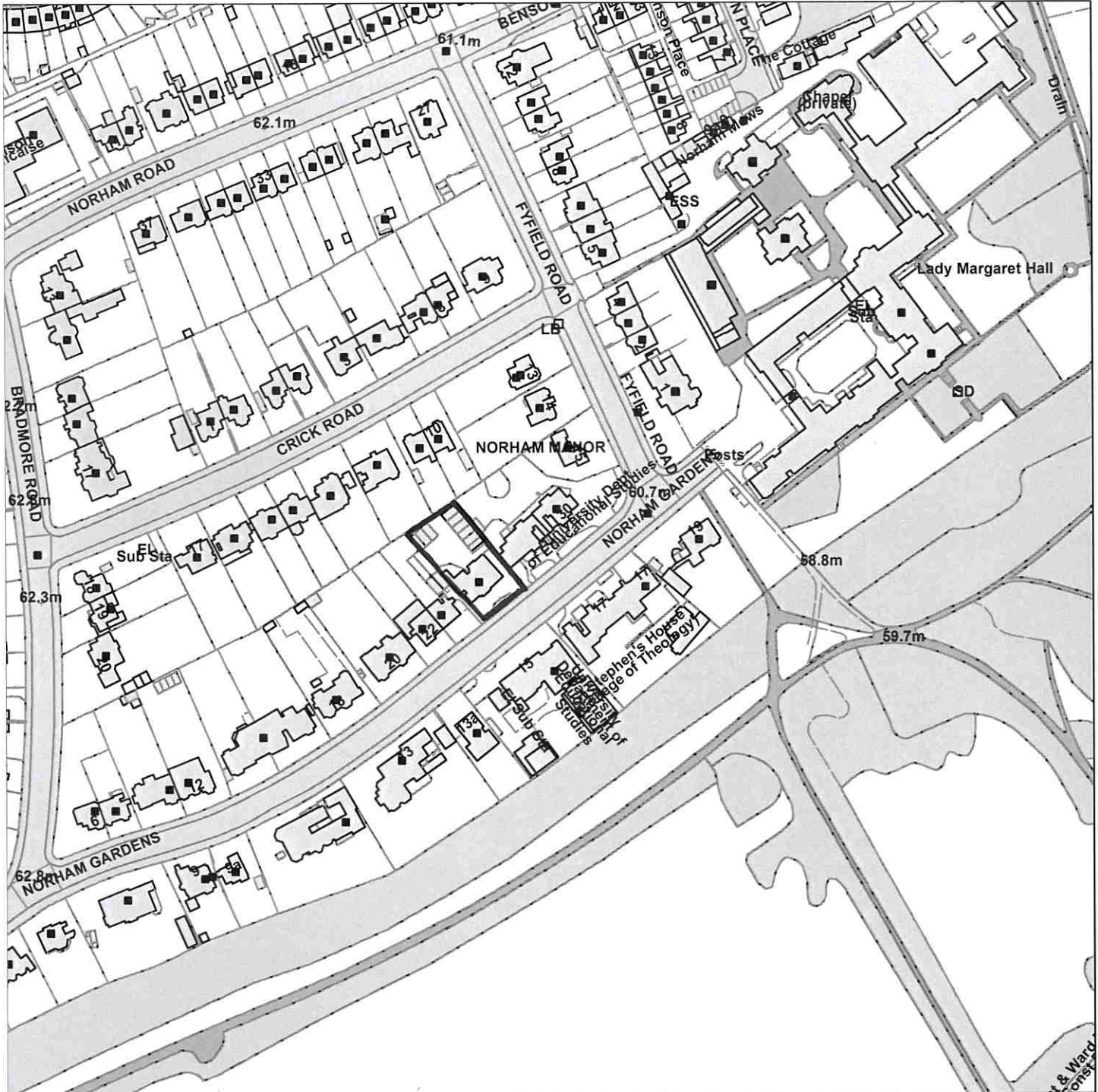
Extension: 2153

Date: 30th March 2017

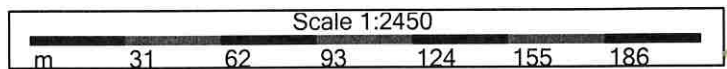
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Appendix 1

26 Norham Gardens (15/01601/FUL)



1:2450



| | |
|---------------------|---------------------|
| Organisation | Oxford City Council |
| Department | City Development |
| Comments | Not Set |
| Date | 30 March 2017 |
| SLA Number | 100019348 |

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West Area Planning Committee

11th April 2017

Application Number: 16/03318/FUL

Decision Due by: 13th March 2017

Proposal: Demolition of part of Combe House and Galilee rooms. Erection of single storey extensions to north, south and west elevations and formation of dormer windows. Conversion of Galilee rooms to Nursery (Use Class D1). Formation of mezzanine floor. Alterations to existing windows. Provision of covered area to North elevation. Erection of glazed light at first floor level. Provision of pathway to provide access to nursery and construction of playground and boundary wall within churchyard. Installation of external lighting.

Site Address: John Coombes House 28 St Thomas Street Oxford OX1 1JL

Ward: Carfax Ward

Agent: Robert Montgomery

Applicant: Rev'd Jonathan Beswick

The application is before the committee because it was called in by Councillors Pressel, Hollingsworth, Fry and Lygo on the grounds of the impact on the listed building.

Recommendation:

West Area Planning Committee is recommended to grant planning 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.

Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Samples
- 4 Tree Protection Plan (TPP) 1
- 5 Arboricultural Method Statement (AMS) 1
- 6 Japanese knotweed

- 7 Biodiversity enhancement
- 8 Archaeology
- 9 Contaminated Land 1
- 10 Contaminated Land 2
- 11 Contaminated Land 3

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
- CP21** - Noise
- CP22** - Contaminated Land
- ED1** - Nursery/Children’s Facilities in Non Residential Buildings & Purpose Built Buildings
- HE2** - Archaeology
- HE3** - Listed Buildings and Their Setting
- NE15** - Loss of Trees and Hedgerows
- NE21** - Species Protection
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities

Core Strategy

- CS5_** - West End
- CS12_** - Biodiversity
- CS16_** - Access to education
- CS18_** - Urban design, town character, historic environment

Sites and Housing Plan

- MP1** - Model Policy

Other Material Considerations:

National Planning Policy Framework
The development is affecting a Grade II Listed Building.
Planning Practice Guidance

Relevant Site History:

66/18145/A_H - Re-roofing using cotswold grey concrete tiles to replace the stonefield slates.. PER 22nd November 1966.

72/25573/A_H - Alterations to form offices. PDV 14th March 1972.

No specific history on the Galilee Rooms

Representations Received:

No third party comments received.

Statutory and Non-Statutory Consultees:

Environment Agency Thames Region – no comments received.

Highways – no objection due to relocation of existing nursery, sustainable location and provision of cycle parking.

North Hinksey Parish Council – no comments received.

Officers Assessment:

Site and proposal

1. John Coombes House and the Galilee Rooms sit within the churchyard of St Thomas the Martyr Church. The church and John Coombes House are both Grade II listed and subject to individual listings. The Galilee Rooms are attached to John Coombes House and considered to be listed in association with this building.

Principle of development

2. Whilst John Coombes House is currently in use associated with the church providing residential accommodation, the adjoining Galilee rooms have been vacant for a considerable amount of time. The last known use appears to have been an educational use. It is therefore considered the proposed nursery within Use Class D1 does not represent a change of use of the site. The proposal incorporates works and extensions to the Galilee Rooms which will enable a listed building to be brought back into a use which reflects its original purpose and rehouse an existing nursery from 40 St Thomas' Street which is of a poor construction (though there is no extant planning permission relating to the redevelopment of that site).
3. In relation to this application, officers recommend that in principle the proposal is acceptable.
4. Officers recommend that the main issues to be considered in the determination of the application are:
 - Principle of development
 - Design/Impact on Grade II Listed Buildings
 - Amenity
 - Highways/parking
 - Contaminated Land
 - Archaeology
 - Arboriculture

Design/Impact on Grade II Listed Buildings

5. The proposed extension and dormers are considered modest additions to the listed building which enable the building to be an adequate size to enable the building to be brought back into use as a viable nursery. The use of natural slate instead of terne coated steel has been explored, however it is not considered acceptable as clips would be required. The proposed terne coated steel will have lead rolls to imitate lead work. It is proposed to take down and relocate the existing boundary wall facing the churchyard and provide a pedestrian access through the churchyard and provide a larger playground for the nursery. This is considered acceptable and will not have a detrimental impact on the setting of the adjoining Grade II listed buildings.
6. A more detailed assessment of the impact on the listed building has been carried out under the parallel listed building consent, 16/03319/LBC.
7. The proposal is therefore considered to comply with policies CP1, CP6, CP8 and HE3 of the Local Plan and CS18 of the Core Strategy.

Amenity

8. The proposed nursery is to be relocated from an existing adjacent site. It is therefore considered that the impact on residential properties in the area will be a similar impact. The main outdoor amenity space is sheltered by the existing buildings and faces on the churchyard away from neighbouring residential properties.
9. A window is proposed to the south elevation at first floor/roof level. This will face towards residential properties to the south of the site (Rowland Hill Court). This window faces onto a communal parking area which is overlooked by many flats and is not considered to face directly into windows of neighbouring properties.
10. The proposal is therefore considered to comply with policies CP10 and CP21 of the Local Plan.

Highways/parking

11. The County Council Highways Department note that proposed the change of use to a nursery (D1 use) is intended in order to replace and relocate the current nursery at No. 40 St Thomas Street. The traffic impact of the proposed change of use is therefore likely to be similar to that of the existing nursery. It is also noted that the site is in a highly accessible location within the Transport Central Area of Oxford in which there are excellent opportunities for sustainable travel to the site and that cycle parking for up to 12 bicycles is provided. The County Council therefore does not object to the application.
12. The proposed parking is unaltered from that of the existing nursery at 40 St

Thomas Street. This parking is for staff only. It is anticipated that due to the sustainable location, most people will access the site on foot or by public transport.

Contaminated Land

13. The proposed development involves the creation of a nursery and associated playground, which is located in a church grave yard. As grave yards can have associated contamination, this site has been identified for further review upon redevelopment, in accordance with Oxford City Council's Land Quality Strategy. Based on the introduction of sensitive receptors to a potentially contaminated site, it is recommended that conditions are placed on any planning permission. The proposed development involves the creation of a nursery and associated playground, which is located in a church grave yard. As grave yards can have associated contamination, this site has been identified for further review upon redevelopment, in accordance with Oxford City Council's Land Quality Strategy. Based on the introduction of sensitive receptors to a potentially contaminated site, it is recommended that conditions are placed on the planning permission for a phased risk assessment, remedial works and a watching brief.

Archaeology

14. This application is of archaeological interest because it involves ground works within a plot associated with the cemetery of the medieval church of St Thomas the Martyr and is located within this historic core of the 12th century suburb of St Thomas. The development site is located on the historic route of Church St along which settlement may have extended following the foundation of nearby Osney Abbey in the 12th century before contracting after the Abbey's demise. In 1702 John Coombes House was established on the plot apparently annexed from the church yard, as a charity school for the education of poor boys. The building is Grade II listed and has been subject to a report by the Oxfordshire Buildings Record published in the journal *Oxoniensia*.
15. A test pit evaluation has been undertaken at this site by John Moore Heritage and an interim report submitted. A test pit to the rear of the existing western extension revealed heavy disturbance at shallow depth from soakaways and other utilities. The test pit could not be completed because of these obstructions and there remains some potential for archaeological remains to be present within the proposed extension footprint in this area. Within the rear garden of John Coombes house a test pit was excavated to 2.30m and demonstrated that the top 1.6m had been disturbed by post-medieval activity. Large limestone blocks, clay pipe, pottery and animal bone were recovered from these post-medieval layers. The base of the pit excavated through 0.15m of a natural clay alluvium which was overlain by 0.34m of two medieval made ground deposits containing occasional pottery sherds of Brill/Boarsall Ware AD1200 – 1600. A third test pit was abandoned because of physical site constraints and two further shallow geotechnical pits did not reveal significant archaeology.

16. No trace of burial soil, grave cuts, or charnel was recovered from any of the test pits which suggests that either any burials on the 1702 plot were removed from this area prior to the construction of John Coombes House or that this street frontage area was not used for burials.
17. In this case, bearing in mind the results of the field evaluation, it is requested that, in line with the advice in the National Planning Policy Framework, any permission granted for this proposal is subject to an archaeological condition requesting a programme of archaeological work as the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including medieval and post-medieval remains (Local Plan Policy HE2).

Arboriculture

18. The proposals require the removal of a small Irish yew tree which is a regrettable, but will not have a significant detrimental effect on amenity in the area; Oxford Local Plan policies CP1, CP11 and NE15.
19. If planning permission is granted care will need to be taken to protect retained trees, and an Arboricultural Method Statement will be required for excavations for a ramped footpath where it encroaches within the Root Protection Area of the multi-stemmed holly tree. Therefore conditions are recommended requesting a tree protection plan and an arboricultural method statement.

Conclusion:

20. 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:

16/03318/FUL

16/03319/LBC

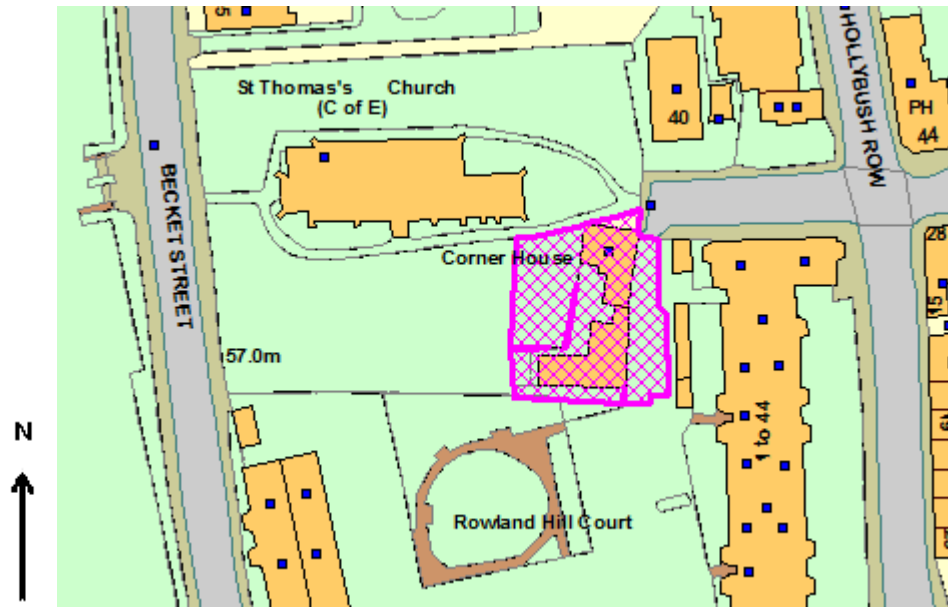
Contact Officer: Sarah Orchard

Date: 28th March 2017

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Appendix 1

16/03318/FUL - John Coombes House



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Ordnance Survey 100019348

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West Area Planning Committee

11th April 2017

Application Number: 17/00338/CT3

Decision Due by: 25th April 2017

Proposal: Provision of 25no. parking spaces and 2no. disabled parking spaces.

Site Address: Land At Townsend Square Oxford Oxfordshire

Ward: Ifley Fields

Agent: Mr Andy Harding

Applicant: Oxford City Council

The application is before the committee because the applicant is Oxford City Council

Recommendation:

West Area Planning Committee is recommended to grant planning permission for the following reasons:

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.

Conditions

- 1 Development begun within time limit
- 2 Develop in accordance with approved plans
- 3 Materials
- 4 Visibility splays (vehicle to pedestrian)
- 5 Visibility splays (vehicular)
- 6 Landscape plan required
- 7 Landscape carry out by completion
- 8 Landscape hard surface design
- 9 Landscape underground services
- 10 Tree protection plan
- 11 Arboricultural Method Statement (AMS)
- 12 Drainage details
- 13 SUDs maintenance plan

Main Local Plan Policies:

Oxford Local Plan 2001-2016

CP1 - Development Proposals

CP6 - Efficient Use of Land & Density

CP8 - Design Development to Relate to its Context

CP10 - Siting Development to Meet Functional Needs

CP11 - Landscape Design

CP13 - Accessibility

CP19 - Nuisance

CP20 - Lighting

CP21 - Noise

Core Strategy

CS2_ - Previously developed and greenfield land

CS18_ - Urban design, town character, historic environment

CS19_ - Community safety

Sites and Housing Plan

HP16_ - Residential car parking

Other Material Considerations:

National Planning Policy Framework

Planning Practice Guidance

Legal Agreements and CIL

None

Relevant Site History:

None

Statutory and Internal Consultees:

Highways: No objections subject to conditions.

Representations Received:

None

NB. The above comments were correct at 3rd April 2017, the consultation period runs up until 4th April 2017 and any further comments will be provided as a verbal update at the committee.

Officers Assessment:

Site Description

1. The application site is the flats at Townsend Square and encompasses two existing areas of open space between the blocks of flats fronting the square. The site currently contains mature trees on the grass areas.
2. The application site is not in a conservation area and does not impact on the setting of any listed buildings. The application site is currently used as informal open space and is not designated as protected public open space

in the Local Plan.

Proposed Development

3. Planning permission is sought to provide 25 car parking space and 2 disabled car parking spaces for residents of the surrounding development. The car parking spaces would be split across both of the existing grass areas with ten spaces and one disabled space provided on the eastern of the two grass areas and 15 spaces plus one disabled space provided on the western of the two grass areas. The layout of the spaces has been predominantly specified to ensure both highway safety and also the retention of as many of the existing trees on the site as possible. Improvements to the footpaths, bollards and low level lighting are also proposed to provide appropriate access to the car parking areas.
4. Officers recommend that the main issues that should be considered in the determination of the application are:
 - Design
 - Impact on amenity
 - Access and Parking
 - Trees and Landscaping
 - Flooding and Surface Water Drainage

Design

5. The proposed development would be acceptable in design terms. Large parts of the existing grass area would be retained which would ensure that the pleasant and verdant appearance of the area would be preserved. The proposed car parking areas would be partially screened by existing trees which would further soften the appearance of the development and ensure that the streetscene would not be dominated by car parking.

Impact on Amenity

6. The proposed development would be in an area where there is some existing car parking on-street. Therefore the impact of noise and activity associated with car parking would not be materially different from the existing situation for residents. The proposed car parking areas would be sited to minimise the intrusion on the occupiers of surrounding properties.
7. Areas of hedge and landscaping are specifically proposed to reduce glare from headlights in the parking area causing a detrimental impact to nearby properties.
8. The proposed car parking area would be overlooked from a number of nearby properties which would enhance passive surveillance and is supported by the principles of Policy CS19 of the Core Strategy (2011).

Trees and Landscaping

9. The proposals would involve the removal of eight trees which would be replaced by new trees within the application site. Officers have recommended specific conditions that relate to trees including the implementation of a landscaping scheme and tree protection measures.
10. Officers recommend that the development is acceptable in terms of its impact on trees and landscaping and complies with the requirements of Policy CP11 of the Oxford Local Plan 2001-2016.

Access and Parking

11. The existing area has a small provision of car parking and is characterised by narrow roads. As a result, there is a great deal of informal parking which causes safety concerns as well as degrading areas of open space. The proposed parking would be available for residents and would alleviate pressures on on-street parking and informal parking.
12. There are no objections from the highway authority subject to conditions relating to visibility splays; the conditions are included in the officer recommendation.

Flooding and Surface Water Drainage

13. The proposed parking areas would be constructed from porous block paving with an open graded sub base. The proposed development would therefore allow for infiltration and slow release of surface water. This will ensure that the development does not give rise to an adverse impact on surface water drainage. The application site does not lie in a defined high flood risk area. Officers therefore recommend that the development would be acceptable in terms of its impact on flooding and surface water and meets the requirements of Policy CS11 Core Strategy (2011).

Conclusion

14. On the basis of above, officers recommend that planning permission should be granted subject to the conditions included 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.

Background Papers:

17/00338/CT3

Contact Officer: Robert Fowler

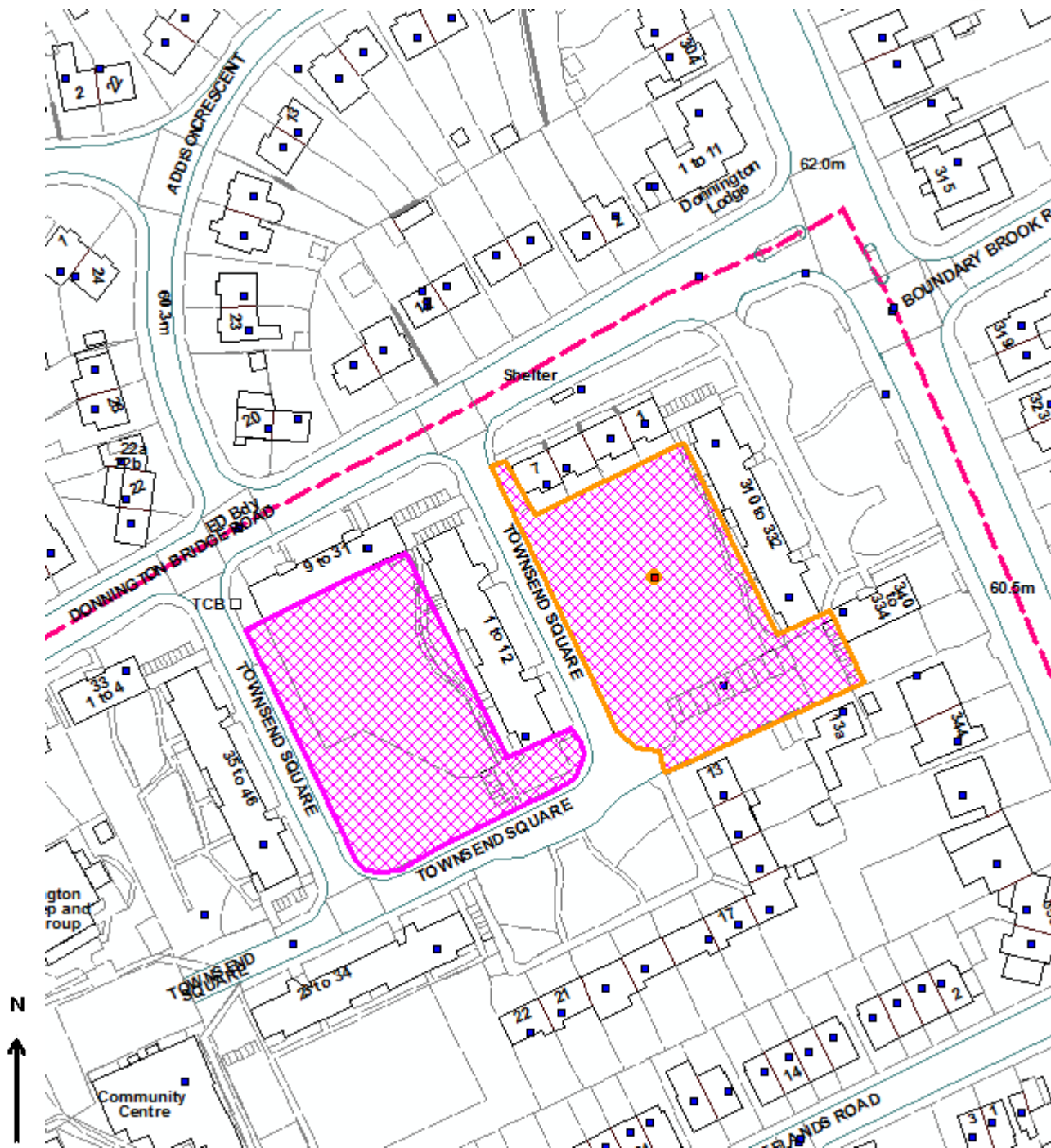
Extension: 2104

Date: 28th March 2017

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Appendix 1

17/00338/CT3 – Land at Townsend Square Appendix 1



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Minutes of a meeting of the WEST AREA PLANNING COMMITTEE on Tuesday 14 March 2017

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Committee members:

| | |
|---------------------------------------|---------------------------------------|
| Councillor Upton (Chair) | Councillor Landell Mills (Vice-Chair) |
| Councillor Curran | Councillor Fooks |
| Councillor Hollingsworth | Councillor Pegg |
| Councillor Price | Councillor Tanner |
| Councillor Lygo (for Councillor Cook) | |

Officers:

Philip Devonald, Planning Legal Locum
Adrian Arnold, Development Management Service Manager
Robert Fowler, Planning Team Leader
Andrew Murdoch, Planning Team Leader
Catherine Phythian, Committee Services Officer

Apologies:

Councillor Cook sent apologies.

The Committee recorded their regret at the sad news of the death of Councillor Van Coulter.

108. Declarations of interest

Agenda item 6: Councillor Fooks as a Member of Somerville College.

109. 16/02945/FUL: Oxford Business Centre Osney Lane OX1 1TB

The Committee considered an application (16/02945/FUL) for the demolition of units 1-15 Oxford Business Centre and redevelopment including erection of purpose built student accommodation with small-scale A1, A3, A4 and B1 units, with associated landscaping at Oxford Business Centre, Osney Lane.

The Planning Officer presented the report. He said that this was the first application to come forward within the West End regeneration area in the city centre. He confirmed that the application had been the subject of extensive pre-application discussions to ensure that it was consistent with the aims of the Oxpens Masterplan Supplementary

Planning Document and would not compromise the wider objectives for the remainder of the regeneration site.

Debbie Dance (Oxford Preservation Trust) spoke against the application.
James Taylor (agent) spoke in support of the application.

The Committee discussion included, but was not limited to, the following points:

- The exact details for the new access road would evolve as part of the master planning for the development of the remainder of the Oxpens site – but the proposals in the current application were considered to be sufficiently flexible and were acceptable to the Highways Authority and other private landowners
- It would be prudent to condition the control of unauthorised parking on the “shared space” road surface at the northern end of the new access road
- That the overall principles for the development had been addressed in the Supplementary Planning Document
- That the latest designs for the proposed development ensured that it was sympathetic to the current city skyline and townscape.

In reaching their decision, the Committee considered the officers report, presentation and the address of the public speakers.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved 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 the following (amended) conditions on its completion:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Material Samples in Conservation Area.
4. Further Design Details of the junctions between the building and ground.
5. Details of the means of enclosure for all boundaries of the site.
6. Landscape Plan.
7. Landscape Implementation.
8. Hard Surface Design – Tree Roots.
9. Underground Services – Tree Roots.
10. Tree Protection Plan Implementation.
11. Arboricultural Method Statement Implementation.
12. Student Accommodation – Full Time Courses.
13. Student Accommodation - No cars.
14. Student Accommodation - Out of Term Use.
15. Student Accommodation Management Plan.

16. Archaeology – Written Scheme of Investigation.
17. Archaeology – Method statement for demolition.
18. Details of access road to rear of development including parking controls for the access road and the “shared space” at the northern end of the access road.
19. Travel Plan – including Student Information Packs.
20. Details of the Cycle Parking and Refuse Areas.
21. Construction Environmental & Traffic Management Plan.
22. Noise Levels as stated in Noise Assessment Report.
23. Further details of sustainability measures.
24. Surface Water Drainage Strategy.
25. Biodiversity Measures / Enhancements.
26. Biodiversity – Lighting Scheme.
27. Contaminated Land Risk Assessment.
28. Contaminated Land Validation Report.
29. Contaminated Land – Watching Brief (Unsuspected contamination).
30. Details of Fire Hydrants

Legal Agreement:

- The restriction on the occupancy of the student accommodation to students only
- Affordable Housing Contribution in accordance with Sites and Housing Plan Policy HP6 and the Affordable Housing and Planning Obligations SPD
- The delivery and implementation of the temporary access route on the eastern side of the proposed building, including the specification of this route in terms of materials, appearance, routing, and landscaping. The details should be approved by the Local Planning Authority and implemented before occupation.
- Travel Plan Monitoring Fee

Informative:

The applicant should seek to erect the 1.8m high trespass resistant fence in close proximity to the existing railway fence in order to minimise potential “littering” in the space between the two fences.

Councillor Tanner left the meeting at the end of this item.

110.16/03062/FUL: Somerville College, Woodstock Road, Oxford, OX2 6HD

Councillor Fooks left the meeting for this item.

The Committee considered a report detailing an application (16/03062/FUL) from Somerville College for the demolition of existing buildings including 120-121 Walton

Street, rear of 25-31 Little Clarendon Street, part rear of Bedford House and Penrose flat; the erection of five storey student accommodation block (The Catherine Hughes Building) to provide 68 student rooms fronting Walton Street; a rear extension/refurbishment of 25-31 Little Clarendon Street (The Shaw Lefevre Building) to provide 42 student rooms; the provision of 135 cycle parking spaces; provision of one disabled parking space accessed off Little Clarendon Street; and landscaping and planting, including replacement iron railing gates to existing entrances on Walton Street.

The Planning Officer presented the report and explained that the application was the result of extensive pre-application discussions and input from the Design Review Panel. Consequently the application married well with the existing developments in the Radcliffe Observatory Quarter and allowed Somerville College to establish a stronger presence and campus identity.

In reaching their decision, the Committee considered the officers report, presentation and the address of the public speakers. The Committee commended the application as an attractive and thoughtful development which would enhance the locality and make a positive impact in the conservation area.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **approve** (16/03062/FUL) for the reasons stated in the report and subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Material Samples in Conservation Area.
4. Further Design Details of the junctions of the new and existing buildings and other features of the development.
5. Architectural recording of the buildings to be demolished.
6. Landscape Plan – including design of the new quad.
7. Landscape Implementation.
8. Hard Surface Design – Tree Roots.
9. Underground Services – Tree Roots.
10. Tree Protection Plan Implementation.
11. Arboricultural Method Statement Implementation.
12. Student Accommodation – Full Time Courses.
13. Student Accommodation - No cars.
14. Student Accommodation - Out of Term Use.
15. Management Plan – including traffic management plan.
16. Archaeology – Written Scheme of Investigation.
17. Archaeology – Method statement for demolition.

18. Travel Plan.
19. Details of the Cycle Parking and Refuse Areas.
20. Construction Environmental & Traffic Management Plan.
21. No windows opening onto Walton Street .
22. Noise Levels as stated in Noise Assessment Report.
23. Sustainability Statement Implementation.
24. Drainage Strategy Implemented.
25. Biodiversity Measures / Enhancements.
26. Contaminated Land Risk Assessment.
27. Details of Fire Hydrants.

Councillor Fooks returned to the meeting.

111.16/03189/FUL: 8 Hollybush Row, Oxford, OX1 1JH

The Committee considered a report detailing an application (16/03189/FUL) for the demolition of the existing public house; the erection of a four storey building to create 7 flats (5 x 2-bed and 2 x 1-bed flats (Use Class C3)); and the provision of bin and cycle store at 8 Hollybush Row Oxford OX1 1JH.

The Planning Officer presented the report and briefed the Committee on the planning history for the site.

In reaching their decision, the Committee considered the officers report and presentation. They noted that the principle of development had been established by the previous planning permission which was extant and as such was a material planning consideration in the determination of this application.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **approve** planning permission (16/03189/FUL) for the reasons stated in the report and subject to the following 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:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Variation of Road Traffic Order: Hollybush Row.
4. Materials as approved.
5. Salvage of material.
6. Screening.

7. Construction Traffic Management Plan.
8. Contaminated Land - Watching Brief.
9. Surface Water Drainage Statement.
10. Surface Water Drainage Maintained.
11. Cycle storage.
12. Bin Storage.
13. Energy efficiency.
14. Archaeological Investigation.

112.16/02293/FUL: 40 St Thomas Street, Oxford, OX1 1JP

The Committee noted that this application had been withdrawn by the applicant.

113.17/00188/FUL: Eastgate Hotel, 73 High Street, Oxford, OX1 4BE

The Committee considered a report detailing an application (17/00188/FUL) for the erection of part two storey, part three storey, detached building to provide 17 additional bedrooms; erection of outdoor terrace and platform lift; alterations to car parking layout at The Eastgate Hotel, 73 High Street, Oxford, OX1 4BE.

The Planning Officer presented the report. He explained that this application was identical to a previously approved application from 2013 which had lapsed. In response to questions from the Committee he confirmed that the rear access through the car park for other retailers on the High Street would be retained and that there had been no material changes to national or local planning policies since the previous approvals were granted.

On being put to the vote the Committee agreed with the officer recommendation.

In reaching their decision, the Committee considered the officers report and presentation.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **approve** planning permission for the reasons set out in the report and subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Samples in Conservation Area, Central City and University.
4. Implement archaeological works.
5. Parking as per plan.
6. Use of terrace until 21.45 hrs.

7. Cycle parking.
8. Bin stores.
9. SUDS.
10. Construction Travel Plan.
11. No construction during exam period.
12. Secured by Design.
13. Sustainable Design and Construction.

114.16/02894/FUL: 4 North Parade Avenue, Oxford, OX2 6LX

The Committee considered a report detailing an application (16/02894/FUL) for part change of use of ground floor and first floor from restaurant (Use Class A3) to form 1 x 2-bed flat at ground floor and an additional 1 x 1-bed flat at first floor (Use Class C3); alterations to windows and doors; and provision of private amenity space and bin store at 4 North Parade Avenue, Oxford, OX2 6LX.

The Planning Officer presented the report. He reminded the Committee that this application had been considered in January 2017 and deferred pending further information on the commercial viability of operating an A3 use in the unit. He explained that the proposed reduction in floor space was reflected in a more affordable rent and that this had proved more attractive to restaurant operators. This assessment had been confirmed by local estate agents and the Council's Principal Economic Development and Spatial Officer. The applicants had secured a ten year lease with a non-chain operator who would be in keeping with the unique character of the street.

Nicola Plested spoke against the application. Simon Dalton and Paul Featherstone spoke in favour of the application.

In reaching their decision, the Committee considered the officers report and presentation as well as the address of the public speakers.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **approve** application (16/02894/FUL) for the reasons set out in the report and subject to the following conditions:

1. Development begun within time limit.
2. Develop in accordance with approved plans.
3. Cycle parking details required.
4. Parking Permits.
5. Roof cladding.

115.17/00214/CT3: 144 - 146 Covered Market, Market Street, Oxford, OX1 3DZ

The Committee considered a report detailing an application (17/00214/CT3) for planning permission for external alterations to shopfront to enable the insertion of double doors and the removal of internal shelving at 144 - 146 Covered Market, Market Street, OX1 3DZ.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **approve** application (17/00214/CT3) at 144 - 146 Covered Market, Market Street, OX1 3DZ for the reasons stated in the report and subject to the following conditions:

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

116.16/03067/CT3: 144-146 Covered Market, Market Street, Oxford

The Committee considered a report detailing an application (16/03067/CT3) for Listed Building Consent for external alterations to shopfront to enable the insertion of double doors and the removal of internal shelving at 144 - 146 Covered Market, Market Street, OX1 3DZ.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **grant** Listed Building Consent (16/03067/CT3) at 144 - 146 Covered Market, Market Street, OX1 3DZ for the reasons stated in the report and subject to the following conditions:

1. Commencement of works LB/CAC consent.
2. LBC approved plans.
3. Joinery details.
4. Finish to match.

117.17/00209/CT3: 161 - 161B Iffley Road, Oxford

The Committee considered a report detailing an application (17/00209/CT3) for planning permission for replacement timber windows at 161 - 161B Iffley Road, Oxford.

On being put to the vote the Committee agreed with the officer recommendation.

The Committee resolved to **approve** application 17/00209/CT3 at 161 - 161B Iffley Road, Oxford for the reasons stated in the report and subject to the following conditions:

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

118. Forthcoming applications

The Committee noted the list of forthcoming applications.

119. Minutes

The Committee resolved to **approve** the minutes of the meeting held on 21 February 2017 as a true and accurate record.

120. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6.00 pm and ended at 7.50 pm

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