

Agenda



Planning - Oxford City Planning Committee

This meeting will be held on:

Date: **Tuesday 8 March 2022**

Time: **6.00 pm**

Place: **Long Room - Oxford Town Hall**

For further information please contact:

Emma Lund, Committee and Members' Services Officer

☎ 01865 252367

✉ DemocraticServices@oxford.gov.uk

Members of the public can attend to observe this meeting and.

- may register in advance to speak to the committee in accordance with the [committee's rules](#)
- may record all or part of the meeting in accordance with the Council's [protocol](#)

Information about speaking and recording is set out in the agenda and on the [website](#)

Please contact the Committee Services Officer to register to speak; to discuss recording the meeting; or with any other queries.

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All public papers are available from the calendar link to this meeting once published

Committee Membership

Councillors: Membership 11: Quorum 5: substitutes are permitted.

Councillor Colin Cook (Chair)	Osney & St Thomas;
Councillor Nigel Chapman (Vice-Chair)	Headington Hill & Northway;
Councillor Evin Abrishami	Donnington;
Councillor Mohammed Altaf-Khan	Headington;
Councillor Lizzy Diggins	Carfax & Jericho;
Councillor Laurence Fouweather	Cuttesslowe & Sunnymead;
Councillor Alex Hollingsworth	Carfax & Jericho;
Councillor Jemima Hunt	St Clement's;
Councillor Lucy Pegg	Donnington;
Councillor Ajaz Rehman	Lye Valley;
Councillor Louise Upton	Walton Manor;

Apologies and notification of substitutes received before the publication are shown under *Apologies for absence* in the agenda. Those sent after publication will be reported at the meeting. Substitutes for the Chair and Vice-chair do not take on these roles.

*Decisions come into effect after the post-meeting councillor call in period expires, or after a called-in decision is reconsidered, **and** the Head of Planning Services has issued the formal decision notice.*

Agenda

Pages

Planning applications - background papers and additional information

To see representations, full plans, and supplementary information relating to applications on the agenda, please [click here](#) and enter the relevant Planning Reference number in the search box.

Any additional information received following the publication of this agenda will be reported and summarised at the meeting.

1 Apologies for absence and substitutions

2 Declarations of interest

3 21/03057/FUL: Radcliffe Observatory Quarter, Woodstock Road, Oxford, OX2 6GG

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Site Address: Radcliffe Observatory Quarter, Woodstock Road, Oxford

Proposal: The construction of a new humanities building to include; academic faculty space, a concert hall, a theatre, experimental performance lab, lecture hall, public engagement and outreach facilities, new public realm and landscape space with associated access, servicing route, disabled parking facility and covered and open cycle spaces.

Reason at Committee: The proposal is a major development

Recommendation: The Oxford City Planning Committee is recommended to:

1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in

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section 13 of this report and grant planning permission subject to:

- the satisfactory completion of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended heads of terms which are set out in this report; and

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

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
- finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and
- complete the section 106 legal agreement referred to above and issue the planning permission.

4 21/0328/OUTFUL: Northfield House, Sandy Lane West, Oxford, OX4 6LD

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Site Address: Northfield House, Sandy Lane West, Oxford OX4 6LD

Proposal: Hybrid application: Full planning application for the demolition of the existing Northfield Hostel buildings and erection of 2no. 4 storey buildings to provide 51 dwellings (Use Class C3). Provision of new pedestrian and vehicular accesses, vehicular and bicycle parking, landscaping, amenity space, refuse storage and noise attenuation works. Outline planning application for the erection of up to 10 dwelling houses (Use Class C3) on former playing field to the east of the existing

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Northfield Hostel buildings. All matters reserved except scale and access.

Reason at Committee: The proposal is a major development
Recommendation: The Oxford City Planning Committee is recommended to:

1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 13 of this report and grant planning permission; subject to:
 - the satisfactory completion of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended heads of terms which are set out in this report; and
2. **agree to delegate authority** to the Head of Planning Services to:
 - Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
 - Finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and
 - Complete the section 106 legal agreement referred to above and issue the planning permission.

5 21/03361/FUL: 152 London Road, Headington, Oxford OX3 9ED

Site Address: 152 London Road, Headington, Oxford OX3 9ED

Proposal: Demolition of existing retail store (Use Class E). Erection of new building at 1 to 5

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storeys containing retail store (Use Class E) and hotel (Use Class C1). Service area, landscaping, cycle parking, and drop off bays on Stile Road

Reason at Committee: The proposal is a major development

Recommendation: The Oxford City Planning Committee is recommended to:

1. **refuse the application** for the reasons considered fully in the report; and
2. **agree to delegate authority** to the Head of Planning Services to:
 - finalise the recommended reasons for refusing the application as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary.

6 Minutes

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Recommendation: to approve the minutes of the meeting held on 15 February 2022 as a true and accurate record.

7 Forthcoming applications

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

21/00110/FUL: The Clarendon Centre, Cornmarket Street, Oxford, OX1 3JD	Major
21/01176/FUL: Former Dominion Oils Site, Railway Lane, Oxford, OX4 4PY	Major
21/01261/FUL: St Hilda's College, Cowley Place, Oxford, OX4 1DY	Major
20/01276/FUL: Land At Jericho Canal Side	Major

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And Community Centre, 33A Canal Street, Oxford, OX2 6BX	
20/01277/LBC: Land At Jericho Canal Side And Community Centre, 33A Canal Street, Oxford, OX2 6BX	Major
21/01405/FUL: 1 & 3 Jack Straw's Lane and 302 304 & 312 Marston Road, Oxford	Major
21/01695/FUL: Thornhill Park, London Road, Headington, Oxford, OX3 9RX	Major
21/02120/OUT: Plot 18 And Plots 23-26, Oxford Science Park, Grenoble Road, Oxford, OX4 4GB	Major
21/02513/FUL: Victoria Hotel, 178 - 184 Abingdon Road, Oxford OX1 4RA	Major
21/02580/FUL: Marston Paddock, Butts Lane, Oxford, OX3 0QN	Major
21/02581/FUL: 1 North Street, Oxford, OX2 0AY	Called-in
21/02639/FUL: Land West Of 75 Town Furze, Oxford, OX3 7EW	Called-in
21/02776/RES: Land At Barton, Northern Bypass Road, Oxford, OX3 9SD	Reserved Matter
21/02941/FUL DEL - 11 Masons Road, Oxford, OX3 8QL	Called-in
21/02977/FUL: 18 Bradmore Road, Oxford, OX2 6QP	Called-in
21/03622/VAR: Helena Kennedy Centre, Headington Hill, Headington, Oxford OX3 0BT	Major
21/03241/FUL: Julianstow Cottage, 10 Harberton Mead, Oxford, OX3 0DB	
21/03544/CPU: 21 Meadow Prospect, Oxford OX2 8PP	Called-in
22/00003/FUL: 40 Masons Road, Oxford OX3 8QJ	Called-in
21/03549/FUL: 14 Flexney Place, Oxford OX3 7NN	Called-in
21/03178/FUL: 3 Iffley Turn, Oxford OX4 4DU	Called-in

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21/01176/FUL: Former Dominion Oils Site, Railway Lane, Oxford OX4 4PY	Major
20/00081/RES: Oxford North Northern Gateway, Land Adjacent A44, A40, A34 and Wolvercote Roundabout A40 Section from Cherwell District Council Boundary to Wolvercote Roundabout, Oxford OX2 8JR	Major
22/00040/PIP: The Crown and Thistle, 132 Old Road, Headington, Oxford OX3 8SX	Called-in

8 Dates of future meetings

Future meetings of the Committee are scheduled at 6.00pm on:

2022	2022
12 April	16 August
24 May	20 September
21 June	18 October
19 July	15 November

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Information for those attending

Recording and reporting on meetings held in public

Members of public and press can record, or report in other ways, the parts of the meeting open to the public. You are not required to indicate in advance but it helps if you notify the Committee Services Officer prior to the meeting so that they can inform the Chair and direct you to the best place to record.

The Council asks those recording the meeting:

- To follow the protocol which can be found on the Council's [website](#)
- Not to disturb or disrupt 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, even inadvertently, unless they are addressing the meeting.

Please be aware that you may be recorded during your speech and any follow-up. If you are attending please be aware that recording may take place and that you may be inadvertently included in these.

The Chair of the meeting has absolute discretion to suspend or terminate any activities that in his or her opinion are disruptive.

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". 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.

Procedure 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 interests is available from the Monitoring Officer.

The following minimum standards of practice will be followed:

1. All members of the Committee will have pre-read the officers' report. Committee 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 guidance at 24.15 (Planning Code of Practice) in the Council's Constitution).
2. At the meeting the Chair may draw attention to this procedure. The Chair may 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.
4. In determining an application Committee 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 overturning the officer's recommendation have been formulated including the reasons for refusal or the wording of any planning conditions; 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.

Public requests to speak

Members of the public wishing to speak must notify the Committee Services Officer by noon on the working day before the meeting, giving their name, the application/agenda item they wish to speak on and whether they are objecting to or supporting the application. Notifications can be made via e-mail or telephone, to the Committee Services Officer (details are on the front of the Committee agenda).

Written statements from the public

Any written statement that members of the public or Councillors wish to be considered should be sent to the planning officer by noon two working days before the day of the meeting. The planning officer will report these at the meeting. Material received from the public at the meeting will not be accepted or circulated, as Councillors are unable to 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

Applicants or members of the public can exhibit models or displays at the meeting as long as they notify the Committee Services Officer of their intention by noon two working days before the start of the meeting so that members can be notified.

Recording meetings

This is covered in the general information above.

Meeting Etiquette

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

This procedure is detailed in the Annex to part 24 of the Council's Constitution as agreed at Council in January 2020.

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Oxford City Planning Committee

8th March 2022

Application number: 21/03057/FUL
Decision due by 14th February 2022
Extension of time 18th March 2022

Proposal The construction of a new humanities building to include; academic faculty space, a concert hall, a theatre, experimental performance lab, lecture hall, public engagement and outreach facilities, new public realm and landscape space with associated access, servicing route, disabled parking facility and covered and open cycle spaces.

Site address Radcliffe Observatory Quarter, Woodstock Road– see **Appendix 1** for site plan

Ward Walton Manor Ward

Case officer Sarah De La Coze

Agent: Mrs Stephanie Weeks **Applicant:** The Chancellor, Masters And Scholar

Reason at Committee Major Application

1. RECOMMENDATION

1.1. The Oxford City Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 13 of this report and grant planning permission subject to:

- the satisfactory completion of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended heads of terms which are set out in this report; and

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

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
- finalise the recommended legal agreement under section 106 of the Town

and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and

- complete the section 106 legal agreement referred to above and issue the planning permission.

2. EXECUTIVE SUMMARY

- 2.1. This report considers the erection of a new Humanities Building proposed to be located in the Radcliffe Observatory Quarter (ROQ). The building would have four storeys and a double level basement. The overall height of the building would be approx. 21.89m measured from the north entrance and 22.55m measured from the southern entrance to the top of the dome. 19.84m measured from the north entrance and 20.50m measured from the southern entrance to the top of the plant enclosures and 15.67m measured from the north entrance and 16.53m measured from the southern entrance to the top of the roof parapet. The single building would bring together seven faculties, two institutes and several libraries. It would include a 500 seat concert hall, 250 seat theatre, 89 seat lecture and film screening facility, a school engagement centre and café, Bate collection of musical instruments and library. It would also have enhanced facilities for learning, teaching and research, including interdisciplinary research, collaboration with external partners and research in new areas, such as Ethics in AI.
- 2.2. The application was subject to pre application discussions and was reviewed by the Oxford Design Review Panel.
- 2.3. The existing site is the location of the former Radcliffe Infirmary Hospital and is currently a vacant site comprising a temporary car park and a temporary covid19 testing unit.
- 2.4. The development site includes a small part of the southern tip of the North Oxford Conservation Area and the site is bounded by Jericho, Central and Walton Manor Conservation Areas. A number of Listed Buildings are located in the near vicinity, most notably the Radcliffe Observatory Building, the Observer's House, the former parish church of St Paul (Freuds) and the former St Paul's School building in Somerville College.
- 2.5. Officers consider that the development would be acceptable with regard to principle, design, impact on the historic environment, highways and impact on neighbouring amenity.
- 2.6. The historic environment has been carefully considered and great weight has been given to preserving the significance of the designated heritage assets referred to in the report, and where harm would be caused to justify that harm and mitigate it through design choices. The benefits resulting from the development are considered to be of a weight that would outweigh the

moderate level of less than substantial harm to the significance of heritage assets that it is considered would be caused by the proposed development, officers therefore consider that the development would comply with the requirements of Paragraph 202 of the NPPF.

- 2.7. The development would provide a world class building bringing together a number of facilities together with a range of public spaces and enhanced outdoor landscape. Officers consider that the development is acceptable in all other aspects and recommend that the committee resolve to approve the application subject to a legal agreement which is covered in the section below.

3. LEGAL AGREEMENT

- 3.1. This application is subject to a legal agreement to secure a travel plan monitoring fee of £2,379.

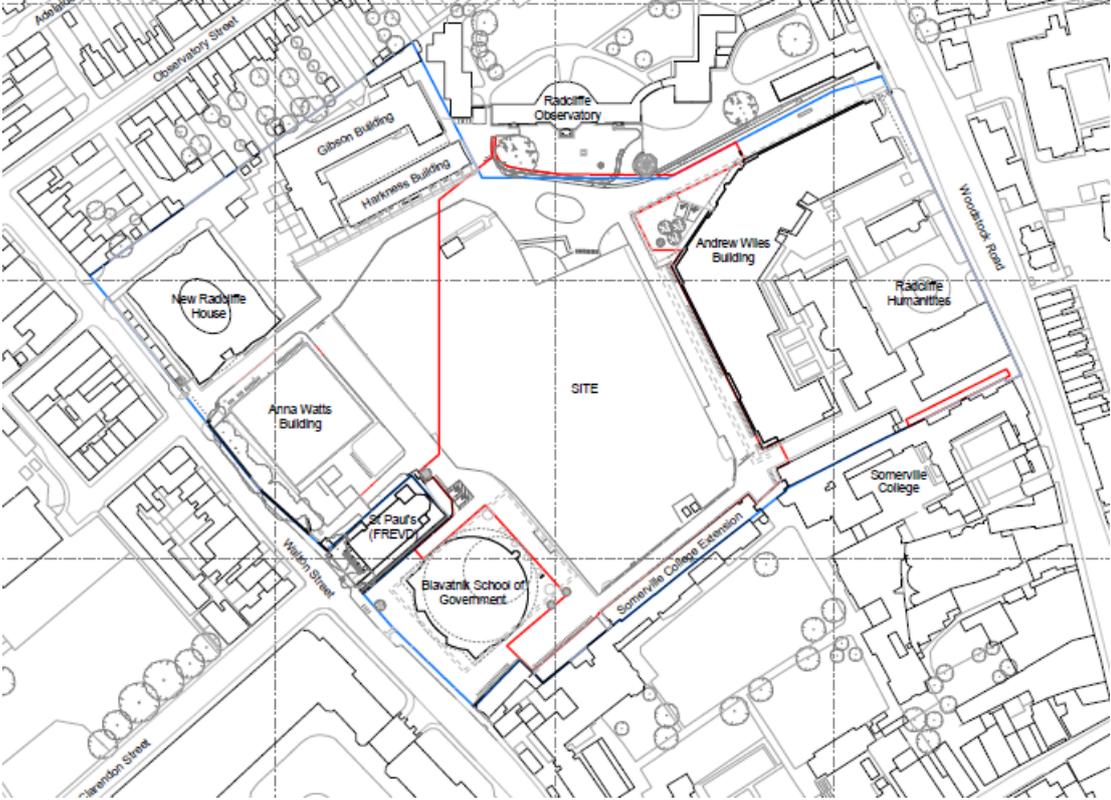
4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is liable for CIL at an amount of £716,786.96.

5. SITE AND SURROUNDINGS

- 5.1. The site is located within the Radcliffe Observatory Quarter (ROQ) which is located approximately 1km north of Oxford City Centre. The site is covered in hard standing and currently comprises a temporary car park and Covid19 testing facility.
- 5.2. The land falls approx. 2m from east to west across the site with a smaller fall from north to south. Immediately to the north of the site is the Radcliffe Observatory, a grade I Listed Building dating from C17. To the east, buildings that survive from the former use of the site as the Radcliffe Infirmary and an early C21 building for Maths Faculty. To the south-west the Blavatnik Building, comprising of four storeys and a basement floor, designed for and occupied by the University of Oxford's School of Government. To the south, a four storey C21 range of student accommodation designed by Niall McLaughlin for Somerville College that forms the northern boundary of that college's site.
- 5.3. In addition to the Observatory, the northern edge of the site is bounded by the Gibson Building a mid C20 concrete frame building with strip glazing and brick panels occupied by a number of Oxford University departments and an early C21 Community Health Centre with some research offices and labs which sits on the north-west corner of the ROQ aligned along Walton Street.
- 5.4. An additional plot, earmarked for future development, excavated as part of the earlier archaeological investigation of the site and presently housing temporary buildings occupied by part of the Department of Psychology until their relocation in a replacement for the former Tinbergen Building presently being built in South Parks Road in the University's Science Quarter lies immediately to the west of the site.

- 5.5. Also to the west of the site and fronting onto Walton Street is the former St Paul's Church, presently occupied by Freud's bar, a grade II Listed Building, completed in 1836 to the designs of the architect HJ Underwood in a neo-classical style with a distinctive Ionic columned portico on its front, west end and a later sanctuary added as an apse on the east end of the building, designed by the architect EG Bruton (responsible for plans for Wellington Square and Little Clarendon Street). The church was a parish church playing an important role in the lives of the residents of the evolving, historically working class suburb of Jericho which lies to the west of the site and which expanded rapidly in the C19 as a result of the burgeoning industrial and commercial enterprises in the area, the Oxford University Press and William Lucy Iron foundry being the two of the principal employers. All of the associated churchyard and burial ground related to St Paul's was excavated as part of the earlier archaeological investigation and the former church building now sits isolated, above the surrounding land of the ROQ.
- 5.6. The development site includes a small part of the southern tip of the North Oxford Conservation Area. The site is bounded by Jericho, Central and Walton Manor Conservation Areas
- 5.7. The site is accessed by vehicles from the Woodstock Road and there is an emergency vehicle access from Walton Street. Otherwise pedestrian access is available from a number of points along Walton Street and Woodstock Road.
- 5.8. See site plan below:



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Ordnance Survey 100019348

6. PROPOSAL

6.1. The application seeks permission for a single building which would bring together seven faculties, two institutes and several libraries with enhanced facilities for learning, teaching and research, including interdisciplinary research, collaboration with external partners and research in new areas, such as Ethics in AI. The building would be four storeys and would have a double level basement. The overall height of the building would be approx. 21.89m measured from the north entrance and 22.55m measured from the southern entrance to the top of the dome and 19.84m measured from the north entrance and 20.50m measured from the southern entrance to the top of the plant and 15.67m measured from the north entrance/16.53m measured from the southern entrance to the top of the roof parapet. The building would include new cycle parking areas, disabled parking as well as hard and soft landscaping. The building has been designed to Passivhaus standards. The building would be home to the following facilities:

- 500-seat concert hall
- 250-seat theatre for lectures, drama and dance;
- 89-seat lecture and film screening facility;
- Experimental Performance Lab;
- Exhibition hall;
- Rehearsal space;
- Café;
- Schools and Public Engagement Centre;
- Bate Collection of Musical Instruments;
- Library; and
- Faculty Centres and shared teaching, research and graduate study spaces.

6.2. The 500-seat Hall has been designed to provide world-class acoustics for performances by ensembles and chamber orchestras of up to 60 musicians and would also be suitable for small symphony Orchestras. The 250 seat lecture theatre would be used for large lectures during term-time, but would also be able to accommodate not only student-led dramatic performances but also professional plays and theatre. The Experimental Performance Laboratory has been designed to accommodate a wide variety of performance types and will transform practice-led learning, teaching and research, particularly for the Music Faculty. The Rehearsal Hall would not only house the University's gamelan collection, but would enable both rehearsal and performances.

6.3. The building has been designed to be a public building with a public route running through the ground floor level. There are a number of open and public spaces proposed at ground floor level which include the Bate Collection of Musical Instruments, the ground floor entry to the Bodleian Humanities Library, a Film Screening and Lecture theatre, an Exhibition Hall, public engagement seminar and display space for the new Institute for Ethics in Artificial Intelligence, and café and coffee bar facilities which would be open to the public.

- 6.4. The building has been designed so that the lower floors include the public spaces and the upper floors will house academic accommodation, including Faculty Centres and Institutes, which would contain specific research, graduate, teaching, administration and staff offices/ tuition spaces; the Bodleian Humanities Library; together with shared graduate study, teaching and research space.
- 6.5. The spaces around the building are proposed to be landscaped and disabled parking would be provided on the site.

7. RELEVANT PLANNING HISTORY

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

12/01508/LBC - Replacement of existing Triton statue with new coade stone statue. (Existing to be salvaged and displayed in alternative location). Approved 3rd September 2012.
14/00922/FUL - Installation of a sculpture and various associated sculptures across the site. Approved 2nd June 2014.
14/02311/FUL - Demolition of Holding Unit. Hard and soft landscaping scheme and other works to Doll, Harkness and Gibson buildings to include enclosed external storage areas and additional cycle parking.. Approved 7th November 2014.
15/03198/FUL - Temporary soft landscaping for the central area of the Radcliffe Observatory Quarter. Approved 1st April 2016.
20/01974/FUL - Erection of a Temporary Covid 19 Testing Unit for a period of 12 months. (Retrospective). Approved 13th October 2020.
21/00790/FUL - The installation of a chemical store for a temporary period (retrospective). Approved 7th May 2021.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents	Neighbourhood Plans:
Design	126-136	RE2, DH1, DH2, DH7		

Conservation/Heritage	189-208	DH3,DH4, DH5		
Housing	60-80	H14		
Commercial	86-90	V1,V6		
Natural environment	174-182	G2,G7,G8		
Transport	104-113	M1,M2,M3,M4, M5	Parking Standards SPD	
Environmental	174-182	RE1,RE4, RE6 RE7, RE8, RE9	Energy Statement TAN	
Miscellaneous	7-12	S1,S2,E2, H9, RE5, V7,V8,V9,SP54		

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 26th November 2021 and an advertisement was published in The Oxford Times newspaper on 25th November 2021.

Statutory and non-statutory consultees

Oxfordshire County Council

Proposal:

The construction of a new humanities building to include academic faculty space, a concert hall, a theatre, experimental performance lab, lecture hall, public engagement and outreach facilities, new public realm and landscape space with associated access, servicing route, disabled parking facility and covered and open cycle spaces.

The new Humanities building is within the wider masterplan site, located at the Radcliffe Observatory Quarter (ROQ), located in north central Oxford forming part of the University of Oxford. The masterplan site is bound to the north by Observatory Street, to the south by Little Clarendon Street, to the west by Walton Street and to the east by A4144 Woodstock Road. The ROQ site is currently formed of various university buildings including the Mathematical Institute, Jericho Health Centre, Blavatnik School of Government and Radcliffe Observatory itself.

To facilitate the application process for the above development, a series of Scoping discussions were held with Oxfordshire County Council Officers to agree main issues and information to be included in the TA in support of the development proposals.

Key points

- Transport Assessment and Trip generation
- Public Transport Accessibility
- Pedestrians and Cycle and vehicle Accessibility
- Car and Cycle parking
- Travel Plan
- Construction Traffic Management Plan
- Delivery Service Management
- Events Management Traffic Plan.

Recommendation:

No objection subject to:

Planning Conditions as detailed below if planning permission is given.

Car Park Layout Plan

Prior to first occupation of the development, a plan detailing the layout of the car parking area shall be submitted to, and approved by, the Local Planning Authority. The Car Park Layout Plan must set out so that all car parking spaces meet the minimum dimensions required and can be safely and easily accessed. The parking Layout Plan should include a designated coach and Taxi pickup/drop off and parking areas.

Reason: in the interest of highway safety

Cycle Parking

Prior to first occupation details of the cycle parking areas, including dimensions and means of enclosure, shall be submitted to, and approved in writing by, the Local Planning Authority. The approved Cycle areas shall thereafter be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in line with policy M5

Travel Plan.

Prior to first occupation a Travel Plan shall be submitted to and approved by the Local Planning Authority.

Reason: To encourage the use of sustainable modes of transport in line with policy M5

Delivery Service & Events Management Plans

Prior to first occupation a Delivery Service Plan and Events Management Plan shall be submitted to and approved in writing by the Local Plan Authority.

In the interest of Highway Safety

Construction Traffic Management Plan (CTMP)

A Construction Traffic Management Plan should be submitted to the Local Planning Authority and agreed prior to commencement of works. This should identify among others state; the routing of construction vehicles, access arrangements for construction vehicles, Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours to minimize the impact on the surrounding highway network)

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

Detail Comments

The above site is in a highly sustainable location it is therefore appropriate that the site is proposed as a car free development with exception for limited disabled parking spaces.

Vehicle Accessibility

The main vehicular access is located to the northeast of the site, connecting Woodstock Road to the internal road. Access into the site is controlled by a barrier between the hours of 07:00-17:00 with long stay deliveries arranged through the Facilities Management team and provides a route through to the existing on-site car park via car lifts. There are other vehicle access locations along Walton Street, although access to these is limited and controlled by bollards or landscaped features. A 100 vehicles according University Authorities enter the site daily. Regarding the existing Woodstock Road access, it needs to be re-reviewed whether the visibility for vehicles exiting the existing site access onto the Woodstock Rd/ across the footway is adequate given the presence of the high heritage walls.

Pedestrian and Cycle Accessibility

The Application area is predominantly pedestrian and cyclists access focused from numerous directions therefore pedestrians and cyclists have priority over vehicles in the proposed shares spaces. The existing key pedestrian and cycle route across the site is via Woodstock Road to the south of the Mathematical Institute. An additional route north of the Humanities building runs east to west. It also has an advisory 5mph speed limit for the small number of vehicles that may enter the area. Walking infrastructure surrounding the site will be upgraded as part of the proposal. The pedestrian footways along Walton Street and Woodstock provides convenient connections to bus stops and the railway Station and to National Cycle Route 5 that connects Reading to North Wales, with links within Oxford City and the nearby areas.

Public Transport accessibility,

The above application site is in a sustainable location. It is approximately 1.1km away from Oxford railway Station, with closest bus service allocated along Woodstock Road on the easting frontage of the site. Stagecoach and Oxford Bus routes 35, 300 Park& Ride, 853, NS3 gold, S2 gold and S3, provide frequent services to local destinations in Oxford and in wider Oxfordshire. It is therefore acceptable that majority of trips associated with the proposed development will be by sustainable modes. The TDC Officer therefore recommends the Applicant to work with Oxford City Council to extend the existing bus shelter at Woodstock Road to reflect the anticipated uplift of the number of visitors that may utilise that facility because of the proposed development.

Car Parking- There are approximately 32 car parking spaces in the car park below the Mathematical Institute. These are accessed via Woodstock Road and a security barrier. Drivers then drive into the site and perform a U-turn before entering the car park. The Woodstock Road access also provides access to a surface level car park associated with Green Templeton. Approximately 25 car parking spaces are located to the north of the site. There are existing access points from Walton Street, however, these are lightly used, with signage directing vehicular traffic towards Woodstock Road. Provision has been made for 6 disabled parking within the masterplan.

The existing 24/7 CPZ in surrounding areas will mean that there are restricted overspill parking opportunities. It should be noted the council is currently undertaking a review intended for further reduction in on-street parking spaces on Woodstock Road as part of the funded corridor works.

Regarding the wider ROQ complex, clarification is needed from the Applicant concerning the arrangements that will be put in place to ensure the existing car parking provision is not used (as a default) for on-site car parking particularly for any planned evening events. That said, details of arrangement for managing Coach, parking, pick-up and drop-off will be required by LHA for review.

An experimental traffic regulation order was in place for 18 months starting on 18 November 2019 at the junction of Walton Street / Beaumont Street / Worcester Street (A4144) in relation to the proposal was discussed at pre-application meeting. Though the above restrictions are now removed, there is the possibility of other measures such as a low traffic neighbourhood to improve road safety, air quality being introduced in future for that area.

Cycle Parking

Details of bicycle Storage facilities, for Students. Staff and visitors provided for approval is based on the cycle parking standards for Higher Education with '1 space per 2 students (based on anticipated peak number of students on-site at any one time) plus 1 space per 5 staff'. In line with the Policy M5 of the Oxford Local Plan 2036 and the Oxford City Council's policy a requirement for 921 cycle parking spaces is needed, 922 spaces are therefore provided, shown in Figure 4.7 in Cycle Parking Locations and based peak occupancy (Table 4.1)

Multi-modal Trip generation assessment

The applicant has provided multi-modal trip generation data undertaken to quantify the anticipated trip generation and impacts of the proposed development. In accordance with the university local and regional policy, no car parking will be provided on site, so most trips generated would be by active and sustainable travel modes. The trip generation assessment has considered the trip impact of the maximum occupancy expected for the proposed development by first-principles approach, since it is considered it would result in a more accurate trip generation than utilising trip rates from the national TRICS data bases, due to the unique nature of the site.

To obtain a profile of the trips across the day for the 3000 students and 534 Staff, TRICS (v7.7.4) trip rate database has been utilised to attain a comparable daily trip

distribution for a university facility. The submitted TA as shown in table 5.1 confirm TRICS daily inbound and outbound trips, and the AM peak hour of 08.00-9.00 with 23% arrivals and PM peak hour at 12.00-13.00 with 13.3% of the trips. The future classroom occupancy has been obtained from the University to provide a comparison with the TRICS profile. It is noted that the timetable varies across the year and therefore a typical profile was selected when the classrooms were well used.

The Transport Officer questions why a more recent survey has not been used. In using the 2016 Mode travel survey of the University staff and students carried out in 2016 for journey-to-work for the occupants of the ROQ at that time, it was considered that the students and Staff of the new Humanities Building will largely follow the same modal split travel behaviour. A small adjustment for the absence of car trips for this proposal, since no additional car parking is proposed, and new staff will travel by sustainable modes. Using this assumption, the modal peak trips generated by were as follows:

Students

- **Bicycle**- 50% of the total peak trips (two -way AM and PM peak hour flows are 275 and 293 respectively)
- **Bus** - 3% of the total peak trips (two -way AM and PM peak hour flows are 17 and 18 respectively)
- **Walk** - 47% of the total peak trips (two -way AM and PM hour flows are 259 and 276 respectively)

Staff

- **Bicycle** - 47% of the total peak trips (two-way AM and PM hour flows are 47 and 50 respectively)
- **Car Passenger**- 1% of the total peak trips (two-way AM and PM hour flows are 1 and 1 respectively)
- **P&R** - 5% of the total peak trips (two -way AM and PM hour flows are 5 and 5 respectively)
- **Bus** - 26% of the total peak trips (two -way AM and PM hour flows are 27 and 28 respectively)
- **Train**- 8% of the total peak trips (two -way AM and PM hour flows are 8 and 9 respectively)
- **Walk**- 13% of the total peak trips (two-way AM and PM hour flows are 13 and 14 respectively)
- **Other** - 1% of the total peak trips (two-way AM and PM hour flows are 1 each way)

It is evident from tables 5.4 and 5.5 in the TA that active and sustainable travel modes are the predominate modes of travel associated with proposal. The student's two-way cycle trips will be 3000 daily trips (1500 each way) and walk 2820 and (1410 each way) Para.5.2.15 refers to these figures including bus trips 90 as two -way trips when it should be one way. The total number of daily Staff trips associated with proposed humanities building is 1108, buses(290trips), train 88trips, walking (139trips) and P&R (being the main modes of travel).

As shown in table 5.8 a total 3,742 people will attend the Humanities building with associated 7484 two-way trips daily. That said the TA reiterates the point that

student trips will not be new trips but diverted trips from existing establishment within the city. It is also noted that this relates to the overall number of students, staff, and visitors and not the maximum occupancy which is lower and has been used to derive the cycle parking spaces.

Vehicular Traffic and Servicing

Besides disable parking deliveries and servicing, no additional vehicular trips will be associated with the proposed development. The TA confirms that the additional service trips will be low, with the existing waste and recyclable collection arrangement, vehicles making addition stops for the proposed development. Added with the two additional general deliveries and catering service trips, the total servicing trips will be 11 for the development. The existing on-site Facilities Management Team will be responsible for all deliveries and where possible, delivery and Service trips will be consolidated and delivered by existing vehicles The proposed circuit arrangement movement for larger vehicles around the site, is far from ideal, however it is acknowledged that options for turning around larger vehicles are limited so there should be a strict management plan to restrict these movements to the absolute required minimum.

Evening events trips

It is acknowledged that, the additional visitors who will attend performance and public events outside the main and peak hours attributed to the development. In the absence the car park for the development and the nearby CPZ controls, it is reasonable to assume Event Visitor's 'would- be car trips' would be via Park and Ride trips to site and with other available modes of travel such as buses. Table 5.9 in the TA shows 28 taxi trips by visitors to performance events between (18.00 to 19.00) and with 45 entering exiting site after the closing time (22:00-23:00) according to the TRICS estimates. Slight difference relating to 'closing' taxi figures 44 in table and 45 trips referred to in the text.

The Taxi drop-off areas shown in figure 6.4 appears inadequate for the volume of Taxis attracted to site during Public and Performance Events.

It is concerning that the assessment estimates a requirement for up to 45 taxis for evening events, this demand being broadly at the same time (when events finish) rather than being spread out across time periods. It is noted that **"Taxis will be managed and let onto the site as required for pick up / drop off"** however further arrangements for this are not made clear. With the volumes of Taxi's suggested and lack of clarity about the management process concerning this issue , there is real concern this could cause blocking and safety issues on the Woodstock Rd noting the access is immediately adjacent to a bus stop also on the Woodstock Rd. Details of monitoring and management Strategies for managing Taxi movements for the pick-up and drop off Service areas together with how the above concerns will be mitigated should be submitted to LHA for consideration.

Pedestrian and Cycle movements

The Applicant has provided analysis of the baseline and the future estimated proposed Humanities building daily and peak pedestrian and Cycle movements in the shared spaces which is welcomed. The TA how has failed to provide any information regarding the spatial adequacy of the shared space to accommodate the uplift in pedestrian foot fall and cycle movements.

As well as committed funding for improvements to Woodstock Road being available, Walton Street is identified in the councils LCWIP as an important 'quietway' route. In its desire to improve ped/cycle amenability including traffic calming in the area, a contribution will be required from the Applicant to provide funds in support delivery of these measures.

Swept path drawings

The swept path drawing shows a Phoenix 2-15 (with Elite 2 4x2 chassis) Refuse Vehicle which is not the type typically utilised within the City. The dimensions should be 9.19m, in length, 2.25m in width, and a height 3.5m. Also evident in the submitted drawing is both the Refuse Vehicle and the FTA Drawbar vehicles overrun the sections of pedestrian areas within site. These issues should be addressed by the Applicant.

External Lighting

The external lighting provision is acceptable from the Highways viewpoint

Travel Plan

A development of this size (24,000 m²) triggers the requirement for a higher monitoring fee. A Section Agreement 106 Legal Agreement will be required to secure a monitoring fee of £2,379 (RPIx Dec 2020). In addition, the submitted Travel Plan does not meet Oxfordshire County Council requirements, so the Applicant should refer to the detailed comments below for the necessary changes.

Travel Plan specific comments:

- Add the planning application number
- Add the size individual elements of the site (GFA / number of units)
- Add a commitment to update the postcode plot of staff including travel information post-occupation
- Is 2016 the most recent survey available?
- 3.5.2 has an incomplete sentence
- Update the bike hire information to ensure the relevant companies are listed.
- All surveys should be analysed and submitted to Oxfordshire County Council within one month of survey completion.
- Please provide more information on how active travel will be promoted for the evening events.
- Information could be provided on the Oxford e-scooter trial
- Add a commitment that "Once it has been approved, any changes to the Travel Plan, in particular the targets, must be made in agreement with the Travel Plans Team at Oxfordshire County Council."

The LHA has no objection to above application from the transport perspective, provided to above conditions and issues are satisfactorily addressed by the Applicant.

Informative

Applicant should note that the County council has committed funding to deliver improvements to the Woodstock Road between Green Templeton College and Wolvercote Roundabout planned to be delivered 2023. Early-stage plan proposals were recently publicly consulted upon. As part of the proposals, applicant is advised

that the County council is looking to reduce on-street parking provision on Woodstock Road in the vicinity of the site. Initial discussions between the County council and relevant local parties are underway. The County council is also currently in discussions with local stakeholders around advancing measures to promote active travel in the adjacent Jericho and Walton Manor area. Details of any scheme are not developed at this point and are dependent upon suitable funding, and wider strategic fit.

Oxfordshire County Council (Lead Local Flood Authority)

Recommendation:

No Objection Subject To Conditions

Condition

Construction shall not begin until detailed surface water drainage scheme for the site, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall include:

- A compliance report to demonstrate how the scheme complies with the “Local Standards and Guidance for Surface Water Drainage on Major Development in Oxfordshire”;
- Full drainage calculations for all events up to and including the 1 in 100 year plus 40% climate change;
- A Flood Exceedance Conveyance Plan;
- Comprehensive infiltration testing across the site to BRE DG 365 (if applicable)
- Detailed design drainage layout drawings of the SuDS proposals including cross-section details;
- Detailed maintenance management plan in accordance with Section 32 of CIRIA C753 including maintenance schedules for each drainage element, and;
- Details of how water quality will be managed during construction and post development in perpetuity;
- Confirmation of any outfall details.
- Consent for any connections into third party drainage systems

Historic England

Historic England Advice

The significance of the site and surroundings

This site was until recently occupied by buildings that formed part of the John Radcliffe Hospital. These were cleared some years ago and the land has been acquired by Oxford university and is being developed in stages to provide new teaching and administrative facilities. Despite not being location within a conservation area, the site is highly sensitive at the meeting point of 4 conservation areas and near to several listed building, including the grade I Radcliffe Observatory and Freud’s café (grade II, former St Paul’s church).

The relationship with the Observatory is of the highest importance as Henry Keene and James Wyatt's playful neoclassical tower is one of the most beautiful buildings in Oxford and deserves a good setting. When constructed in the 18th century, the observatory was set in an informal garden standing in open countryside with the infirmary its neighbour. Keene's building was conceived in response to this rural setting: it is light and delicate, and as a tall tower standing alone it was intended to be a landmark.

While the observatory was surrounded by suburban Oxford during the 19th century its open garden setting persisted until the 1930s when its observatory function ceased and Lord Nuffield, who had acquired the site, donated it to the Infirmary. The garden was then gradually filled in with hospital buildings and a small informal grassed area are all that remains of its historic setting.

The site also abuts the east end of the former church of St Paul. This is also classical, with a temple front facing Walton Street. The apsidal east end was conceived as a rear elevation so is very simple but was intended to be seen and is neatly and carefully designed.

Each of the adjacent conservation areas are valued for their different qualities; Jericho for its working class and artisan housing, Walton Manor for its human scale with 19th century dwellings on modest plots, North Oxford Victorian Suburb for its phases of large residential dwellings with impressive villas, spacious gardens and many trees, and the Central conservation area inclusive of the historic city of Oxford and the internationally renowned University Colleges.

As with any site in Oxford the height and form of any new building is important as there is the potential for it to impact upon both the Oxford View cones and important views from high places within the city.

The impact of the proposed Humanities building on its surroundings

Historic England is supportive of the principle of development on this site. Its current state as vacant land does not form an attractive setting for the nearby heritage assets. It is accepted that development will change the setting of the Radcliffe Observatory and that its original largely rural setting has been lost completely. Any new development must give the observatory a new context that, while very different, still respects and, if possible enhances, its architectural qualities.

Creating a handsome building that responds well to the Radcliffe Observatory, Freud's café and the surrounding conservation areas is made more difficult by the fact that the new building is designed as a single, very large block. We understand the rationale for this, given the need to bring several departments together in one place, give all of them adequate space and share facilities along with the University's commitment to creating an energy efficient and thus environmentally sustainable building.

We consider the principal north and south entrance blocks to be architecturally successful. In particular, the classical portico of the northern entrance block responds well to the Radcliffe Observatory opposite.

The east and west elevations are much less formal and less coherent. We understand this is a conscious decision as future development of the plot to the west of the site

would mean that the proposed building would not be seen from any wide perspectives, but instead would be viewed obliquely along a relatively narrow street. As such, the predominant experience along the north-south road to the west of the proposed building will be the landscaped spaces, the stepping in of the building and what we expect to be the high-quality materials used. We accept the aim to achieve an interesting route here that feels suitably coherent with historic Oxford College developments.

Notwithstanding the above, it remains regrettable that the attractive incidental view of the Observatory that was made possible by the demolition of the infirmary buildings, from Walton Street/ Great Clarendon Street in the Jericho Conservation Area, will be obscured entirely. We understand that this site will eventually be development and that any new building would obscure this view and the new Humanities building. When this parcel of land is finally developed it will be important that any new building here is sensitively designed with regard to the impact on the conservation area.

We note that the eastern end of Freud's café presents an untidy appearance to the Radcliffe Observatory Quarter and despite it being outside the ownership boundary of the site the proposals seek to ameliorate this in the medium term with landscaping, which is positive. We hope that the condition of the former St Paul's church can be improved in the future.

We are content that views towards the site and the Observatory (from ground and elevated vantage points including Castle Mound) would not be adversely affected by the proposals. We understand that care and attention has been given to the placement and design of plant on the roof of the building. We are content from the submitted photomontages from views around Oxford, where seen the plant will be discrete and sensitive regarding the prevailing roofscape's character and texture.

The proposed landscaping south of Radcliffe Observatory would be a clear enhancement to the Observatory when contrasted with the most recent infirmary building period, and indeed the vacant site now. It would provide surroundings to the new building, across the whole site, that are both interesting and beautiful, and a positive edge to the road that must remain around the perimeter.

Recommendation

Historic England has no objection to the application on heritage grounds. We consider that the application meets the requirements of the NPPF.

Your authority should take these representations into account in determining the application.

Thames Water Utilities Limited

Waste Comments

Thames Water are currently working with the developer of application 21/03057/FUL to identify and deliver the off-site FOUL WATER infrastructure needs to serve the development. Thames Water have identified that upgrades to the waste water network will be required. Works are ongoing to understand this in more detail and as such Thames Water feel it would be prudent for an appropriately worded planning condition to be attached to any approval to ensure development doesn't outpace the delivery of essential infrastructure. "There shall be no occupation until confirmation

has been provided that either:- 1. All foul water network upgrades required to accommodate the additional flows from the development have been completed; or- 2. A development and infrastructure phasing plan has been agreed with Thames Water to allow additional development to be occupied. Where a development and infrastructure phasing plan is agreed, no occupation of those additional dwellings shall take place other than in accordance with the agreed development and infrastructure phasing plan.” Reason - Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid sewage flooding and/or potential pollution incidents. ”Should the Local Planning Authority consider the above recommendation inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Planning Department (telephone 0203 577 9998) prior to the planning application approval.

Thames Water are currently working with the developer of application 21/03057/FUL to identify and deliver the off site SURFACE WATER infrastructure needs to serve the development. Thames Water have identified that upgrades to the surface water network will be required. Works are ongoing to understand this in more detail and as such Thames Water feel it would be prudent for an appropriately worded planning condition to be attached to any approval to ensure development doesn't outpace the delivery of essential infrastructure. There shall be no occupation until confirmation has been provided that either:- all surface water network upgrades required to accommodate the additional flows from the development have been completed; or- a development and infrastructure phasing plan has been agreed with Thames Water to allow additional development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation of those additional dwellings shall take place other than in accordance with the agreed development and infrastructure phasing plan. Reason - Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents. ” Should the Local Planning Authority consider the above recommendation inappropriate or are unable to include it in the decision notice, it is important the Local Planning Authority liaises with the Thames Water Development Planning Department (telephone 0203 577 9998) prior to the planning application approval.

Thames Water recognises this catchment is subject to high infiltration flows during certain groundwater conditions. The scale of the proposed development doesn't materially affect the sewer network and as such we have no objection, however care needs to be taken when designing new networks to ensure they don't surcharge and cause flooding. In the longer term Thames Water, along with other partners, are working on a strategy to reduce groundwater entering the sewer networks.

Thames Water recognises this catchment is subject to high infiltration flows during certain groundwater conditions. The developer should liaise with the LLFA to agree an appropriate sustainable surface water strategy following the sequential approach before considering connection to the public sewer network. The scale of the proposed development doesn't materially affect the sewer network and as such we have no objection, however care needs to be taken when designing new networks to

ensure they don't surcharge and cause flooding. In the longer term Thames Water, along with other partners, are working on a strategy to reduce groundwater entering the sewer network.

There are public sewers crossing or close to your development. If you're planning significant work near our sewers, it's important that you minimize the risk of damage. We'll need to check that your development doesn't limit repair or maintenance activities, or inhibit the services we provide in any other way. The applicant is advised to read our guide working near or diverting our pipes.

<https://developers.thameswater.co.uk/Developing-a-large-site/Planning-your-development/Working-near-or-diverting-our-pipes>.

Water Comments

Following initial investigations, Thames Water has identified an inability of the existing water network infrastructure to accommodate the needs of this development proposal. Thames Water have contacted the developer in an attempt to agree a position on water networks but have been unable to do so in the time available and as such Thames Water request that the following condition be added to any planning permission. No development shall be occupied until confirmation has been provided that either:- all water network upgrades required to accommodate the additional flows to serve the development have been completed; or – a development and infrastructure phasing plan has been agreed with Thames Water to allow development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan. Reason - The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development” The developer can request information to support the discharge of this condition by visiting the Thames Water website at thameswater.co.uk/preplanning. Should the Local Planning Authority consider the above recommendation inappropriate or are unable to include it in the decision notice, it is important that the Local Planning Authority liaises with Thames Water Development Planning Department (telephone 0203 577 9998) prior to the planning application approval.

There are water mains crossing or close to your development. Thames Water do NOT permit the building over or construction within 3m of water mains. If you're planning significant works near our mains (within 3m) we'll need to check that your development doesn't reduce capacity, limit repair or maintenance activities during and after construction, or inhibit the services we provide in any other way. The applicant is advised to read our guide working near or diverting our pipes.

<https://developers.thameswater.co.uk/Developing-a-largesite/Planning-your-development/Working-near-or-diverting-our-pipes>

Oxford Preservation Trust

Oxford Preservation Trust OPT welcomes this opportunity to comment on this planning application and supporting information for the proposed development of a new Humanities Building within the Radcliffe Observatory Quarter ROQ.

As the University's plans for the ROQ continue to evolve, we are keen that the site, with its earlier history as Oxford's hospital, and which still holds many memories for local people, should not lose its earlier links to the University, seeking, instead, to bring town and gown together.

From the outset, the University committed to developing the site as a single entity, with the Masterplan stating, *'The site must work as a whole, providing not a series of individual independent facilities, but rather an integrated campus capable of phased development, to provide the flexible and sustainable estate the University requires to maintain and improve upon its current status.'*

This development is an individual high-quality building on a surprising scale, which is intended to have its own individual architectural merit. It needs to be sensitive to the setting of some of Oxford's foremost historic buildings, most notably the Grade 1 Radcliffe Observatory, and sits amongst several substantial and impressive new buildings which have yet to come together to create a place of character and a cohesive whole. With its' public uses, it is an opportunity to integrate the ROQ site into the wider city as well as to bring the whole site together.

OPT are fully supportive of the new humanities building and welcome the introduction of these new uses aimed at creating a place which draws people in, rather than keeping them out, as so many college and university buildings and sites can do.

The approach seeks to marry the old and the new, and, with careful orientation, respects the existing buildings on the site, allows for future development opportunities, and pays particular attention to minimising impact on the Grade I listed Radcliffe Observatory, directly to the north. Introducing a building of this scale comes with its challenges, and we make a number of observations below.

Height, Roofscape and the addition of plant, and plant housing

This building is being asked to do a great deal, with the number of activities intended. Care has been taken to keep those parts of the building above ground as low as possible, as is apparent when viewed from the various high public vantage points where its impact has been minimised. We note how the low dome has been included as an architectural feature without dominating the skyline and views of the Radcliffe Observatory. OPT have, however, been confused by the overall height of the building as shown in the drawings, as on closer inspection it appears that what amounts to a fifth floor is proposed in the large amount of plant to be housed on the very extensive roofscape. Whilst this is unlikely to be seen from ground level, it will be very visible from higher up, and, in particular, from the top room of the Radcliffe Observatory, designed for public lectures from which views would have been enjoyed and which would now look down across a sea of plant. As it is one of the unique features of Oxford that the roofscapes, spires towers and domes can be seen and enjoyed from the various high points, it is unfortunate that, from within the ROQ site, the proposed plant and plant housing will interrupt the views from the roof terrace at the Blavatnik School of Government, and from the upper floors of the Andrew Wiles Building and the Somerville accommodation. We ask that further thought is given to reducing the amount of plant to improve the roofscape and its visual impact.

Design and facades

This building has been well thought out and articulated and has placed a very large building onto this site in a way that breaks up its volume and creates interest when viewed from ground level. The number of activities that will take place will encourage several different users, and thought has gone into those elevations where visitors will arrive, and where the public domain is important. However, OPT notes that the western elevation facing the “Future Building Site” it is somewhat bland. As this façade will be the one that is seen from any new building on the adjoining site, we would ask if sufficient consideration has been given to ensuring that this façade is lively and interesting. OPT have also been interested to note the use of the arched colonnades and have previously expressed our views that this treatment can make a building feel private and exclusive, as can be observed at the Weston Library, a building which is a great asset to Oxford but can feel a little difficult to access for those who might not know if they are allowed in. It is our hope that it will not be necessary to gate the arches as this gives a further feeling of being kept out and does not encourage a welcome feel to the site generally.

Permeability and Access

We note that the intention is for many of the uses and places within the building to be accessible to the public. We would ask that clarification, or indeed, planning conditions are placed on this, as we regret, we have seen too many instances where supposed public spaces have quickly become private once permission is granted and the buildings occupied, such as the café on the ground floor of BSG and the café and visitor centre in Christ Church Meadow, as but two examples.

We are pleased to support the improvements to the public domain with the soft and hard landscaping treatment playing a vital role in encouraging and welcoming people to the ROQ site. We are encouraged by the walkable routes around the building which link to existing routes into, around, and, through the site, enhancing the ROQ’s permeability, which remains open 24 hours a day. There are well landscaped and open areas to the north and south, though we note that the areas to the east and west are less well described. We note the various access routes into the building and are concerned to understand how these will function in practice, with the, presumably, frequent performance venue deliveries, to the west and the east. We hope that thought has also been given to creating spaces that do not ‘catch the wind’, as currently happens at the rear of the Blavatnik which catches the predominant south to west wind, and which would detract people from spending time in the spaces to the south of this building. As routes around the whole building will be available to visitors to cut-through, and as the site remains open at all times, we would ask that thought be given to ensure that there are sufficient levels of natural surveillance to all routes so that they feel safe and attractive to all, particularly in the evening. We note that there are also to be shared ‘access points’ which may cause potential conflicts between the pedestrians, cyclists and refuse vehicles, described as the users, and along relatively narrow lanes.

Conclusion

We are pleased to support the overall approach to this building and can see that great care has been taken to maximise the development potential of the site. We welcome the way it directly addresses the Observatory with the improved setting in the landscaped which we all hope will deliver a successful new civic space between two wonderful buildings. The overall height of the building has also been carefully considered to lessen its impact on the Oxford skyline.

We ask that consideration is given to some further amendment to remove the amount of plant and plant housing on the top of the building which will impact when viewed from elevated positions within the immediate vicinity of the site.

We also would ask for further clarification regarding levels of public access to the inside and outside areas of civic space, to ensure that the spaces are clearly articulated to be welcoming, useable and safe, and that they remain in public use. We feel sure that the University wishes to deliver a building which everyone can agree is a positive new addition to Oxford. We support this aspiration and feel that the proposals have the chance to achieve something more of the aspirations of the masterplan for the site, which has yet to happen.

We hope that the above comments will be taken into consideration as part of the application process.

10. Public representations

10.1. 3 letters of representative have been received. These can be viewed in full on the Council website.

10.2. In summary, the main points of letters of representation were:

- Hope that the building will be built to the highest energy and water efficiency
- What work has been carried out into the possibilities of onsite renewable energy and water storage
- Hope that natural SuDs are proposed
- Hope that swift bricks and nesting opportunities will be incorporated
- Hope that there will be extensive wildlife friendly tree and shrub planting
- Hope that a 'green' roof will be considered and green walls
- I hope there will be extensive cycle parking and EV charging points in any car parking space.
- Hope that there will be areas of the site where the outside lighting will enable the easy and safe passage of wildlife, especially bats.
- I hope that the embedded carbon footprint of the construction process will be the absolute minimum.
- Hope that this proposal will include a properly considered policy for the functioning of the new concert hall for players of heavy instruments including percussion, double bass, harp, harpsichord and many others,

who need to be able to park close to the hall

- Concerns about the impact of this proposal on traffic volumes and the limited car parking.
- Would want to see clear plans for traffic management, the predicted increase in traffic and contingency plans if predictions are significantly exceeded.

11. PLANNING MATERIAL CONSIDERATIONS

11.1. Officers consider the determining issues to be:

- I. Principle of development
- II. Design and Impact on Historic Assets
- III. Impact on Neighbouring amenity
- IV. Highways
- V. Sustainability
- VI. Biodiversity
- VII. Drainage and Flooding
- VIII. Environmental Health

I. Principle of development

11.2. The Radcliffe Observatory Quarter is an allocated site within the local plan. Policy SP54 sets out the requirements for the site.

Policy SP54: Radcliffe Observatory Quarter



Planning permission will be granted for academic institutional, student accommodation and residential development at the Radcliffe Observatory Quarter site. Residential development could include employer-linked affordable housing in accordance with Policy H3. The minimum number of homes to be delivered is 48. Other complementary uses will be considered on their merits.

The site would only be suitable for redeveloped or additional academic institutional uses provided the requirements of Policy H9 are met. Pedestrian and cycle links through and to the site, including to the University Science Area, should be maintained and enhanced.

Development should be designed to ensure that there is no adverse impact on the Oxford Meadows SAC. Proposals should be accompanied by an assessment of potential recreational pressure on the Oxford Meadows SAC that may arise from increased numbers of visitors, along with plans to mitigate this impact as necessary.

All proposals should minimise impact on air quality during construction phase and after implementation.

- 11.3. SP54 sets out that the masterplan should be a consideration for applications on the allocation. The proposal does depart from the masterplan in some areas most notably with regard to the pedestrianisation of the southern route of the site. Whilst it departs on some of the points in the masterplan, it is acknowledged that the masterplan for the site was never fully endorsed and therefore the weight that should be attributed to it would be reduced.
- 11.4. Policy SP54 sets out the permitted uses on the site, this includes academic institutional uses and residential uses. The policy sets out that 48 homes should be delivered on the site. The ROQ has a number of vacant plots on the site, therefore whilst the humanities building does not include housing, there are still vacant plots in the ROQ which could accommodate the housing requirement set out in the policy allocation
- 11.5. The policy states that the site would only be suitable for redeveloped additional academic uses provided that the requirements of policy H9 would be met. The application seeks to provide a single humanities centre that brings together a number of departments and institutions across from other sites owned by the University. Policy H9 links redeveloped and refurbished university academic facilities to university provided residential accommodation. The policy states that planning permission will only be

granted for new academic, research or administrative accommodation where it can be demonstrated that a) the new accommodation would not generate or facilitate any increase in student numbers or b) the number of their full-time taught course students living in Oxford in non-university provided accommodation does not exceed 2,500 at the time of the application. The recently published annual monitoring report shows that the number of students at the University of Oxford in non-university accommodation is currently under the threshold set out in the policy. The application confirms that the new Humanities Building will not lead to an increase in student numbers and instead its purpose is to make up that division under one roof. The supporting information states that the various buildings that are vacated by the faculties and departments that are moving into the new building will be used to accommodate other departments and academic activities in need of extra space or will otherwise be disposed of.

- 11.6. The proposal also seeks to ensure that there are no adverse impacts on the Oxford Meadows Special Area of Conservation, with it being considered and addressed within the ecological appraisal. The proposal therefore considered to apply with the requirements of Policy SP54 of the Oxford Local Plan.
- 11.7. The proposed development includes a number of different uses including a 500-seat concert hall, 250-seat theatre for lectures, drama and dance, 89-seat lecture and film screening facility. Policy V1 sets out the requirement for applications that include town centre uses. The application was accompanied by an impact assessment. The assessment detailed the proximity of the development to the city centre and details how other town centre sites would not be able to accommodate a building of this scale to the fulfil the requirements and aspirations of the building.
- 11.8. The assessment details the other venues in the city which accommodate a range of different facilities which may be comparable to the concert hall with regard to their music offerings. It identifies that of the offering that is available there are few that have the suitable acoustics for classic music and that having a hall that would be designed as a world class concert hall would add to the offering that Oxford has and would not adversely impact on the facilities within the city centre.
- 11.9. The principle of development is therefore acceptable and would comply with the requirements of the site allocation and relevant planning policies.

II. Design and impact on heritage assets

11.10. Design

- 11.11. Policy DH1 of the Local Plan states that planning permission will only be granted for development which shows a high standard of design, and which respects the character and appearance of an area and uses materials appropriate to the site and surroundings.
- 11.12. Policy DH2 relates to views and building heights. The policy seeks to retain significant views both within Oxford and from outside, in particular to and from

the historic skyline. Planning permission will not be granted for development proposed within a view cone or the setting of a view cone if it would harm the special significance of the view. The application was accompanied by a landscape and visual impact assessment which includes verified views.

- 11.13. Policy DH3 refers to heritage assets and states that planning permission will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance character and distinctiveness of the heritage asset and locality. For all planning decisions affecting the significance of designated heritage assets, great weight will be given to the conservation of that asset and to the setting of the asset where it contributes to that significance or appreciation of that significance.
- 11.14. The building has been designed to meet the specific needs of the departments that will inhabit it. This has led to the aspiration for one building that will be used by all and which would allow a greater ability for collaboration whilst still maintaining the intimacy required for individual and more established methods of working. Officers required the university to demonstrate the necessity for a single building and to show clearly how the large, single building would respond to its surroundings and result in the highest quality placemaking. Whilst the building as a single footprint produces a deep plan the applicant has set out why the organisation and relationship between spaces would work and indeed is a requirement and officers considered that this is justified. With regard to the one building approach the supporting documents set out that *"The project brings together seven faculties and departments, six libraries and a number of research institutes, including the recently established Ethics in AI Institute and the Oxford Internet Institute, under one roof to create a magnet for scholars to come together in a spirit of intellectual and creative collaboration, optimised to enable ease of cross-disciplinary engagement, both planned and serendipitous"*. The building would not only be home to a number of faculties and teaching spaces, it would also serve as a building which can be used by the community and the aspiration for the building is to ensure that the building is for everyone.
- 11.15. This requirement to accommodate both members of the public and different styles of academic learning and teaching has resulted in the proposed layout. Officers acknowledge that it is important to understand the different styles of learning and teaching that has informed the layout and design of the building. The design and access statement details the layout of the building
- 11.16. *"The building is also organised simply and legibly, according to a gradient of seclusion. The upper levels accommodate the academic facilities. The lower levels the academic & public facing performance venues, with their strictly controlled lighting and acoustic requirements. Between them, combining both academic and public engagement, the main access level at ground floor. Whilst the upper floors of the building accommodate academic functions in the form of the Faculty Centres, the Library and Institutes, the ground floor and lower levels are given over predominantly to public facing activities, although several spaces will support both academic activity and the Humanities Cultural Programme. These include the Bate Collection of Musical Instruments, the*

Schools and Public Engagement Centre, a Film Screening Theatre, an Exhibition Hall and the public engagement spaces of the new Institute for Ethics in Artificial Intelligence on the ground floor together with a new café to the south and coffee shop to the north. In addition, accommodation will comprise the Concert Hall, Large Lecture Theatre, Black Box Experimental Performance Lab and Rehearsal space on the lower levels. All of these will be open to the public, and the design therefore strives to ensure that the building feels welcoming and accessible to all.

- i) Academic Accommodation (including the Library) and*
- ii) Public Engagement spaces, which can be further split into highly serviced, performance spaces with more controlled public access and other less 'structured' event/ exhibition spaces. (It is noted that both of these spaces will also serve academic activity as required)".*

11.17. This division and requirement of space is visible in the size and layout of the buildings and the spaces within it. The smaller tutorial rooms are set near the top allow for the intimate space that is required for the teaching that the University is known for and which it seeks to continue. These spaces are peppered with larger lecture theatres and spaces that would allow for the wider teaching, learning and collaboration to take place. The building has been carefully considered to ensure that the complex requirements of the spaces and organised in a logical manner and that they benefit from daylight either by windows or proximity to the atrium where possible.

11.18. It is understood that the proposal and design has always aspired to create a new internal route through the ROQ. The building has been designed to allow people to travel through the building when crossing the site. Whilst this aspiration is referred to in the design, officers acknowledge that there are some shortcomings with the proposed approach in that it has not fully evolved to that the extent that would truly read as a street and be freely accessible throughout the day. Instead open access would be subject to closing times and the route does follow a slightly convoluted journey prioritising the entrance down to the theatre. Whilst not subject to planning control a number of alternative options were explored about how the 'street' might be manifested within the building. Particular considerations included how it could draw people in and how it would be accessible to everyone. These aspirations could still be achieved with more detailed design of the interior of the building and signage. The inclusion of a café at the southern end of the building with good outdoor spaces and linked to an exhibition space would enable the casual passersby, the local resident or curious visitor to observe and engage with activities inside the building and the placement of this and the museum near the front doors should help draw people in to the building and encourage some exploration where this is facilitated.

11.1. The principal entrances at north and south ends of the building have been designed with colonnades and covered areas or loggias that are intended to indicate the points of entry. Parts of the ground level of the building are designed to allow public access, particularly to the lower levels where the concert hall and lecture spaces will be located and therefore the design does

not include security barriers. It is anticipated that these parts of the building would have opening hours in line with the library which is likely to be around 9am-9pm with the exception of events taking place in for example the concert hall. During the public consultation comments were made with respect to the need for the gates within the colonnades. The colonnades have been designed with provision for gates but these have been designed so that they can fold back against the solid elements of the colonnade thus ensuring that they will be visually as discreet as possible in response to officers' similar concerns regarding how welcoming the building would be with the addition of these security features.

- 11.2. The route through the proposed building would allow users to experience different open spaces that are designed for University and public engagement. The proposed Great Hall at the centre of the building would act as a focal point for the building and which would extend up through the centre of the building to the rooflight dome. The Great Hall has been designed to accommodate a wide range of uses including exhibition, performance and reception/function events.
- 11.3. As mentioned previously whilst the building is considered to be open to the public it has been designed in a way that allows the academic spaces to be on the upper floors which makes it clear which are public and more private areas allowing for the building to manage the requirements and expectations of the users/visitors more suitably.
- 11.4. The western and eastern facades of the building are less articulated deferring to the principal, grander north and south ends of the building. Concerns were raised by officers at the lack of opportunity or provision of landscape spaces that are proposed along the western edge of the building. These apparently secondary elevations appear more functional with the western elevation appearing particularly muted or pared back in detail and architectural expression seemingly in order to accommodate a future building on the vacant plot opposite. Officers have sought to resolve these issues with the applicant's architects to ensure these elevations would be designed to provide natural surveillance over the spaces alongside these long stretches of facades with windows serving areas that would be populated where possible providing activity. Officers have also sought to increase the quality of the landscape design of spaces alongside these facades to ensure that there would be strong connections between the inside and outside spaces. The hard and soft landscape design would be considered to be more successful in this alongside the eastern façade of the building.
- 11.5. With regard to materials warm, yellow natural stone alongside a matching brick is proposed to be used in the elevations. The choice of materials has been selected to reference the traditional University and College buildings.
- 11.6. The roof is proposed to house a large amount of plant. This is in order to adhere to passivhaus principles. The location of plant on the roof has been a concern for officers and this concern is also voiced by Historic England. There are a number of factors that require the plant to be located on the roof namely, the requirement for fresh air for the air handling equipment, air source

heat pumps and chillers and the need for this equipment and plant to be located in an accessible location. Having the plant at roof level would reduce the level of ducting required which would result in a smaller built footprint. If the plant were to be located at lower levels then additional grilles would be required and they would have to be designed to accommodate safe working practices which require certain head heights which can then limit the extent at which it can be kept low.

11.7. To try and mitigate visual harm, the plant has been designed with the visibility in viewpoints in mind. The plant has been proposed to be consolidated and laid out in the most space efficient way and has been proposed to be pulled back from the building edges to ensure it would not be visible from ground level in near views. In addition the plant has been treated as part of the building in terms of its external design with articulated blocks which break up the massing and by using materials that complement the materials of the main building (brick and aluminium), to ensure that in longer views the plant is read as part of the building. The impact of the building in views is discussed in further detail in the section below.

11.8. **Impact on views and the Conservation Areas**

11.9. Policy DH2 of the Oxford Local Plan refers to views and building heights. The policy seeks to retain significant views both within Oxford and from outside, in particular to and from the historic skyline. The policy states: *“The area within a 1,200 metre radius of Carfax tower (the Historic Core Area) contains all the buildings that comprise the historic skyline, so new developments that exceed 18.2 m (60 ft) in height or ordnance datum (height above sea level) 79.3 m (260 ft) (whichever is the lower) are likely to intrude into the skyline. Development above this height should be limited in bulk and must be of the highest design quality. Applications for proposed development that exceeds that height will be required to provide extensive information so that the full impacts of any proposals can be understood and assessed.”*

11.10. Paragraph 199 of the NPPF states that “When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.”

11.11. The development site includes a small part of the southern tip of the North Oxford Victorian Suburb Conservation Area (NOVSCA). Whilst this area may be seen as an anomaly in terms of the dominant character and appearance of this Conservation Area, the designation does include the surviving elements of the Observatory and its gardens (presently Green Templeton College’s principal campus). Given this, officers are required to take account of Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended and section 16 of the NPPF which states that, with respect to buildings or other land in a Conservation Area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

- 11.12. In addition to the above it is also important to note that Conservation Areas have settings and that the ROQ falls within the setting of four Conservation Areas, Jericho, Walton Manor, NOVSCA and Central.
- 11.13. The NOVSCA is significant for its “designed” development, as a residential suburb during the Victorian period and extending through the Edwardian period. The Observatory and its surviving gardens, including its boundary wall are included in the NOVSCA. The tower of the Observatory can presently be seen from a number of places more distant than the immediate surroundings of the ROQ and the application site. The results of the applicant’s Landscape and Visual Impact Assessment (LVIA) have shown that the new building would be apparent both as backdrop and foreground to the Observatory in these views.
- 11.14. From the Castle Mound the view of the spire of St Phillip and St James is clearly visible. This is a structure whose architectural presence symbolises the importance of the church to the spiritual welfare of the residents of the North Oxford Suburb, physically symbolises the Conservation Area in long views towards the suburb and which additionally makes an important contribution to Oxford’s historic skyline. The profile of the new building, the mass of its rooftop plant would cut across the lower level of the spire of the former church altering the present view. The quantum and therefore built mass associated with the roof top plant has been justified in terms of providing a sustainable – non fossil fuel generated – power source the choice of ASHP (air source heat pumps) resulting in the need for a sizeable interface with the open air (i.e. not in the basement) and it is argued that there could be no substantive reduction or indeed design mitigation. Officers therefore consider that the intrusion of the building in this view would impact on the significance of the NOVSCA and the setting of the Observatory.
- 11.15. The Jericho Conservation Area was designated in February 2011 and lies immediately to the west of the ROQ which includes the application site. The character and appearance of Jericho Conservation Area benefits from the imposing presence and distinctive architecture of St Barnabas Church as well as the church’s interrelationship with the Radcliffe Observatory. A number of factors are identified as contributing to the significance of the Conservation Area. The most relevant to the application site and the proposed development being its distinctive townscape featuring late Georgian and Victorian working class cottages and artisans housing interspersed with landmark buildings of significant architectural importance. In addition the framed views within streets and the vista on to St Barnabas Church from the canal and beyond make important contributions to the character and appearance of the place. Overall there is a vibrant urban character defined by its built form, mix of uses, mixed tenure and independent businesses.
- 11.16. Walton Manor Conservation Area was first designated on April 1975. The fundamental character and appearance of this area is defined by the small houses on small plots set in long terraces occasionally broken by shorter pairs. There is some 20th Century infill which breaks this pattern but this is not presently sufficient to disturb the distinctive grain. The human scale of the houses, similar to and perhaps more so than those that typify the

neighbouring Jericho Conservation Area makes a significant contribution to the character and appearance of this Conservation Area. This scale is reinforced by long stretches of generally unbroken, simple pitched roofs that are clearly evident to the observer standing in the street. There are some gaps between buildings and together with the small scale of development these offer long views in which the distinctive profile of the upper part of the Observatory Tower can be seen against the backdrop of open sky to the south of the Conservation Area.

- 11.17. The Central Conservation Area (CCA) was first designated in April 1971 and has been extended on five occasions with the most recent being in May 2019. The ROQ is bounded by the CCA on its south-eastern and southern edges. There are a number of high points and places where views of the site can be seen from within the CCA and this will be covered in a section that considers views but suffice to say that these views have the potential for the proposed development to impact on the setting of the CCA and of particularly prominent buildings and or monuments within it
- 11.18. The buildings of Somerville College that have most bearing on the site are a 21st Century building range designed by Niall McLaughlin which houses student accommodation rising to a height of four storeys running east-west along the southern edge of the development site. These buildings are not primarily inward looking towards the existing college grounds rather they presage the arrival of a “new street” on the ROQ site. The north-western corner of Somerville comprises a small group of C19 and earlier buildings of which the most significant is the grade II listed former St Paul’s School building. These buildings are fundamentally inward looking, appearing as unpunctuated red-brick walls of two storey plus attic height defining a domestic residential scale and appearance with traditional clay tiled roofs. The former school building can be distinguished by the large window in its east façade which looks out onto the ROQ and the stone detailing of its dormer windows and chimneys that give an architectural interest to the building’s north façade which also faces onto the ROQ and in particular the recent Blavatnik Building whose principally glazed façade intriguingly offers broken reflections of its surroundings. Freud’s is also located within the CCA and is discussed in more detail further in the report.
- 11.19. The building would be approx. 21.89m measured from the north entrance and 22.55m measured from the southern entrance to the top of the dome and 19.84m measured from the north entrance and 20.50m measured from the southern entrance to the top of the plant and 15.67m measured from the north entrance and 16.53m measured from the southern entrance to the top of the roof parapet.
- 11.20. A Landscape and Visual Impact Assessment (LVIA) was submitted with the application. Paragraph 202 of the NPPF states that “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use”

11.21. Both daytime and night time verified Views were taken from a number of viewpoints, as well as view from summer and winter, the most relevant views are discussed below.

11.22. Long range views

11.23. Due to the location of the site, the development would sit in the Boars Hill and Raleigh Park view cone. From Boars Hill the building would not be particularly evident due to the intervening vegetation that would obscure it. From the western hills the Observatory tower and the spires of St Barnabas (Jericho) and the former Church of St Phillip and St James make a clear contribution to Oxford's historic skyline, extending the observer's panoramic view northward. From Raleigh Park views of the new building would be clearly evident as an extensive, horizontal profile with elements of it appearing above some of the intervening trees and vegetation. Although visible in long views, given that it would be seen next to the Observatory tower and would be partly obscured by vegetation in the foreground of the view it would be seen as an addition to the present roofscape.

11.24. From the LVIA study, views from here after dark would not be significantly altered due to the presence of existing light sources although from some viewpoints an additional, distinct point of illumination would be evident.

11.25. Medium range views

11.26. From the Castle Mound the view of the spire of St Phillip and St James is clearly visible. This is a structure whose architectural presence symbolises the importance of the church to the spiritual welfare of the residents of the suburb, physically symbolises the Conservation Area in long views towards the suburb and which additionally makes an important contribution to Oxford's historic skyline. The profile of the new building, the mass of its rooftop plant would cut across the lower level of the spire altering the present view. The quantum and therefore built mass associated with the roof top plant has been justified in terms of providing a sustainable – non fossil fuel generated – power source the choice of ASHP (air source heat pumps) resulting in the need for a sizeable interface with the open air (i.e. not in the basement).

11.27. The base of Observatory Tower and that of St Phillip and St James would be obscured by the new building. As the verified images show, the new building would be read in the context of the various roof forms visible from this view. Notwithstanding this, both the Observatory tower and the spire of St Phillip and St James contribute to the setting of the NOVSCA as well as to Oxford's skyline. Therefore cutting across views of these buildings the proposed development would have a harmful impact on these medium range views.

11.28. It is regrettable that what causes the harm as detailed above is the plant that is required to run the building. During pre-application discussions, officers questioned the requirement for such plant as well as seeking to understand why it could not be provided elsewhere. The LVIA concludes that with regard to this viewpoint "The sensitivity of the viewpoint is high, the operational effects are neutral, the magnitude of the effect is medium as the building

blends in with the Oxford skyline and the overall effect is moderate adverse in Year 1 and minor in Year 5.” The importance of the heritage assets that would be impacted in the view is high and this is reflected in the sensitivity level set out in the LVIA. The LVIA suggests that the size or magnitude of the impact would be of a medium amount, indicating that this is because it would not sit in isolation in the view and therefore be very prominent or highly visible but is rather seen with a foreground and surrounded by roofs and elements of buildings and that by year 5 it would become assimilated or accepted in the view and would therefore be only of minor harm. Officers consider that the long expanse of horizontal mass (the plant) which although the design has sought to mitigate this has only been partially successful and it is this form that makes a substantial contribution to the moderate level of harm.

- 11.29. A number of other photographs show that the building would not be visible from other prominent public buildings such as Carfax and St Michaels in the medium views. From St Mary’s the building would have limited visibility in views and in this view the building would be read alongside the Observatory tower. Again similarly to the harm from Castle Mound the LVIA states that “The sensitivity of the viewpoint is high, the operational effects are neutral, the magnitude of the effect is medium as the building blends in with the Oxford skyline and the overall effect is moderate in Year 1 and minor in year 5. As set out previously, officers consider that the long expanse of horizontal mass (the plant) makes a substantial contribution to the moderate level of harm.

Short and Close Range views

- 11.30. The building would be highly visible in certain close range views. Verified images taken from Great Clarendon Street shows how the building will sit behind Freuds and how present views of the Observatory would be dissected or obscured by the building.
- 11.31. From Walton Street you would be able to see the building alongside the Observatory in certain views and the light from the dome would also be visible at night. The light would be seen in the context of the existing, surrounding street lighting and therefore not appear out of character in these shorter views. Verified images have also been provided from a location along Woodstock Road and St Johns Street which show how the building would only be glimpsed in views from these locations although it would partially obscure present views of the Observatory tower in some of these views and officers consider that this would result in a level of harm to the contribution that the tower presently makes in these views.
- 11.32. Whilst currently glimpsed views of the Observatory are available in shorter range views, there are still vacant plots of the ROQ site and as these plots are developed what can be seen in these short views will continue to change and in particular the view of the Observatory tower within these views will also change. With regard to these glimpsed view Historic England notes *“it remains regrettable that the attractive incidental view of the Observatory that was made possible by the demolition of the infirmary buildings, from Walton Street/ Great Clarendon Street in the Jericho Conservation Area, will be obscured entirely. We understand that this site will eventually be development*

and that any new building would obscure this view and the new Humanities building. When this parcel of land is finally developed it will be important that any new building here is sensitively designed with regard to the impact on the Conservation Area”.

- 11.33. The intended colour palette of the proposed building would sit comfortably alongside those of the buildings in the near vicinity and would be seen in the context of the various buildings that surround the site. Whilst appearing prominent in these immediate or shorter range views, it is not considered that the building would have an adverse impact on the setting of the surrounding Conservation Areas from these short range, ground level views. It is considered regrettable that the plant would be highly visible from the Observatory but it is acknowledged that the Observatory is not a wholly public view. In addition it is acknowledged that at that range any building on the application site would have a significant impact on the view from the Observatory, the harm from this view is principally caused by the requirement for and size of plant on the building which could only be mitigated against if it was located elsewhere completely or covered and integrated in the building. Such mitigation measures are not considered to be possible due to the amount of plant necessary for the size of the building and the nature of activities and functions within the building, the requirement for access to the plant and the requirement for the plant to be exposed to open air.
- 11.34. With regard to the impact in views of the Observatory Historic England raises no objection and states *“We are content that views towards the site and the Observatory (from ground and elevated vantage points including Castle Mound) would not be adversely affected by the proposals. We understand that care and attention has been given to the placement and design of plant on the roof of the building. We are content from the submitted photomontages from views around Oxford, where seen the plant will be discrete and sensitive regarding the prevailing roofscape’s character and texture”.*

Impact on Listed Buildings

- 11.35. In accordance with Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, when considering whether to grant planning permission, “special regard should be given to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.”
- 11.36. Paragraph 206 of the NPPF states that “Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.”
- 11.37. There are a number of Listed Buildings sited around the edges of the site and whose settings might arguably include parts or all of the site. Perhaps the most significant being The Radcliffe Observatory building and associated listed buildings that fall within Green Templeton College but also bounding the

edge of the site the former St Paul's Church (Freuds) and the former St Paul's School, just to the south west on the west side of Walton Street the original buildings of the Oxford University Press and on the ROQ itself the original Radcliffe Infirmary Building and St Lukes Chapel (the former Infirmary Chapel). Given the number of Listed Building's potentially impacted by the proposed development the report focuses on the immediate Listed Buildings but great weight and consideration has been given to preserving the significance of all of the Listed Building's including those in the wider setting when determining the application.

Radcliffe Observatory Tower

- 11.38. The Radcliffe Observatory Tower is grade I listed. The building now falls within the campus of Green Templeton College. Originally built on open land to the north of the C17 expansion of Oxford beyond its medieval walls along the turnpike route along St Giles and north out of the Oxford, the building sat in a substantial garden enclosed by walls and gates from the open fields and road ways that surrounded it and in which there were generous paths for perambulation and conversation.
- 11.39. The setting of the building has been much altered from its arrangement when the building was originally built in the main due to the subsequent development and C20 expansion of the Radcliffe Infirmary. There are however views in which the building makes an important contribution from viewing places within the town, places both within the medieval walls and outside these and it is these views, often glimpsed views of the upper part of the building, the tower, as well as from closer to the building, from Jericho and from the north and east of the building that it is important to preserve in order to ensure that the contribution that these views make to the complete appreciation of this building and to the building's present setting is preserved
- 11.40. There are important, albeit glimpsed views of the building from a number of locations in the city, including from the southern end of Walton Street, close to Worcester College, from the south end of St John's Street where it meets Beaumont Street and from Banbury Road at the point where Mickie Lane crosses the northern edge of the Acland site as well as closer views from Woodstock Road both from the northern and southern edges of the ROQ, looking north across the central glazed roof of the Mathematical Institute and south across the more domestically scaled buildings of Green Templeton College and the distinctive stone wall that now runs along that college's eastern boundary and which was built to enclose the Observatory gardens. Other views, from the west are more sporadic and shorter glimpses and comprise of views from Gt Clarendon Street and Cardigan Street in Jericho. The tower of the Observatory can also be seen in views from St Mary's Church tower in the High Street and from St Michaels Tower which marks the point where Oxford's medieval wall enclosed the medieval town and from where post medieval development spread northward along St Giles.
- 11.41. The setting of the building has been much altered from its arrangement when the building was completed much due to the subsequent development and C20 expansion of the Radcliffe Infirmary. There are however important views

from points within the town, both within the medieval walls and outside these that survive today and it is these views, often glimpsed views of the upper part of the building, the tower, as well as from closer to the building, from Jericho and from the north and east of the building that it is important to preserve in order to preserve the contribution that these views make to the complete appreciation of this building and to the building's present setting.

- 11.42. The significance of the building is derived first and foremost from its architecture and its historic function (the observatory function has been relocated to a site/building within the University's science area to the north of South Parks Road as well as to places outside the city). The setting of the building having been substantially altered makes a limited contribution to its architectural or historical significance

Freuds (St Pauls Church)

- 11.43. The building was built in 1836 in a Greek Revival architectural style with a distinctive ionic columned portico on its west front all to the designs of H J Underwood, an architect working extensively in Oxford at the time. A semi-circular apse designed by E G Bruton was added to the east end of the building in 1853 and a vestry was added to the north side of the building in 1893, in the form of a lean-to structure designed by the architect H W Moore, examples of whose domestic architecture was appearing frequently across the North Oxford suburb in the last part of the C19 and beginning of the C20.
- 11.44. Prior to recent excavation of the ROQ site the former church building sat within its churchyard which joined with the burial ground associated with the Infirmary. The land around the church remains excavated to a considerably lower level than the burial grounds stood leaving the church building in an apparently precarious position, elevated above its surroundings.
- 11.45. The building has primarily an architectural significance derived from aesthetic value of both its external fabric but also its interior spaces and decorative elements of its interior which survive. In addition the building has a social and communal value, having played an important role in meeting the spiritual needs of the workers in the various industries, the Oxford University Press and the Eagle Iron Foundry amongst others.
- 11.46. The setting of the listed building has been substantially altered by the 2009 excavation of the ROQ site and the construction of the Blavatnik building immediately to the south. The building's setting to the west, to Walton Street and Great Clarendon Street which reinforces its connection with Jericho is preserved and this contributes to the significance of the listed building.
- 11.47. It is considered that the application has the opportunity to enhance the setting of Freuds as the current arrangement is poor given its prominence on the site and the contribution to the Conservation Area. The proposed imagery provided is not considered to be sufficient to meet the requirements of paragraph 206 of the NPPF which states that "Local planning authorities should look for opportunities for new development within Conservation Areas

and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance.”

11.48. With regard to the setting of Freud's Historic England state “*We note that the eastern end of Freud's café presents an untidy appearance to the Radcliffe Observatory Quarter and despite it being outside the ownership boundary of the site the proposals seek to ameliorate this in the medium term with landscaping, which is positive. We hope that the condition of the former St Paul's church can be improved in the future*”.

11.49. Therefore whilst there has been no objection by Historic England to the proposed intermediate arrangements, an agreement with the applicant has been made to further work on the landscaping and screening for the back of Freud's to further enhance the setting of the building. A condition is therefore included to ensure a more appropriate screening solution can be achieved for the long term.

Conclusion to harm to heritage assets

11.50. It is considered that the proposal would have a high level of less than substantial harm to the setting of the Observatory through intrusion into and obstruction of views. A moderate level of less than substantial harm caused by obscuring the view of the spire of the former Church of St Phillip and St James and in consequence overall a low level of less than substantial harm would be caused to the special character (significance) of the NOVSCA. There would be harm caused to the setting of the former St Paul's Church through the failure to address the altered landscape by thoughtful and considered landscape design and use of spaces causing a moderate level of less than substantial harm to the overall setting and thereby significance of the listed building, although this is something the University have committed to work on with the Council.

11.51. It is therefore considered that the proposed development would result in moderate less than substantial harm to the setting of the neighbouring Conservation Areas, Radcliffe Observatory Building and St Phillip and St James's in both long and medium range views but would not result in harm to the Conservation Area when viewed in short and close up views. With regard to short range views, the harm to the Observatory would be considered to be less than substantial and there is the opportunity to improve the setting of Freud's

11.52. Historic England raises no objection to the proposal.

11.53. Officers consider that there would be a level of less than substantial harm that would be caused to the significance of heritage assets the reasons why having been set out in previous paragraphs of this report. In line with paragraph 202 of the NPPF where a proposal would result in less than substantial harm, this harm should be weighed against the public benefits of the proposal. The public benefits of the scheme are explored as part of the balancing exercise further in the report.

Landscaping

- 11.54. The landscaping of the space around the building not only seeks to enhance the setting of the Observatory and the building itself but a way to welcome people in to the site. The aspiration for the ROQ is that it is open and accessible to all, it has been designed to allow people to enjoy, sit and loiter in the area. Each area of landscaping offers something different to those visiting the site. The new public areas have been to be truly welcoming to those that enter the site. In addition to the landscape encouraging people to enjoy the space it has also been designed to filter people in to the building visually signposting where the entrances are. Ensuring that it is obvious that the building is a public one which can be accessed by all, whether that is to take part in an activity that is happening within the building or just to be used as a cut through across the site. Through the evolution of the design of the site, emphasis has been given to the landscape design of the residual spaces around the building, consideration of their functionality and purpose, connections between them both physically and visually and importantly how they enhance visual connections to and from the surroundings of the ROQ site.
- 11.55. The design and access statement further details the decision behind the orientation of the building and how that has informed the landscaping detailing the decision process behind it *“One of the earliest design decisions was to configure the building form such that it did not align or run generally parallel to its neighbours to create notional streets. This was done to create a diverse set of landscape spaces and opportunities which could offer far greater choice to the building user, visitor or passerby, inflected by preferences for sunshine vs shade, quietness versus activity, harder terracing versus softer planting and so on”*.
- 11.56. The first of these spaces is the space at the northern end of the new building. Here the context is primarily the setting of the Observatory. Originally the Observatory Gardens, reduced to a relatively narrow lawn on the south side of the Observatory. The landscape design proposes to offer a new, enclosed “garden”, referencing the historic context of the Observatory. The design and siting of the new building, no longer aligned to the axis of the Observatory appears to pay deference to rather than challenging the significance of the historic building with the landscape acting as an appropriate intermediary and creating a setting for both new and old. Additionally the design of the “garden”, the considered positioning of trees, heights and location of hedge and shrub planting together with the alignment and articulation of the northern facades of the new building are intended to provide the observer with framed views across and out of the ROQ from east to west and vice-versa. Out and across the ROQ to St Barnabas, the Jericho church and in from the residential suburb with the Observatory tower providing the stop-end to the view. These new additions making connections both physical and visual between the ROQ and its surrounding urban contexts.
- 11.57. The second principal space sits at the southern end of the site. Here the elements that provide a context are the Somerville buildings that present the rhythm and continuity of an urban street, the Blavatnik building with its

faceted, reflecting glass skin and strong, cylindrical form, the surviving elements of mid C19 Victorian gothic domestic architecture that sit on the north west edge of Somerville with their typical red brick and stonework detail markers of Oxford's Victorian expansion north of its medieval core, the elegant, classical facades of the Oxford University Press buildings that sit on the west side of Walton Street opposite the Blavatnik and one of the key pedestrian entrances to the ROQ and St Paul's Church.

- 11.58. The landscape design seeks to create a series of gardens and footpaths. The new building's southern facades are propose to be set back from the boundary allowing a relatively generous open space. The design proposes that this be a publicly accessible space connected to a café and exhibition space in the ground floor of the new building. Soft and hard landscape is designed to draw the visitor to the building's entrance and to provide clear outside routes connecting across the site to the existing buildings on the south eastern edge of the Quarter and out to Jericho. Views of the building on approaching from outside the Quarter are intended to be partial and glimpsed from outside the Quarter and to gradually unfold in order to draw the visitor in.
- 11.59. The topography of the site, the considerable fall from east to west has been used in the landscape design to create separation between garden spaces and the roadway.
- 11.60. The space along the west and east sides of the new building prioritises the service/access road.
- 11.61. To the east the new building would address the western façade of the Maths building creating a street with a directed focal view of the Observatory tower at its northern end. This view has already been established by the alignment of the Maths building which necessitates an open space on its western side and reinforced by the alignment and design of the elements of the Somerville building to the south.
- 11.62. The design appears to prioritise the status of the east side of the new building over the western side. Not to the level of north or south but as more significant with points of connection from inside the building to outside spaces designed as small gardens or gathering places carved out of the breakdown or articulation of the whole building façade into a series of apparently smaller elements that may be read as individual buildings joined together into a whole. The new building design does not specifically engage with the architecture of the Maths building with its uninterrupted methodical façade but rather sets its own language to inform the character of the completed street.
- 11.63. The west façade of the building is more consistently aligned with the roadway here with no carving out of garden or resting outdoor spaces and little or no connection between inside and out. The resultant appearance at street level would be a service façade with limited interest. The proposed siting of a tree that would be visible looking northward along this street is a positive element of the landscape design providing some amelioration or mitigation of what would otherwise appear as a rather austere place.

- 11.64. No detail has been offered as to the possible design of development on the empty plot to the west of the site which will form the western side of the street. The southern end of the west façade of the new building faces the east end of Freuds, with its later added eastern semi-circular apse. The post-excavation land restoration has resulted in a dramatic difference between the floor level of the church with the narrow strip of ground around it which sits considerably higher than what is intended to be the new road level (similar to the existing remediated land level). Reinforcement and stabilisation of the steep bank left by the 2009 excavation has been carried out in a fairly peremptory, inelegant manner. The proposed landscaping to the rear of Freuds is not considered to enhance the setting of the building and does not appear to have been as well considered as the other spaces which are proposed to surround the new building. Officers are of the opinion that a long term landscaping strategy needs to be developed to enhance the setting of the building. It is also considered that a more appropriate long term strategy would also help to counterbalance the sterility of the present, hard landscape around the Blavatnik and the appearance of this in views south along the western street.
- 11.65. In addition to the above the site needs to be functional and accommodate a large range of users and associated visitors. There are disabled car parking spaces located across the site as well as cycle storage areas, all of which have been designed within the landscaping where possible. The hard landscaping has been designed to complement the hard landscaping that can be found across the city whilst still being fit to accommodate the range of vehicles that may access the site.
- 11.66. With regard to the proposed landscaping Historic England states *“The proposed landscaping south of Radcliffe Observatory would be a clear enhancement to the Observatory when contrasted with the most recent infirmary building period, and indeed the vacant site now. It would provide surroundings to the new building, across the whole site, that are both interesting and beautiful, and a positive edge to the road that must remain around the perimeter”*.
- 11.67. It is therefore considered that with the exception of the rear of Freuds the landscaping scheme is considered to be well designed and an asset to the ROQ, it would enhance the setting of the Observatory and the neighbouring Conservation Areas.

Archaeology

- 11.68. Policy DH4 of the Oxford Local Plan relates to Archaeological remains.
- 11.69. This application involves peripheral works (around a mostly excavated and recorded site) that has the potential to encounter multi-period remains including 1) a Middle Neolithic to Bronze Age ritual and funerary landscape, 2) Early Saxon settlement activity and 3) remains relating to the post-medieval infirmary gardens and structures.

- 11.70. Previous excavations at this site have revealed Oxford's earliest recorded monument (a possible Middle Neolithic mortuary enclosure) which provided the orientation for a later (Late Neolithic-Early Bronze Age Linear Cemetery). The route ways through this monument complex may have subsequently influenced the layout of the Saxon town. Furthermore, early Saxon settlement remains have been recovered at this site (the settlers seeming attracted by the extant prehistoric earthworks) and the extensive 18th-early 19th century burial ground has been substantively excavated providing exceptional information of the region's working poor (individuals who were not claimed for parish burial by family members). This exceptional archaeology warrants on-site interpretation in the form of external upstanding permanent information boards.
- 11.71. A small area to the north of the main building where an attenuation tank is proposed lies outside the scope of previous recording works and would warrant a controlled strip and record excavation.
- 11.72. NPPF Paragraph 205 states that where appropriate local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. Given the results of the desk based assessment and the previous excavations that have taken place on the site, it is considered further targeted archaeology recording should take place. In addition to there will be a condition requiring the erection of 2 public information boards to be erected around the site to further allow the findings of the site to be publicly accessible on the site and to contribute the other offers that are available within and around the building.
- 11.73. It is considered that the proposal would therefore result in a low level of less than substantial harm to the archaeology of the site.

Harm to the historic environment and public benefits

- 11.74. Paragraph 202 of the NPPF states that "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use."
- 11.75. The National Planning Policy Guidance sets out what is meant by the term public benefits:
- 11.76. *"Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework. Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit."*

- 11.77. There are aspects of the development that would result in a moderate level of less than substantial harm to the view of the spire of the former Church of St Phillip and St James – the building has important cultural and social values associated with the development of the North Oxford Victorian Suburb therefore having an overall low level of less than substantial harm would be caused to the special character (significance) of the NOVSCA. In addition due to the unresolved landscaping proposed to the rear of Freuds there would be moderate level of less than substantial harm which could be reduced and mitigated through a revised landscaping strategy secure by a condition. Whilst the design team have worked hard on the design and landscaping to enhance the site, the most harmful element being the plant on the roof cannot be further mitigated and Historic England raise no objection to the proposals.
- 11.78. The existing site is not considered to contribute positively to the setting of the neighbouring Conservation Areas the harm is associated with the inclusion of plant on the roof and its impact on views. The overall size and scale of the development would not be considered out of keeping with the area.
- 11.79. Historic England through their comments do not apportion the same level of harm as officers and significant weight is given to their comments. Historic England conclude that “the application meets the requirements of the NPPF.”
- 11.80. There are a number of benefits associated with the scheme and due to the multifaceted nature of the building there are many direct and indirect benefits to the scheme.
- The building itself provides a number of significant benefits. The inclusion of a 500 seat concert hall, 250 seat theatre and 100 seat experimental lab, café, Bate museum. These facilities will be available to the public in a number of ways and add to the performance offering available in Oxford. The proposals will increase equal access to library facilities and historical exhibitions which have not previously had the opportunity to be viewed widely. The Bate Collection is the most comprehensive collection of European woodwind, brass and percussion instruments in Britain. It comprises over 2000 instruments and will for the first time be available to the public to visit and view as a direct result of this development. In addition there is a schools engagement centre. This space will allow for a wide range of users to experience and visit the building. It allows for strengthened ties and engagement between schools and the University.
 - The Humanities Cultural Programme (HCP) is a new initiative set up by TORCH (The Oxford Research Centre in the Humanities) (which is a hub for intellectual collaboration and cross disciplinary research projects, based in the Humanities at the University of Oxford). In the years leading up to the new building opening, the HCP is developing strong and sustainable public engagement streams for each of the new spaces in the building. This work is being generated in collaboration with local, regional, national, and international cultural partners. The ability for the building to provide space for a new stream of public engagement events and being a space that can accommodate a

variety and range of benefits is a significant benefit and great weight is given to this.

- The new open public space and landscaping proposed to support the building and the site is considered to be a significant benefit to the scheme which is given substantial weight. Not only will the open space benefit those using the building it will form a new gathering and open space for the residents in the wider area. The building will also create another destination building for those visiting Oxford.
- New access routes through the site will be created, connecting to the established cycle and pedestrian routes enhancing the sustainable transport network.
- The scheme will bring together the ROQ and provide a high quality building as the centre piece of the ROQ site with the current arrangement failing to preserve or enhance the neighbouring Conservation Areas and Listed Buildings.
- The proposals will provide an energy and carbon efficient building which uses Passivhaus principles. Passivhaus sets goals above and beyond BREEAM targets.
- Zero fossil fuel consumption within the building. By eliminating fossil fuel emissions completely this will significantly improve local air quality benefiting the users of the building but also the wider Oxford area.
- There are a range of economic benefits that the build will bring both in the shorter term during construction as well as longer term in the operational stage.
- There are other benefits which are more difficult to quantify but which weight is given, such as the creation of a collaborative work and lecture space, where departments can work together and further strengthen the academic work that Oxford University carries out and how that feeds in to the larger academic research and findings that come from the work undertaken.
- The proposal will also increase the biodiversity of the scheme allowing for the site to provide a biodiversity net gain as well as using sustainable methods to ensure that the building of this scale is built and operational in line with the sustainability standards.
- Archaeology notice boards will also be provided which will allow information relating to the archaeology of the site to be available and presented to members of the public on site.
- The inclusion of a condition will allow for the rear of Freuds to be enhanced and to ensure that the setting of the listed building is enhanced, this is also considered a considerable benefit.

11.81. On the basis of the above, having given great weight to the conservation of the designated heritage assets, it is considered that the benefits of the scheme collectively would on balance outweigh the identified moderate level of less than substantial harm and would comply with the requirements of paragraph 202 of the NPPF. As a result the proposals are considered to comply with the requirements of national and local planning policies in relation to the impact on designated heritage assets as required by section 16 of the NPPF and Policies DH1, DH2, DH3 and DH4 of the Oxford Local Plan 2036.

III. Impact on neighbouring amenity

11.82. The site area is mostly surrounded by non-residential buildings with the Radcliffe Observatory, Health Centre, Mathematics building, Freuds and Blavatnik building bounding the site. To the south of the site is Somerville residential student accommodation block. It is considered that the building would be sufficiently distanced from the student accommodation so not to adversely impact on the light available to the properties. Whilst the outlook would change from the student accommodation, it is considered that given that the proposed building would be angled the outlook would be varied and because of this would not be considered oppressive. In terms of privacy the building would face on to each other but again due to the separation distances (approx. 19m from the closest corner) and the fact that it is a built up area, distances between these uses in an location such as this would not be out of keeping and would not lead to an unacceptable loss of privacy and overlooking.

11.83. The plant has been designed so to minimise any noise that may be experienced by plant and whilst there may be noise associated with the use of the building at certain times it would not be something over and above other large buildings located in a built up location.

11.84. In the wider area there are properties located on Walton Street and Observatory Street but there is the Gibson Building, Health Centre, Department of Experimental Psychology building and Radcliffe Observatory that are all substantial buildings that sit between the development site and the residential properties. With the proposed building being located approx. 80m away from properties in Observatory Street and over 70m from the properties located in Walton Street, and given the scale of buildings located between, the proposal is not considered to have an adverse impact on the amenity of neighbouring properties.

11.85. Given the accessibility of the site and the distance from neighbouring bus stops and the railway station whilst there may be large movement patterns associated with some of the larger events most visiting the site would do is by public transport. The use of taxis will be managed on the site on event days. The site is located within a Controlled Parking Zone (CPZ). Therefore the general use of the site may bring with it disturbance for neighbours when large events take place these would be isolated to large events. The noise and disruption associated with these events would be in keeping for a use that sits close to the Town Centre and with the performance venues that the building will bring, and would be considered appropriate for the site and location. A

condition will be included requiring the University to set out how events will be managed to ensure that nuisance is kept to a minimum and that those visiting the venue to partake in a performances can access and leave the area appropriately given the potential range of instruments and equipment that may need transporting. An issue which has also been raised in the representation.

11.86. With the use of conditions the impact of these movements associated with the building are not considered to have an unacceptable impact on neighbouring amenity.

IV. Highways

11.87. Policy M1 of the Oxford Local Plan states that Planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport. The application was supported by a Transport Assessment (TA) and a Travel Plan (TP).

11.88. The main access to the site would be from the Woodstock Road. There is a barrier at the entrance to the site which manages traffic entering and leaving the site. The barrier is proposed to remain as part of the proposed access arrangements. It is estimated that currently there are approximately 100 vehicles entering the site daily.

11.89. The TA sets out that the University operates a consolidation strategy for deliveries which will continue and be expanded as part of the proposal. Parcels are all collected at the drop off area near Mathematics and then sorted and delivered by bicycle around the site, limiting the need for delivery drivers to access the site. Other regular deliveries such as refuse collection, catering, milk deliveries, cleaning and maintenance are also consolidated which reduced the traffic entering the site.

11.90. The TA also details the occupancy level of the building and the projected visitor numbers

4.2 Staff and Student Numbers

4.2.1 The number of staff and students to be accommodated within the proposed Humanities building and the expected occupancy levels are shown in Table 4.1 below.

Table 4.1 Staff and Student Numbers

	Peak Daily Occupancy	Total Daily
Staff	554	554
Students	1,620	3,000

4.2.2 In addition to the staff and students, a number of daily visitors are likely to visit the site and these are shown in Table 4.2.

Table 4.2 Humanities Building Estimated Daily Visitors

Estimated Daily Visitors	
General daytime visitors	90
Afternoon conferences (4pm-7pm)	100
Evening performances	350 – 750
Out of term time events	1,000 – 1,200

4.2.3 Generally there are predicted to be circa 190 daily visitors to the new Humanities building. However, if there is a special event, then there could be an additional 350-750 visiting in the evening to view a performance (or similar event at the concert hall).

4.2.4 Outside of term time, then there could be festivals which result in 1,000-1,200 visitors. However, it is important to note that these visitors would not attend the site at the same time as staff, students or other visitors noted above and therefore this type of event is not considered to be part of the worst case scenario.

11.91. The site is expected to experience up to 120 vehicles per day (approximately 10 per hour).

11.92. The application site is in a highly sustainable location and is proposed to be mainly car free with the exception of disabled parking. The site is easily accessible by pedestrians and cyclist and there are a number of routes across the site that can be used. Within the ROQ there is parking available in a number of the neighbouring buildings with 32 spaces located below the Mathematical Institute and 25 spaces located north of the site.

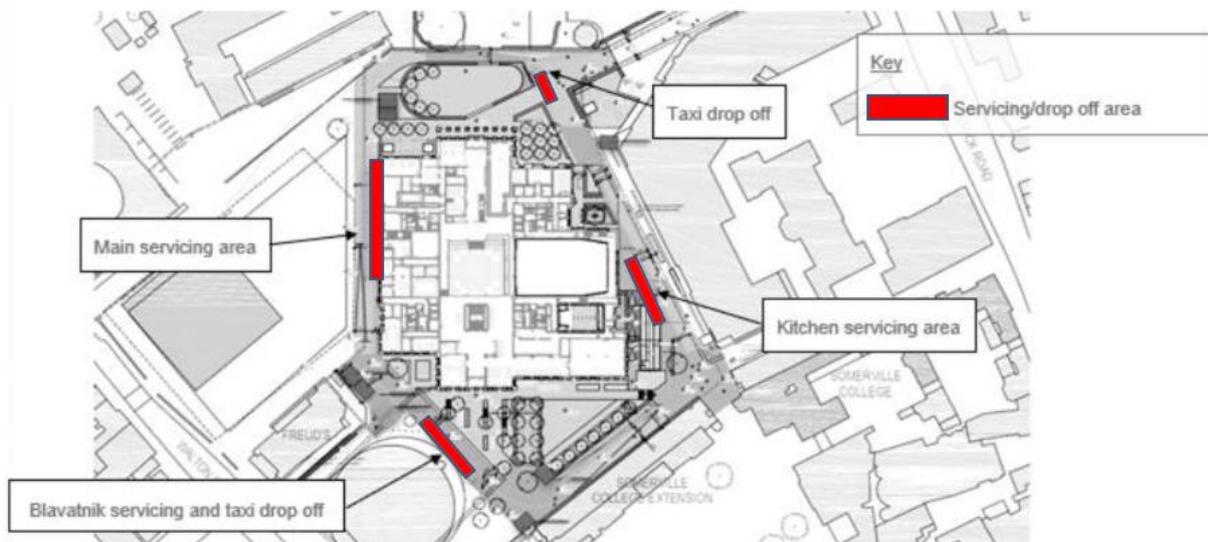
11.93. There are a number of bus stops located on Woodstock route and the site is in walking distance to Oxford railway station. It therefore accepted by Oxfordshire County Council that the majority of trips made in association with the site will be made by sustainable methods of transport.

11.94. The neighbouring roads fall within a Controlled Parking Zone (CPZ).

11.95. The proposed development would feature a shared pedestrian, cycle and vehicular road around the site although there are some pedestrian only safe zones have been designed into the layout to accommodate the needs of vulnerable pedestrians who may feel uncomfortable using the shared space.

11.96. Two servicing areas are proposed for the new building. One to the south east corner of the site. This would be used for deliveries accessing the café and

kitchen areas. The second servicing area is proposed to the west of the building and provides the main servicing area and will be used for special events, which could accommodate large vehicles with trailers.



11.97.9 disabled parking spaces would be provided across the site with associated electric charging points.

Cycle parking

11.98. The cycle parking has been distributed across the ROQ site with a range of covered and non-covered spaces available. Policy M5 would require 921 spaces to be provided for the proposed development based on the standard for Higher Education. A total of 922 spaces are being proposed across the site and there are staff changing room within the building.

11.99. The TP details that a travel pack will be developed and sent to staff and all made available of all occupied building on the ROQ to help meet the overall objectives of the University's transport strategy are met which include ensuring that ROQ occupants maintain the currently low proportion of journeys by car by staff and, if possible, reduce car use further, Increase the proportion of ROQ car sharers compared to current journeys by staff to central Oxford University sites, ensure that ROQ occupants maintain the currently high proportion of cycle and pedestrian journeys and improve ROQ occupants use of public transport/park-and-ride journeys by staff.

11.100. Oxfordshire County Council highways have been consulted on the application and raise no objection subject to conditions and a legal agreement securing £2,379 for monitoring.

V. Biodiversity

11.101. Policy G2 of the Oxford Local Plan refers to the protection of biodiversity and geo diversity. The policy requires a net gain from the existing situation. An ecology report was submitted with the application.

11.102. The Site does not contain or adjoin any statutory or non-statutory wildlife sites and direct adverse impacts on such sites due to the Development are not anticipated. The site is currently dominated by compacted gravel with habitat interest restricted to small areas of marginal ephemeral vegetation and species-poor grassland of low value in habitat and botanical terms. The Site has limited potential to support protected animal species due to the habitats present, high levels of disturbance and its location context, with no evidence of such species recorded during the Site survey.

11.103. The soft landscape proposals include a range of new wildlife friendly habitats in addition to bat and/or bird boxes (e.g., house sparrow and swift) which are proposed to be built-in (integrated) into the new building. A green roof is also proposed to part of the building.

11.104. A condition will be included to secure the biodiversity scheme proposed on the site. The proposal is considered to comply with policy G2 of the Oxford Local Plan.

VI. Sustainability

11.105. Policy RE1 sets out the sustainability requirements for new major development. Planning permission will only be granted for development proposals for new build major developments (over 1000sqm) which achieve at least a 40% reduction in the carbon emissions from a code 2013 Building Regulations.

11.106. The application was submitted with an energy and sustainability assessment. The supporting information shows that the building design is following a passivhaus methodology and focuses on a fabric-led approach to minimising energy consumption.

11.107. The sustainability report summary sets out the following:

- *The proposed building promises to be an extremely energy efficient building, with no gas-consumption on-site and all energy needs being met through electricity. The building will therefore be future proofed and zero carbon ready. Space heating will be provided efficiently through Air Source Heat Pumps located on the roof of the building. In addition to utilising low carbon heat, the building will host photovoltaic panels to provide renewable electricity directly to the building.*
- *Water will be used efficiently in the building through the use of water efficient appliances. Sustainable Urban Drainage features will be provided through a mixture of permeable paving, rainwater attenuation and tree pits.*
- *The design team has been assessing the embodied carbon impact of the building at each of the main RIBA Stages and responding to reduce embodied carbon as far as possible. All timber used on the project will be from certified sustainable sources.*

- *The scheme will provide a total of 922 additional secure-safe cycle storage spaces, 176 of which will also be covered. The site will be predominantly car free, however disabled car parking spaces will be provided some of which will be provided with electric car charging points.*
- *Recycling points will be provided throughout the building at appropriate spaces. All kitchen areas, the cafe, microwave room, coffee shop and assembly hall will have a full set of built-in recycling bins (mixed recycling, general waste and food waste – with the cafe having segregated glass recycling too).*

11.108. The proposal is compliant with policy RE1 of the Oxford Local Plan and the 40% target set out in the policy.

VII. Drainage and Flooding

11.109. The site is located within Flood Zone 1 and is therefore deemed to be at a low risk of surface water flooding. A condition is recommended requiring a surface water drainage scheme to be provided. Subject to the provision of a satisfactory scheme as required by condition it is considered that the development would comply with the requirements of Policies RE3 and RE4 of the Oxford Local Plan.

VIII. Environmental Health

Contaminated Land

11.110. It is considered that the contamination risks at the site are likely to be low. Notwithstanding this, as no near surface sampling has occurred in areas proposed to be landscaped and in areas where there may be exposure to future users of the site a condition has been included to contamination status of soils in these areas and to determine if any remedial actions may be necessary to protect future site users and construction workers. The proposal therefore complies with policy RE9 of the Oxford Local Plan.

Air Quality

11.111. The Application Site is located within the Oxford city-wide Air Quality Management Area (AQMA). The building's heat demand is to be met by air source heat Pumps (ASHPs) coupled with PV technology systems, which are proposed to be grid connected. These technologies are zero emission, and as such there will be no negative impacts on local air quality from the use of these systems. Mechanical ventilation will also be used to guarantee excellent air quality to all areas, provide filtered fresh air into offices, and allow heat recovery in winter on ventilation air to significantly reduce the building energy consumption.

11.112. The proposed trip generation for the re-development will generate 63 LDV trips and 6 HGV trips, with the AADT values further reducing once distributed onto the local road network. This is below the indicative criteria set out in the Institute of Air Quality Management planning guidance (100 AADT

within or adjacent to an AQMA). The site is also proposed to be mainly car free and where car spaces are provided electrical charging points will be provided.

- 11.113. The impacts of demolition and construction work on dust soiling and ambient fine particulate matter concentrations have been assessed on the AQ Assessment. The risk of dust causing a loss of local amenity and increased exposure to PM10 concentrations has been used to identify appropriate mitigation measures.
- 11.114. With the inclusion of conditions the proposal is therefore considered to be compliant with policy RE6 of the Oxford Local Plan.

Noise

- 11.115. The majority of plant servicing the building will be located either in the basement or on the roof. An acoustic assessment has been submitted with identifies the key sources of noise that would impact the site. The nearest noise sensitive receptors that may be affected, are considered to comprise residential housing/flats, including university student accommodation (i.e. rooms for residential purposes). The nearest receptors, where are the Somerville College Extension building and Somerville College. Another university student accommodation building is Green Templeton College. The nearest non-university residential dwellings are along Woodstock Road to the west and Observatory Street to the north.
- 11.116. The submitted calculations show that noise levels are all more than 5 dB below background, at all the noise sensitive receptors for day and night periods. The acoustic assessment incorporates mitigation measures to ensure that these levels are maintained. As such, the noise emissions from plant would not have an adverse impact on the amenity of those neighbouring receptors and a condition will be included to ensure the development is completed in line with the proposed mitigation measures. The proposal would therefore comply with policy RE8 of the Oxford Local Plan.

Health Impact Assessment

- 11.117. A Health Impact Assessment has been submitted in accordance with policy RE5 which seeks to promote strong, vibrant and healthy communities and reduce health inequalities. A completed Health Impact assessment has been included with the application
- 11.118. The conclusion that can be drawn from the submitted HIA is that the development would not have any notably adverse impacts in terms of health outcomes and overall impact on public health would be positive. The proposal therefore complies with the requirements of policy RE5

12. CONCLUSION

- 12.1. Having regards to the matters discussed in the report, officers would make members aware that the starting point for the determination of this application

is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.

- 12.2. The NPPF recognises the need to take decisions in accordance with Section 38(6) but also makes clear that it is a material consideration in the determination of any planning application (paragraph 2). The main aim of the NPPF is to deliver Sustainable Development, with paragraph 11 detailing the key principle for achieving this aim. The NPPF also goes on to state that development plan policies should be given due weight depending on their consistency with the aims and objectives of the NPPF. The relevant development plan policies are considered to be consistent with the NPPF despite being adopted prior to the publication of the framework.

Compliance with Development Plan Policies

- 12.3. Therefore in conclusion it is necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole.
- 12.4. The proposal is considered to comply with the development plan. Where issues have been raised with regard to harm to the historic environment, in line with the NPPF, paragraph 202 has been engaged. Whilst some harm has been identified to the historic environment and whilst great weight has been given to the conservation of the designated heritage assets, taking into account all the material considerations, it is considered that the benefits to the scheme would outweigh the less than substantial harm that has been identified.

Material considerations

- 12.5. The principal material considerations which arise are addressed below, and follow the analysis set out in earlier sections of this report.
- 12.6. National Planning Policy: The NPPF has a presumption in favour of sustainable development. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted.
- 12.7. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF for the reasons set out within the report. Therefore in such circumstances, Paragraph 11 is clear that planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.

- 12.8. The proposal seeks to provide improved a new multi-purpose academic building in a highly sustainable location, the proposal will not have an unacceptable impact on neighbouring amenity or the historic environment and conditions have been included to ensure this remains in the future. The proposal will allow for sufficient cycle parking and will provide biodiversity enhancements.
- 12.9. It is therefore recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990.

13. CONDITIONS

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

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

2. Subject to other conditions requiring updated or revised documents submitted with the application, the development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy S1 of the Oxford Local Plan 2036.

3. Prior to the commencement of development excluding demolition and enabling works a schedule of materials together with samples and sample panels of the exterior materials to be used including details of any screening/safety barrier details proposed for the roof terrace shall be submitted to and approved in writing by the Local Planning Authority before the start of work on the site above ground and only the approved materials shall be used unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure high quality development and in the interests of the visual appearance in accordance with policies DH1 of the Oxford Local Plan 2036.

4. Prior to the commencement of development excluding demolition and enabling works, large scale drawn details and specifications of the proposed

roof mounted solar PV panels, window and dome details shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority. The solar PV panels shall be colour matched to the roofing material.

Reason: To ensure a sympathetic appearance of the proposed development in accordance with policy DH1 of the Oxford Local Plan 2036.

5. Prior to occupation, details of any signage at the proposed development shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a sympathetic appearance of the proposed development in accordance with policy DH1 of the Oxford Local Plan 2036.

6. Prior to occupation, details of the lighting fittings shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a sympathetic appearance of the proposed development and enhance the safety and amenity of residents in accordance with policies RE7 and DH1 of the Oxford Local Plan 2036

7. The development hereby approved shall be carried out in complete accordance with the approved Energy Statement (UOONHB-MXF-XX-XX-RP-J-51000 revision P04) and the revised Sustainability Strategy.

Reason: To ensure that the proposed development sufficiently incorporates sustainable design and construction principles in accordance with policy RE1 of the Oxford Local Plan 2036.

8. Notwithstanding the indicative details provided for the screening of Freuds. A screening and landscaping strategy to incorporate the existing supporting bank to the rear of Freuds shall be submitted to and approved by the Local Planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure high quality development that preserves the setting of the Listed Building and in the interests of the visual appearance in accordance with policies DH1 and DH3 of the Oxford Local Plan 2036.

9. Any existing retained trees, or new trees or plants planted in accordance with the details of the approved landscape proposals that fail to establish, are removed, die or become seriously damaged or defective within a period of five years after first occupation or first use of the development hereby approved shall be replaced. They shall be replaced with others of a species, size and number as originally approved during the first available planting season unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

10. The landscaping proposals as approved by the Local Planning Authority shall be carried out no later than the first planting season after first occupation or first use of the development hereby approved unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

11. No development shall take place until the complete list of site specific dust mitigation measures and recommendations that are identified on Table 7.1 (pages 22-24) of the Air Quality Assessment that was submitted with this application, are included in the site's Construction Environmental Management Plan (CEMP). The CEMP will need to be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure that the overall dust impacts during the construction phase of the proposed development will remain as "not significant", in accordance with the results of the dust assessment, and with Core Policy RE6 of the new Oxford Local Plan 2036.

12. Prior to the parking spaces being made available, details of the Electric Vehicle charging infrastructure that is expected to be installed on-site shall be submitted to and approved in writing by the Local Planning Authority. The electric vehicle infrastructure shall be formed, and laid out before the development is first in operation and shall remain in place thereafter.

Reason: To contribute to improving local air quality in accordance with policies M4 and RE6 of the new Oxford Local Plan 2036.

13. Prior to the commencement of the development, other than that required to undertake contamination risk assessment, a further phase of ground contamination risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Land Contamination Risk Management (LCRM) procedures for managing land contamination.

The additional phase shall include further intrusive investigation in order to characterise the type, nature and extent of contamination present in proposed landscaped areas of the site, the risks to receptors and to inform the remediation strategy proposals.

Should any potentially significant ground contamination be identified then a remediation strategy, validation plan, and/or monitoring plan shall be submitted to and approved by the local planning authority to ensure the site will be suitable for its proposed use.

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2036.

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

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2016 - 2036.

15. Throughout the course of the development, a watching brief for the identification of unexpected contamination shall be undertaken by a suitably competent person. Any unexpected contamination that is found during the course of construction of the approved development shall be reported immediately to the local planning authority. Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to and approved in writing by the local planning authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to and approved in writing by the local

planning authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued.

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2036.

16. There shall be no occupation until confirmation has been provided that either:-
1. All foul water network upgrades required to accommodate the additional flows from the development have been completed; or-
 2. A development and infrastructure phasing plan has been agreed with Thames Water to allow additional development to be occupied. Where a development and infrastructure phasing plan is agreed, no occupation of those additional dwellings shall take place other than in accordance with the agreed development and infrastructure phasing plan.

Reason: Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid sewage flooding and/or potential pollution incidents in accordance with the requirements of policy RE7 of the Oxford Local Plan 2036.

17. There shall be no occupation until confirmation has been provided that either:-
- all surface water network upgrades required to accommodate the additional flows from the development have been completed; or-
 - a development and infrastructure phasing plan has been agreed with Thames Water to allow additional development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation of those additional dwellings shall take place other than in accordance with the agreed development and infrastructure phasing plan.

Reason: Network reinforcement works are likely to be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid flooding and/or potential pollution incidents in accordance with the requirements of policy RE7 of the Oxford Local Plan 2036.

18. No development shall be occupied until confirmation has been provided that either:-
- all water network upgrades required to accommodate the additional flows to serve the development have been completed; or –
 - a development and infrastructure phasing plan has been agreed with Thames Water to allow development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan.

Reason: The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development in accordance with the requirements of policy RE7 of the Oxford Local Plan 2036.

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

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including prehistoric, early Saxon and post-medieval remains in accordance with the requirements of Policy DH4 of the Oxford Local Plan 2036.

20. Prior to occupation of the new structures the applicant, or their agents or successors in title, shall secure the installation of two permanent, upstanding information board detailing the archaeology of the prehistoric and early Saxon landscape and the archaeology of the Infirmary burial ground in accordance with a method statement which has been submitted by the applicant and approved by the planning authority. All works shall be carried out, completed and retained thereafter in accordance with the approved method statement, unless otherwise agreed in writing by the Local Planning Authority.

Reason: In mitigation of the development impact on buried archaeological remains in accordance with the requirements of Policy DH4 of the Oxford Local Plan 2036.

21. The swept path drawing shows a Refuse Vehicle which is not the type typically utilised within the City. The dimensions should be 9.19m, in length, 2.25m in width, and a height 3.5m. Also evident in the submitted drawing is both the Refuse Vehicle and the FTA Drawbar vehicles overrun the sections of pedestrian areas within site. Therefore a revised swept path drawing shall be submitted to and approved in writing by the Local Planning Authority.

Reason: In the interests of highway safety in accordance with Policy M1 of the Oxford Local Plan 2036.

22. Prior to first occupation of the development, a plan detailing the layout of the car parking area shall be submitted to, and approved by, the Local Planning

Authority. The Car Park Layout Plan must set out so that all car parking spaces meet the minimum dimensions required and can be safely and easily accessed. The parking Layout Plan should include a designated coach and Taxi pickup/drop off and parking areas.

Reason: in the interest of highway safety in accordance with Policy M1 of the Oxford Local Plan 2036.

23. Notwithstanding the details provided, prior to first occupation details of the cycle parking areas, including their external appearance, dimensions and means of enclosure, shall be submitted to, and approved in writing by, the Local Planning Authority. The approved Cycle areas shall thereafter be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport and to protect the visual appearance of the area in accordance with Policy M5, DH1 and DH3 of the Oxford Local Plan 2036.

24. Prior to first occupation a Travel Plan shall be submitted to and approved by the Local Planning Authority and shall include the following:

- The planning application number
- Add the size individual elements of the site (GFA / number of units)
- Add a commitment to update the postcode plot of staff including travel information post-occupation
- Is 2016 the most recent survey available?
- 3.5.2 has an incomplete sentence
- Update the bike hire information to ensure the relevant companies are listed.
- All surveys should be analysed and submitted to Oxfordshire County Council within one month of survey completion.
- Please provide more information on how active travel will be promoted for the evening events.
- Information could be provided on the Oxford e-scooter trial
- Add a commitment that "Once it has been approved, any changes to the Travel
- Plan, in particular the targets, must be made in agreement with the Travel Plans
- Team at Oxfordshire County Council.
-

Reason: To encourage the use of sustainable modes of transport in accordance with Policy M5 of the Oxford local Plan 2036.

25. Prior to first occupation a Delivery Service Plan and Events Management Plan shall be submitted to and approved by the Local Planning Authority. The events management plan shall include details of how taxis, performers and those working the events and their associated equipment shall be managed.

Reason: In the interest of Highway Safety and neighbour amenity in accordance with Policies M1 and RE7 of the Oxford Local Plan 2036.

26. A Construction Traffic Management Plan should be submitted to the Local Planning Authority and agreed prior to commencement of works. This should identify among others state; the routing of construction vehicles, access arrangements for construction vehicles, Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours to minimize the impact on the surrounding highway network.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times in accordance with policies M1 and RE7 of the Oxford Local Plan 2036.

27. Noise emitted from plant and equipment located at the site shall be controlled such that the rating level, calculated in accordance with BS4142 2014, does not exceed a level of 5dB below the existing background level, with no tonal element to the plant.

Reason: To ensure that the amenities of occupiers of other premises in the vicinity are protected in accordance with Policies RE7 and RE8 of the Oxford Local Plan.

28. Prior to commencement of the development hereby approved, a construction management plan shall be submitted to and approved in writing by the Council. Details shall include control measures for dust, noise, vibration, lighting, delivery locations, restriction of hours of work and all associated activities audible beyond the site boundary to 07:00 – 18:00 Monday to Friday daily, 08:00 – 13:00 Saturdays No works to be undertaken on Sundays or bank holidays, advance notification to neighbours and other interested parties of proposed works and public display of contact details including accessible phone contact to persons responsible for the site works for the duration of the works. Approved details shall be implemented throughout the project period.

Reason: To ensure that the amenity of occupiers of surrounding premises is not adversely affected by noise, vibration, dust, lighting or other emissions from the building site in accordance with Policies RE7 and RE8 of the Oxford Local Plan 2036.

29. Prior to the commencement of development, a scheme of ecological enhancements shall be submitted to, and approved in writing by, the Local Planning Authority to ensure an overall net gain in biodiversity will be achieved. The scheme will include details of bat and bird boxes to be installed, including dedicated swift boxes.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and Policy G2: Protection of biodiversity and geo-diversity of the adopted Oxford Local Plan 2036.

30. A Landscape and Ecological Management Plan (LEMP) shall be submitted to, and be approved in writing by, the Local Planning Authority prior to occupation.

- i. The content of the LEMP shall include the following:
 - b. Description and evaluation of features to be managed, both on and off-site;
 - c. Ecological trends and constraints on site that might influence management;
 - d. Aims and objectives of management;
 - e. Appropriate management options for achieving aims and objectives;
 - f. Prescriptions for management actions;
 - g. Preparation of a work schedule (including an annual work plan capable of being rolled forward over a five-year period);
 - h. Details of the body or organization responsible for implementation of the plan; and
 - i. Ongoing monitoring and remedial measures.

The LEMP shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery. Long-term management shall be for a minimum of 30 years.

The plan shall also set out (where the results from monitoring show that conservation aims and objectives of the LEMP are not being met) how contingencies and/or remedial action will be identified, agreed and implemented so that the development still delivers the fully functioning biodiversity objectives of the originally approved scheme. The approved plan will be implemented in accordance with the approved details.

Reason: The prevention of harm to species and habitats within and outside the site during construction in accordance with Policy G2: Protection of biodiversity and geo-diversity of the adopted Oxford Local Plan 2036.

31. Notwithstanding the Town and Country Planning (Use Classes) Order 1987 (as amended) or any order amending or re-enacting those provisions the areas shown on the approved plans to be used as a concert hall, experimental laboratory and café shall remain open to the public for those uses as approved unless agreed otherwise in writing by the Local Planning Authority.

Reason: To ensure that the public benefits are secured and to secure public access in line with Policy DH3 of the Oxford Local Plan

Informative

1. The applicant should note that the County council has committed funding to deliver improvements to the Woodstock Road between Green Templeton

College and Wolvercote Roundabout planned to be delivered 2023. Early-stage plan proposals were recently publicly consulted upon. As part of the proposals, applicant is advised that the County council is looking to reduce on-street parking provision on Woodstock Road in the vicinity of the site. Initial discussions between the County council and relevant local parties are underway. The County council is also currently in discussions with local stakeholders around advancing measures to promote active travel in the adjacent Jericho and Walton Manor area. Details of any scheme are not developed at this point and are dependent upon suitable funding, and wider strategic fit.

2. Removal of any buildings or vegetation shall be undertaken outside of the bird nesting season (March to August inclusive). If this is not possible, then a suitability qualified ecologist shall check the areas concerned immediately prior to the commencement of clearance works to ensure no nesting or nest-building birds are present. If any nesting activity is confirmed, no clearance will be permitted within the area until the birds have fledged and the nest is considered inactive.
3. The proposed planting includes a non-native Oak species: *Quercus frainetto*. Restrictions on the import of most species of oak into England were introduced in 2018 to protect native trees from the threat of Oak Processionary Moth. The applicant must obtain any Oak in accordance with the relevant regulations, including those set out in The Plant Health (England) (Amendment) (No. 3) Order 2018.

14. APPENDICES

- **Appendix 1** – Site location plan

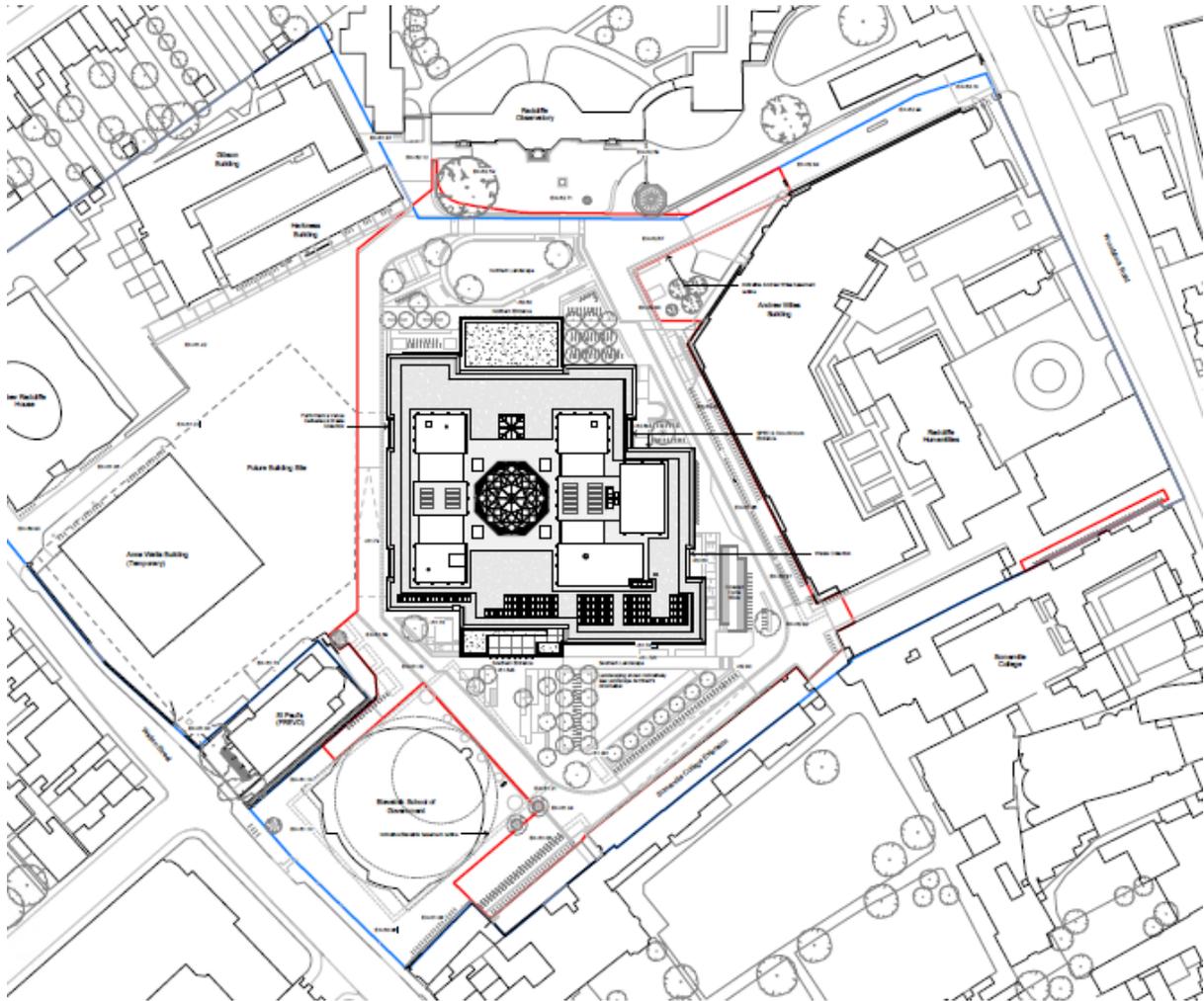
15. HUMAN RIGHTS ACT 1998

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

16. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

Appendix 1 – Proposed Site Plan – Radcliffe Observatory Quarter



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OXFORD CITY PLANNING COMMITTEE

8th March 2022

Application number: 21/03328/OUTFUL

Decision due by 4th March 2022

Extension of time 25th March 2022

Proposal Hybrid application: Full planning application for the demolition of the existing Northfield Hostel buildings and erection of 2no. 4 storey buildings to provide 51 dwellings (Use Class C3). Provision of new pedestrian and vehicular accesses, vehicular and bicycle parking, landscaping, amenity space, refuse storage and noise attenuation works. Outline planning application for the erection of up to 10 dwelling houses (Use Class C3) on former playing field to the east of the existing Northfield Hostel buildings. All matters reserved except scale and access.

Site address Northfield House, Sandy Lane West, Oxford, Oxfordshire – see **Appendix 1** for site plan

Ward Littlemore Ward

Case officer Jennifer Coppock

Agent: Mr Alban Henderson **Applicant:** Mr Stuart Moran

Reason at Committee Major development

1. RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 13 of this report and grant planning permission; subject to:

- the satisfactory completion of a legal agreement under section.106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended heads of terms which are set out in this report; and

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

- Finalise the recommended conditions as set out in this report

including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and

- Finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and
- Complete the section 106 legal agreement referred to above and issue the planning permission.

2. EXECUTIVE SUMMARY

- 2.1. This report considers the hybrid proposal for a total of 61 residential units (51 flats on the former Northfield Hostel site submitted in full and up to 10 houses on the adjacent former playing field submitted in outline with all matters reserved except for scale and access). The site, which lies to the north of Sandy Lane West and immediately south of the Eastern by-pass (A4142), has been allocated for residential development within the Oxford Local Plan 2036. Officers consider that the proposed development would provide high quality design both in appearance and place-making that would contribute towards meeting the housing need in Oxford. The 51 units would be 100% affordable (84% of the whole site), providing an appropriate mix. The development would have an appropriate relationship with the site itself and the surrounding context. It would provide improved connectivity through highways works including a pedestrian crossing and marked advisory cycle lanes along Sandy Lane West that would encourage sustainable modes of transport. There would be no harm to the highway network as a result of traffic generation. The development would result in a net gain in tree canopy cover through new and retained soft landscaping.
- 2.2. There would be no harm to any identified protected species and off-setting to meet biodiversity net gain can be secured by legal agreement. The development would be of sustainable design and construction, achieving far in excess of the 40% carbon reduction requirement. Car parking would be low (16 spaces for the 51 flats including 1 shared car club space), with mitigation measures put in place to avoid over-spill parking within the surrounding area. Adequate cycle parking would be provided across the site, with details to be secured by condition. There would be no adverse flood risk & drainage, land contamination, noise pollution or air quality impact.
- 2.3. Subject to appropriately worded conditions and s106 legal agreement, the development would accord with all policies in the Oxford Local Plan 2036 and NPPF.

3. LEGAL AGREEMENT

3.1. This application is subject to a legal agreement to cover:

- Provision of affordable housing;
- Contribution towards the placement of double yellow lines within the immediately surrounding area;
- Contribution to provide a real time bus shelter screen;
- Contribution towards the expansion of household waste and recycling centres;
- Biodiversity net-gain offsetting.
- Public accessibility of pocket park.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1. The proposal is liable for CIL to the amount of £646,940.74.

5. SITE AND SURROUNDINGS

- 5.1. The application site comprises the former site of Northfield Hostel (a vacant two storey pitched roof building) and dis-used sports pitch, accessed off Bampton Close, a residential cul de sac. The site is bound by the Eastern by-pass to the north and Sandy Lane West to the south.
- 5.2. The hostel site is largely bound and characterised by mature trees to the north, east, south and west which provide a buffer between the current buildings onsite and the surrounding roads. Mature trees also partly form the boundary of the sports pitch, however there are a number of gaps in coverage fronting Bampton Close and the Eastern by-pass.
- 5.3. The site contains no listed buildings or other designated heritage assets, and does not lie within, or near to, a Conservation Area. Furthermore, the existing buildings on site are not considered to be of historic or architectural interest.
- 5.4. Surrounding land uses include a single storey Cadet hut to the west, a low-rise residential cul-de-sac of two storey dwelling houses to the east. Nuffield Business Park lies to the south on the opposite side of Sandy Lane West, consisting of one and two storey commercial buildings.
- 5.5. The site lies within flood zone 1 (lowest probability of flooding). The site is not subject to any specific planning policy constraints.
- 5.6. The site has been allocated for residential development in the Oxford Local Plan 2036.

- 5.7. Oxfordshire County Council currently own the application site. However, in August 2020, following a period of negotiation between the City and County Councils, Oxfordshire County Council (Cabinet, 18th August 2020) resolved to agree the disposal of part of the site to Oxford City Council upon the grant of planning permission for redevelopment for affordable housing. Subsequently, in September 2020, Oxford City Council (Cabinet, 9th September 2020) resolved to agree the purchase of the Hostel part of the site from the County Council as part of its on-going programme to bring forward the development of new affordable homes.

See site location plan below:

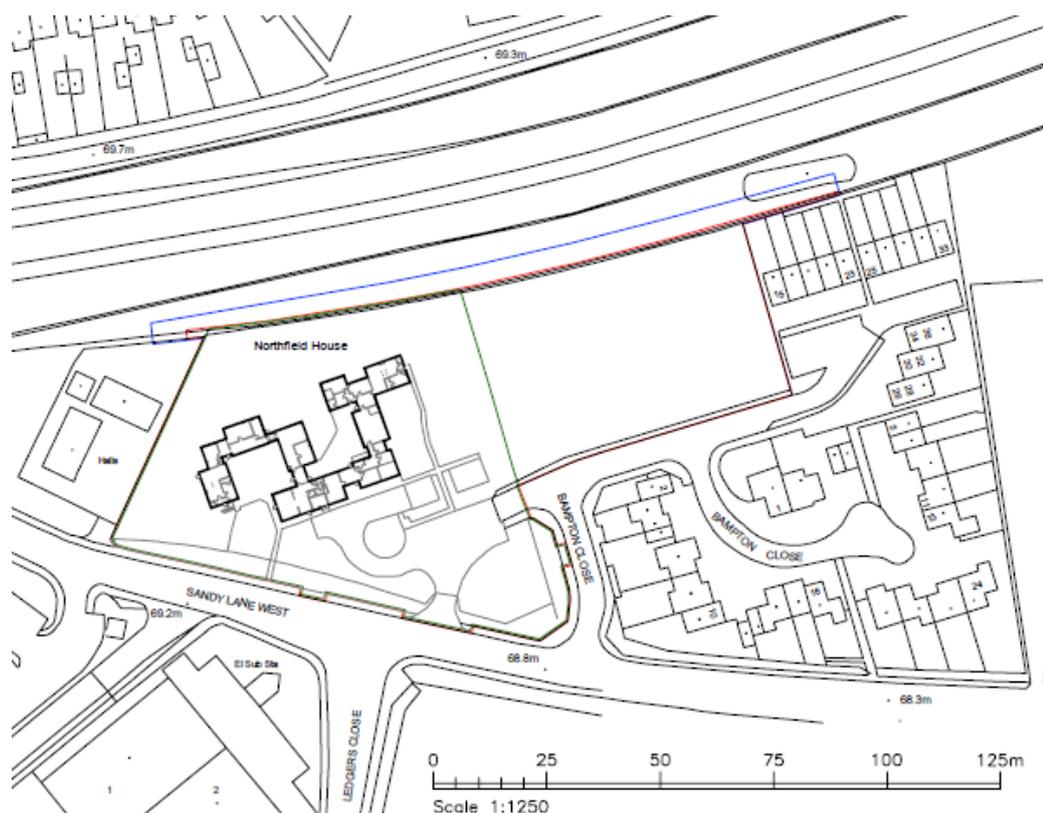


Figure 1. Site location plan; green line denotes the part of the application made in full and the red line outlines the complete site.

6. PROPOSAL

- 6.1. This hybrid application proposes the demolition of Northfield Hostel and erection of two blocks at 4 storeys, comprising 51 affordable flats. The main vehicular access would be taken from Bampton Close with a new emergency and refuse vehicle and pedestrian access created off Sandy Lane West. Emergency and refuse vehicles would exit the site from Bampton Close to avoid the need to turn within the site. Vehicular parking would be provided off and on-street and cycle parking would be provided both within the apartment blocks and secure storage within the shared amenity space.
- 6.2. The existing sports pitch, subject to the outline application (with all matters reserved except for scale and access), would be redeveloped to provide

up to 10 market dwellinghouses fronting Bampton Close, varying in height from 2 to 3 storeys. 1no. off-street vehicular parking space would be provided for each property.

- 6.3. The agreement, referred to above at paragraph 5.7, between the County and City Councils is predicated on the basis that the affordable housing provision delivered by the redevelopment of the hostel part of the site would satisfy the Local Plan affordable housing policy requirement arising from the redevelopment of the sports pitch part of the site for open-market housing, hence the submission of a hybrid application encompassing the hostel and sports pitch sites. Oxford City Housing Limited (OCHL) intend on delivering the proposed housing on the hostel part of the site shortly following the grant of planning permission. However, the County Council has not finalised what exactly would be delivered on the sports pitch, so have instead set parameters in relation to scale and access only with remaining details to be determined at a later date.

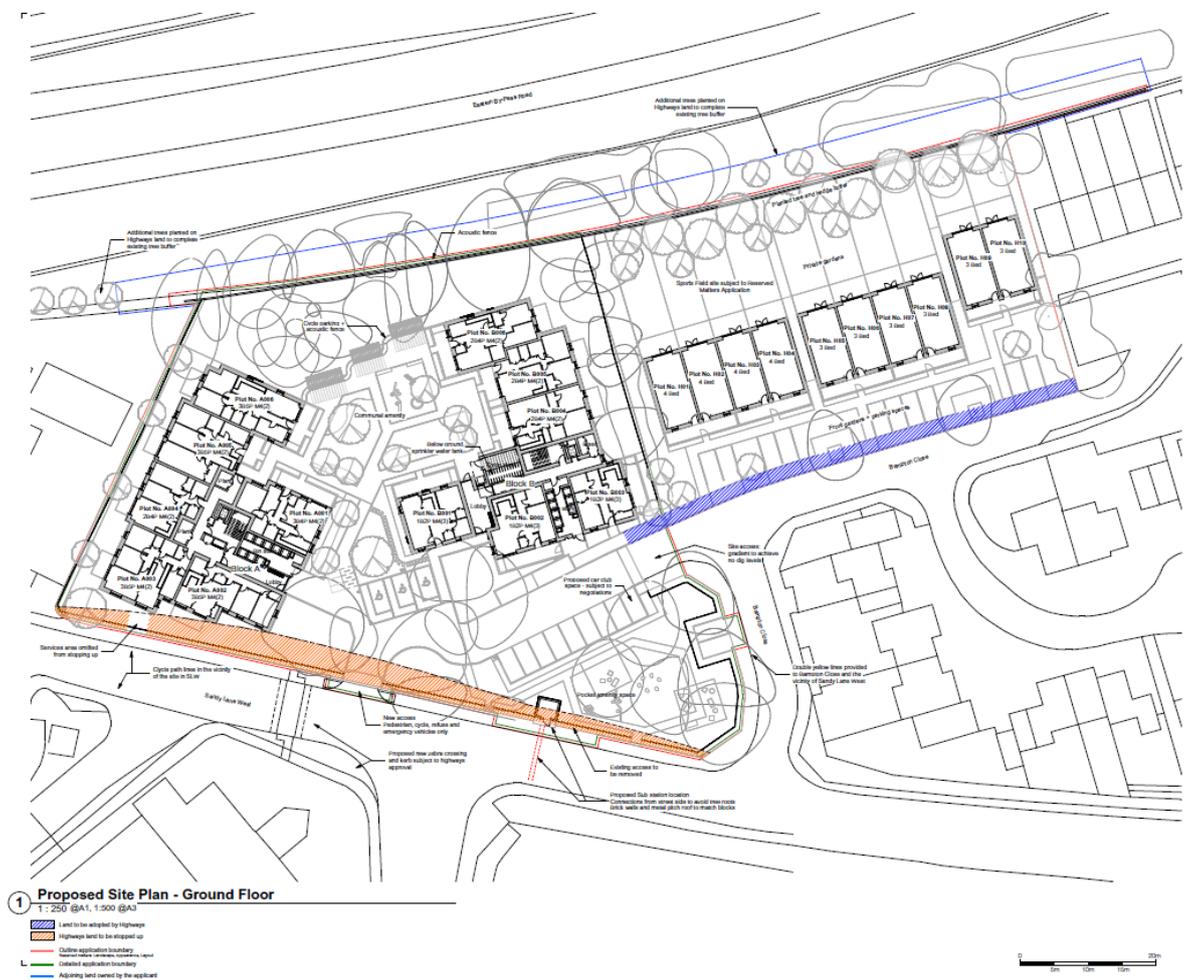


Figure 2. Proposed site plan

7. RELEVANT PLANNING HISTORY

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

<p>71/00665/M_H - Proposed hostel for senior maladjusted boys. Approved 25th October 1971.</p> <p>73/00430/M_H - Additional games room and car port. Approved 22nd May 1973.</p> <p>74/00125/SON_H - Erection of games shed. Approved 26th June 1974.</p> <p>75/00693/SON_H - Erection of hostel for 12 senior maladjusted girls, wardens house, 2 staff flats and garage. Relocation of existing portable games room. Temporary permission 27th February 1976.</p> <p>85/00679/PN - Construction of new depot with 2.3m high boundary walls for the Education School Playing Field Service, formation of new access road to serve both new development and Northfield House, close existing access to Northfield House. Approved 8th August 1986.</p>
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Pre-application advice and Oxford Design Review Panel (ODRP) feedback

Pre-application advice

- 7.2. Extensive pre-application engagement took place throughout 2020 and 2021. During that time, the most substantial amendments to the scheme include the reduction in the maximum height of the flats from 6 storeys down to 4 with a resultant reduction in the number of flats from 83 to 51. Previously, a number of flats had an outlook directly onto the Eastern-bypass which was considered unacceptable in terms of visual amenity, noise pollution and air quality. Further, a number of upper floor flats had an obscured outlook and would have received unacceptable overshadowing due to their close proximity to mature tree canopy. The facades now directly facing the by-pass are blank and the blocks have been re-orientated to increase distance from the retained tree canopies. Following tree officer concerns, a greater number of trees are to be retained on site with new planting proposed to supplement the existing canopy cover.
- 7.3. The proposed dwellinghouses on the former sports pitch site were not incorporated into the scheme until 2021 following an agreement by the County Council to dispose of part of the site to OCHL whilst retaining the option of developing market housing, as set out above. This part of the scheme was originally proposed as a terrace of 10 units of 2 and 3 storeys. The 4no. 3 storey units were interspersed throughout the terrace. Following pre-application advice that this arrangement would be overbearing to existing neighbours fronting Bampton Close, the dwellings

are now graded from 2 storeys adjacent to the existing Bampton Close properties increasing to 2.5 storeys and then 2no. 3 storey units fronting the Bampton Close access road and adjacent to the proposed 4 storey flats, which is considered to respect the context of the surrounding area.

ODRP

- 7.4. In June 2021, an ODRP workshop was held (please see appendix 2). The panel advised that the buildings and public open spaces should be orientated and opened up to the south, however this was difficult to achieve due to the significant tree cover on site and the need to retain this infrastructure. Further, opening up the public amenity spaces to the south would result in locating the buildings further towards the Eastern by-pass with an increase in noise levels, air pollution and less desirable outlook over the busy road for prospective residents when inside their homes as well as increasing the number of single aspect units. It was therefore agreed that, on balance, retaining the general orientation was the most reasonable approach providing that the units and outdoor amenity space would meet BRE standards.
- 7.5. The panel also encouraged that public spaces for the wider community were provided. The pocket amenity space located to the south east of the site, with its informal play equipment, would be accessible to local residents from the surrounding area.
- 7.6. Inset balconies were recommended to provide better shelter and privacy, in addition to a clearer articulation of the elevations. Inset balconies are now successfully incorporated into the scheme.
- 7.7. Following the workshop, the tree planting strategy has been simplified as advised, however a final landscape plan would be conditioned as set out below in more detail to ensure that native and appropriate species are planted to suit the size and character of the site.
- 7.8. The panel advised that a lighting strategy is required, including the journey from the bus stop to the site. A lighting strategy for the site would be conditioned, however having assessed the existing street lighting along Sandy Lane West, the provision on both sides of the road is considered sufficient to allow for surveillance and a safe route for pedestrians and cyclists. It is therefore deemed unreasonable to require a strategy for the journey from the bus stop to the site as suggested by ODRP.
- 7.9. The pre-application scheme featured entrance points facing the courtyard rather than the Bampton Close access and parking area, raising concerns amongst the panel that the site would not feel safe and opportunities for the community to come together on a daily basis would be diminished. In addressing this, the applicant relocated entrance points to face out onto Sandy Lane West and rearranged internal layouts to locate living rooms off the communal courtyard to encourage surveillance, the opening up of the spaces and opportunities for residents to gather and communicate.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents	Neighbourhood Plans:
Design	126-136	DH1 - High quality design and placemaking DH7 - External servicing features and stores		
Conservation/ Heritage	189-208	DH4 - Archaeological remains		
Housing	119-125	H2 - Delivering affordable homes H4 - Mix of dwelling sizes H10 - Accessible and adaptable homes H14 - Privacy, daylight and sunlight H15 - Internal space standards H16 - Outdoor amenity space standards SP12 - Northfield Hostel AOC7 – Cowley Branch Line		
Natural environment	152-188	RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface G1 - Protection of Green/Blue Infrastructure G2 - Protection	Green Spaces TAN	

		<p>of biodiversity geo-diversity</p> <p>G7 - Protection of existing Green Infrastructure</p> <p>G8 - New and enhanced Green and Blue Infrastructure</p>		
Social and community	92-103	G5 - Existing open space, indoor and outdoor		
Transport	104-113	<p>M1 - Prioritising walking, cycling and public transport</p> <p>M2 - Assessing and managing development</p> <p>M3 - Motor vehicle parking</p> <p>M4 - Provision of electric charging points</p> <p>M5 - Bicycle Parking</p>	Parking Standards SPD	
Environmental	7-14, 119-125, 183-186.	<p>RE1 - Sustainable design and construction</p> <p>RE6 - Air Quality</p> <p>RE8 - Noise and vibration</p> <p>RE9 - Land Quality</p>	Energy Statement TAN	
Miscellaneous	7-14, 92-103, 114-118, 119-125.	<p>S1 - Sustainable development</p> <p>RE2 - Efficient use of Land</p> <p>RE5 - Health, wellbeing, and Health Impact Assessment</p> <p>RE7 - Managing</p>	External Wall Insulation TAN,	

		<p>the impact of development</p> <p>V8 – Utilities</p> <p>V9 - Digital Infrastructure</p> <p>AOC7 - Cowley Branch Line</p>		
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9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 10th December 2021 and an advertisement was published in The Oxford Times newspaper on 9th December 2021.

Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

- 9.2. Oxfordshire County Council Transport Development Control are happy to remove the objection to this application, which was made because *“The proposals do not satisfactorily provide for the needs of pedestrians and cyclists, which is contrary to paragraphs 110 and 112 of the National Planning Policy Framework”*.
- 9.3. Since the original objection, dated 31st December 2021, the applicant has made the following commitments and alterations to the scheme:
- Inclusion of a Zebra crossing and associated lining, high friction surfacing etc. as shown indicatively on their drawing no. 37512-GA-003 Rev. P02. To be delivered by S278 agreement. All other S278 works agreed as requested.
 - Means to enforce the one-way access for refuse and emergency vehicles only from Sandy Lane West, and on-site turning space, as shown indicatively on their drawing no. 37512-GA-004 Rev. P02
 - Agreement to the S106 Obligations as requested
 - Agreement to the Planning Conditions as requested
 - Confirmation of the provision of EV charging infrastructure
 - Agreement in principle to the inclusion of one car club space. This will help to reduce the need for private car ownership.

Oxfordshire County Council (Drainage)

- 9.4. No objection, subject to conditions.

Oxfordshire County Council (Education and Property)

- 9.5. Based on the housing mix provided, the proposed development is estimated to generate:

- 3 additional nursery pupils requiring funded early education places
 - 13 additional primary school pupils
 - 11 additional secondary school pupils (including sixth form)
 - 0.3 additional pupils requiring special school provision.
- 9.6. Mainstream schools serving the area would be expected to have sufficient capacity to accommodate the expected pupil generation from the proposed development. There is an existing shortage of special education provision, but the scale of expected pupil generation from the proposed development would not directly have a significant impact on such provision. As such, no S106 contributions are required.

Oxfordshire County Council (Waste Management)

- 9.7. No objection, subject to S106 contributions to enable the expansion and efficiency of Household Waste Recycling Centres.

Thames Water Utilities Limited

- 9.8. No objection with regards to water or waste. However, care needs to be taken when designing new networks to ensure they don't surcharge and cause flooding. In the longer term Thames Water, along with other partners, are working on a strategy to reduce groundwater entering the sewer network. Thames Water would advise that with regard to water network and water treatment infrastructure capacity, they do not have any objection to the planning application. Thames Water recommends the following informative be attached to this planning permission: *Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.*

Sport England

- 9.9. No objection. This application relates to the loss of existing playing fields and/or the provision of replacement playing fields. It therefore needs to be considered against exception 4 of Sport England's policy, which states:

'The area of playing field to be lost as a result of the proposed development will be replaced, prior to the commencement of development, by a new area of playing field:

- *of equivalent or better quality, and*
- *of equivalent or greater quantity, and*
- *in a suitable location, and*
- *subject to equivalent or better accessibility and management arrangements.'*

- 9.10. The development of the new Orion Academy's sports facilities (County Council reference: R3.0010/20) with a community use agreement to mitigate the loss of the playing field which is the subject of this

development would meet Sport England's planning policy exception E4 above.

Historic England

- 9.11. Do not wish to offer any comments. Suggested Officers seek the views of internal specialist conservation and archaeological advisers, as relevant.

Natural England

- 9.12. Natural England has no comments to make on this application.

Cyclox

- 9.13. Objection to the proposal for the following reasons:

- Transport Statement misleading as it downplays the hazard that cars pose to cyclists along Sandy Lane West.
- Cycle infrastructure for school age children from Sandy Lane West to Blackbird Leys Road should be incorporated.
- The proposed advisory painted cycle lanes are not sufficient.
- Car club spaces should be incorporated into the scheme.

Littlemore Parish Council

- 9.14. Objects to the proposal on the following grounds:

- The number and height of the development is excessive for the location and would be intrusive on the homes of existing residents of Bampton Close.
- The proposed access off Bampton Close would lead to safety risks for pedestrians.
- Limited on-site parking spaces would lead to overspill parking in the surrounding streets.
- Resultant increased volume of traffic would lead to road safety issues along Sandy Lane West.
- Local public transport should be improved and maintained.
- The provision of safe cycle lanes along Sandy Lane West needs to be guaranteed.
- Local infrastructure e.g. doctor's surgery, highways improvements etc. needs to be improved to accommodate new development within Littlemore parish.
- Potential surface water drainage and sewerage issues.
- Ecological, noise pollution and air quality issues would arise from the loss of trees.

Environment Agency

- 9.15. Do not wish to make comments.

Public representations

- 9.16. 36 local people made individual comments on this application from addresses in Peacock Road, David Nicholls Close, Bampton Close, Spring Lane, Broadfields and Oxford Road. In addition, a petition was signed by 150 local residents from Bampton Close, Spring Lane, Sandy Lane West, Broadfields, Costar Close and Little Field.
- 9.17. In summary, the main points of objection (186 residents) were:
- Overdevelopment of site.
 - Height of proposed buildings leading to loss of privacy and daylight.
 - Lack of on-site parking leading to overspill into surrounding streets.
 - Highways safety and traffic congestion.
 - Ecological enhancements required.
 - Noise and air pollution would increase.
 - Loss of trees.
 - Insufficient open space proposed for residents.

Officer response

- 9.18. All of the above points are addressed within section 10 of this report.

10. PLANNING MATERIAL CONSIDERATIONS

- 10.1. Officers consider the determining issues to be:

- a. Principle of development
- b. Affordable housing
- c. Self-build homes
- d. Design
- e. Archaeology
- f. Living conditions
- g. Impact on neighbouring amenity
- h. Highways
- i. Air Quality
- j. Sustainable design and construction
- k. Noise
- l. Land Quality
- m. Trees
- n. Drainage
- o. Ecology
- p. Utilities

a. Principle of development

- 10.2. The application site has been allocated for residential development as part of policy SP12 of the Oxford Local Plan 2036. The policy states that the site has capacity for a minimum of 30 homes, however planning

permission would only be granted if Oxfordshire County Council can demonstrate that the site is no longer needed for a school and hostel.

- 10.3. Local Plan Policy G5 seeks to protect existing open space, sports and recreational buildings and land. Existing open space, indoor and outdoor sports and recreational facilities should not be lost unless:
- a) *an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or*
 - b) *the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or*
 - c) *the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use.*
- 10.4. Before its closure in 2014, the hostel historically provided accommodation during the week for pupils attending Northfield School, Knights Road. The adjacent sports pitch formed part of the site, available for use by the school pupils. In June 2020, Oxfordshire County Council granted planning permission for the: *Construction of new school building with associated hard and soft landscaping, car parking, all weather playing courts, grass sports pitch, playing fields, running track and infrastructure to provide specialist provision for pupils with special educational needs in relation to social, emotional and mental health and demolition of existing school buildings on completion.* (County Ref: R3.0010/20, City Council Ref: 20/00302/CC3).
- 10.5. The proposal incorporated two all-weather hard play courts to provide for a wide selection of sports. A large grass playing field and running track was also provided in line with Sport England and Department for Education requirements. As well as serving the new Northfield school, now called 'Orion Academy' at Knights Road, public access to these new community facilities was considered by County Council officers and Sport England, at the time of determining the above application, to compensate for the loss of the grass sports pitch at the application site. Condition 7 of the planning permission required the submission of a community use agreement – applied to the artificial grass pitch, the Multi Use Games Area (MUGA) and the playing fields, as well as other ancillary facilities – within 6 months of the handover of the new building. The condition was attached to ensure safe community access to the sports facilities, ensuring sufficient benefit to the development of sport in the local area.
- 10.6. In response to this current application, Sport England has commented that the development of new Northfield school's sports facilities with a community use agreement, mitigates the loss of the playing field at this application site and therefore raise no objection. In addition, Officers consider that the re-provision of sports facilities at Knights Road would satisfy criteria b) of Local Plan policy G5.

- 10.7. In light of the above, it is considered that the redevelopment of the site for residential development is acceptable in principle with regards to the replacement school and community sports facilities on Knights Road, Blackbird Leys in accordance with policies SP12 and G5.
- 10.8. In addition to policy SP12, the site is also located within the Cowley Branch Line Area of Change (Local Plan policy AOC7). The policy requires new developments within the area to take opportunities to deliver, where relevant, an enhancement of existing tree cover, an efficient use of land through the intensification of existing sites and improved connectivity between different parts of the area. The policy sets out a number of additional requirements that are not considered relevant to this application site.
- 10.9. Taking each of the above in turn, it is considered that the proposed development would deliver an enhancement of existing tree cover as it has been demonstrated by the applicant, within the submitted Tree Canopy Cover Assessment, that the baseline canopy cover would increase by 60% after 25 years with development, compared to a 32% increase without development taking place. The implications of the proposal with regards to trees is set out in more detail below.
- 10.10. With regards to making efficient use of land, the NPPF sets out the presumption in favour of sustainable development and the Core Principles encourage the efficient use of previously developed land. Policies S1 and RE2 of the Oxford Local Plan 2036 are consistent with this approach. Policy RE2 requires that development proposals must make best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford. The development proposal must have a density appropriate for the proposed use, with an appropriate scale and massing, maximise the appropriate density with a built form and site layout appropriate to the capacity of the site. It is considered that the proposal would make more efficient use of the sustainable, partly brownfield site by providing up to 61 new residential dwellings with associated amenity space whilst responding effectively to the site and surrounding area, as expanded on within the design section of this report.
- 10.11. In terms of the improvement of connectivity, the proposed enhancement of cycle infrastructure and the provision of a new pedestrian crossing would connect the site to the surrounding area in a safe and convenient manner for pedestrians and cyclists as sustainable modes of transport. Again, these matters are set out in more detail below.
- 10.12. It is considered therefore that the principle of the proposal would accord with the requirements of Local Plan policies AOC7, S1 and RE2 and the NPPF.

b. Affordable housing

- 10.13. The need to provide 50% on-site affordable housing is triggered (with 80% being social rented and 20% being intermediate), in accordance with policy H2 of the Oxford Local Plan 2036. As set out above, the 51 flats would all be affordable, equating to 84% of the dwellings on site and therefore exceeding the policy requirement. 27 of the flats would be social rented units (rent calculated using the formula as defined in the Rent Standard Guidance of April 2020) with the remainder being intermediate (housing at prices and rents above those of social rent, but below market or affordable housing prices or rents). The units would be managed by Oxford City Housing Limited (OCHL). Given that the overall affordable housing provision significantly exceeds the requirements of policy H2, it is considered that the schemes provision of 53% social rented units (when basing calculations on the 51 affordable flats) is acceptable. For clarity, in usual circumstances, the scheme would need to provide 30 affordable units with 24 being social rented. Therefore, the proposed social rented element still exceeds the requirements of policy H2.
- 10.14. Local Plan Policy H4 sets out the appropriate mix for the affordable housing element on sites of 25 or more homes or on sites of 0.5ha or more, copied below:

Local Plan mix	Proposed mix
1 bedroom homes - 20-30%	1 bedroom homes – 35%
2 bedroom homes - 30-40%	2 bedroom homes – 55%
3 bedroom homes - 20-40%	3 bedroom homes – 10%
4+ bedroom homes - 8-15%	4+ bedroom homes – 0%

- 10.15. Whilst the proposed mix departs from the requirements of policy H4, the Council's Housing Strategy and Needs Manager has confirmed, as set out at appendix A of the submitted Planning Statement, that the 51 new affordable homes would provide a good mix of one to three bed flats to meet the needs of singles, couples and families. The 27 rented units of one, two and three beds would provide flats to meet the acute needs of people on the Housing Register in particular. The one and two bed flats of shared ownership tenure would also meet a need, whilst ensuring that these are affordable to working households.
- 10.16. Further, during the determination of the application, it was made clear to officers by the Housing Strategy and Needs Manager that the proposed mix best meets the Council's housing needs as the Housing Needs Team are currently in most need of 1 and 2 bed units. A flatted scheme is also considered most appropriate on this site with smaller dwellings and less child density working well on this constrained site. It was also considered

that other sites coming forward within the affordable housing programme e.g. Barton Park, would be able to lean towards providing a greater number of larger units given the less constrained nature of Barton Park.

- 10.17. It is therefore considered that the proposed mix of affordable units is acceptable.
- 10.18. Planning Committee should note that after 28th March 2022 any application providing affordable housing will be required to provide for First Homes. This would alter the required tenures of the affordable housing as proposed in the Oxford Local Plan. A minimum of 25% of all affordable housing units would need to be First Homes either on site or a financial contribution for provision elsewhere. Once a minimum of 25% of the affordable housing has been attributed to First Homes, based on viability work that has been carried out by the planning policy team and external consultants, it has been demonstrated that the tenure mix following 28th March would likely be approximately 40% social rented, 25% First Homes and the rest intermediate (likely shared ownership). Therefore if Committee is minded to approve the application and the permission is not issued by 28 March 2022, the tenure and mix will need to be adjusted to meet this requirement as well as the wording of the S106 agreement to ensure compliance with the terms of First Homes as set out by Government (including a cap on cost at £250,000, local eligibility criteria and securing in perpetuity).

c. Self-build homes

- 10.19. On residential sites of 50 units or more, 5% of the site area developed for residential should be made available as self-build plots in accordance with Local Plan Policy H7. Such plots are to be within the 50% market housing on a site. The policy continues that residential development on brownfield sites where only flatted development is provided are excluded from this requirement. Given that the development, proposed in full, comprises an affordable flatted scheme on brownfield land, policy H7 does not apply in this instance. When considering the part of the scheme that is proposed in outline, 5% of the maximum 10 dwellinghouses proposed would equate to 0.5 units. It is therefore considered that the scheme is not appropriate for self-build plots and the requirement is not triggered in accordance with policy H7.

d. Design

- 10.20. The NPPF makes it clear that the purpose of planning is to help achieve sustainable development (Section 2), and that design (Section 12) and effects on the natural environment (Section 15) are important components of this.
- 10.21. Section 11 of the NPPF notes in paragraph 124 that in respect of development density the considerations should include whether a place is well designed and “the desirability of maintaining an area’s prevailing character and setting...or of promoting regeneration and change”.

- 10.22. Paragraph 130 of the NPPF states that decisions should ensure that developments will a) function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development; b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping; c) are sympathetic in local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities); d) establish or maintain a strong sense of place to create attractive, welcoming and distinctive places and e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public open space) and support local facilities and transport networks; and f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.
- 10.23. Local Plan Policy DH1 requires developments to demonstrate high quality design and placemaking.
- 10.24. In terms of the proposals response to the site and surrounding context, it is considered that, when taken together, the dwelling houses on the playing field site would successfully complete the urban form of Bampton Close while locating the blocks of flats within the former hostel site. When seen from local viewpoints, the proposal would achieve a comfortable relationship with the tree-line and the surrounding residential context, grading up gradually from two storeys on Bampton Close to four storeys (17m to ridge height, 10m to the eaves) on the former hostel site. The pitched roofs with chimneys are appropriate in the context of Littlemore and neighbouring residential properties.
- 10.25. The dwelling house plots within the sports pitch, for which outline permission is sought with all matters reserved except for scale and access, are considered well designed with plots located away from the Eastern Bypass, gardens provided to the rear and off-street parking located close to the accommodation. The short terraces reflect the local character. The blocks of flats within the hostel site are also well designed, breaking down the massing with accommodation pointing away from the Eastern Bypass.
- 10.26. Following pre-application advice, the proposed ground floor flats are now accessed from the communal amenity space, and building entrances for upper floor apartments are on the street elevations of the buildings with surveillance from the public realm. The pocket amenity space activates the South East corner of the site which would otherwise not be under any surveillance as it is separated by the parking area.
- 10.27. In terms of the scheme's built form, the strategy of breaking down massing into smaller blocks with subtle changes in brick tone and pitched roofs is successful, referencing the neighbouring Bampton Close and housing in Littlemore more generally. Contemporary dormers and chimneys give further interest to the roofscape. The inset balconies, brick

recesses in the facade and contemporary gutter detail on the roof help to simplify the form of the buildings and reduce additional elements on the facade. Decorative brick detailing adds depth and visual interest to the gable ends.

- 10.28. The proposed palette of materials is limited, with the intention that this would allow for a higher quality finish. The chosen red, brown and buff brickwork is considered to relate appropriately with the surrounding context. The pitched roofs and dormers are proposed to be standing seam black zinc. The proposed palette is considered appropriate for the site and surrounding context, however to ensure a sympathetic appearance, sample panels would be required by condition.
- 10.29. Roof mounted solar panels are proposed in order to achieve the applicant's required carbon emission reduction, in excess of the Local Plan policy requirement. To ensure that the solar panels are successfully integrated into the roofscape, a condition would be imposed to require detailed specifications and large scale drawings of the panels prior to the commencement of development. The condition would also stipulate that the panels would be matched to the colour of the roof.
- 10.30. Where Block B is close to the eastern boundary, privacy screens would shield the proposed dwellinghouses. The currently proposed slatted forms are considered heavy and institutional and therefore, if permission is granted, a condition would be attached to seek an alternative, more decorative, design for these features.
- 10.31. The design rationale relating to boundary treatments is to retain the existing character. The boundary delineating the hostel site and Sandy Lane West would be replaced by a galvanised powder coated steel railing at 1.8m in height to match the existing. The metal railings to the east and west would be retained and repaired. The close timber boarded acoustic fence to the rear (north) of the entire site would vary in height from 3m to 4.5m, as set out below in more detail within the noise section. The acoustic fence would be detailed to the specialist acoustic consultant specifications. To ensure that the boundary treatments are appropriate, details would be conditioned.
- 10.32. With regards to movement throughout the site, it is positive that the vehicular parking is generally concentrated in one place close to the site entrance. During the determination of the application, 1no. parallel parking space was removed from the scheme as Officers considered that it overly dominated the entrance of block B and obstructed the entrance to the communal bin store, resulting in a congested public realm. The overall number of parking spaces is still considered acceptable as set out in more detail within the highways section below. The cycle parking is well situated to increase usage and passive surveillance of the communal amenity space, again these matters are detailed further within the highways section below.

- 10.33. Turning to the landscaping and play space strategy, the hard landscaping has been pared back following pre-application advice and now includes permeable block paving for the parking and access areas with increased areas of adjacent soft landscaping. Moving into the central courtyard, the hardstanding transitions into a resin bound gravel to signal the move to a more private space for residents only. The play provision would be integrated into the wider landscape, within the courtyard and amenity pocket park within the south east corner of the site. The equipment would be mostly constructed from timber or consist of natural elements such as boulders and stepping logs.
- 10.34. Following capacity checks with SSE, a new electricity sub-station would be required to serve the proposed development. The sub-station would be located within existing highways land to the south east of the site that would be 'stopped-up' if the development is implemented. The sub-station would be of simple brick form with a dual pitched roof finished in standing seam black zinc to match blocks A and B. The overall ridge height would be 4m with an eaves height of 2.4m. It is considered that this aspect of the scheme would be unobtrusive given its modest scale and would sit comfortably alongside the proposed development and within the street scene.
- 10.35. Taking into account all of the above, it is considered that the proposal's design complies with the NPPF and policy DH1 of the Oxford Local Plan 2036.

e. Archaeology

- 10.36. Local Plan Policy DH4 states that where archaeological deposits and features are suspected to be present (including upstanding remains), applications should include sufficient information to define their character, significance and extent of such deposits so far as reasonably practical

This application is of archaeological interest because the submitted archaeological evaluation in relation to the sports pitch has identified evidence of a previously unknown Roman domestic settlement of 2nd-4th century date, potentially associated with pottery manufacturing activity, previously recorded further to the east. A series of pits and ditches were recorded along with large fragments of Roman pottery suggesting nearby domestic activity. The hostel part of the site proved to be too constrained by standing buildings and services to facilitate trenching, therefore in order to accord with Local Plan policy DH4 a phased condition to secure post-demolition archaeological trial trenching followed by further mitigation would be imposed. The sports pitch part of the site would warrant a strip and record excavation of the development footprint, again secured by condition.

f. Living conditions

- 10.37. Policies H15 and H16 require new residential developments to provide acceptable indoor and outdoor living conditions. Policy RE7 seeks to ensure that the amenity of communities, occupiers and neighbours is protected.
- 10.38. Taking into account that the proposed dwelling houses, to be located on the sports pitch, are submitted in outline only, the indicative layouts are not assessed below but would be subject to scrutiny under any forthcoming reserved matters application.

Space standards

- 10.39. Policy H15 requires that all residential proposals comply with the Nationally Described Space Standard Level 1. As set out within the submitted 'dwelling type layout' drawings, the vast majority of the proposed flats exceed national space standards, with the remainder meeting these standards in compliance with the Local Plan.

Outdoor amenity space

- 10.40. Policy H16 requires all flats of 1 or 2 bedrooms to provide direct shared access to outdoor amenity space, with flats of 3 bedrooms or more to provide a private balcony or terrace of useable level space with a minimum dimension of 1.5 metres depth by 3 metres length, or, in the case of ground floor flats, direct access to a private garden or shared garden with some private space.
- 10.41. All of the proposed flats would have access to the communal gardens and in addition, all flats (including the 1 and 2 bed units) would be provided with a private balcony above ground floor level or a private area of amenity space at ground level, exceeding the space standards set out within policy H16.

Daylight/ sunlight

- 10.42. Care has been taken to minimise the number of single aspect dwellings, in order to maximise the level of daylight and sunlight into each unit. A very small proportion (3no. 1 bed and 1no. 2 bed) of units would be single aspect, due to the configuration of the proposed blocks. However, the multiple windows of these units would be orientated to the south and west meaning that occupants would receive afternoon and evening sun.
- 10.43. The originally submitted Daylight and Sunlight Assessment demonstrated that 48 rooms (32.7%) fell below the Average Daylight Factor (ADF). During the consideration of this application, amendments were made to increase the size and number of windows and rooflights, introduce apertures to the sides, and decrease the depth, of the in-set balconies in order to ensure that BRE standards were met within the vast majority of dwellings to provide an acceptable level of daylight and sunlight. The

amendments mean that now, only 14 rooms (16.7%) would fall below the threshold. 3 of the 14 failing rooms would be open-plan and where they fall short of the 2% ADF standard for kitchens, they would meet the 1.5% standard for living rooms. Therefore, the failings here are marginal.

- 10.44. It is considered that, on balance, the daylight/ sunlight into units as a whole would be acceptable taking into account that the vast majority of rooms within units would pass BRE standards.
- 10.45. With regards to the proposed outdoor amenity spaces, the majority of spaces would receive at least two hours of sunlight on 21st March as required by the BRE guide. Taking into account the constrained nature of the site (needing to orientate buildings away from the Eastern-bypass, the location of existing trees and the size of the site), it is considered that this is acceptable in this case.

Privacy

- 10.46. Throughout the development of the scheme, blocks A and B have been orientated and designed to avoid overlooking from apartments by angling balconies away from each other and increasing distance between directly facing windows and avoiding pinch points that were originally an issue at pre-application stage.
- 10.47. Taking into account all of the above, it is considered that the proposed internal and external living standards for prospective residents would be acceptable in accordance with Local Plan policies RE7, H15 and H16.

g. Impact on neighbouring amenity

- 10.48. Policy H14 of the Oxford Local Plan 2036 requires new development to provide reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Policy RE7 requires the amenity of neighbours to be protected with regards to visual privacy, outlook, sunlight, daylight and overshadowing and impacts of the construction phase. Policy RE8 seeks to control nuisance from noise.
- 10.49. Immediate neighbours of the site include; two storey semi-detached and terraced dwelling houses fronting Bampton Close to the east and south, single storey commercial units fronting Ledgers Close to the south of Sandy Lane West and single storey RAF cadet huts fronting Sandy Lane West lies immediately to the west.
- 10.50. The frontages of the proposed dwellinghouses (plots H1 – H10), to be located on the existing playing field, would sit between approximately 19.5m and 30m from the dwellings on the south side of Bampton Close and the blank side gable of plot H10 would sit approximately 2.6m away from no. 15 Bampton Close. Block B within the existing hostel site would be set approximately 31m west from the rear elevation of no. 2 Bampton Close.

- 10.51. With regards to the non-residential neighbours, the RAF cadet huts would sit between approximately 6.4m and 16.4m to the north-west of Block A. The nearest industrial unit at Ledgers Close would sit approximately 24m to the south of Block B.

Privacy

Bampton Close

- 10.52. Given the distance between the dwellings on Bampton Close and the proposed indicative dwellinghouses, as set out above, it is considered that the proposed development would not impact on neighbouring privacy. Furthermore, the closest elevation to the development at no.2 Bampton Close, is a blank gable with no side windows. Plot H10 would sit adjacent to 15 Bampton Close, however the indicative layout shows that the side elevation would be blank and therefore not lead to any overlooking onto this neighbouring property. This would be considered in more detail at reserved matters stage.
- 10.53. As above, Block B would be set approximately 31m to the west of the nearest property on Bampton Close with trees retained and new trees planted along the boundary of the hostel site, therefore partially screening the building. Block A would be positioned 78m to the west of the rear elevations of properties on Bampton Close and would be almost entirely screened by Block A as well as retained and new trees. Taking the distance and landscaping into account, it is not considered that the proposed development would result in overlooking or loss of privacy to neighbours.

RAF cadet hut

- 10.54. It is understood that the building is in operation between 19.30 and 21.30 on Mondays and Wednesdays only and given the nature of the buildings use, it is considered that the proposed development would not materially impact on the occupants of the building in this regard.

Ledgers Close

- 10.55. The nearest units to the application site would be set a considerable distance from the proposed buildings. Furthermore, the use of the buildings are a builder's merchants and ancillary retail and therefore it is considered that the amenity of visitors would not be impacted.

Overbearing

Bampton Close

- 10.56. Again, the distance between the proposed dwellinghouses and neighbouring properties, in addition to the sites orientation to the north of the majority of neighbours fronting Bampton Close, would ensure that the proposed development would not be unduly overbearing on neighbours.

Further, the proposed density of development is considered wholly appropriate for the suburban context of the surrounding area.

- 10.57. Whilst it is acknowledged that the proposed blocks of flats would be four storeys in height, in contrast with the prevailing two storey character of residential neighbours, it is considered that due to the distance between the proposal and neighbours, as well as the landscaping on site, the blocks would not appear overbearing to neighbours.

RAF cadet hut and Ledgers Close units

- 10.58. Given the nature and hours of use of the cadet hut and industrial units as well as the distance between buildings, it is considered that the development would not create an unacceptably overbearing impact on the occupants of these surrounding uses buildings.

Daylight/ Sunlight

- 10.59. The proposed development would be located to the north and north west of neighbouring properties fronting Bampton Close. Due to the sun's orientation and the distance of the proposed development from neighbouring habitable windows, it is considered that the proposal would not lead to a material loss of daylight or sunlight to neighbours.

- 10.60. With regards to the non-domestic neighbours, they are considered to have low sensitivity e.g. office type buildings tend to rely on supplementary artificial lighting and have been classified as having a medium sensitivity to daylight and sunlight. Retail units usually rely on mechanical control and are not considered spaces with an expectation of daylight or sunlight by the user. Notwithstanding this, the separation distance and orientation of the site to the north of Ledgers Close and east of the cadet hut, it is considered that the proposal would not lead to an unacceptable impact on the daylight/ sunlight received by these neighbours.

- 10.61. A daylight and sunlight assessment has been submitted in support of the application. The results of which indicate that all neighbouring properties along Bampton Close would retain suitable levels of daylight and sunlight. A total of 86 windows surrounding the site were assessed to verify the amount of light reaching each window through the Vertical Sky Component (VSC) both before and after the introduction of the proposed development. The results show that all 86 windows would retain suitable levels of daylight either by keeping a VSC value of 27% or greater, or by reducing the daylight and sunlight hours by 20% or less, as recommended by the BRE Guide.

- 10.62. With regards to levels of sunlight, the 64 windows facing the site were all assessed, of which 100% showed suitable levels.

- 10.63. The supporting overshadowing assessment focused on the existing neighbouring open amenity spaces. The majority of gardens would see no change in sunlight with only No.15 Bampton Close seeing a 0.84%

decrease in sunlight received. Nevertheless, the results of this assessment showed that all of the amenity spaces, including No.15, would receive 2 hours or more of sunlight on at least 50% of their area on 21st March, and therefore, meet the BRE recommendation.

- 10.64. It is therefore considered that the proposed development would not lead to a material loss of daylight or sunlight to neighbouring properties.

Construction phase

- 10.65. In order to protect the amenity of neighbours during the construction process, a condition would be imposed to require the submission of a construction management plan prior to the commencement of development. The management plan would need to specify control measures for dust, noise, vibration, lighting, delivery locations, restriction of hours of work and all associated activities audible beyond the site boundary to 07:00 – 19:00 Monday to Friday daily, 08:00 – 13:00 Saturdays.
- 10.66. Taking all of the above into account, it is concluded that the proposed development fully complies with policies RE7 and H14 of the Oxford Local Plan

h. Highways

- 10.67. Oxford has the ambition to become a world class cycling city with improved air quality, reduced congestion and enhanced public realm. Road space within the city is clearly limited and to achieve its ambition there is a need to prioritise road space and promote the sustainable modes of travel. Policies M1, M2, M3, M4 and M5 of the Oxford Local Plan 2036 seek to deliver these objectives.
- 10.68. Policy M1 states that planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport. In accordance with policy M2, a Transport Assessment for major developments should assess the impact of the proposed development and include mitigation measures to ensure no unacceptable impact on highway safety and the road network and sustainable transport modes are prioritised and encouraged. A Travel Plan, Delivery and Service Management Plan and Construction Management Plan are required for a development of this type and size.

Site sustainability

- 10.69. Bus stops are further away than the 400m which is generally considered to be the acceptable distance, but this is compensated for by the high frequency (Service no. 5 runs every 5 minutes from Sandy Lane West) of the services which, it is considered, would make travelling by bus an attractive option. To enhance the appeal of public transport, the highways authority has requested a financial contribution towards an information

screen to the nearest bus stop which would see most usage. The applicant has agreed to this.

- 10.70. To further enhance the site's sustainability for pedestrians, a zebra crossing at Sandy Lane West would be provided by the applicant. The location proposed (to the west of the Ledgers Close access point) would be on the desire line for pedestrians, and cyclists pushing their bikes, from the application site and would also be of benefit for people needing to cross to the Oxford Academy on the south side of Sandy Lane West. The crossing, in addition to the advisory cycle lane markings, would also assist westbound cyclists initially crossing Sandy Lane West.

Vehicular Parking

- 10.71. Policy M3 sets out the Council's policy for motor vehicle parking in areas outside Controlled Parking Zones (CPZ) of a maximum of one space per unit (regardless of size). A maximum of 0.2 spaces per dwelling could be allocated to a car club. Policy M4 requires Electric Vehicle (EV) charging points for all allocated parking and 25% of non-allocated parking.
- 10.72. The application site does not currently lie within a CPZ.
- 10.73. The dwellinghouses on the sports pitch would each be provided with 1 allocated space, with the 51 flats being served with 16 unallocated spaces, 1 of which would be allocated as a car club space to allow the use of a shared vehicle. The three disabled parking spaces are considered sufficient and are well placed. 4 EV charging points would be installed for the flats, meeting the requirement of Local Plan policy M4, the dwelling houses would need to be served with 1 EV charging point per dwelling but this would be detailed at reserved matters stage.
- 10.74. As set out above, the site is in a fairly sustainable location in terms of public transport, so the limited car parking for the 51 flats is considered to be reasonable by officers and the highways authority. Further, the layout and quantity of parking spaces was discussed at length during the pre-application process and given the constrained nature of the site with regards to substantial tree cover, the proposed level of parking avoids damage to the RPAs of retained trees whilst optimising the orientation and layout of the proposed flats.
- 10.75. To mitigate overspill parking within the immediately surrounding area double yellow lines would be laid along Bampton Close and possibly Spring Lane. A public consultation would have to be carried out before parking restrictions could be applied and during that time, a more detailed examination of the most appropriate location for the parking restrictions would take place. The applicant has agreed to provide the required financial contribution towards the cost of an order to facilitate the double yellow lines.

- 10.76. A parking management and tenancy agreement plan, including a car parking space register, would be conditioned to ensure that the resident parking spaces are managed and over spill parking would be mitigated.
- 10.77. During the consideration of the application, a turning area was incorporated within the site layout to ease manoeuvring for vehicles entering and exiting via the Bampton Close access. Further, to deter cars utilising the new access off Sandy Lane West which is intended for the entry of emergency and refuse vehicles only, and following advice from the highways officer, Alligator Teeth would be introduced at this access allowing entry only movements. A gap would be provided to the left of the Alligator Teeth for cyclists and pedestrians to access the site.

Bicycle parking

- 10.78. Policy M5 and Appendix 7.4 set out minimum cycle parking standards for development. For residential flats up to 2 bedrooms, at least 2 spaces are required per dwelling and for flats of 3 bedrooms or more, at least 3 spaces are required per dwelling. The number of spaces provided for the flats is considered policy compliant, however the resident spaces are in the form of two-tier stands. As set out during the pre-application advice from the highways authority, Sheffield cycle stands should be used where possible as these are considered convenient for all users. To ensure that convenient bicycle parking is provided for all residents and types of bicycles (e.g. cargo, trailer and e-bikes), a condition would be imposed requiring amended details prior to the commencement of development.
- 10.79. Bicycle parking for the dwellinghouses would be dealt with at reserved matters stage.

Travel Plan

- 10.80. A full travel plan statement and residential travel information packs would be required prior to first occupation of the 51 flats, secured by condition, to ensure that residents are aware of all modes of sustainable travel within the locale.
- 10.81. Taking into account all of the above, it is considered that the proposal complies with policies M1, M2, M3, M4 and M5 of the Oxford Local Plan 3026.

i. Air Quality

- 10.82. Policy RE6 of the Oxford Local Plan 2036 requires new development to mitigate its impact on air quality and minimise or reduce exposure to poor air quality.
- 10.83. The baseline assessment shows that the application site is located within the Oxford city-wide Air Quality Management Area (AQMA), declared by Oxford City Council for exceedances of the annual mean NO₂ air quality objective (AQO). Analysis of DEFRA's urban background maps and of all

pollutant concentrations at monitoring locations in the surrounding area of the application site, show current air pollutant concentrations to be below their relevant air quality objectives and the application site location is therefore considered suitable for its intended use.

- 10.84. According to the submitted energy statement, the proposed development would be all-electric with no gas-fired boilers or combustion plant proposed and as such, there would be no negative impacts on local air quality from the use of these systems.
- 10.85. A total of 26 car parking spaces would be provided on site. With regards to electric vehicle charging, Local Plan policy M4 requires that provision is made for electric charging points for each residential unit with an allocated parking space; and non-allocated spaces are provided with at least 25% (with a minimum of 2) having electric charging points installed. In compliance with policy, the scheme provides 4 (25%) electric vehicle charging points throughout the 16 spaces proposed for the flats. When reserved matters are submitted in relation to the 10 dwelling houses, these details will need to be provided as part of the relevant detailed application.
- 10.86. A quantitative assessment of the potential impacts on local air quality arising from the operational phase of the proposed development has been undertaken using the detailed dispersion model ADMS Roads. The model was used to predict the changes in NO₂, PM₁₀ and PM_{2.5} concentrations that would occur at nearby sensitive (human) receptors due to traffic generated by the proposal. The results of the assessment showed that the proposed development would have a negligible impact on air quality at all assessment receptors, once operational.
- 10.87. The impacts of demolition and construction work on dust soiling and ambient fine particulate matter concentrations have been assessed within the Air Quality Assessment. The site was identified as 'low risk' during the demolition phase, 'medium risk' for earthworks and construction, and 'negligible' for track out. These different risk levels were used to identify appropriate site specific dust mitigation measures. Provided these measures are implemented and included within a dust management plan, to be secured by condition, the residual impacts are considered to be not significant.
- 10.88. In light of the above, it is concluded that the air quality levels on site would be below current limit values for NO₂, PM₁₀ and PM_{2.5} and that the proposed development is predicted to cause a negligible increase in pollutant concentrations at all human and ecological assessment receptors, subject to the imposition to a number of conditions. It is therefore considered that the proposal accords with policy RE6 of the Oxford Local Plan 2036.

j. Sustainable design and construction

- 10.89. The Council is committed to tackling the causes of climate change by ensuring developments use less energy and assess the opportunities for using renewable energy technologies. As such, policy RE1 of the Oxford Local Plan 2036 requires schemes to incorporate a number of sustainable design and construction principles.
- 10.90. Policy RE1 requires developments for new build residential dwellings to achieve at least a 40% reduction in carbon emissions from a 2013 Building Regulations (or future equivalent legislation) compliant base case.
- 10.91. With regards to the proposed 51 dwellings, as part of the full application, the submitted energy statement technical note concludes that the dwellings would achieve a 66.86% carbon reduction, far exceeding the policy requirement of 40%. The proposed roof mounted photovoltaics as an on-site renewable energy source and fabric efficiency measures; including passive solar gain and shading, improved insulation levels, triple glazing and thermal bridging, would achieve this carbon reduction.
- 10.92. In terms of water efficiency, policy RE1 requires that new residential developments are to meet the higher water efficiency standards within the 2013 Building Regulations (or equivalent future legislation) Part G2 water consumption target of 110 litres per person per day. The submitted Energy Statement states that the appointed contractor would be responsible for carrying out calculations and sourcing appliances/fittings which align with the guidance, using either of the approaches set out within the building regulations.
- 10.93. Policy RE1 also requires the use of recycled and recyclable materials, to be sourced responsibly. With regards to external materials, the proposed zinc for all the roof finishes has a long usable life and can be recycled indefinitely without any loss of physical or chemical properties. Brick in the wall finishes has a long usable life and can be reclaimed / re-used in the future. It can also be recycled although it is a more a down-cycle into rubble material for aggregates. Window glass, carpeting, and concrete can also be down-cycled. The hard landscaping has many timber elements (decking, seats, benches, fences and the acoustic fence) which is a renewable material and is likely to be FSC certified. It can also be recycled or down-cycled into chipboard / crushed timber.
- 10.94. The application proposes to prefabricate some internal spaces which is beneficial, as factory environments help to ensure quality of construction, reduce waste due to spoilage on site (e.g. due to poor storage practices or inclement weather) and encourage the re-use of materials that otherwise may be wasted. The design utilises stacking, repeating floor plans and making use of modular construction where possible in order to reduce transport journeys, reduce site congestion and increase safety.

- 10.95. The details of recycling during the development process would be agreed during the tender and procurement process, with the appointed contractor committing to minimise waste and maximise the reuse and recycling of materials wherever possible. This would be secured by condition.
- 10.96. In terms of the remaining requirements within policy RE1 i.e. flood risk and biodiversity value, these matters are covered within the relevant sections of this report.
- 10.97. It is considered that the detailed element of the proposal complies with the requirements of policy RE1 of the Oxford Local Plan 2036. A separate energy statement, to be secured by condition, would need to be submitted as part of a forthcoming reserved matters application in relation to the outline part of the application for up to 10 dwellinghouses. The new statement would need to reflect the expected updated Building Regulations if they have come into force by that point.

k. Noise

- 10.98. Policy RE8 of the Oxford Local Plan 2036 requires new developments to manage noise in order to safeguard or improve amenity, health, and quality of life for local communities.
- 10.99. The application site is located immediately south of the A4142 (Eastern by-pass) which has a speed limit of 50mph. The impact that noise from passing traffic would have on prospective occupants was an integral consideration when designing and positioning the proposed dwellings and as such, blocks A and B have been set away from the A4142 as far as possible with blank facades directly facing this adjacent road.
- 10.100. Further mitigation measures include external bicycle stores with connecting fences at 3.1m in height delineating the communal outdoor amenity space and existing mature vegetation to the north of the proposed built form. A solid acoustic fence would be erected along the sites northern boundary, the fence would measure 3m in height to the rear of the proposed flats, rising to 4.5m to the rear of the proposed dwellinghouses and falling again to 3.5m to the rear of existing dwellings backing onto the Eastern by-pass. Further, the existing tree belt would be extended along the rear boundary of the proposed dwelling houses and to the rear of the adjacent cadet hut, on highways land. A Grampian condition would be applied to ensure that the tree planting would be carried out prior to the commencement of development within the red edge of the application site.
- 10.101. It is considered that the facade sound insulation performance for all elevations of the development have been sufficiently assessed and adequate glazing sound reduction specifications have been suggested within the supporting noise assessment and as such, the site is suitable for residential development. The proposal is therefore acceptable in compliance with Local Plan policy RE8; subject to conditions relating to

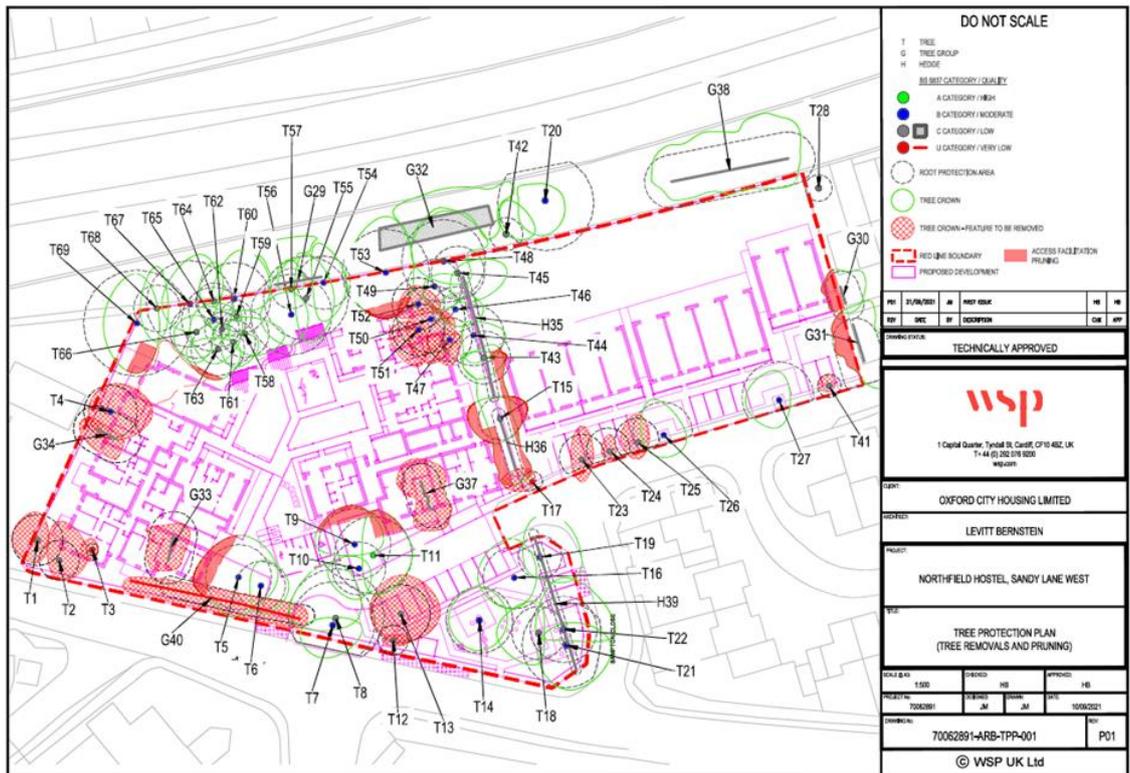
sound insulation measures, daytime noise levels in outdoor living areas and a construction management plan as referred to earlier in this report.

I. Land Quality

- 10.102. Policy RE9 requires a land quality assessment report where proposals would be affected by contamination or where contamination may present a risk to the surrounding environment. The report should assess the nature and extent of contamination and the possible impacts it may have on the development and its future users, biodiversity, the natural and built environment; and set mitigation measures to allow the development to go ahead safely and without adverse effect.
- 10.103. The overall contamination risks at the site are considered to be low, however the proposed residential development is considered to be a sensitive end use. The submitted preliminary contamination risk assessment has identified minor potential ground contamination risks to future site users and groundwater which need further assessment. This would require an intrusive site investigation to confirm the contamination status of the site and whether or not any remedial treatment actions are required to ensure that the site is suitable for use. To ensure that the investigation work is carried out and the preliminary risk assessment is updated, a number of conditions would be imposed requiring the submission, and written approval of, a phased risk assessment and any necessary remedial works prior to the commencement of development.
- 10.104. Subject to these conditions, the scheme is considered to comply with policy RE9 of the Oxford Local Plan 2036.

m. Trees

- 10.105. Policy G7 of the Oxford Local Plan 2036 requires that any unavoidable loss of tree canopy cover should be mitigated by the planting of new trees or introduction of additional tree cover. Policy G8 continues that development proposals affecting existing Green Infrastructure features should demonstrate how these have been incorporated within the design of the new development where appropriate.
- 10.106. The construction of the proposed scheme would require the removal of fifteen trees and four tree groups ranging from very-low to moderate quality. The trees proposed for removal would be lost as they are either located directly within the footprint of proposed buildings or other structures or their Root Protection Areas (RPAs) would be significantly impacted by elements of the proposed development. Please refer to the Tree Protection Plan copied below:



- 10.107. The proposed development retains the most significant individual and group-tree features around the site, including the strong landscape features around the northern and southern site boundaries, so that the integrity of the site's existing landscape character would largely be preserved. The tree line, which runs down between the edge of the full and outline parts of the site would also largely be retained, although it would be under the most pressure from construction activity and services intrusion. Landscape proposals including replacement tree planting would provide adequate and appropriate mitigation. In the context of the development proposals as a whole, including the canopy cover implications over 25 years, this impact is considered acceptable.
- 10.108. Access facilitation pruning has been specified on the basis of a realistic assessment of construction requirements, a number of trees would require their crowns to be lifted (removal of lower branches to achieve a vertical canopy clearance) to provide construction access. An arboricultural method statement would be conditioned to ensure that retained trees are protected during the construction phase.
- 10.109. Trench work for services are identified in relation to a number of trees but these are unlikely to be significantly harmful due to the work only affecting a small portion of the RPA and being on one single side of the tree. Again, the conditioned arboricultural method statement would ensure appropriate mitigation measures.
- 10.110. The drainage proposals plan indicates that there is an existing foul water drain, which runs through the RPA of trees T21 and T22 along Bampton Close. The drawing text indicates a potentially proposed alternative foul

water run if the existing is not fit for purpose for additional demands; the proposed alternative route avoids the RPAs and this would be preferable to an upgrade of the existing route, assuming this would result in less disturbance to the RPA. A condition would be imposed requiring details of the location of all underground services and soakaways to be submitted, and approved in writing, prior to the commencement of development to ensure that excavation within the RPAs of protected trees is avoided.

- 10.111. The Council's Green Spaces Technical Advice Note (TAN) requires a Tree Canopy Cover Assessment to be submitted for various types of applications. For major residential developments of up to 199 units, it needs to be demonstrated that there would be no net loss in canopy cover compared with a no development baseline scenario + 25 years.
- 10.112. The submitted canopy cover assessment methodology is considered valid and states that without development, there would be a canopy cover increase of 32% after 25 years. When assessing the site with the proposed development, the canopy cover would increase by 60% after 25 years; taking into account trees to be removed and the growth of replacement planting (assuming 100% establishment success).
- 10.113. The proposed landscape general arrangements are considered to be acceptable. Additional trees are proposed along the western site boundary, and there are proposed additional trees planted on highways land, to be secured by Grampian condition, to complete the existing tree buffer. The submitted landscape planting plan is considered to be generally acceptable, however the selection of *Platanus Orientalis* (Oriental Plane tree) needs to be reconsidered as this species is too large growing and broad spreading for the space available within the central communal courtyard. A condition would be imposed to specify a number of more appropriate, alternative species in place of the *Platanus Orientalis*. For example, *Davidia involucre* (a medium-sized, deciduous tree), *Juglans regia* (common Walnut tree) or *Robinia pseudoacacia* (a medium-sized, deciduous tree) would be more appropriate for this location.
- 10.114. In light of the above, the proposals are considered to meet the requirements under Local Plan policies G7 and G8 and the Green Spaces TAN.

n. Drainage

- 10.115. Local Plan policy RE4 requires all development proposals to manage surface water through Sustainable Drainage Systems (SuDS) or techniques to limit run-off and reduce the existing rate of run-off on previously developed sites. Surface water runoff should be managed as close to its source as possible.
- 10.116. The Oxfordshire Flood Toolkit maps indicate that the site is not at risk of flooding from tidal or fluvial sources. As above, the Environment Agency flood maps show that the site lies within flood zone 1 and as such, there is

low risk of flooding. In addition, flow paths from outside sources have been interrogated and given the surrounding topography, these are not considered to be present.

- 10.117. It is proposed that foul drainage would be discharged through a new foul system at Sandy Lane West to serve the proposed flats and Bampton Close to serve the dwellinghouses to an existing off-site Thames Water sewer. It has been confirmed by Thames Water that there is sufficient capacity in the network.
- 10.118. Surface water would discharge into cellular soakaways (crates) within the courtyard of the flats and within the rear gardens of the dwelling houses following initial favourable infiltration rates at the sports pitch. To ensure that infiltration is achievable across the whole site, infiltration testing at all locations where soakaways are proposed would be secured by condition.
- 10.119. A condition would be imposed, requiring an updated Drainage Strategy to incorporate more green options to facilitate the wider use of SuDS as well as a number of details within drawings. Therefore, subject to an amended strategy, the proposal is considered to comply with policy RE4 of the Oxford Local Plan 2036.

o. Ecology

- 10.120. Local Plan policy G2 states that development that results in a net loss of sites and species of ecological value will not be permitted. On sites where there are species and habitats of importance for biodiversity that do not meet criteria for individual protection, development will only be granted where a) there is an exceptional need for the new development and the need cannot be met by development on an alternative site with less biodiversity interest; and b) adequate onsite mitigation measures to achieve a net gain of biodiversity are proposed; and c) offsite compensation can be secured via legal obligation. Compensation and mitigation measures must offset the loss and achieve an overall net gain for biodiversity of 5% or more from the existing situation and for major development this should be demonstrated using a biodiversity calculator.
- 10.121. The main ecological interest of the site is the presence of roosting bats. 12 common pipistrelle day/summer roosts have been identified within the existing building, in addition to a common pipistrelle maternity roost used by up to 21 individuals, over the course of 6 emergence and re-entry surveys undertaken in 2017 (x3) and 2020 (x3). Between 10 and 20 brown long-eared droppings were recorded within the northernmost loft void, and as such it has been concluded that a single day/summer roost of the species is present.
- 10.122. A total of 21 bat boxes are proposed as on-site compensation. This includes 16 integrated boxes, 4 tree-mounted boxes (i.e. Schwegler 1FD) and 1 tree-mounted hibernation box (i.e. Schwegler 1FW). A condition securing details of ecological enhancements, including bird and bat boxes as well as landscape planting of known benefit to wildlife, hedgehog

domes and invertebrate houses would be imposed. In addition, any new fencing shall include gaps suitable for the safe passage of hedgehogs. Further conditions would be required to ensure protected species and habitats are protected including a Construction Environmental Management Plan for biodiversity and a Landscape and Ecological Management Plan.

10.123. The Local Planning Authority in exercising any of their functions, has a legal duty to have regard to the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended), which identifies 4 main offences for development affecting European Protected Species (EPS):

1. Deliberate capture or killing or injuring of an EPS
2. Deliberate taking or destroying of EPS eggs
3. Deliberate disturbance of a EPS including in particular any disturbance which is likely

a) to impair their ability –

i) to survive, to breed or reproduce, or to rear or nurture their young,

or

ii) in the case of animals of a hibernating or migratory species, to hibernate or

migrate; or

b) to affect significantly the local distribution or abundance of the species to which they belong.

4. Damage or destruction of an EPS breeding site or resting place.

10.124. Officers are satisfied that European Protected Species are unlikely to be harmed as a result of the proposals, subject to the imposition of the conditions referred to above. A licence would need to be obtained from Natural England prior to the commencement of development.

10.125. With regards to biodiversity net gain, a biodiversity impact assessment was undertaken of the application site as a whole, which indicates that the proposed development would result in a net loss of -0.72 habitat units and a net gain of 0.58 hedgerow units. As such, the scheme needs to deliver biodiversity offsetting of at least 0.80 habitat units to achieve a 5% biodiversity net gain in line with policy G2.

10.126. Officers have assessed the feasibility of delivering offsetting measures within the vicinity of the site. As the applicant does not own adjacent land or land within the immediate vicinity of the site, direct offsetting on land under the applicants ownership would not be possible. Likewise the

feasibility of delivering offsetting on land falling under the Council's ownership has also been explored but is not considered feasible.

- 10.127. The applicant has been in liaison with the Trust for Oxfordshire's Environment (TOE) as a third party broker to deliver biodiversity net gain. The additional deficit in biodiversity units which cannot be provided on site could be delivered by TOE, providing they come to an agreement with the Council regarding the mechanism to secure this, as offsite provision as part of suitable identified projects in Oxfordshire, with priority given to schemes in close proximity to Oxford. If, for any reason, TOE are not in a position to deliver off-setting when the time comes, as a fall-back position the applicant could buy credits from the Environment Bank. The selection of sites for offsetting, and the specific details of offsetting, including the offsetting provider, as well as future maintenance and management of new habitats created would be detailed within a biodiversity scheme secured under the Section 106 agreement. This approach aligns with the Government's Environment Act 2021 and Policy G2 of the Oxford Local Plan in terms of securing biodiversity net gain through offsetting, giving priority to local biodiversity projects.

p. Utilities

- 10.128. Local Plan Policy V8 requires developers to explore existing capacity (and opportunities for extending it) with the appropriate utilities providers.
- 10.129. A Utilities Statement has been submitted with the application in accordance with policy. As set out above, a new substation would be required to serve the proposed development following SSEs capacity checks. The final location of the substation would need to be agreed with SSE and if it is required to be re-located, a non-material amendment or variation application would need to be submitted to the Council. With regards to gas, the supply would need to be terminated to the site as the development would use electricity only.
- 10.130. Thames Water has stated that the current potable (drinking) water network currently has capacity to serve the first 49 proposed properties. Thames Water has advised that further modelling would be required to establish whether reinforcement of the current network is necessary to deliver the required capacity for the maximum proposed 61 dwellings. The total timescale estimated for assessing, design and reinforcing would be 18 months from the grant of planning permission. This period includes for modelling, design and reinforcement.
- 10.131. Thames Water has not objected to the application, as outlined at paragraph 9.8 above.
- 10.132. Virgin media has confirmed that it could supply the development at no cost and there is currently a BT service on the hostel site and within Bampton Close where a potential connection could be made to the sports pitch site.

11. PLANNING OBLIGATIONS

11.1. It is considered that the following matters should be secured through a section 106 legal agreement. Draft Heads of Terms are:

- Affordable housing– 84% affordable housing of which 53% of affordable homes to be social rented and 47% to be intermediate tenure (these percentages are subject to the development not being required to provide First Homes as explained in paragraph 10.18 of this report);
- Contribution of £3,255.00 to the County Council towards the placement of double yellow lines in order to mitigate overspill car parking within the surrounding area;
- Contribution of £8,926.00 to provide a real time bus shelter screen in order to make the use of sustainable modes of transport more attractive to residents;
- Contribution of £5,732.00 towards the expansion of household waste and recycling centres to ensure there is sufficient capacity to accommodate the proposed development;
- Biodiversity off-setting to ensure a net gain of 5% is achieved.
- Securing the public accessibility of the pocket park to the south east of the application site to provide a community benefit.

11.2. The Applicant has confirmed agreement of the contributions and Officers seek delegated authority for the Head of Planning Services to finalise the wording and satisfactorily complete the agreement prior to issuing the decision notice.

12. CONCLUSION

12.1. This application proposes a high quality residential scheme that would respond appropriately to the site and context of the surrounding area whilst providing up to 61 homes to help meet Oxford's housing need. 51 of the residential units (84% of the site) would be affordable with an appropriate dwelling mix for the area. The site is allocated for residential development within the Local Plan and the scheme is considered to satisfy the requirements of policies SP12 and AOC7.

12.2. The proposed dwellings would achieve acceptable internal and external living standards for the prospective residents and would not materially impact on the amenity of neighbours. The scheme would deliver highways improvements including a pedestrian crossing and marked advisory cycle lanes at Sandy Lane West, promoting sustainable modes of transport.

- 12.3. The scheme would accord with the Local Plan policies with regards to the natural environment and in turn would help to achieve a safe and healthy community.
- 12.4. In terms of any material considerations which may outweigh these development plan policies, the NPPF has a presumption in favour of sustainable development. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted. Policy SR1 of the OLP 2036 repeats this.
- 12.5. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF and policy SR1 for the reasons set out within the report. Therefore in such circumstances, planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.
- 12.6. Officers would advise members that having considered the application carefully including all representations made with respect to the application, that the proposal is considered to be acceptable in terms of the aims and objectives of the NPPF, and relevant policies of the Oxford Local Plan 2016-2036, when considered as a whole, and that there are no material considerations that would outweigh these policies.
- 12.7. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers and subject also to the conditions in section 13 below.

13. CONDITIONS

THE FOLLOWING CONDITIONS RELATE TO THE FULL APPLICATION
(THE FORMER HOSTEL PART OF THE SITE)

Time limit

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

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

Approved plans

2. Subject to other conditions requiring updated or revised documents submitted with the application, the development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy S1 of the Oxford Local Plan 2016-2036.

Permitted development

3. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (or any order revoking and re-enacting that Order with or without modifications) no structure including additions to the dwelling houses hereby permitted as defined in Classes A, B, C, D, E of Part 1 of Schedule 2 of the Order shall be erected or undertaken without the prior written consent of the Local Planning Authority.

Reason: The Local Planning Authority considers that even minor changes in the design or enlargement of the development should be subject of further consideration to safeguard the appearance of the area in accordance with policy DH1 of the Oxford Local Plan 2036.

Materials

4. Prior to the commencement of development excluding demolition and enabling works a schedule of materials together with samples and sample panels of the exterior materials to be used shall be submitted to and approved in writing by the Local Planning Authority before the start of work on the site above ground and only the approved materials shall be used unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure high quality development and in the interests of the visual appearance in accordance with policies DH1 of the Oxford Local Plan 2016-2036.

Privacy screening

5. Notwithstanding the approved plans, prior to the commencement of above ground works, large scale details of the proposed privacy screening to the eastern elevation of block B shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority

Reason: To ensure a sympathetic appearance of the proposed development in accordance with policy DH1 of the Oxford Local Plan 2036.

Solar panels

6. Prior to the commencement of above ground works, large scale drawn details and specifications of the proposed roof mounted solar PV panels shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority. The solar PV panels shall be colour matched to the roofing material.

Reason: To ensure a sympathetic appearance of the proposed development in accordance with policy DH1 of the Oxford Local Plan 2036.

Signage

7. Prior to the commencement of above ground works, details of any signage at the proposed development shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a sympathetic appearance of the proposed development in accordance with policy DH1 of the Oxford Local Plan 2036.

Boundary treatments

8. Prior to the commencement of above ground works, details of all boundary treatments, including the fences connecting the external bicycle stores and the acoustic fence, shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure a sympathetic appearance of the proposed development in accordance with policy DH1 of the Oxford Local Plan 2036.

Lighting strategy

9. Prior to the commencement of development, excluding demolition and enabling works, a comprehensive lighting strategy serving the proposed flats shall be submitted to, and approved in writing by, the local planning authority. Only the approved details shall be carried out unless otherwise agreed in writing by the Local Planning Authority and thereafter retained

Reason: To ensure a sympathetic appearance of the proposed development and enhance the safety and amenity of residents in accordance with policies RE7 and DH1 of the Oxford Local Plan 2036.

Land quality – phased risk assessment

10. Prior to the commencement of the development a phased risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Land Contamination Risk Management (LCRM) procedures for managing land contamination. Each phase shall be submitted to, and approved in writing by, the local planning authority.

Phase 1 has been completed and approved.

Phase 2 shall include a comprehensive intrusive investigation in order to characterise the type, nature and extent of contamination present, the risks to receptors and to inform the remediation strategy proposals.

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

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2016 - 2036.

Land quality – remedial works

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

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2016 - 2036.

Land quality – watching brief

12. Throughout the course of the development, a watching brief for the identification of unexpected contamination shall be undertaken by a suitably competent person. Any unexpected contamination that is found during the course of construction of the approved development shall be reported immediately to the local planning authority. Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to, and approved in writing by, the local planning authority. Where unacceptable risks are found remediation and verification schemes shall be submitted to, and approved in writing by, the local planning authority. These approved

schemes shall be carried out before the development (or relevant phase of development) is resumed or continued.

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2016 - 2036.

Please note that the responsibility to properly address contaminated land issues, irrespective of any involvement by this Authority, lies with the owner/developer of the site.

Landscape plan

13. A landscape plan shall be submitted to, and approved in writing by, the Local Planning Authority prior to first occupation or first use of the development hereby approved. The plan shall show details of treatment of paved areas, and areas to be grassed or finished in a similar manner, existing retained trees and proposed new tree, shrub and hedge planting. The plan shall correspond to a schedule detailing plant numbers, sizes and nursery stock types.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2016-2036.

Landscape proposals – implementation

14. The landscaping proposals as approved by the Local Planning Authority shall be carried out no later than the first planting season after first occupation or first use of the development hereby approved unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with policies G7, G G8 and DH1 of the Oxford Local Plan 2016-2036.

Landscape proposals - reinstatement

15. Any existing retained trees, or new trees or plants planted in accordance with the details of the approved landscape proposals that fail to establish, are removed, die or become seriously damaged or defective within a period of five years after first occupation or first use of the development hereby approved shall be replaced. They shall be replaced with others of a species, size and number as originally approved during the first available planting season unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2016-2036.

Landscape management plan

16. Prior to first occupation or first use of the development hereby approved a landscape management plan, including long term design objectives, management responsibilities and maintenance schedules and timing for all landscape areas, other than small, privately owned domestic gardens, shall be submitted to, and approved in writing by, the Local Planning Authority. The landscape management plan shall be carried out as approved by the Local Planning Authority.

Reason: In the interests of amenity and the appearance of the area in accordance with policy RE7 of the Oxford Local Plan 2036.

Landscape surface design – tree roots

17. No above ground works shall take place until details of the design of all new hard surfaces and a method statement for their construction shall first have been submitted to, and approved in writing by, the Local Planning Authority and the hard surfaces shall be constructed in accordance with the approved details unless otherwise agreed in writing beforehand by the Local Planning Authority. Details shall take into account the need to avoid any excavation within the Root Protection Area of any retained tree and where appropriate the Local Planning Authority will expect "no-dig" techniques to be used, which require hard surfaces to be constructed on top of existing soil levels in accordance with the current British Standard 5837: "Trees in Relation to Design, Demolition and Construction – Recommendations".

Reason: To avoid damage to the roots of retained trees in accordance with policy G7 of the Oxford Local Plan 2036.

Underground services – tree roots

18. No development shall take place until details of the location of all underground services and soakaways have been submitted to and approved in writing by the Local Planning Authority. The location of underground services and soakaways shall take account of the need to avoid excavation within the Root Protection Areas of retained trees as defined in the current British Standard 5837 "Trees in Relation to Design, Demolition and Construction - Recommendations". Works shall only be carried out in accordance with the approved details unless otherwise agreed in writing beforehand by the local planning authority.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

Tree Protection Plan (TPP) 2

19. The development shall be carried out in strict accordance with the tree protection measures contained within the planning application details shown on drawing number 70062891_ARB_TPP_002 unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

Arboricultural Method Statement (AMS) 1

20. No development, including demolition and enabling works, shall take place until a detailed statement (the Arboricultural Method Statement (AMS)) has been submitted to, and approved in writing by, the Local Planning Authority. The AMS shall detail any access pruning proposals, and shall set out the methods of any workings or other forms of ingress into the Root Protection Areas (RPAs) or Construction Exclusion Zones (CEZs) of retained trees. Such details shall take account of the need to avoid damage to the branches, stems and roots of retained trees, through impacts, excavations, ground skimming vehicle compaction and chemical spillages including lime and cement. The development shall be carried out in strict accordance with of the approved AMS unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: To protect retained trees during construction in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

Arboricultural Monitoring Programme (AMP)

21. Development, including demolition and enabling works, shall not begin until details of an Arboricultural Monitoring Programme (AMP) have been submitted to, and approved in writing by, the Local Planning Authority. The AMP shall include a schedule of a monitoring and reporting programme of all on-site supervision and checks of compliance with the details of the Tree Protection Plan and Arboricultural Method Statement, as approved by the Local Planning Authority. The AMP shall include details of an appropriate Arboricultural Clerk of Works (ACoW) who shall conduct such monitoring and supervision, and a written and photographic record shall be submitted to the Local Planning Authority at scheduled intervals in accordance with the approved AMP. The development shall be carried out in accordance with the approved AMP unless otherwise agreed in writing by the Local Planning Authority.

Reason: In the interests of visual amenity in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

Tree planting – highways land

22. Above ground works within the red line boundary of the application site shall not be commenced until the proposed tree planting on land owned by the Highways Authority, as illustrated on dwg. no. 3679 - LB - XX - 00 - DP - L – 200001 P02 has been completed; and confirmation of the completed works shall be submitted to, and approved in writing by, the local planning authority.

Reason: To ensure a sufficient landscape buffer is provided to protect the amenity of prospective residents in accordance with policies G8 and RE7 of the Oxford Local Plan 2036.

Construction Environmental Management Plan

23. Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to, and approved in writing by, the Local Planning Authority. The CEMP shall include the complete list of site specific dust mitigation measures and recommendations, identified on chapter 6.1 (pages 47-49) of the Air Quality Assessment (WSP, November 2021 Revision 3). Development shall be carried out in accordance with the approved CEMP unless otherwise agreed in writing by the Local Planning Authority.

Reason: to ensure that the overall dust impacts during the construction phase of the proposed development will remain as “not significant”, in accordance with the results of the dust assessment and with Policy RE6 of the Oxford Local Plan 2036.

Electric Vehicle charging infrastructure

24. Prior to the commencement of above ground works, details of the Electric Vehicle charging infrastructure that is proposed to be installed on-site shall be submitted to, and approved in writing by, the Local Planning Authority. The electric vehicle infrastructure shall be formed, and laid out in accordance with approved details before the development is first occupied and shall remain in place thereafter.

Reason: To contribute to improving local air quality in accordance with policies M4 and RE6 of the Oxford Local Plan 2036.

Road traffic noise mitigation scheme

25. No above ground works, shall commence until a scheme has been submitted to, and approved in writing by, the Local Planning Authority to provide that all habitable rooms exposed to external road traffic noise in excess of 55 dBA Leq 16 hour [free field] during the day [07.00 to 23.00 hours] or 45 dBA Leq 8 hour [free field] at night [23.00 to 07.00 hours] shall be subject to sound insulation measures to ensure that all such rooms achieve an internal noise level of 35 dBA Leq 16 hour during the day and 30 dBA Leq 8 hour at night. The submitted scheme shall ensure that habitable rooms subject to sound insulation measures

shall be able to be effectively ventilated without opening windows. No dwelling shall be occupied until the approved sound insulation and ventilation measures have been installed to that property in accordance with the approved details. The approved measures shall be retained thereafter in perpetuity.

Reason: To ensure that the amenities of future occupiers are protected in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036.

Outdoor amenity space noise mitigation scheme

26. No above ground works shall commence until a scheme has been submitted to, and approved in writing by, the Local Planning Authority to provide that the maximum day time noise level in outdoor living areas exposed to external road traffic noise shall not exceed 55 dBA Leq 16 hour [free field]. The scheme of noise mitigation as approved shall be constructed in its entirety prior to the first occupation of any dwelling and shall be retained thereafter in perpetuity.

Reason: To ensure that the amenities of future occupiers are protected in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036.

Sound insulation

27. Prior to commencement of above ground works, details shall be submitted to, and approved in writing by the Local Planning Authority, of an enhanced sound insulation value $D_{nT,w}$ of at least 5dB above the Building Regulations value, for the floor/ceiling/wall structures separating different types of rooms/ uses in adjoining dwellings, namely [e.g. living room and kitchen above bedroom of separate dwelling]. Approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure that the amenity of occupiers of the development site is not adversely affected by noise in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036.

Construction management plan

28. Prior to commencement of the development hereby approved, a construction management plan shall be submitted to, and approved in writing by, the Local Planning Authority. Details shall include control measures for dust, noise, vibration, lighting, delivery locations, restriction of hours of work and all associated activities audible beyond the site boundary to 07:00 – 19:00 Monday to Friday daily, 08:00 – 13:00 Saturdays No works to be undertaken on Sundays or bank holidays, advance notification to neighbours and other interested parties of proposed works and public display of contact details including accessible phone contact to persons responsible for the site works for

the duration of the works. The approved details shall be implemented throughout the construction period of the development.

Reason: To ensure that the amenity of occupiers of surrounding premises is not adversely affected by noise, vibration, dust, lighting or other emissions from the building site in accordance with policy RE7 of the Oxford Local Plan 2036.

Energy Statement - compliance

29. The development hereby approved shall be carried out in complete accordance with the approved Energy Statement (WSP, October 2021 Revision 2) and the Energy Statement Technical Note (WSP, 9th February 2022).

Reason: To ensure that the proposed development sufficiently incorporates sustainable design and construction principles in accordance with policy RE1 of the Oxford Local Plan 2036.

Energy statement – addendum

30. Prior to the commencement of above ground works, an addendum to the approved energy statement shall be submitted to, and approved in writing by, the Local Planning Authority. The addendum shall include details of how materials will be recycled throughout the development process. The development shall be carried out in accordance with approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the proposed development sufficiently incorporates sustainable design and construction principles in accordance with policy RE1 of the Oxford Local Plan 2036.

Cycle parking

31. Prior to the commencement of above ground works, details of the cycle parking areas, including dimensions and means of enclosure, shall be submitted to, and approved in writing by, the Local Planning Authority. The development shall not be brought into use until the cycle parking areas and means of enclosure have been provided within the site in accordance with the approved details and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in accordance with policies M1 and M5 of the Oxford Local Plan 2036.

Construction Traffic Management Plan (CTMP)

32. Prior to the commencement of development, a Construction Traffic Management Plan shall be submitted to, and approved in writing by, the Local Planning Authority. As a minimum, the CTMP shall identify;

- The routing of construction vehicles,
- Access arrangements for construction vehicles,
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours (to minimise the impact on the surrounding highway network)

The plan, in accordance with details approved by the Local Planning Authority, shall be implemented at the commencement of the construction period.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times in accordance with policy M2 of the Oxford Local Plan 2036.

Car park layout plan

33. Prior to commencement of above ground works, a plan detailing the layout of the car parking area shall be submitted to, and approved in writing by, the Local Planning Authority. The Car Park Layout Plan must set out that all car parking spaces meet the minimum dimensions required and can be safely and easily accessed. The development shall be carried out in accordance with the approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure highways safety in accordance with policy M2 of the Oxford Local Plan 2036.

Parking management plan

34. Prior to the occupation of the development, a parking management plan shall be submitted to, and be approved in writing by, the Local Planning Authority. The parking management plan shall include details of the number of parking spaces to be provided on the development and shall include how these parking spaces will be managed and allocated including the wording of relevant clauses to be included within the tenancy agreements of the dwellings hereby permitted to control the parking on the development. The approved parking management plan shall remain in place and be adhered to in perpetuity unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid over-spill parking within the surrounding area and to maintain highway safety in accordance with policies M1, M2 and M3 of the Oxford Local Plan 2036.

Travel Plans

35. Prior to the first occupation of the development, a Travel Plan Statement and Residential Travel Information Packs shall be submitted to, and approved in writing by, the Local Planning Authority. Copies of

the approved plan shall be distributed to occupiers prior to their occupation of a dwelling.

Reason: to ensure all residents are aware of the travel choices available to them and to promote the use of sustainable modes of transport in accordance with policies M1 and M2 of the Oxford Local Plan 2036.

Highways works

36. Development, excluding demolition and enabling works, within the red line boundary of the application site shall not be commenced until an agreement under section 278 of the Highways Act 1980 has been entered into with the Highways Authority and the following highways works, as indicatively shown on drawing. nos. 37512-GA-003-P02 and 37512-GA-004-P02 have been completed and the details of which have been submitted to, and approved in writing by, the local planning authority:

- Construction of a 2.0m wide footway along the north side of Bampton Close.
- Dropped kerb serving 2no. parking spaces on the west side of Bampton Close.
- Construction of new kerbed bellmouth vehicular site access from Sandy Lane West, marking of advisory cycle lanes and signage (dwg. no. 37512-GA-003-P02)
- Construction of a Zebra crossing on Sandy Lane West, including all signing, lining, lighting, tactile paving, high friction surfacing etc. and realignment of the kerblines on the exit taper from Ledgers Close.

Reason: To satisfy the needs of pedestrians and cyclists in accordance with policy M1 of the Oxford Local Plan 2036.

Archaeology – demolition

37. Prior to the commencement of demolition works, a demolition methodology to secure demolition in a manner sympathetic to the required archaeological recording shall be submitted to, and approved in writing by, the local planning authority. All works shall be carried out and completed in accordance with the approved method statement, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development does not lead to a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including Roman remains in accordance with policy DH4 of the Oxford Local Plan 2036.

Archaeology – written scheme of investigation and programme of archaeological work

38. Prior to the commencement of development, a programme of archaeological work comprising stage 1) trial trenching and stage 2) archaeological recording in accordance with a written scheme of investigation shall be submitted to, and approved in writing, by the local planning authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

Scope of recording-

The archaeological investigation shall consist of: Stage 1) post demolition trial trenching followed by Stage 2) further mitigation as required (including open area excavation if appropriate). The archaeological investigation shall be undertaken by a professionally qualified archaeologist working to a brief issued by the local planning authority.

Reason: To ensure that the development does not lead to a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including Roman remains in accordance with policy DH4 of the Oxford Local Plan 2036.

Drainage

39. Prior to the commencement of above ground works, an updated drainage strategy shall be submitted to, and approved in writing by, the local planning authority. The development shall be carried out in accordance with approved details unless otherwise agreed in writing by the local planning authority. The updated strategy shall include the following:

- The inclusion of additional green options to facilitate the wider use of SuDS or, failing that, robust justification as to why green options cannot be incorporated;
- Detailed drawings indicating cover levels, invert levels, manhole sizes, pipe numbering and pipe gradients. Soakaways also need to be referenced, to ensure that it reads in line with the calculations provided;
- Catchment plans to include 10% urban creep. The area after adding 10% urban creep should be stated.
- A surface water exceedance plan with proposed levels and FFL's to show that surface water will be kept away from structures and within the site boundary in an event where the surface water drainage fails.
- Clarification as to whether the maintenance will be conducted by a private management company or any other.

- Calculations for storm events up to and including 1:100 year event plus 40% Climate change. Calculations to include all SuDS features and other drainage infrastructure.
- Infiltration testing, according to BRE 365, at all locations where soakaways are proposed.

Reason: To ensure that the proposed drainage strategy is feasible in accordance with policy RE4 of the Oxford Local Plan 2036.

Construction Environmental Management Plan (CEMP: Biodiversity)

40. Prior to the commencement of development (including ground works and vegetation clearance), a Construction Environmental Management Plan (CEMP: Biodiversity) shall be submitted to, and approved in writing by, the Local Planning Authority. The approved CEMP shall be adhered to and implemented throughout the construction period, unless otherwise agreed in writing by the Local Planning Authority. The CEMP shall include the following:

- a) Risk assessment of potentially damaging construction activities;
- b) Identification of “biodiversity protection zones” in respect of protected and notable species and habitats;
- c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on biodiversity during construction (may be provided as a set of method statements) and biosecurity protocols;
- d) The location and timing of sensitive works to avoid harm to biodiversity features;
- e) Contingency/emergence measures for accidents and unexpected events, along with remedial measures;
- f) Responsible persons and lines of communication;
- g) The role and responsibilities on site of a qualified ecological clerk of works (ECoW) or similarly competent person if required, and times and activities during construction when they need to be present to oversee works; and
- h) Use of protective fences, exclusion barriers and warning signs;

Reason: The prevention of harm to species and habitats within and outside the site during construction in accordance with Policy G2 of the Oxford Local Plan 2036.

Survey Validity

41. Protected species surveys shall be considered valid for no longer than one year from the survey date. Should work not commence within a year of surveys, updated surveys shall be undertaken and the results provided to the Local Planning Authority, unless otherwise agreed in writing with the Local Planning Authority. Should ecological conditions have changed, an updated biodiversity impact assessment metric shall be provided to ensure the approved net gain in biodiversity is achieved.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and policy G2 of the Oxford Local Plan 2036.

Protected Species

42. The development shall be undertaken in accordance with the mitigation recommendations at Section 4.5 of the submitted Ecological impact Assessment (V2) produced by WSP (February 2022).

Reason: The prevention of harm to species and habitats within and outside the site in accordance with Policy G2 of the Oxford Local Plan 2036.

Protected Species – Bats

43. Prior to the commencement of development (including demolition, ground works and vegetation clearance), a European Protected Species Mitigation Licence shall be granted by Natural England. A copy of the licence shall be provided to the Local Planning Authority prior to the commencement of development.

Reason: To protect bats in accordance with the requirements of the Conservation of Species and Habitats Regulations 2017 (as amended).

Ecological Enhancements

44. Prior to the commencement of development, a scheme of ecological enhancements shall be submitted to, and approved in writing by, the Local Planning Authority to ensure an overall net gain in biodiversity will be achieved. The scheme shall include specifications and locations of landscape planting of known benefit to wildlife, including nectar resources for invertebrates. Details shall be provided of artificial roost features, including bird and bat boxes. Other features, such as hedgehog domes and invertebrate houses shall be included. Any new fencing shall include gaps suitable for the safe passage of hedgehogs. The development shall be carried out in accordance with the new scheme unless otherwise agreed in writing by the Local Planning Authority.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and Policy G2 of the Oxford Local Plan 2036.

Lighting scheme for light-sensitive wildlife

45. Prior to first occupation, a “lighting design strategy for biodiversity” for buildings, features or areas to be lit shall be submitted to, and approved in writing by, the Local Planning Authority. All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. No other external lighting shall be installed without prior written consent from the Local Planning Authority.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and policy G2 of the Oxford Local Plan 2036.

THE FOLLOWING CONDITIONS RELATE TO THE OUTLINE SCHEME FOR UP TO 10 DWELLINGHOUSES

Time limit – reserved matters

1. Application for the approval of reserved matters shall be made to the Local Planning Authority before the expiration of three years from the date of this outline permission.

Reason: In accordance with Section 92(2) of the Town and Country Planning Act 1990.

Commencement date

2. The development permitted shall be begun either before the expiration of five years from the date of this outline permission or from the expiration of two years from the date of approval of the last reserved matters to be approved, whichever is the later.

Reason: In accordance with Section 92(2) of the Town and Country Planning Act 1990.

Approved plans

3. The development permitted shall not be begun until full detailed drawings illustrating the following matters have been submitted to, and approved in writing by, the Local Planning Authority and the development shall be carried out in accordance with such details:

- (i): Design
- (ii): Layout
- (iv): Landscaping

(v): Vehicular and cycle parking

Reason: To enable the Local Planning Authority to give further consideration to these Reserved Matters in accordance with Section 51 of the Planning and Compulsory Purchase Act 2004.

Land quality – phased risk assessment

4. Prior to the commencement of the development a phased risk assessment shall be carried out by a competent person in accordance with relevant British Standards and the Environment Agency's Land Contamination Risk Management (LCRM) procedures for managing land contamination. Each phase shall be submitted to, and approved in writing by, the local planning authority.

Phase 1 has been completed and approved.

Phase 2 shall include a comprehensive intrusive investigation in order to characterise the type, nature and extent of contamination present, the risks to receptors and to inform the remediation strategy proposals.

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

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Land quality – remedial works

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

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Land quality – watching brief

6. Throughout the course of the development, a watching brief for the identification of unexpected contamination shall be undertaken by a suitably competent person. Any unexpected contamination that is found during the course of construction of the approved development shall be reported immediately to the local planning authority. Development on that part of the site affected shall be suspended and a risk assessment carried out by a competent person and submitted to, and approved in writing by, the local planning authority. Where unacceptable risks are found remediation and

verification schemes shall be submitted to, and approved in writing by, the local planning authority. These approved schemes shall be carried out before the development (or relevant phase of development) is resumed or continued.

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Please note that the responsibility to properly address contaminated land issues, irrespective of any involvement by this Authority, lies with the owner/developer of the site.

Construction Environmental Management Plan

7. Prior to the commencement of development, a Construction Environmental Management Plan (CEMP) shall be submitted to, and approved in writing by, the Local Planning Authority. The CEMP shall include the complete list of site specific dust mitigation measures and recommendations, identified in chapter 6.1 (pages 47-49) of the Air Quality Assessment (WSP, November 2021 Revision 3). The development shall be carried out in accordance with the approved plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: to ensure that the overall dust impacts during the construction phase of the proposed development will remain as “not significant”, in accordance with the results of the dust assessment and with Policy RE6 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Electric Vehicle charging infrastructure

8. Prior to the commencement of development, details of the Electric Vehicle charging infrastructure that is proposed to be installed on-site shall be submitted to, and approved in writing by, the Local Planning Authority. The electric vehicle infrastructure shall be formed, and laid out in accordance with approved details before the development is first occupied and shall remain in place thereafter.

Reason: To contribute to improving local air quality in accordance with policies M4 and RE6 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Road traffic noise mitigation scheme

9. No development, other than demolition, shall commence until a scheme has been submitted to, and approved in writing by, the Local Planning Authority to provide that all habitable rooms exposed to external road traffic noise in excess of 55 dBA Leq 16 hour [free field] during the day [07.00 to 23.00 hours] or 45 dBA Leq 8 hour [free field] at night [23.00 to 07.00 hours] shall be subject to sound insulation measures to ensure that all such

rooms achieve an internal noise level of 35 dBA Leq 16 hour during the day and 30 dBA Leq 8 hour at night. The submitted scheme shall ensure that habitable rooms subject to sound insulation measures shall be able to be effectively ventilated without opening windows. No dwelling shall be occupied until the approved sound insulation and ventilation measures have been installed to that property in accordance with the approved details. The approved measures shall be retained thereafter in perpetuity.

Reason: To ensure that the amenities of future occupiers are protected in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Outdoor amenity space noise mitigation scheme

10. No development, other than demolition, shall commence until a scheme has been submitted to, and approved in writing by, the Local Planning Authority to provide that the maximum day time noise level in outdoor living areas exposed to external road traffic noise shall not exceed 55 dBA Leq 16 hour [free field]. The scheme of noise mitigation as approved shall be constructed in its entirety prior to the first occupation of any dwelling and shall be retained thereafter in perpetuity.

Reason: To ensure that the amenities of future occupiers are protected in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Sound insulation

11. Prior to commencement of the development, details shall be submitted to, and approved in writing by the Local Planning Authority, of an enhanced sound insulation value $D_{nT,w}$ of at least 5dB above the Building Regulations value, for the floor/ceiling/wall structures separating different types of rooms/ uses in adjoining dwellings, namely [e.g. living room and kitchen above bedroom of separate dwelling]. The approved details shall be implemented prior to occupation of the development and thereafter be permanently retained.

Reason: To ensure that the amenity of occupiers of the development site is not adversely affected by noise in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Construction management plan

12. Prior to commencement of the development hereby approved, a construction management plan shall be submitted to, and approved in writing by, the Local Planning Authority. Details shall include control measures for dust, noise, vibration, lighting, delivery locations, restriction of hours of work and all associated activities audible beyond the site boundary to 07:00 – 19:00 Monday to Friday daily, 08:00 – 13:00 Saturdays No works to be undertaken on Sundays or bank holidays, advance notification to

neighbours and other interested parties of proposed works and public display of contact details including accessible phone contact to persons responsible for the site works for the duration of the works. The approved details shall be implemented throughout the construction period of the development.

Reason: To ensure that the amenity of occupiers of surrounding premises is not adversely affected by noise, vibration, dust, lighting or other emissions from the building site in accordance with policy RE7 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Energy Statement

13. As part of the reserved matters application including design details, an energy statement shall be submitted as part of the application package.

Reason: To ensure that sustainable design and construction principles have been incorporated in accordance with policy RE1 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Construction Traffic Management Plan (CTMP)

14. Prior to the commencement of development, a Construction Traffic Management Plan shall be submitted to, and approved in writing by, the Local Planning Authority. As a minimum, the CTMP shall identify;

- The routing of construction vehicles,
- Access arrangements for construction vehicles,
- Details of times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours (to minimise the impact on the surrounding highway network)

The plan, in accordance with details approved by the Local Planning Authority, shall be implemented at the commencement of the construction period.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding network, road infrastructure and local residents, particularly at peak traffic times in accordance with policy M2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Travel Plan

15. Prior to the first occupation of the development, a Travel Plan Statement and Residential Travel Information Packs shall be submitted to, and approved in writing by, the Local Planning Authority. A copy of the plan shall be distributed to occupiers prior to their occupation of a dwelling.

Reason: to ensure all residents are aware of the travel choices available to them and to promote the use of sustainable modes of transport in accordance with policies M1 and M2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Archaeology – written scheme of investigation and programme of archaeological work

16. Prior to the commencement of development, a programme of archaeological recording shall be secured in accordance with a written scheme of investigation that has been submitted to, and approved in writing by, the Local Planning Authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

Scope of recording - a strip and record excavation of the development footprint and a watching brief during the installation of related services. The archaeological investigation shall be undertaken by a professionally qualified archaeologist working to a brief issued by the Local Planning Authority.

Reason: To ensure that the development does not lead to a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including Roman remains in accordance with policy DH4 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Drainage

17. Prior to the commencement of development, an updated drainage strategy shall be submitted to, and approved in writing by, the local planning authority. The development shall be carried out in accordance with approved details unless otherwise agreed in writing by the local planning authority. The updated strategy shall include the following:
- The inclusion of additional green options to facilitate the wider use of SuDS;
 - Detailed drawings indicating cover levels, invert levels, manhole sizes, pipe numbering and pipe gradients. Soakaways also need to be referenced, to ensure that it reads in line with the calculations provided;
 - Catchment plans to include 10% urban creep. The area after adding 10% urban creep should be stated.
 - Clarification as to whether the maintenance will be conducted by a private management company or any other.

- Calculations for storm events up to and including 1:100 year event plus 40% Climate change. Calculations to include all SuDS features and other drainage infrastructure.
- Infiltration testing, according to BRE 365, at all locations where soakaways are proposed.

Reason: To ensure that the proposed drainage strategy is feasible in accordance with policy RE4 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Construction Environmental Management Plan (CEMP: Biodiversity)

18. Prior to the commencement of development (including ground works and vegetation clearance), a Construction Environmental Management Plan (CEMP: Biodiversity) shall be submitted to, and approved in writing by, the Local Planning Authority. The approved CEMP shall be adhered to and implemented throughout the construction period, unless otherwise agreed in writing by the Local Planning Authority. The CEMP shall include the following:

- a) Risk assessment of potentially damaging construction activities;
- b) Identification of “biodiversity protection zones” in respect of protected and notable species and habitats;
- c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on biodiversity during construction (may be provided as a set of method statements) and biosecurity protocols;
- d) The location and timing of sensitive works to avoid harm to biodiversity features;
- e) Contingency/emergence measures for accidents and unexpected events, along with remedial measures;
- f) Responsible persons and lines of communication;
- g) The role and responsibilities on site of a qualified ecological clerk of works (ECoW) or similarly competent person if required, and times and activities during construction when they need to be present to oversee works; and
- h) Use of protective fences, exclusion barriers and warning signs;

Reason: The prevention of harm to species and habitats within and outside the site during construction in accordance with Policy G2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Survey Validity

19. Protected species surveys shall be considered valid for no longer than one year from the date of survey. Should work not commence within a year of surveys, updated surveys must be undertaken and the results provided to the Local Planning Authority, unless otherwise agreed in writing with the Local Planning Authority. Should ecological conditions have changed, an updated biodiversity impact assessment metric shall be provided to ensure the approved net gain in biodiversity is achieved.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and policy G2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Protected Species

20. The development shall be undertaken in accordance with the mitigation recommendations at Section 4.5 of the submitted Ecological impact Assessment (V2) produced by WSP (February 2022).

Reason: The prevention of harm to species and habitats within and outside the site in accordance with Policy G2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Protected Species – Bats

21. Prior to the commencement of development (including demolition, ground works and vegetation clearance), a European Protected Species Mitigation Licence shall be obtained by Natural England. A copy of the licence shall be provided to the Local Planning Authority prior to the commencement of development.

Reason: To protect bats in accordance with the requirements of the Conservation of Species and Habitats Regulations 2017 (as amended).

Ecological Enhancements

22. Prior to the commencement of development, a scheme of ecological enhancements shall be submitted to, and approved in writing by, the Local Planning Authority to ensure an overall net gain in biodiversity will be achieved. The scheme shall include specifications and locations of landscape planting of known benefit to wildlife, including nectar resources for invertebrates. Details shall be provided of artificial roost features, including bird and bat boxes. Other features, such as hedgehog domes and invertebrate houses shall be included. Any new fencing shall include gaps suitable for the safe passage of hedgehogs. The development shall be carried out in accordance with approved details unless otherwise agreed in writing by the Local Planning Authority.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and Policy G2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Lighting scheme for light-sensitive wildlife

23. Prior to first occupation, a “lighting design strategy for biodiversity” for buildings, features or areas to be lit shall be submitted to, and approved in writing by, the Local Planning Authority. No lighting shall be directed towards existing or new vegetation. All external lighting shall be installed in accordance with the specifications and locations set out in the strategy, and these shall be maintained thereafter in accordance with the strategy. No other external lighting shall be installed without prior written consent from the Local Planning Authority.

Reason: To comply with the requirements of the National Planning Policy Framework, the Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended) and policy G2 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

24. APPENDICES

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

25. HUMAN RIGHTS ACT 1998

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

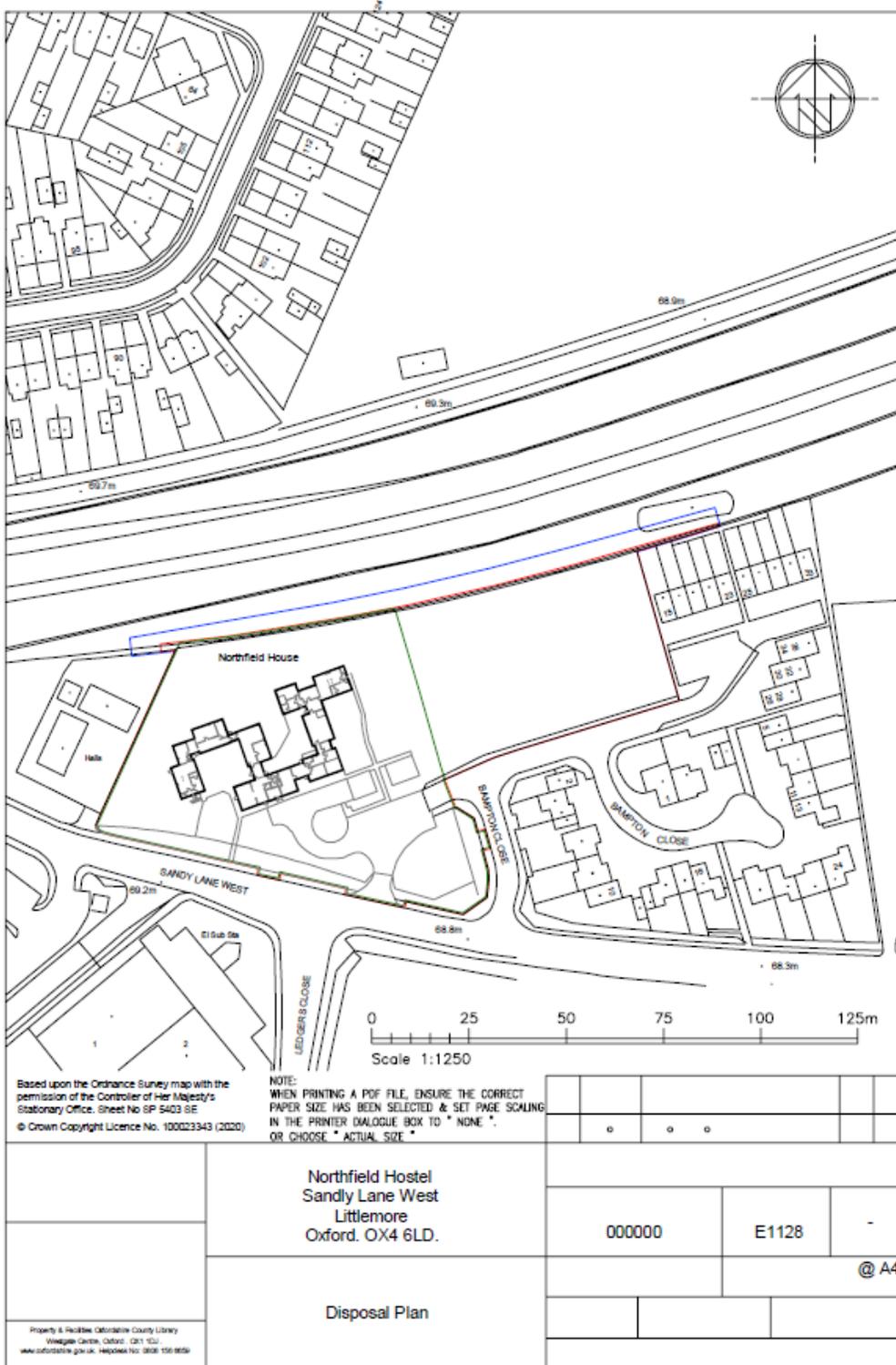
26. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

- a. 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.

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Appendix 1 – Site Location Plan

21/03328/OUTFUL – Northfield Hostel



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Report of the Oxford Design Review Panel

Northfield Hostel

22nd June 2021

Introduction

This report reflects the design review held on the 10th June 2021 following the presentation of the proposed scheme by the design team. The scheme is the redevelopment of a hostel site and a sports pitch to deliver affordable housing for Oxford City Council and market housing for Oxfordshire County Council.

A summary of the discussion is provided on the following page which highlights the main items raised during the session. We then provide the key recommendations aimed at improving the design quality of the proposal. The detailed comments are presented under headings covering the main attributes of the scheme and we close with the details of the meeting (appendix A) and the scheme (appendix B).

Summary

We applaud the ambitions of the City Council to provide affordable housing, not only on this but on several other sites, and to bring forward a genuinely sustainable development. Particular attention should be paid to this development, as it will set the standard for other sites. For that reason, we believe there should be a greater focus on fostering a community, promoting active travel and designing for the specific demographics of residents.

We would welcome the opportunity to re-engage with the applicant once the following recommendations have been worked through.

Key recommendations

The applicant team should;

1. Prepare a Health Impact Assessment to inform the design strategy.
2. Incorporate the sustainability and maintenance strategy into the design, including long-term costs and who will be responsible for each.
3. Orientate the buildings and open up the public spaces to the south.
4. Create public spaces for the wider community as well as the residents of this site.
5. Inset the balconies to provide better shelter and privacy, in addition to clearer articulation of the elevations.
6. Prepare a tree planting strategy which responds to the existing character and avoid overcomplicating the planting proposals.
7. Develop a lighting strategy that includes the journey from the bus stops to the entrances.

Detailed comments and recommendations

1. Design strategy
 - 1.1. The proposal consists of two parts – the detailed proposal of the blocks of flats which will be developed by the City Council and the outline proposal of the houses which is managed by the County Council. The outline part was not discussed in great detail as only the massing and siting were presented, which did not raise any immediate concerns. Most of the comments below relate to the two blocks of flats which are designed in detail.
 - 1.2. The approach to energy efficiency, environmental sustainability, biodiversity and ecology should guide the design strategy. The proposal must provide further details on the energy strategy and on how the development will optimise thermal performance, minimise the demand for energy, supply the remaining energy requirements efficiently and optimise the use of renewables to align with the Government’s emerging zero carbon policy.
 - 1.3. An ambitious approach should drive every design move and decision, starting with the configuration of the buildings and open spaces. These need to be considered and analysed at this early stage in the process and be developed simultaneously as part of a coherent design strategy.
 - 1.4. The orientation of the buildings and open spaces should utilise the south aspect to create places where people want to be in – either indoors or outdoors. We question the suburban model of inward looking spaces because an outward looking development could bring the existing and future community together by creating more attractive outdoor spaces for communal activity and opportunistic meetings between neighbours.
 - 1.5. By turning the buildings and open spaces towards the south, daylight and sunlight will reach all units and amenity spaces. In the current proposal, it is unlikely that the ground floor units would receive adequate daylight and the central square may be overshadowed by the buildings themselves.
 - 1.6. Residents of affordable homes may not be able to cover excessive maintenance and heating costs. The orientation of buildings and dual aspect apartments are critically important. Homes should be designed to be as sustainable as possible, neither overheating during summer nor being too cold during winter.

- 1.7. The fronts and backs of the buildings, along with the entrances, should be clearer. The separation of the ground floor units from the street needs to ensure privacy and living rooms, rather than the bedrooms, should be facing towards the main square.
 - 1.8. In order to ensure a safe environment, the lobbies should be well lit and the lifts should be directly visible from the entrances. Affordable developments are often stigmatised by the use of excessive lights; this needs to be taken into consideration as part of the wider lighting strategy.
 - 1.9. The blocks are designed to appear like separate houses, yet the outset balconies give the impression of flat blocks. If the balconies were to be made inset, that would create a clear character for the two blocks. It would also increase their use because they would offer shelter.
2. Movement
 - 2.1. The journey from the bus stops to the entrances needs to be safe and pleasant. It should incorporate attractive landscape and good lighting that is respectful of the local wildlife.
 - 2.2. The entrances should be facing the street to feel safe and to offer opportunities for the community to come together on a daily basis.
 - 2.3. The vehicular connection between Bampton Close and Sandy Lane is not necessary. It is likely to be used as a cut-through for vehicles and make an unpleasant environment which severs some open space from the main body of the site.
3. Landscape and open spaces
 - 3.1. The landscape should develop as part of the design strategy and the positioning of the buildings. Given the restricted space, every corner should be given a purpose.
 - 3.2. Car-parking should be better integrated to allow more public spaces for the community. Picnic tables and barbeque pits could be added in the area close to Sandy Lane for the local people to enjoy.
 - 3.3. The central amenity space needs rethinking. The noise from the bypass in addition to possible overshadowing from the buildings could make the space difficult to enjoy. Given its importance as a gathering space, it should receive daylight and sunlight and be a pleasurable experience.

- 3.4. A selection of simple materials that are easy to maintain is important to make the development affordable for its residents and the council.
- 3.5. The planting proposals should add to the existing tree character and remain as simple as possible.

Appendix A: Meeting details

Reference number	1561/210610
Date	10 th June 2021
Meeting location	Online via Zoom
Panel members attending	Joanne Cave (Chair), urban design and planning Alison Brooks, architecture and public realm Michael Chang, planning and urban design Eric Hallquist, landscape architecture Stina Hokby, urban design and public realm
Panel manager	Kiki Gkavogianni, Design South East
Presenting team	Simon Lea, Levitt Bernstein Associates Eleni Mente, Levitt Bernstein Associates Marc Escobar, Levitt Bernstein Associates James Morgan, WSP
Other attendees	Vicky Trietline, Oxford City Council (Housing Development) Stuart Moran, Oxford City Council (Housing Development) Alban Henderson, GL Hearn Jeremy Flawn, Bluestone Planning Jennifer Coppock, Oxford City Council James Newton, Oxford City Council Natalie Dobraszczyk, Oxford City Council (observer)
Site visit	This review was carried out during the Covid-19 outbreak in 2020/21. Independent site study including desktop research and a digital walk-around (in a similar fashion to that which would have been conducted on-site) was carried out prior to the review.
Scope of the review	As an independent design review panel, the scope of this workshop was not restricted.
Panel interests	No interests were declared.

Confidentiality	This report is confidential as the scheme is not yet the subject of a planning application. Full details on our confidentiality policy can be found at the end of this report.
Previous reviews	This is the first review of the proposal.

Appendix B: Scheme details

Name	Northfield Hostel
Site location	Sandy Lane West, Oxford, OX4 6LD
Site details	<p>The site is characterised by mature trees to the north, east, south and west which provide a buffer between the current buildings onsite and the surrounding roads. Mature trees also form the boundary of the playing field site, however there are a number of gaps in coverage fronting Bampton Close and the Eastern by-pass.</p> <p>The Hostel site features a series of 2 storey buildings originally built as hostel accommodation used by the nearby Northfield Special School, located to the south of the site. The hostel is however currently not in use and closed. Both sites are owned by Oxfordshire County Council. The playing field site has a disused football pitch, surrounded with a metal fence with no access gate.</p> <p>Immediately adjacent to the site lies a 1970's residential estate comprising of 2 storey dwellings at Bampton Close. To the south of Sandy Lane West lies an industrial estate, largely comprising 2 storey units.</p>
Proposal	<p>The proposals seek to redevelop the site of the former Northfield Hostel House and its adjacent sports pitch site on Sandy Lane West and Bampton Close Junction. On the former Northfield Hostel site, the project seeks to provide affordable flats in two 4 storey blocks, in a varied mix of dwellings, including family and wheelchair adaptable accommodation. On the sports pitch site the scope is to provide 10no. 2, 2.5 and 3 storey houses, all of them open market in tenure.</p> <p>Private and communal amenity spaces are provided for both sites, along with bicycle and car parking spaces.</p>

The application will be hybrid, seeking detailed permission for the Northfield Hostel site and outline for the sport pitch.

Planning stage	The scheme is at pre-application stage. Two initial pre-application meetings have been held with officers. The scheme was revised following officers' comments. The height was agreed in an informal discussion as 4 storeys on the hostel site – compared to the previous 5 and 6.
Local planning authority	Oxford City Council
Planning context	<p>The site currently features a series of 2 storey buildings originally built/used as a residential boarding facility for students in association with nearby Northfield School. The site has not been used for over 3 years. The site includes an area previously used as a sports pitch. Appropriate replacement sporting facilities for the sports pitch have been agreed and approved by the County Council, by way of the redevelopment of the Northfield School site.</p> <p>The site is allocated by Policy SP12 of the Oxford Local Plan for residential dwellings providing a minimum of 30 homes.</p>
Planning history	None.
Planning authority perspective	<p>The principle of residential development on the site is accepted in accordance with policy SP12 of the Oxford Local Plan 2036.</p> <p>Amendments are required in respect of the proposed height. The potential for overlooking and parking arrangements need to be considered further. Further arboricultural work needs to be provided to ensure the scheme is developed in compliance with relevant policies of the Oxford Local Plan 2036 and the recently published Green Spaces TAN which requires no net loss in tree canopy cover within the application site over 25 years.</p>
Community engagement	None so far.

Confidentiality

If the scheme was not the subject of a planning application when it came to the panel, this report is offered in confidence to those who attended the review meeting. There is no objection to the report being shared within the recipients' organisations provided that the content of the report is treated in the strictest confidence. Neither the content of the report, nor the report itself can be shared with anyone outside the recipients' organisations. Design South East reserves the right to make the content of this report known should the views contained in this report be made public in whole or in part (either accurately or inaccurately). Unless previously agreed, pre-application reports will be made publicly available if the scheme becomes the subject of a planning application or public inquiry. Design South East also reserves the right to make this report available to another design review panel should the scheme go before them. If you do not require this report to be kept confidential, please inform us.

If the scheme is the subject of a planning application the report will be made publicly available, and we expect the local authority to include it in the case documents.

Role of design review

This is the report of a design review panel, forum or workshop. Design review is endorsed by the National Planning Policy Framework and the opinions and recommendations of properly conducted, independent design review panels should be given weight in planning decisions including appeals. The panel does not take planning decisions. Its role is advisory. The panel's advice is only one of a number of considerations that local planning authorities have to take into account in making their decisions.

The role of design review is to provide independent expert advice to both the applicant and the local planning authority. We will try to make sure that the panel are informed about the views of local residents and businesses to inform their understanding of the context of the proposal. However, design review is a separate process to community engagement and consultation.

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Application number:	21/03361/FUL		
Decision due by	16th March 2022		
Extension of time	Not applicable		
Proposal	Demolition of existing retail store (Use Class E). Erection of new building at 1 to 5 storeys containing retail store (Use Class E) and hotel (Use Class C1). Service area, landscaping, cycle parking, and drop off bays on Stile Road.		
Site address	152 London Road, Headington, Oxford, OX3 9ED		
Ward	Quarry And Risinghurst Ward		
Case officer	Clare Gray		
Agent:	Mr Nik Lyzba	Applicant:	Cantay Estates Ltd
Reason at Committee	The application is before the committee because it is a major planning application.		

1 RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to refuse the application for the following reasons:

1.1.1. **refuse the application** for the reasons considered fully in the report; and

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

- finalise the recommended reasons for refusing the application as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary.

1.1.3. The reasons for refusal are as follows:

1.The proposed development by reason of its scale, height and massing would result in an inappropriate overdevelopment of this open and prominent peripheral edge of District Centre, location at odds with the prevailing character and appearance of the area. The development would be highly visible and a strident building in the street scene, visually discordant in views on London Road and Stile Road resulting in a form of development that would fail to be locally distinctive, and would not be of high quality design. The proposed development is therefore contrary to Policies DH1 and DH2 of the

Oxford Local Plan, Policies CIP1, CIP2, CIP3 and GSP4 of the Headington Neighbourhood Plan, and guidance in the NPPF.

2. The proposed development fails to take into account the effect of the proposal on the significance of St Andrews CE Primary School, as a non-designated heritage asset. The proposal, by reason of its scale, siting, massing and height will dominate this Victorian school building and will reduce the school's prominence in views on London Road, resulting in a low to moderate level of less than substantial harm to the significance of this heritage asset. The proposal is therefore contrary to policy DH3 of the Oxford Local Plan, policy CIP4 of the Headington Neighbourhood Plan 2017 and paragraph 203 of the NPPF.

3. The proposed development, by reason of failure to provide operational parking on site and drop off/pick up layby could result in indiscriminate parking on street, by those visitors to the site, resulting in hazard and obstruction to the detriment of highway safety. The proposed development is therefore contrary to policies M2 and M3 of the Oxford Local Plan 2036 and guidance in the NPPF.

4. The proposed development fails to adequately provide accurate trip generation of the existing retail store and appropriate TRICS data for the proposed development to accurately assess highway impact. The proposed development has failed to provide any assessment of the capacity of public car parks in Headington to meet the demands of the proposal. The failure to undertake and provide such assessment could result in adverse highway impacts to the detriment of highway safety and infrastructure contrary to policies M2 and M3 of the Oxford Local Plan 2036 and guidance in the NPPF

5. The proposed development by reason of its siting, scale, massing and height, and windows, will create an intrusive and overbearing form of development and a loss of privacy through overlooking detrimental to the amenities of the occupiers of the adjacent school and neighbouring dwellings on Stile Road. The development would thus have an unacceptable impact on these neighbouring occupiers contrary to policy RE7 of the Oxford Local Plan 2036.

6. The proposed development by reason of its use of opaque glass will result in a poor outlook and amenity for the occupiers of the hotel, and a substandard level of accommodation, contrary to policy RE7 of the Oxford Local Plan 2036

7. The proposed development fails to demonstrate that the proposal will meet BREEAM Excellent standard and be a sustainable design and construction, contrary to policy RE1 of the Oxford Local Plan 2036.

8. Had the above overriding reasons for refusal not applied, an amended Health Impact Assessment would have been sought to address how measures in the assessment would be monitored and implemented. Without a robust Health Impact Assessment, the proposed development is contrary to

policy RE5 of the Oxford Local Plan 2036 and the objectives to promote a strong and healthy community and to reduce health inequalities.

2 EXECUTIVE SUMMARY

- 2.1. This report considers the redevelopment of the existing Co-Op store, with a scheme for the erection of a replacement retail unit and a 108 bed hotel above. The uses will be provided in a rectangular footprint at ground floor and a C shape building form above. The retail unit will comprise 463 sqm on the ground floor. There will also be a separate hotel lobby entrance and restaurant on the ground floor with hotel rooms on the 1st to 4th floor (2nd to 5th storey). The overall building mass will extend in height from 3 storeys on the boundary with St Andrews CE Primary School and 5/7 Stile Road rising to 5 storeys on the corner of London Road and Stile Road. A service yard is proposed to the rear.
- 2.2. The report considers the proposal having regard to its location within, but on the edge of Headington District Centre, and adjacent to Old Headington Conservation Area and St Andrews CE Primary School, as a late Victorian school building.
- 2.3. The report considers the policies for hotel and retail development having regard to its location in the District Centre, and notes that whilst the footprint of the existing retail use has been reduced significantly in floor area, that the proposed retail unit is acceptable in principle. The report also considers the location criteria for short stay accommodation and notes that as the site is located in a sustainable position on a main arterial road, that the principal of the proposed hotel is acceptable.
- 2.4. However, it is recognised that the site is located on an open and prominent position on London Road, on the edge of the District Centre where the District Centre merges with the surrounding suburban character of Headington, where the building vernacular is of two storey scale. The report considers that the scale and massing of the building occupying a wide and deep frontage, along with an overall building height of 16.3m would result in a significant and incongruous building form, inappropriate in its siting and context and an overdevelopment of the site.
- 2.5. Officers have considered the wider impact of the building from long range views from Elsfield, and note that whilst the building would not be visible from this view and would not sit in the view cone of the historic skyline, that in local views by reason of its position forward in the streetscene, scale, height and massing would be visually discordant in the streetscape out of character with this part of the District Centre, detrimental in views along London Road, and views from Stile Road.
- 2.6. Officers have considered the views from Bury Knowles Park and the setting of Old Headington Conservation Area. The significance of the Conservation Area has been assessed and the views of the site considered from Bury Knowle Park. It is considered that the development would be acceptable in this view and the development would not harm the setting of Old Headington

Conservation Area. Additionally, it would not harm the setting of the listed wall that bounds Bury Knowles Park. However, Officers consider that the proposal by reason of its siting, scale, height and massing would fail to take into account the effect of the development on the significance of St Andrews CE Primary School, as a non-designated heritage asset as the development will reduce the school's prominence in views on London Road. Officers have considered the highway implications of the development that the application is not supported by an appropriate assessment of the existing trip rate of the existing retail store and note that the local public car parks have not been surveyed to assess whether there is capacity to meet the demands the development may place on these car parks and to assess highway impact. Officers also consider that whilst the site is in a Controlled Parking Zone (CPZ), that the development offers no operational parking to meet the needs of the development and/or a layby for drop off/pick up. Without this, this could lead to indiscriminate parking and or obstruction to highway users, detrimental to highway safety.

- 2.7. The report considers the impact of the siting, scale, height and massing on the amenities of the school and local residents and considers the impact on noise, daylight/sunlight, outlook, privacy and shading. Officers consider from the supporting documentation that the proposal will harm the amenity of the school and local residents through loss of privacy from substandard means to safeguard against views from hotel room windows; will be overbearing and intrusive, in siting, scale height and massing impacting on sunlight and causing shade. The report also considers the use of substantial opaque glass on windows will cause loss of outlook to the occupiers of residents.
- 2.8. Officers have assessed the impact on land quality, biodiversity, trees and air quality to be acceptable, however have had regard to the sustainability requirements of policy RE1 of the Oxford Local Plan and that the applicant fails to demonstrate that the development provides evidence of meeting BREEAM Excellent.
- 2.9. Finally officers have considered the submitted Health and Impact Assessment, and consider that the assessment is limited in respect of outlining how measures will be monitored and implemented, which is necessary for assessing performance. Had the above overriding reasons for refusal not applied, Officers would have sought an amended assessment to address the objectives and requirements of policy RE5 of the Oxford Local Plan. Without this, the application is contrary to this policy.

3 LEGAL AGREEMENT

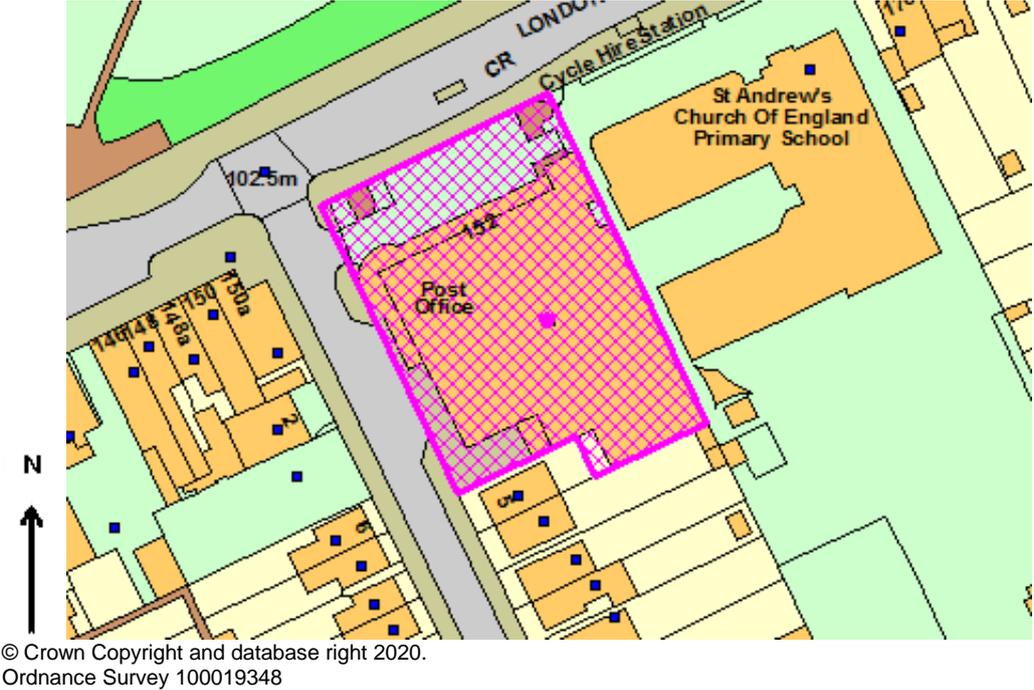
- 3.1. Had the application been recommended for approval, an agreement would have been required in relation to travel plan monitoring.

4 COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is liable for CIL.

5 SITE AND SURROUNDINGS

- 5.1. The application site comprises the existing Co-Op local store, located fronting onto the London Road Headington. The building is a white clad low level building with a wide frontage and plan depth occupying a corner plot on the corner of London Road and Stile Road. The building is characterised by a mainly flat roof, with a linear second storey in part, with projecting canopy to the front and side. To the front of the shop is a car park which serves the store. To the rear is the servicing area for loading/unloading.
- 5.2. The site lies within, but on the edge of Headington District Centre as defined in the Policies Plan of the Oxford Local Plan, within primary shopping frontage. The site thus has a mixed commercial and residential character. To the west of the site across the junction with Stile Road is a retail unit on the ground floor and residential above. To the east is St Andrew's Primary School. To the south is Stile Road, which is a road comprising Edwardian semi-detached houses. Across the site, to the north of London Road, is Bury Knowle Park.
- 5.3. The application site lies just outside of the boundary of the Old Headington Conservation Area, which is on the north side of London Road and includes Bury Knowle Park.
- 5.4. See location plan below:



6 PROPOSAL

- 6.1. The application proposes to demolish the Co-Op building and to redevelop the site to provide a retail unit, hotel entrance lobby and restaurant on the ground floor with a hotel above.
- 6.2. The proposed retail unit would occupy approximately half of the ground floor footprint occupying a floor area of 463sqm. The entrance to the retail unit

would be from the front (London Road). This is a reduction in the floor area of the retail unit from 1377 sqm to 463 sqm.

- 6.3. The proposed hotel would provide a total of 108 beds. On the ground floor there would be an entrance lobby, bar and restaurant area along with back of house supporting facilities including kitchen, plant and house keeping. Above it is proposed to provide an additional 4 storeys to accommodate the bedrooms. Of the 108 rooms, 102 would be standard size, and 6 would be Disability Discrimination Act (DDA) compliant rooms (6%).
- 6.4. The building would be 5 storeys overall to its highest point which would be on the corner of London Road with Stile Road up to 16.3m. The building at 1st floor upwards would have a C shape footprint with a first floor garden.
- 6.5. To the rear of the site there would be a service yard which would serve both the retail unit and the hotel.
- 6.6. The plans indicate the building would comprise the use of both buff brick and red toned brick, with the use of the lighter brick on the corner of the building with Stile Road where the building would be at its tallest at 5 storeys. Red brick is proposed for the 'wings' of the building. The fenestration is proposed in a symmetrical manner with aluminium frames and reconstituted stone reveals. The roof plans would include a green roof to part of the building located on the site's frontage with London Road and the erection of PV panels on the rear roof.
- 6.7. The proposal is proposed to be car free development. There is an existing lay by on Stile Road which would continue to provide for car parking as it does now, but this is outside of the red edge. Guests would access the hotel from the front entrance. Cycle parking is proposed to the front of the building and adjacent to the retail entrance for public use, with facilities to the rear for staff.

7 RELEVANT PLANNING HISTORY

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

60/09742/A_H - Installation of petrol storage tank to replace existing tank.. PER 16th August 1960.

62/01057/P_H - Illuminated sign on garage forecourt. PER 27th March 1962.

62/12220/A_H - 156 London Road - Outline application for partial demolition of building and rearrangement of forecourt.. PER 12th June 1962.

63/13005/A_H - Enlargement of entrance in Stile Road, conversion of workshop to stores and insertion of new offices.. PER 8th January 1963.

66/18290/A_H - 154-156 London Road - Extension to front entrance.. PER 13th December 1966.

67/19407/A_H - 154-156 London Road - Installation of petrol pump.. PER 24th October 1967.

68/01724/P_H - Illuminated 'Shell' sign on roof of front elevation. REF 24th September 1968.

77/00071/S_H - Eyles and Coxeter 152-156 London Road - Determine whether change of use to retail store constituted development.. EUR 23rd February 1977.

77/00296/A_H - 154-156 London Road - Redesign of existing forecourt and demolition of parts of existing building and erection of new building for supermarket.. PER 6th July 1977.

92/00991/NF - Single storey extension to sales buildings with new shop front. Installation of underground tank.. PER 15th December 1992.

8 RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents	Neighbourhood Plans:
Design	117-123, 124-132	DH1		GSP4, CIP1, CIP2, CIP3
Conservation/Heritage	184-202	DH3		CIP4
Housing	59-76			
Commercial	170-183	V1		BRC2, BRC3
Natural environment	91-101	RE3, RE4		
Social and community	102-111			
Transport	117-123	M1, M2, M3, M4, M5	Parking Standards SPD	TRP1, TRP2
Environmental	117-121, 148-165, 170-183	RE1, RE2	Energy Statement TAN	

Miscellaneous	7-12		External Wall Insulation TAN,	
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9 CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 6th January 2022 and an advertisement was published in The Oxford Times newspaper on 13th January 2022.

Statutory and non-statutory consultees

- 9.2. Oxfordshire County Council (Highways): Objection. The proposed development is in an area with a good opportunity to promote active and sustainable travel. The application proposes a car free development for all uses, which is welcomed. However, there is some concern regarding the absence of a drop-off/pick-up area for operational parking. Without it, there is potential for the development to create unsafe indiscriminate parking even for very short durations to allow guests to alight/board vehicles.
- 9.3. A parking accumulation survey needs to be undertaken to establish whether the car parks intended to take up the predicted vehicular trips have sufficient capacity. The applicant has undertaken trip generation assessments using the TRICS database and also assessed the impact of this on the network. The approach not considered to be robust enough. The disabled parking spaces provided for hotel guests are not wholly within the applicants control, and being partly in highway, they cannot be allocated solely for the development use.
- 9.4. Oxfordshire County Council (Flooding): No objections
- 9.5. Historic England: Historic England do not wish to offer any comments
- 9.6. Environment Agency: Comments. The proposal is includes development on a site where the previous use may have caused land contamination and the environmental risks in this area relate to : Groundwater protection
- 9.7. If infiltration drainage is proposed then it must be demonstrated that it will not pose a risk to groundwater quality. We consider any infiltration SuDS greater than 3m below ground level to be a deep system and generally not acceptable. All infiltration SuDS require a minimum of 1m clearance between the base of the infiltration point and the peak seasonal groundwater levels. All need to meet the criteria set out in our Groundwater Protection publication. In addition, they must not be constructed in ground affected by contamination.
- 9.8. Piling using penetrative methods can result in risks to potable supplies from, for example, pollution/turbidity, risk of mobilising contamination, drilling through different aquifers and creating preferential pathways. The proposed foundation design will need to ensure that steps are taken to prevent contamination of groundwater in the event that previous uses have resulted in contamination of the land within the site.

- 9.9. Thames Water Utilities: Following initial investigations, Thames Water has identified an inability of the existing foul water network infrastructure to accommodate the needs of this development proposal. Thame Water has contacted the developer in an attempt to agree a position for foul water networks but has been unable to do so in time available so Thames Water request that a condition is imposed.
- 9.10. In respect of surface water network infrastructure capacity, Thames Water do not have any objection to the application.
- 9.11. In respect of water, the proposed development is located within 15m of underground water assets and as such would recommend an informative on any permission. Thames Water do not have any objection to the planning application.

Public representations

- 9.12. 224 local people commented on this application from addresses in Stile Road, Mark Road, Franklin Road, Gardiner Street, St Leonards Road, York Road, Lime Walk, Jack Straws Lane, Chestnut Avenue, Coolidge Close, Gidley Way, Kennett Road, Pitts Road, Burdell Avenue, Gladstone Road, Rock Edge, St Annes Road, Chequers Place, Denmark Street, Mileway Gardens, North Place, Old Road, Stapleton Road, Woodlands Road, Ambleside Drive, Trinity Road, urrows Close, Elm Drive, Howard Street, Langley Close, Ramsey Road, Sandfield Road, Wharton Road, Binswood Avenue, Holyoake Road, Linden Courrt, Weyland Road, Barton Lane, London Road, Snowdon Mead, Ash Grove, Downside End, Latimer Road Ashgrove, Osler Road, Fortnam Close, Chestnut Avenue, Beech Road, Barton Village Road, Barton Road, Baker Close, Fix Well Drive, Hawthorn Avenue, Holley Crescent, Lewis Close, Larkins Lane, Mather Road, Northway, Old High Street, Staunton Road, Windmill Road, Finch Close, Quarry Road, New Cross Road, St Annes Road, Windsor Street, New High Street, Wilkins Road, St Andrews School, Headington Heritage
- 9.13. In summary, there were 215 letters of objections and 5 letters of support and 4 comments. The main points of objection were:
- London Road is heavily congested and at a standstill
 - Parking is often next to the Co-Op on double yellow lines, causing loss of view of oncoming traffic/poor visibility causing a hazard
 - Increased demand for parking in the area, where will visitors park. Local car parks already full. No drop off for visitors. The ongoing provision of parking in car parks is vital for the viability of Headington District Centre to enable businesses to offer parking nearby
 - Pedestrian traffic is high on this corner which is a safety concern
 - Challenge validity of TRICS data used. No cumulative assessment of the implications this development may have
 - Shops have limited parking and parking capacity has not been assessed

- The retail unit is very much scaled back from its current size
- Height and massing too large for the space, with height significantly higher than the neighbouring buildings. 1 storey should be removed. Excessive over-development of the site which looks overpowering and overwhelming.
- Over-development of the site
- Out of character for Headington and not in keeping. Sticks out like a sore thumb.
- Proposal out of keeping and spoil the view from Bury Knowle Park, which is bounded by a well maintained local stone wall. Would not preserve or enhance the setting of Old Headington Conservation Area.
- This is an opportunity to build an elegant piece of modern architecture. Sadly this opportunity has not been grasped and instead a dull monotonous design. Will be an eyesore and not fit in with Headington. Is bland and height is overbearing
- The building breaches the building line by being constructed closer to the street
- The building is much taller than all the others other than those in the central Headington area. It will have a significant effect on views towards London Road. Buildings around it are all low level domestic scale. Will dominate the skyline and dwarf the Victorian school, which is a heritage asset
- Impact on the view from Elsfeld
- impact on the quiet amenity of the park, changing character to urban space from a green space. This is an enviable green space and will be dwarfed by its bulk.
- Will impact on the neighbouring primary school and homes with overlooking and increase in height
- Will look the same as the new hotel in Summertown
- This is dreadful and unnecessary. There is no evidence for a hotel. The submitted Opinion of Need is not correct. Need more affordable housing than a hotel and to develop the site for people who cant afford to live in Oxford like keyworkers
- No plans for replacing the post office. This is essential for the Headington Community. The other PO is in Wood Farm which is too far for people
- Concern for impact on and proximity to St Andrews CE Primary School with concerns regarding safeguarding and safety of young children. Increase in traffic could be dangers. It will be disruptive to learning
- Impact on light to the school and welfare of local school children. Impact of construction noise for children
- Not acceptable to have a hotel next to a school
- Hotel brings unknown people into the area

- Impact on local B&Bs and hotel. The occupancy levels of existing facilities referred to have been understated. There are many B&Bs in the area already, and a planned hotel at Thornhill
- This doesn't provide for ecology, will destroy 2 mature trees,
- Will be at odds with domestic character of Stile Road.
- Will impact on retail behaviour in Headington
- Infrastructure of Headington ie drains wont cope and this has been confirmed by Thames Water
- Impact on trees on Stile Road
- View images proposed of the development are misleading. From Bury Knowle Park it doesn't allow for seasonal variation to the view to account for Winter
- Views from the hotel will impact on neighbours amenity. Impact on privacy – insufficient to use opaque windows up to eye level
- Insufficient details on shading in summer time
- Insufficient publicity with residents and public
- Long standing contamination on site and there are still hazardous materials in the ground including asbestos and petrochemicals, despite what is in the report
- Impact on noise levels in vicinity of the site and high disturbance to residents
- Contrary to the Headington Neighbourhood Plan
- Will harm the Lye Valley SSSI.
- Light pollution
- Litter
- Dust and noise concerns from construction. When would demolition occur as this must be outside of school term. Impact of construction on children's learning. Concern also from asbestos in the building and the need for buildings to be demolished in summer outside of school as well as removal of fuel tanks

9.14. There were 5 letters of support who made the following comments:

- Current hotel building is unsightly, whereas planned layout will be beneficial for trees
- Hotel will be a real benefit for Headington
- Improvement for Headington side of Oxford
- Parking will be dealt with by existence of other car parks in Headington and Thornhill P and R

- Will bring much needed visitors to Headington
- Location of the hotel is good for the Oxford to London route
- No objection to a redevelopment just the monotonous design of the structure

Officer Response

- 9.15. The objections received in respect of competition and impact on existing B&B provision in Headington can not be taken into account, as competition is not considered a valid planning consideration. Other comments have been addressed in the evaluation of the report.
- 9.16. In respect of the comments made in relation to the Post Office, Members will be aware that the Post Office is a separate commercial enterprise and there are no policies within the Local Plan that provide protection of post offices. Representation was received during the course of the application asking for consideration for whether planning controls exist that would enable the Post Office to open temporarily in another unit, including a unit under the ownership of the applicant, whilst the site is being redeveloped. However, Officers have advised that the imposition of any planning condition, or S106, would be contrary to the advice in the NPPF regarding the 6 condition tests. Similarly, this would be contrary to advice on the use of planning obligations.

10 PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- I.Principle of development
- II.Design
- III.Impact on Heritage Assets
- IV.Highways
- V.Managing the Impact of the Development
- VI.Trees
- VII.Flooding and Drainage
- VIII.Energy and Sustainability
- IX.Biodiversity
- X.Archaeology
- XI.Air Quality
- XII.Land Quality
- XIII.Health Impact Assessment

I. Principle of development

- 10.2. The site lies within the Headington District Centre Area of Change in the Local Plan, controlled by Policy AOC6. The site lies on the edge of, but within, Headington District Centre as defined in Policy V4 of the Oxford Local Plan 2036. The Co-Op is also included as District Centre Shopping Frontage as defined in Policy V4 of the Oxford Local Plan 2036.
- 10.3. Policy AOC6 of the Local Plan has regard to the characteristics of the Headington District Centre and reflects the part of the historical, rural character of the area with remnants of stone buildings and boundary walls, which are an important part of the area's character. Regard is had to the inter and post war housing that surrounds the district centre as well as Victorian and Edwardian terraces. Bury Knowle Park is noted as a historic parkland located to the east as well as the Old Headington Conservation Area to the north.
- 10.4. The Area of Change policy has regard to the defining character of 2-3 storey buildings and large 3-4 storey commercial infill buildings. It is recognised there may be an opportunity to redevelop some of these sites in a more intensive way that would still be in keeping with the character of the area. It does state however that at 15m (approximately 5 storeys) that there may be a skylining effect in views from Elsfield that will need careful design and justification.
- 10.5. The policy thus states planning permission will be granted for new development within the area of change where this would take opportunities to deliver, where relevant, improved connectivity across London Road; make more efficient use of land by consolidating uses and through infill and taller development; enhance the public realm.
- 10.6. Policy V4 relates to district shopping frontages and states planning permission will only be granted at ground level within Headington District Centre for Class A1 uses; or Class A2 – A5 uses where the proposed development would not result in the proportion of units at ground floor level in Class A1 uses falling below 50% of the total number of units within the defined shopping frontage; or other town uses where the proportion of A1 use does not fall below 85% of the total number of units within the defined shopping frontage.
- 10.7. Members will be aware that the Government announced in September 2020 that retail uses (Use Classes A) amongst others, have been amalgamated with other uses to create Use Class E. The policy above clearly predates this change and what that means is that the distinction in the policies between A1 (retail) and other A classes cannot now be made. However, the reference in the policies to Class A uses (apart from use as a public house or a hot food takeaway) could equally apply to Class E uses. Therefore, there will be no separate threshold for any equivalent of Class A1 uses and Class A2 and A3 uses and their thresholds will be taken to be represented by Class E.
- 10.8. The proposal seeks to redevelop the site but will retain a retail unit and introduce a hotel lobby and restaurant on the ground floor. It is acknowledged that the proposed retail unit is considerably smaller than the existing unit but in policy terms, the scheme does not seek to lose a retail unit, and it is

acknowledged that the policy does not stipulate a loss of floor area. On that basis it is considered that the smaller retail unit would comply with Policy V4 of the Oxford Local Plan 2036.

- 10.9. The proposal includes a hotel with entrance lobby and restaurant on the ground floor. In terms of the criteria of V4 it is considered this falls within other town uses listed in policy V4. Moreover, on the basis this is providing an additional use and is not a change of use from a unit, then this is acceptable against this policy.
- 10.10. The proposal includes a hotel on the upper floors. Applications for short stay and holiday accommodation are covered by Policy V5 of the Oxford Local Plan 2036. This policy states that planning permission will only be granted for the development of new sites for holiday and other short stay accommodation in the following locations: in the City Centre, in District Centres, on sites allocated for that purpose, and on Oxford's main arterial roads where there is frequent and direct public transport to the city centre.
- 10.11. This locational requirement does not apply to proposals to refurbish or expand existing sites. Proposals for new, refurbished or expanded holiday and short stay accommodation must meet all the following criteria: a) it is acceptable in terms of access, parking, highway safety, traffic generation, pedestrian and cycle movements; b) there is no loss of residential dwellings; and c) it will not result in an unacceptable level of noise and disturbance to nearby residents.
- 10.12. In this instance the site is located in the District Centre on a main arterial route. There is excellent provision of public transport to the city centre, with frequent and direct public transport. Therefore the assessment of an application for a hotel falls to be considered against the three considerations listed above in respect of being acceptable for highways; no loss of residential units and is acceptable in respect of noise and disturbance to nearby residents. This can only be satisfied through the assessment of the application and consultation.
- 10.13. Objections have been received in respect of the need for further hotels, stating that the site would be best served to provide affordable, key worker housing. In response, it is advised that Policy V5 stipulates the criteria for assessing applications for hotels and this does not require developers to demonstrate need. Furthermore, the site is not allocated in the Local Plan for development therefore there is no stipulation that the site must deliver housing/key worker housing.
- 10.14. Therefore in general terms, it is considered that the principle of the smaller retail unit and the proposed hotel has the scope to be acceptable in respect of policy V4, and the principle of a hotel above has the scope to be acceptable in respect of policy V5 subject to compliance with the policy criteria specified and development management policies outlined below.

II. Design

- 10.15. Policy DH1 of the Oxford Local Plan 2036 states planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness.
- 10.16. All developments will be expected to be supported by a constraints and opportunities plan and supporting text and or visuals to explain their design rationale in a design statement proportionate to the proposal in accordance with the checklist in Appendix 6.1. Planning permission will only be granted when proposals are designed to meet the key design objectives and principles for delivering high quality development.
- 10.17. Policies in the Oxford Local Plan recognise that land in Oxford is scarce and that taller buildings have the scope to make the most efficient use of land. However, this must be the subject of sensitive analysis to ensure that the buildings are appropriate to the site's context and critically do not adversely harm the historic skyline of Oxford's dreaming spires which is vulnerable to change. Design choices about building heights are informed by an understanding of the site context and the impacts on the significance of the setting of Oxford's historic skyline. Taller buildings will be possible in many locations but they must be designed to ensure they contribute to the existing character and do not detract from the amenity of their surroundings. Higher buildings will often be appropriate in district centres and on arterial roads.
- 10.18. Policy DH2 of the Oxford Local Plan 2036 states that the City Council will seek to retain significant views both within Oxford and from outside, in particular to and from the historic skyline. Planning permission will be granted for developments of appropriate height or massing, as demonstrated by a range of criteria including design choices regarding height and massing; regard had to the High Buildings Study Technical Advice Note, in particular impact on skyline, competition and change of character should be explained, and demonstrating how proposals have been designed to have a positive impact with the relation of the building to the street and the potential impact on important views to the historic skyline and out towards Oxford's green setting. The site does not sit in the view cone of the historic skyline from Elsfield, but has been assessed on impact on views from Elsfield. It is also not a site within 1200m of the Historic Core Area.
- 10.19. Guidance is contained in the Oxford High Buildings Study about the design of high buildings and in the High Buildings Study Technical Advice Note.
- 10.20. Policies in the Headington Neighbourhood Plan (HNP) are also relevant. Policy GSP4 of the HNP states development will be permitted where its design responds appropriately to the site and the character of the surrounding area.
- 10.21. Policy CIP1 of the HNP states new development will only be permitted where they respond to and enhance the distinctive local character where it is described in the Character Assessments.
- 10.22. Policy CIP2 of the HNP states development will seek to protect important views within Headington itself and out of the Headington Neighbourhood Plan Area as identified on the Viewpoint Map.

- 10.23. Policy CIP3 of the HNP states high quality development proposals which are of an innovative and/or contemporary design will be permitted where they accord with the policies in the Local Plan; respect and take account of local heritage and enhance the distinctive identity, character and setting in terms of scale, layout, density, orientation and massing.
- 10.24. Context: The application site lies on the edge of the Headington District Centre and is the last commercial unit in the District Centre. The site occupies an open prominent corner on London Road and Stile Road. The site lies adjacent buildings of traditional 2 storey scale and form, comprising St Andrews CE Primary School to the east of the site and the Edwardian buildings of Stile Road set to the south. The site is located opposite the attractive leafy green setting of Bury Knowle Park, enclosed by a historic stone wall. Bury Knowle Park lies in the Old Headington Conservation Area. Whilst the existing shop occupies a wide frontage, the building is set back into the site behind car parking.
- 10.25. The proposed development seeks to demolish this building and erect a building of 3 storeys rising to 5 storeys height on the corner of London Road and Stile Road. The building would be built further forward than the existing building on London Road and measure a total of 34m on the London Road frontage. The building adjacent to St Andrews CE Primary on the frontage would be 3 storeys and measures 10.33m, rising to 4 storeys and then rising to 16.3m at 5 storeys on the corner. On Stile Road, the building would extend 38.8m along the length of the Stile Road frontage. The building would be 5 storeys to the north and extend down to 4 storeys and 3 storeys closest to 5B/7 Stile Road, at 10.6m.
- 10.26. Siting, scale, height and massing: The plan form of the building is of a rectangular block, but with the first to fourth floor (or 2-5th storey) in a C shape around a roof garden. The applicant argues that the building has been designed to respond to the context of the site, utilising a stepped building height approach adjacent to 5/7 Stile Road and adjacent to the school, proposing a taller feature, being the 5th storey, on the corner of Stile Road and London Road. Different materials have been proposed too to distort the massing of the building.
- 10.27. The buildings footprint occupies a substantial width and depth and is positioned forward on the London Road frontage and is situated on the edge of the pavement on Stile Road. From this siting and footprint, coupled with the overall height and massing of the building, it is clear that the proposed development will have a significant impact on the streetscape on this edge of centre location. Officers have assessed the scheme using Vu City, which is a programme that enables proposed developments to be modelled in their proposed position in the City to allow assessment of schemes. The use of this, along with the photomontage views provided by the applicant indicates that the development, by reason of its siting, scale, massing and height of the building, would result in an overbearing and incongruous building at stark odds to the peripheral location in which the site sits on the edge of the District Centre.

- 10.28. Whilst the design of the building has sought to break the mass of the blocks into smaller elements, the features of the building with a wide depth and frontage, with a height of up to 16.3m, forward of the building line contrasts significantly to the low key domestic scale of buildings that characterise this part of the street. This site is a large open site, highly prominent in views along the London Road. The existing building sits comfortably in this location as this site blends into the suburban surroundings of its location on the edge of the centre. However, the siting, width, depth and massing of the building as proposed and the considerable height would look out of scale and appear discordant in this low key transient position. Indeed, the height of the building at 16.3m is comparable only with those tallest buildings at distance within the hub of the District Centre, at Holyoake Hall and the adjacent Skipton Building Society building, which lie in the middle of the District Centre. However, it is important to note that even in this central location, these building typologies are limited to 4 storeys and only because of their location, are they suitable to their context. By comparison the application proposal is even higher at 5 storeys than those buildings in the hub of the District Centre.
- 10.29. A building of this scale and depth would appear strident in its domestic context. What contributes to this harm is that the building has been built forward of the existing pattern of development, or building line of adjacent building. The result of this is that the application building when viewed from the east would block views of along London Road. Likewise, when viewed from the west, the building will block views of St Andrews CE Primary School on the London Road. Moreover, in both directions the views would reveal the bulk and massing of the buildings set over the top of St Andrews School when viewed from the east and over the frontage of buildings at 150, 148 London Road when viewed from the west. In local views, this scale and massing would be highly visible, and harmful to the streetscene.
- 10.30. Harm would also be apparent in views from Stile Road, where looking north towards the site, the apparent depth and width of the building would tower over the simple form of traditional housing and would appear as a strident bulky mass which coupled with its height, would be particularly harmful in its setting.
- 10.31. A dense utilisation of a deep plot is not typical of the pattern of development in Headington and where deep plots have been developed, such as 138-140 London Road, they step down to a more residential scale to the rear and pick up existing rooflines. Where service yards are present they provide a welcome physical separation between the larger buildings and the residential streets behind such as at Holyoake Hall or 108 London Road. Landscaping too has been vital. Large plan forms are not characteristic or vernacular and the position of the building, forward in the streetscene abutting the corners of the junction, will be harmful in views. In this context, especially with the low level building form of the current site on a wide open plot, it is considered the proposed building would appear overwhelming in its solidity, size and scale spanning the width and depth of the plot. Officers consider that such a building would dominate this corner plot and would appear out of character with the domestic character and form of surrounding building typologies, and would be a stark contrast to the vernacular of this part of the District Centre.

- 10.32. Whilst Policy AOC6 of the Oxford Local Plan allows for making efficient use of land, the supporting text has regard to building heights and density in the District Centre and notes in the text in para 9.67 that “The centre is characterised by 2-3 storey, moderate sized terrace properties whose lower floors have been converted to shop frontages and large 3-4 storey commercial buildings of varying quality that infill plots.” The paragraph goes on to state “There may be an opportunity to redevelop some of these sites in a more intensive way which would be still be in keeping with the character and function of the centre. At 15m (approximately 5 storeys) and above buildings may create a skylining effect in views from Elsfield and will need careful design and justification”.
- 10.33. Whilst it is recognised that there may be opportunities for redeveloping this site, and that the proposal has the scope to be making an efficient use of land, is it not considered that the design approach taken here responds to its context or is justified in its approach.
- 10.34. In respect of views from Elsfield, a wireline (which is an outline of the building’s mass) has been provided of the position of the building in that view. This indicates that in this view the building will not be visible and will sit behind the trees and therefore not impact on the skyline.
- 10.35. External Appearance: The proposed building utilises staggered blocks and two different brick hues to distort the mass and scale of the building, broken down into bays. Whilst the building is not considered acceptable in terms of siting, scale, height and massing, it is considered that the external appearance is acceptable and of a design that would mirror other new developments that have been constructed on London Road. The use of two different bricks is considered appropriate in terms of approach and is calm in appearance. The fenestration, utilising aluminium frames and recessed panels, is considered to provide articulation and interest resulting in a greater impression of quality.
- 10.36. Landscape: The footprint of the building is significant and occupies a substantial part of the site, built close to the London Road frontage. Therefore opportunities for landscaping are limited to the perimeter of the building. To that end, street trees have been indicated on the frontage and an existing street tree on Stile Road is shown to be retained. The position of the street trees on the frontage of London Road would be considered acceptable and would mirror the street trees to St Andrews CE Primary. The retention of the existing tree on Stile Road is welcomed. The scheme also includes irrigated green walls on the eastern elevations which too is considered a welcome addition. Green roofs are also proposed and whilst these will not be visible in the street scape will provide green infrastructure.
- 10.37. Overall the soft landscaping is considered acceptable in this context. It is however, noted that green walls are shown on the school side of the boundary wall. This would not be possible as this is outside of the control of the applicant.
- 10.38. Conclusion: Policy DH1 states that planning permission will only be granted for development of a high quality design that creates or enhances

distinctiveness. It is considered that for the reasons as set out above, that the siting, scale, height and massing of the proposal would not be acceptable as this would be incongruous and strident in this peripheral location at odds with the prevailing character of development in the area. The proposed development is not considered to be of a high quality design and would fail to create or enhance local distinctiveness. The development would comprise an overdevelopment of the site, resulting instead in a poor building form, strident in its siting, massing, scale and height. The development is contrary to policies DH1, DH2 and AOC6 of the Oxford Local Plan 2036, policies CIP1, CIP2, CIP3 and GSP4 of the Headington Neighbourhood Plan and the relevant paragraphs of the NPPF.

III. Impact on Heritage assets

- 10.39. The NPPF requires proposals which are likely to have an impact upon designated heritage assets to be based upon an informed analysis of the significance of all affected heritage assets and be sufficient to understand the potential impact of the proposal on their significance (paragraph 189). Local Planning Authorities should identify and assess the particular significance of any heritage asset affected by a proposal, and take this into account when considering the impact of a proposal on a heritage asset to avoid or minimise any conflict between the heritage assets conservation and any aspect of the proposal (para 190).
- 10.40. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the assets' conservation (para 193). Paragraph 196 of the NPPF advises that where development proposals will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 10.41. Sections 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. Section 72 of the same Act requires local planning authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas. It is accepted that these are a higher duty.
- 10.42. Policy DH3 of the Oxford Local Plan states planning permission will be granted for development that respects and draws inspiration from Oxford's unique historic environment, responding to the significance character and distinctiveness of the heritage asset and locality. For all planning decisions great weight will be given to the conservation of that asset. An application for planning permission which would or may affect the significance of any designated heritage asset, should be accompanied by a heritage assessment that includes a description of the asset and its significance and assessment of the impact of the development proposed on the asset's significance. It goes on to state that where a development proposal will lead to less than substantial harm to a designated heritage asset, this harm must be weighed

against the public benefits of the proposal. Clear and extensive justification for this harm should be set out in full in the heritage assessment.

- 10.43. Policy CIP4 of the Headington Neighbourhood Plan states that where the significance of a heritage asset would be affected by a development proposal, that development proposal will only be permitted where it addresses the conservation and enhancement of the significance, character and any special architectural or historic features of significance the asset may possess.
- 10.44. The site is located outside of and opposite Bury Knowle Park which is sited in Old Headington Conservation Area. The park is an attractive feature within the Conservation Area and is bounded by a stone wall on its southern boundary and a row of trees, which add considerably to the character and attractiveness of the park. The stone wall is also listed. Considerable objection has been received that the erection of the building would harm views from within the Conservation Area.
- 10.45. To support the application, a Heritage Statement has been submitted which considers the impact on the Conservation Area, and a wireline has been created of the building which considers the impact of the building on views from within the park. This indicates that the building will not exceed the height of the trees that define the southern boundary of the park, and would be contained by these trees in views. This is confirmed also by the analysis of the site through Vu City. Arguably however, this would not be the case when the trees are not in leaf.
- 10.46. Officers have considered the views from the Conservation Area looking south across the London Road, and consider that the impact is considered to be acceptable in terms of the views from the park. The park is considered to be inward looking and contained by the boundary wall, as well as the trees on the southern boundaries. It is considered in those views, the London Road represents a physical feature and border, and beyond which are not as critical to the Conservation Area. By comparison, those views that are considered to be important and contribute to the setting of the Conservation Area are those views along London Road that are focussed on the north side of the road and exclude those views south of the London Road.
- 10.47. Equally in considering views from Stile Road looking north towards Bury Knowle Park it is considered that the scale and massing of the building will not cause harm to the setting of the Conservation Area, again for the reason that the London Road is a physical and separate barrier that is distinct.
- 10.48. Therefore Officers are satisfied the development would not cause harm to the setting of the Old Headington Conservation Area.
- 10.49. Officers have also considered the impact on the Grade II listed wall, listed for its scenic value, and note that the wall was modified in the mid 1980s when it was lowered. Whilst the stone wall is a key feature that encloses Bury Knowle Park, it is considered that the walls' separation from the application site by the London Road and the wall being to the north of the London Road and the

application site to the south will result in no adverse impact on the setting of this designated heritage asset.

- 10.50. Officers have also considered the impact on St Andrews CE Primary School. This building is not listed but the submitted Heritage Statement includes an extract from the Old Headington Conservation Area appraisal which identifies the school as being an historic building of local significance.
- 10.51. Para 203 of the NPPF states the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 10.52. Para 2.1.6 of the Heritage Statement makes reference to the NPPF policy relating to non-designated heritage asset which is set out at para 203 of NPPF. At 3.1.4 the Heritage Statement in considering the historical evolution of the site and its surroundings identifies that in the late C19 (1887 OS) the School for Boys was a building surrounded by open fields across which ran a footpath (connecting to the settlement of Headington Quarry).
- 10.53. At 3.2.7 in analysing the character and appearance and the pattern of built form on the south side of London Road near the application site provides a description of the school buildings, explaining that the original building of 1847 was 'replaced' with new buildings in 1894. Those that form the core of the school buildings and those fronting on to London Road today, but does not set out the significance of the building or identify it to be particularly important.
- 10.54. At para 4.3.2 of the Heritage Statement, in describing design changes through the process, acknowledges that the design responded to officers concerns and was reduced in height to three storeys adjacent to the school.
- 10.55. At 5.1.3 a conclusion suggests that the proposed design , its scale, form and the proposed materials to be used indicates that due regard has been paid to the relationship to adjacent buildings, however, no specific acknowledgement of the significance of the school.
- 10.56. Thus the Heritage Statement gives a sense of acknowledgement of the school as a neighbouring building but there is concern that the building's local significance overall hasn't been properly considered in the document.
- 10.57. The school has important aesthetic value as a Victorian School building. Social and communal value as a school built to educate the local community, albeit segregated as a boys' school, in its earliest manifestation and provided by the Church for the community. There are similar examples throughout the city and in particular through the East End of Oxford. Importantly the school was built in open fields and was the first significant building to the south of the turnpike road pre-dating the development of the residential suburbs.

- 10.58. Having considered the proposed development, Officers consider that the importance or value of the school in views along the Turnpike will be diminished by virtue of the dominance of the building proposed to be built at 152 London Road which will overshadow the late Victorian school buildings.
- 10.59. Consequently Officers consider there will be a degree of harm caused to the significance of the non-designated heritage asset which officers consider will be a moderate to low level of less than substantial harm due to the school's reduced prominence in views along London Road.
- 10.60. The proposed development would fail to meet the objective not to cause harm to heritage assets and the level of harm that would be caused would be a low to moderate level of less than substantial harm to the significance of the non-designated heritage asset. Although the proposed design has evolved to try to mitigate this harm it has not been entirely as the new building at 152 would dominate views up and down London Road thus diminishing the significance or importance of the school buildings in these views. The proposal would fail to meet the objectives of the NPPF, including those specifically relating to any heritage asset in para 195 of the NPPF, to non-designated heritage assets in para 203, and the policies relating to appropriate contextual design that are set out in Section 12 of the NPPF. The development is therefore contrary to policy DH3 of the Oxford Local Plan and policy CIP4 of the Headington Neighbourhood Plan.
- 10.61. Special attention has been paid to the statutory test of preserving the setting of the listed building or its setting or any features of special architectural or historic interest which it possesses and the statutory test of preserving or enhancing the character and appearance of the setting of the conservation area under sections 66 and 72 respectively of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development would preserve the setting of the listed building and the character and appearance of the setting of the Conservation Area, and so the proposal accords with sections 66 and 72 of the Act.

IV. Highways

- 10.62. Chapter 9 of the NPPF has regard to promoting sustainable transport and states that significant development should be focused on locations which are sustainable, through limiting the need to travel and offering a genuine choice of transport modes (para 103). The NPPF also states that development should only be prevented or refused on highway grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 10.63. The Oxford Local Plan 2036 seeks to prioritise walking, cycling and public transport and states in policy M1 that planning permission will only be granted for development that minimises the need to travel. Policy M2 requires Transport Assessments must be submitted for development that is likely to generate significant amounts of movement, assessing the multi-modal impacts of development proposals and demonstrate the transport measures which

would be used to mitigate the development impact. Policy M3 assesses motor vehicle parking for different types of development and whether located in a CPZ or not, assessing proposals against the standards in Appendix 7.3. Policy M4 assesses the provision of electric charging points for additional parking needs. Policy M5 assesses bicycle parking against the standards in Appendix 7.3.

- 10.64. Sustainability: The site lies in the Headington District Centre which is highly sustainable and has good access to public transport which serves the City Centre, the Park and Ride at Thornhill and further afield, London. The site is on a main arterial road. The development is proposed to be car free which is supported in principle to reflect the sustainability of the site however this needs to be the subject of additional assessment to ensure the impact of the development is limited on the highway.
- 10.65. Access and Parking: The site is located at the corner between the A420 London Road and Stile Road. The current vehicular access is however off Stile Road where both the car parking and servicing arrangements are undertaken. The application intends to remove the car park including to the front of the shop and its access off Stile Road but retain the delivery and servicing access to the rear.
- 10.66. The A420 London Road is a major tributary into Oxford, with cycle, pedestrian facilities, and public transport including bus stops in the vicinity of the site. Along the site frontage on London Road is a city-bound bus gate that performs to terminate a bus lane into the main traffic flow. A zebra crossing exists about 45m west of the bus gate, providing a crossing opportunity for those wishing to get to access to the Headington car park and the Bury Knowle Park.
- 10.67. The Transport Assessment indicates that visitors will access the site in a number of ways. Either through public transport to the site, or by parking at a nearby public car park or from Park and Ride.
- 10.68. Paragraph 3.3.6 of the Transport Assessment states that a number of Park and Ride facilities are available around Oxford and shall enable visitors who require car travel to park outside the city and complete their journeys by shuttle bus. However, Officers consider this is misleading and it is not clarified whether there is the provision of a shuttle bus from Park and Ride facilities for hotel users. And should this be the case, it remains to be known where the shuttle bus would park for the visitors to alight.
- 10.69. The application proposes to utilise several public car parks in the vicinity of the development, namely behind Waitrose, Old High Street and St Leonards Road. This approach is considered in principle to comply with the principles set out in the Local Plan to reduce car parking provision. However, whilst the County Council are in support of this approach, Officers have some concerns regarding the capacity of these public car parks to be able to accommodate visitors to the hotel. It is considered that a parking accumulation survey is necessary to establish whether the public car parks have capacity to accommodate the likely demand from the development. However, at this

stage, no such survey has been undertaken and this can not be demonstrated.

- 10.70. Oxfordshire County Council (the Local Highway Authority) note that the absence of a drop-off/pick-up facility for a 108 bedroom hotel. Whilst there is an existing lay by on Stile Road, this is regularly used for parking for local services including the shop and is not designated a drop off/pick up facility that would remain for the benefit of users of the hotel. Furthermore, this is in the public highway. In light of this it is considered by the County Council, that the proposed parking arrangement does not sufficiently address the likely arrival/departure pattern associated with such a development and that the need to accommodate the operational needs of visitors for taxi drop-offs/pick-ups and those guests with heavy luggage that would require a quick drop off facility, has not been appropriately considered or provided for.
- 10.71. The application does provide for two disabled parking spaces, but it is noted that these are on public highway. The Highway Authority will not allocate private parking on public highway and hence there is no guarantee that these spaces shall be available solely for the development's use. With this in mind, it leaves the development without any parking allocation to serve the operational needs of the development.
- 10.72. Paragraph 7.24 of the Local Plan recognises that developments that may result in additional parking pressure locally and where this has not been adequately addressed may have their planning permission refused. The absence of a lack of operational parking spaces or a layby for drop-off/pick up and/or coach parking is likely to lead to indiscriminate on-street parking albeit for a short period to allow visitors to alight from/get into vehicles. The applicant argues that the Controlled Parking Zone (CPZ) will prevent this from happening, but it is likely that with this form of development, there will be a need for operation parking to ensure that hazard does not occur. Oxford is a major tourist attraction where coaches are known to ferry in groups of tourists especially in the summer months. Due to the nature of London Road and in the vicinity of the site, there is no opportunity for safe parking to allow hotel guests to be picked up/dropped off.
- 10.73. County Highways raised concerns with access to the hotel from parking within the public car park at Headington car park behind Waitrose. Highways consider that the access is via a narrow walking route at the back of properties that leads to the Headington public car park and argue that the nature of this route is unsafe as it not overlooked. Whilst this position is understood, it is not considered that a reason for refusal on this alone is sustainable as there are other means of connecting to this car park than through this route adjacent to Bury Knowle Park.
- 10.74. Delivery and Servicing: This will take place off the highway through a servicing entrance on Stile Road. Swept path analysis has been undertaken utilising a 12m long rigid and 11.3m long refuse collection truck respectively as appended to the TA. Although the tracking appears to show a slight infringement/overrun on the western kerb of Stile Road, Highways consider that this can be avoided by careful driving. It is also noted that the servicing

and delivery arrangement shall be maintained as is currently used with the convenient store.

- 10.75. However, the layout of the rear service yard is very tight and there is concern that vehicles may not be able to use the loading bays at the same time. Highways note that if the gate is closed and a lorry cannot enter immediately, it will be waiting in a place where it could cause a safety hazard to vehicles exiting the roundabout. A delivery and servicing plan should be therefore be provided demonstrating how this situation would be avoided, and indicating suitable off site waiting areas should delivery vehicles arrive early or be unable to enter the yard for any reason.
- 10.76. Had the other reasons for refusal not applied, a Delivery and Servicing Plan would have been sought.
- 10.77. Traffic Impact: The submission has utilised TRICS to determine the likely trip generation assessments both from the existing development and as proposed. While it is considered acceptable to use TRICS for forecast trip generation, Highways consider that it is not acceptable to use the same approach to assess current travel movements. To do this, Highways consider that this information should be garnered by using a site survey to establish trips, which would give a more accurate representation of the arrival/departure pattern rather than using TRICS.
- 10.78. The assessment of the predicted traffic likely to be generated by the proposed hotel has also utilised data from TRICS. The trip rates that have been submitted as part of the TA, and Highways considered that the data used is too low. Utilising the TRICS database with the same parameters as those used in the TA which generate slightly higher trips. The TRICS output appended to the TA reveals that a further deselection was done to manually remove survey sites with allocated parking. However, an assessment of the selected sites shows however that some do indeed have on site parking. These sites are as follows: GM-06-A-08 (IBIS Manchester) shares an underground car park with Novotel; WL-06-A-02 (HOLIDAY INN - Swindon) adjacent station car park but also benefits from a drop off lay-by and WY-06-A-03 (Travel Lodge - Halifax) has a large car park available at the front of the hotel. Highways consider therefore that these sites are not suitably representative of the application site and without the use of comparable sites, the assessment is not comparable or as robust as it could be. It also does not reflect the impact of whether on-site parking provision or the lack of it (with the use of an alternative nearby public car park) would influence demand. It is therefore considered that this assessment is not robust.
- 10.79. Travel Plan: The proposed development is in an area with a good opportunity to promote active and sustainable travel. The proposed development will trigger the requirement for a Travel Plan and associated monitoring fee in line with Oxfordshire County Council guidance. The Travel Plan should include information on how active and sustainable travel will be encouraged to and from both the hotel and restaurant.

10.80. Cycle Parking: Cycle Parking has been shown at the front of the site for visitors and shoppers with separate staff cycle parking to the rear of the building. County Highways have confirmed cycle parking has been provided in accordance with the required standards.

10.81. Conclusion: Having considered the proposal in the light of the TA and the assessment undertaken by the Highway Authority, there are a number of objections to the proposal that have not been considered by the applicant. Those objections relate to the failure to provide for dropping off/picking up of residents, a lack of analysis of parking capacity in the area to accommodate the demand for parking generated by the hotel; the lack of parking provision on site to accommodate the operational needs of the development; the inadequate survey data to assess traffic impact and concerns in respect of delivery and servicing. The proposal therefore fails to adequately consider highway impact and would lead to an unacceptable impact on highway safety and hazard contrary to policies M2 and M3 of the Oxford Local Plan 2036.

V. Managing the impact of development

10.82. Policy RE7 states that planning permissions will only be granted for development that ensures that the amenity of communities, occupiers and neighbours is protected and does not have unacceptable transport impacts affecting communities, occupiers, neighbours and the existing transport network, and provides mitigation measures where necessary.

10.83. The site is located next to an existing school and existing housing on the edge of the Headington District Centre. The site is located on a principal arterial road. It is considered for the purpose of assessing the impact of development that the site is located in a mixed use area and in an area populated by residential houses, flats, retail, commercial and restaurants.

10.84. Noise: A Noise Exposure Assessment of the sound insulation performance for all elevations has been provided. This assessment indicates that adequate glazing specification has been proposed and the use of appropriate ventilation has been recommended. This should be sufficient to achieve recommended internal noise levels for the proposed development according to BS 8233: 2014, World Health Organisation and requirements of the Local Authority.

10.85. Noise rating levels for any new mechanical equipment relating to plant, mechanical ventilation and air conditioning has not been proposed in relation to the measured background noise levels, but this can be controlled through conditions.

10.86. The potential for the proposed development to introduce new noise sources into the area which may impact upon existing sensitive receptors has been submitted.

10.87. The current redevelopment proposals are for the provision of multiple bedrooms. Given that the proposed end-use for the site is for residential (hotel) purposes, the main potential sources of noise impacts on existing sensitive receptors is assessed as likely to be from construction noise and

vibration during the construction phase, building services plant and any potential increases in local traffic flows associated with the proposed development. This will need to be controlled by an appropriately worded construction management plan condition that controls the time of activity and other measures to control dust and vibration.

- 10.88. Comments have been made in respect of the impacts of dropping off of residents by taxis and cars along this road. Whilst it is appreciated that the hotel will be available for residents to access 24hrs, officers consider that in light of the current use of the top part of Stile Road, and existing car parking along the front of this highway, that the noise implications would not be so at odds with this existing usage such to justify a reason for refusal.
- 10.89. In respect of deliveries, it will be necessary to secure a Servicing and Delivery Plan in any approval to ensure that this is managed in a way that safeguards local residents amenity and of those children in the school. A condition would need to be imposed if planning permission was granted.
- 10.90. Subject to these conditions, having considered the information submitted with the application and acoustic assessment, the site is considered acceptable for the creation of a hotel and the retail unit in terms of its noise impacts.
- 10.91. Privacy: The hotel has been designed with full level windows to provide light to the hotel rooms and for outlook. However, given the proximity of the neighbouring school and residential properties, the full length windows have been designed to incorporate opaque glass from ground level up to eye level to prevent direct overlooking. This features on the southern elevation, where 24 bedrooms are on the first, second and third floor. This also features on the inner courtyard of the hotel where views open up on the southern elevation of the inner courtyard. On the eastern elevation, there are no hotel rooms, but end of corridor windows but these have a similar treatment with opaque glass to eye level and clear glass above.
- 10.92. All other windows are clear on the western and northern elevation.
- 10.93. Officers consider that this approach to safeguarding against loss of privacy is substandard as this is considered an overreliance on this feature to maintain privacy, and secondly it does not guarantee privacy as people could still achieve views out.
- 10.94. It is also considered that this would be intrusive for those residents and the school as introducing windows on the building of this scale increases the perception of loss of privacy and being overlooked.
- 10.95. Officers consider therefore that this does not address the issue of privacy and leads to the conclusion that overreliance on such features indicates that amenities haven't been considered from the design of the building and that the building is an overdevelopment of the site. It is noted in a similar relationship of Beech House to Headington Preparatory School that grilles have been used on windows, albeit that relationship is less direct as it in this application.

- 10.96. In recognition of this treatment however, it is considered this would not provide for an acceptable outlook for those guests at the hotel having poor outlook or be impacted on by the addition of additional window treatments.
- 10.97. Outlook: It is considered that the provision of opaque glass up to eye level would provide for poor outlook for guests occupying rooms on the southern elevation or wing of the building within the courtyard and is a substandard arrangement. The addition of any grilles to overcome this too, whilst not proposed in this application, also would be detrimental to the occupiers outlook.
- 10.98. Overbearing: The building on site would be far greater in scale, height and massing than the existing building on site. Whilst it is acknowledged this is set away from the boundary with 5 Stile Road than the current building, the scale, height and massing of the building, its proximity to the eastern boundary, as well as the number of windows on the southern elevation when viewed as a whole would be detrimental and be overbearing to the amenities of these occupiers.
- 10.99. Sunlight/Daylight: A Daylight Sunlight Assessment has been submitted with the application which considers the impact of this onto the school and neighbouring residences. There are two assessments. One considers the light in internal rooms of the development and the other considers the amount of light received by various properties. The DAS includes details of shading at Winter and Summer Solstice.
- 10.100. From the submitted report, it is apparent that the proximity of the development, and its proposed massing will have an adverse impact on the level of sunlight hours received into certain rooms within the school. This has been accounted for in an annual assessment of annual probable sunlight hours, and it indicates that the most affected neighbouring windows are within the School. This assessment is taken from the BRE guide and states that sunlight is adversely affected if there is a reduction of sunlight of more than 4%. Access to sunlight is necessary for learning and for mental health and this is a consideration in the analysis of the impact on the school. It does however state that average daylight factor is unaffected or a "negligible" change.
- 10.101. The shading analysis is rather restricted as it only considers Summer and Winter Solstice at 9am, 12pm, 3pm and 5pm. For the school it indicates that the massing of the building creates additional impact at Winter Solstice in the afternoon. The analysis does not indicate at what point in the year that this impact begins to improve. However it indicates that when the sun is at its lowest in winter that greater shading, coupled with less sunlight hours into certain rooms of the school, there is an impact. To balance this it is indicated that the school does impact upon the light received into the courtyard itself within the school, and it is noted that in the report the daylight factor is unaffected.
- 10.102. The same document also identifies a high impact on light received on the ground floor to 150 London Road, as well as additional shading to this

building in Winter. However as this is a retail unit on the ground floor, it is considered that this is less sensitive to reduced daylight than the occupiers of the school and it is noted that these windows are high level.

10.103. Having regard to impact on residential dwellings on Stile Road, the analysis reveals the impact of the building to be negligible. In respect of shading analysis, this reveals that the development would be an improvement as the buildings improve the relationship with 5 and 7 Stile Road, being set further back from the boundary and there being a negligible change to average daylight factor.

10.104. It is also necessary to consider the impact of daylight and sunlight of occupiers of the hotel. In respect of shading, it is noted that the bedroom windows onto the central green space will be in shade throughout the day in Winter due to the proximity of the building mass and it being a narrow courtyard space that has been created.

10.105. Further there is concern with the use of opaque glass that is relied upon as a means to address amenity. It is not clear in the Daylight and Sunlight Assessment whether it takes into account the use of opaque glass. As discussed above a significant amount of windows are utilising this to address concerns of impact on overlooking and would not let light in so would not contribute as described in the Assessment. In that report it states *All of the habitable areas will benefit from large areas of glazing to increase the amount of daylight within the internal spaces where possible. This is expected to reduce the need for artificial lighting whilst delivering pleasant, healthy spaces for occupants.* The modelling as shown in the Sunlight Daylight Assessment indicates floor to ceiling windows, but this would not be the case if $\frac{3}{4}$ of the windows are opaque. It is not clear whether the report considers either just the top area of clear glass or the whole pane and accounted for opaque glass. Although the report does appear to state that there would still need to be lighting in some rooms in the internal daylight sunlight conclusion. Certainly for those rooms that utilise opaque glass that the use of opaque glass rather than obscure means that only natural light comes in from the high level window.

10.106. Cumulatively, whilst the analysis reveals that the proposed development will not impact on the majority of residential buildings in respect of shading and loss of sunlight or daylight, the school will certainly be impacted upon through additional shading and reduced sunlight hours created by the additional scale and massing of the building. It is accepted that the school day is limited to around 3pm, but in the winter months the impact would be apparent through the day until 3pm. This indicates that the development will be harmful in terms of its impact and this would be to the detriment of school users.

10.107. Whilst the report is unclear over whether the use of opaque glass has been considered in its analyses, it is considered that the use of opaque glass and the design of the building will result in substandard accommodation for occupiers of the hotel rooms within the central courtyard area through

shading throughout the day in the winter months, and potentially other times of the year.

- 10.108. It is also considered that the use of opaque glass would have an adverse impact on outlook to those occupiers of the hotel rooms.
- 10.109. In respect of privacy there is an overreliance of opaque glass to prevent overlooking of the school and of 5 and 7 Stile Road. This on its own is not considered an acceptable measure for preventing loss of privacy and would increase the perception of being overlooked.
- 10.110. Finally the building is considered by reason of its scale, height and massing to be overbearing to local residents and occupiers of the school.
- 10.111. For these reasons the application is considered to be contrary to Policy RE7 of the adopted Local Plan.

VI. Trees

- 10.112. Policy G7 of the Local Plan seeks the protection of existing Green Infrastructure features and states planning permission will not be granted for development that results in the loss of green infrastructure features such as hedgerows, trees or woodland where this would have a significant public amenity or ecological interest. It must be demonstrated that their retention is not feasible and that their loss will be mitigated.
- 10.113. Policy G8 states development proposals affecting existing Green Infrastructure features should demonstrate how these have been incorporated within the design of the new development where appropriate. This applies to protected and unprotected Green Infrastructure features such as hedgerow, trees and small public green spaces.
- 10.114. There are three existing trees relevant to the application. A semi mature ash tree (T2) on site; a semi mature scots pine off site and a mature Ailanthus (T1) (tree of heaven) off site.
- 10.115. In respect of the semi mature Ash, this is proposed to be lost to the development. This tree is relatively small and of moderate quality. The stem of this tree has started to grow into the metal guard around it and the species is at future risk of ash dieback disease. Its loss therefore is considered only of minor harm which can be adequately mitigated through replacement tree planting on the site's frontage on London Road.
- 10.116. In respect of the semi mature Scots pine, this is in the adjacent school frontage on London Road. This tree is developing well and is likely to be a significant positive landscape feature for 40+ years (A category), however this has not been included in the application's tree report and is within a few metres of the site's boundary. Officers consider that whilst the tree should not be adversely affected by the proposed scheme, this needs to be considered in tree protection measures through a condition.

- 10.117. In respect of the mature Ailanthus off site, this is in the pavement on Stile Road. The root plate of the tree is causing deformation of the surrounding tree grille and hardsurface, which indicates ground conditions are restricted for tree growth. The scheme proposes to retain this tree and subject to robust measures seems feasible, however it is noted that two disabled parking spaces are proposed to be located immediately adjacent to this tree and there are concerns that the levels in this area are awkward, The impact assessment does indicated that a resin bound gravel is proposed in this area and that the design will take into consideration in the levels however this is not evidence to indicate that this will happen without significant regrading into the trees root protection area.
- 10.118. Additional information has been submitted by the applicant in light of the comments made, but Officer comments on the acceptability of this were not available at the time of writing the report. A verbal update will therefore be given at Committee.
- 10.119. In respect of the previous use of the site, the site was at one time a petrol station and thus there is a need to consider the implications for contamination. Contamination may have potential implications for the treatment of the proposed tree planting along the frontage to the London Road, subject to findings of intrusive investigation and contamination risk assessment, together with any remediation that may be required under Land Quality conditions. Consideration of soil contamination, and its suitability as a growing medium generally, for tree planting is required (a biologically based soil scientist report is required). Adverse findings may potentially necessitate soil replacement, but these elements can be conditioned.
- 10.120. In respect of tree canopy, given the low amount of existing canopy cover on the site, and extent of new tree planting proposals, a net increase in canopy cover over 25 years as per the policy requirement of G7, for Major developments, can be anticipated. However, the application does not include a tree Canopy Cover Assessment study to demonstrate and quantify compliance.
- 10.121. Overall, whilst there are no tree objections in principle, there are some concerns that exist in relation to impact on the existing Ailanthus off site and in respect of the quality of the soil to the front of the site. Additional information was required of the applicant and was received by Officers. A verbal update at Committee will be provided as to whether the concerns from officers are addressed.

VII. Flooding and Drainage

- 10.122. The site is located in Flood Zone 1. A drainage strategy and SUDS maintenance and management plan has been submitted. Oxfordshire County Council Lead Local Flood Authority have considered the strategy and have raised no objections to the proposal.
- 10.123. The Stantec report accompanying the application states that the redevelopment will not change the impermeable area of the site, which is

effectively all of it. The site currently discharges at unrestricted brown field rates to a sewer. However green roofs are proposed to provide treatment and attenuation storage before discharge. This will result in a betterment of 97%

- 10.124. In the event of flooding from rainfall, the strategy seeks to not increase the risk of flooding to neighbouring properties for events up to 1 in 100 year plus 40% climate change.
- 10.125. Objections have been received from residents in respect of the capacity of the Thames Water sewerage network for foul waste. The Strategy advises that foul water will be discharged to the Thames Water sewer in Stile Road via a new connection. A consultation with Thames Water advises that they will need to undertake modelling work to establish capacity but that this does not mean that planning permission should be refused on this basis, but that this work can only be undertaken if permission has been approved as Thames Water would be required to do this only if planning permission is granted.
- 10.126. Thames Water advise in respect of surface water and water capacity, that the proposals are acceptable.
- 10.127. Concerns have also been received from third parties in respect of impact on the Lye Valley SSSI, from increased surface and ground water flows, but this has not been identified as a concern and the County as Local Lead Flood Authority have not raised any objection on this.
- 10.128. Subject to conditions there is no objection to the proposal on flood risk or drainage grounds, compliant with policies RE3 and RE4 of the Local Plan.

VIII. Energy and Sustainability

- 10.129. Policy RE1 of the Oxford Local Plan states planning permission will only be granted where it can be demonstrated that the building complies with sustainable design and construction principles. In addition, an Energy Statement must be submitted that demonstrates a 40% carbon reduction in carbon emissions, as well as evidence that for non residential development of over 1000sqm, the development will meet BREEAM Excellent standard.
- 10.130. In terms of sustainable design and construction principles, this is mostly covered in the submitted statement, albeit it is noted that the proposed Air Source Heat Pumps are not shown on the plan and it does not state how it will create a building that is flexible and adaptable to future occupier needs (principle f. of policy RE1). The statement also sets out that in terms of assessing overheating risk, 'the majority' of areas have passed the criterion for limiting solar gains, however does not explain which areas did not.
- 10.131. Had the above reasons for refusal not been raised, further information would have been sought.
- 10.132. An Energy Statement has been submitted with the application which sets out how the proposal has been designed in respect of sustainability, carbon

emissions, renewable energy and environmental impact, against policy RE1 of the Local Plan.

10.133. The Energy Statement demonstrates that the building complies with Part L 2013 of the Building Regulations. It goes on to state that the fabric performance of the building has been assessed to reduce energy consumption, looking at fabric first measures of higher levels of insulation and high performance glazing beyond Building Regulations requirements. Low zero carbon air source heat pumps will provide the heating system and provide hot water. This will provide 33.39% reduction in carbon emissions. A further 7.3% carbon reduction will come from the incorporation of photovoltaic panels on the roof of the building. Cumulatively the air source heat pumps and the PV panels will deliver an overall reduction of 40.7% reduction in carbon emissions which accords with the policy target of 40% reduction against Part L 2013 Building Regulations compliant with policy RE1 of the Local Plan.

10.134. However the policy also requires that the application for non-residential developments over 1000 sqm, that the proposal demonstrates compliance with BREEAM excellent. A hotel falls under C1 which is non-residential development, and is clearly not an apart hotel. To comply with policy RE1 it states that for this building type, it must be demonstrated that the scheme falls within BREEAM excellent standard. In that regard the Energy Statement does not address that component of the policy and therefore compliance with policy RE1 has not been demonstrated.

10.135. Therefore the application is contrary to Policy RE1 of the Oxford Local Plan 2036.

IX. Biodiversity

10.136. Policy G2 of the Local Plan states development that results in a net loss of sites and species of ecological values will not be permitted. Compensation and mitigation measures must offset the loss and achieve an overall net gain for biodiversity.

10.137. In this instance, the application seeks the removal of the existing Co-Op building. To support the application a protected species survey report has been submitted and indicates that the building was surveyed for bats. The building is assessed as being negligible potential for shelter for roosting bats, and no bats or evidence of bats were found.

10.138. In light of this, officers are satisfied that the existing ecological value of the site is low, and that that a condition requiring ecological enhancements to ensure a net gain for biodiversity can be achieved and can be secured to any permission.

10.139. Objections have been received regarding the lack of opportunities for biodiversity enhancements to be provided as part of the application. In response, it is considered that the proposal offers landscape opportunities, green walls and green roofs. This in addition to requiring a scheme for

ecological enhancements is considered to provide opportunities for biodiversity in accordance with Policy G2 of the Local Plan.

X. Archaeology

- 10.140. Policy DH4 of the Local Plan has regard to archaeology and the historic environment.
- 10.141. Officers have determined this site is of interest because it involves groundworks in a location that has potential for late medieval and post-medieval remains in the form of a historic trackway of unknown antiquity that linked Old Headington with the medieval settlement at Headington Quarry. The site is located in an area that has not been subject to significant archaeological investigation. The desk based assessment includes an assessment of low to moderate potential for Saxon and medieval remains.
- 10.142. Having regard to the NPPF and policy DH4 and the contents of the desk based assessment, any consent granted should be subject to a condition to secure archaeology trial trenching followed by further mitigation as appropriate.
- 10.143. Subject to a condition it is considered the application is acceptable against Policy DH4 of the Local Plan.

XI. Air Quality

- 10.144. Policy RE6 of the Oxford Local Plan has regard to air quality and states planning permission will only be granted where the impact of new development on air quality is mitigated and where exposure to air quality is minimised or reduced.
- 10.145. The baseline assessment shows that the Application Site is located within the Oxford city-wide Air Quality Management Area (AQMA), declared by Oxford City Council (OCC) for exceedances of the annual mean NO₂ air quality objective (AQO). Analysis of DEFRA's urban background maps and of all pollutant concentrations at monitoring locations in the area of the application site, show that current air quality levels are below all relevant air quality limit values.
- 10.146. According to the site's energy statement, no gas-fired boilers or combustion plant are proposed within the site. The proposed development will be covering its heating demands with the installation of highly efficient Air Source Heat Pump in the majority of the building spaces and the PV technology, and as such there will be no negative impacts on local air quality from the use of these systems.
- 10.147. According to the site's transport and air quality assessments, the development will result in the loss of four parking spaces, and the demand to access the site is expected to decrease from the current food retail site to the proposed mixed-use development of a smaller store and a hotel. No car parking will be provided on site for either the hotel or retail unit.

- 10.148. All surrounding streets are covered by area wide CPZ which will prevent overspill parking being hazardous or a nuisance. Limited waiting/high turnover on-street parking bays adjacent provide opportunity for hotel drop-off and convenience store customers. The site's highly sustainable location will also encourage use of alternative modes of transport and therefore fully complies with all Transport Assessment requirements of the Local Plan.
- 10.149. A quantitative assessment of the potential impacts on local air quality arising from the proposed development during the operational phase has been undertaken using the detailed dispersion model ADMS Roads. The model was used to predict the changes in NO₂, PM₁₀ and PM_{2.5} concentrations that would occur at nearby sensitive (human) receptors due to traffic generated by the proposed development. The assessment was completed in line with published methodologies and technical guidance and using several conservative approaches. The results of the assessment showed that the proposed development will have a negligible impact on air quality at all assessment receptors considered, once operational.
- 10.150. The impacts of demolition and construction work on dust soiling and ambient fine particulate matter concentrations have been assessed on the AQ Assessment. The site was identified as 'low risk' during the demolition, earthworks and construction phases. These different risk levels were used to identify appropriate site specific dust mitigation measures. Provided these measures are implemented and included within a dust management plan, the residual impacts are considered to be not significant. In the event that planning permission is granted then it is considered that the necessary air quality measures described above can be required by condition to ensure that the proposals are acceptable in the context of Policy RE6 of the Oxford Local Plan 2036.

XII. Land Quality

- 10.151. Policy RE9 seeks to ensure that development proposals adequately assess contamination and their risks on the surrounding environment.
- 10.152. The former uses of the land includes use as a garage and fuel filling station. Underground fuel/oil storage tanks are confirmed to be present on site in the submitted Ground Condition Assessment report. Contamination risks are therefore considered likely based on this and historical information and an intrusive site investigation of the site is considered necessary to quantify potential contamination risks to groundwater, construction workers and future end users to include assessment of volatile vapour risks.
- 10.153. The submitted Phase 1 Ground Condition Assessment Report is approved and planning conditions are required to secure the recommended intrusive investigation and contamination risk assessment at the site, together with any remediation that may be required.
- 10.154. Subject to conditions being imposed, it is considered that the application would be acceptable in land quality terms and would meet the requirements of Policy RE9 of the Oxford Local Plan 2036.

XIII. Health Impact Assessment

- 10.155. Policy RE5 of the Oxford Local Plan states that Oxford will seek to promote strong vibrant and healthy communities. For major development proposals, the Council will require a Health Impact Assessment to be submitted, which should include details of implementation, and monitoring.
- 10.156. A Health Impact Assessment (HIA) has been submitted, however, Officers are concerned with the limited detail set out in the document. This limited detail relates to the details of implementation and monitoring, which is necessary for ensuring that where measures have been incorporated into a proposal to address health and wellbeing issues, their performance is monitored and a system in places for correction where they are not effective. In this instance, this level of detail is limited.
- 10.157. Had the above reasons for refusal not applied, Officers would have sought an amended HIA from the applicant to address the requirements of the policy. Without this the application is contrary to policy RE5 of the Oxford Local Plan.

11 CONCLUSION

- 11.1. Having regards to the matters discussed in the report, officers would make members aware that the starting point for the determination of this application is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.
- 11.2. The NPPF recognises the need to take decisions in accordance with Section 38 (6) but also makes clear that it is a material consideration in the determination of any planning application (paragraph 2). The main aim of the NPPF is to deliver Sustainable Development, with paragraph 11 the key principle for achieving this aim. The NPPF also goes on to state that development plan policies should be given due weight depending on their consistency with the aims and objectives of the Framework. The relevant development plan policies are considered to be consistent with the NPPF.
- 11.3. Therefore it would be necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole.
- 11.4. In summary, the proposed development is not considered acceptable for the reasons set out within this report and would not accord with the relevant policies of the Oxford Local Plan 2036 and the Headington Neighbourhood Plan.

Material consideration

- 11.5. The principal material considerations which arise have been addressed in earlier sections of this report.
- 11.6. National Planning Policy: the NPPF has a presumption in favour of sustainable development.
- 11.7. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless: the application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole.
- 11.8. Officers consider that the proposal would not accord with the overall aims and objectives of the NPPF for the reasons set out within the report.
- 11.9. Officers would advise members that, having considered the application carefully, the proposal is not considered acceptable in terms of the aims and objectives of the National Planning Policy Framework and relevant policies of the Oxford Local Plan 2036 when considered as a whole. There are no material considerations that would outweigh these policies.
- 11.10. It is recommended that the Committee resolve to refuse planning permission for the development for the reasons given in section 1.1.3.

12 HUMAN RIGHTS ACT 1998

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

13 SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

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Minutes of a meeting of the Planning - Oxford City Planning Committee on Tuesday 15 February 2022



Committee members present:

Councillor Cook (Chair)	Councillor Chapman (Vice-Chair)
Councillor Abrishami	Councillor Diggins
Councillor Fouweather	Councillor Hollingsworth
Councillor Hunt	Councillor Pegg
Councillor Rehman	Councillor Smowton (for Councillor Altaf-Khan)
Councillor Upton	

Officers present for all or part of the meeting:

Andrew Murdoch, Development Management Service Manager
Louise Greene, Planning Lawyer
Hayley Jeffery, Development Management Team Leader (East)
Amy Ridding, Principal Heritage Officer
Emma Lund, Committee and Member Services Officer

Apologies:

Councillor Altaf-Khan sent apologies.
Substitutes are shown above.

68. Declarations of interest

21/02431/FUL and 21/02432/LBC

Councillor Cook stated that as a member and trustee of the Oxford Preservation Trust and of the Oxford Civic Society, he had taken no part in those organisations' discussions regarding the applications before the Committee. He had also been a signatory to the call-in. Councillor Cook said that he was approaching the applications with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Upton stated that as a member and trustee of the Oxford Preservation Trust, she had taken no part in that organisation's discussions regarding the applications before the Committee. Councillor Upton said that she was approaching the applications with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Smowton stated that as a signatory to the call-in, and a member of Oxford YIMBY which campaigned on housing matters and which had not commented on the

applications, he was approaching the applications with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

Councillor Fouweather stated that he had been a signatory to the call-in but was approaching the applications with an open mind, would listen to all the arguments and weigh up all the relevant facts before coming to a decision.

69. 21/02431/FUL: Meadow Larkins, Larkins Lane, Oxford, OX3 9DW

The Committee considered an application (21/02431/FUL) for refurbishment and extension of an existing house to include: partial demolition and reconstruction of existing single storey stable conversion and adjacent remains of cowshed; replacement windows and doors; erection of a one and a half storey extension with a basement room; formation of a new boundary wall; alterations to a Grade II listed wall including widening of the opening; associated landscaping and provision of bin and cycle stores. The application also proposed change of use of land described as 'orchard' to be within the residential curtilage.

The Planning Officer gave a presentation covering the application and the related Listed Building Consent application which was the subsequent item on the agenda.

The Committee was informed that an additional condition was proposed in relation to both the Full and the Listed Building Consent applications requiring that the works to the cowshed and stables were substantially completed prior to the first occupation of the one and a half storey extension. This was in order to ensure that the public benefits of the scheme, as set out in the report, were achieved. It was also proposed that Condition 10 of the full application, relating to boundary treatments, be amended to include the retention of the eastern stone boundary wall.

Martin Armstrong, Jinny Blom and James Malcolmson, representing Friends of Old Headington, spoke against the application.

Jennifer Butler, local resident; Adrian James, agent; and Michael Dent, applicant spoke in favour of the application.

The Planning Officer advised the Committee that in considering the impact of the proposed development, great weight and importance had been given to the desirability of preserving the Grade II listed wall; the setting of the Grade II listed threshing barn and the Grade II listed farmhouse, Mather's Farm; and the special character and appearance of the Old Headington Conservation Area as designated heritage assets. For the reasons set out in the report it had been identified that the proposal would result in a low level of less than substantial harm to the significance of the designated heritage assets; that this harm was considered to be sufficiently mitigated by carefully considered and high quality design; and that it was justified by the need to ensure the optimum viable use of the site. The heritage benefits of the enhancements to the former barnyard, and the continued use and maintenance of the site, would constitute public benefits which would outweigh the low level of less than substantial harm caused. Additionally, the Full and Listed Building Consent applications would comply with the relevant sections of the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF, the Oxford Local Plan 2036 and Headington Neighbourhood Plan.

The Committee asked officers questions about the detail of the application.

In discussion, comment was made by Committee Members that the proposal would involve the removal of previous unsympathetic 1970s construction work, which would be of benefit to the conservation area; and that it would result in a sustainable family

home with high environmental standards, including improving biodiversity with the planting of a native species hedge.

In reaching its decision, the Committee considered all the information put before it.

After debate and on being proposed, seconded and put to the vote, the Committee agreed with the officer's recommendation to approve the application.

The Oxford City Planning Committee resolved to:

1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of the report and the addition of a condition requiring substantial completion of works to the cowshed and stable prior to first occupation of the one and a half storey extension and amendment of condition 10 to include the retention of the eastern stone boundary wall and grant planning permission.
2. **delegate authority** to the Head of Planning Services to:
 - finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary
 - Issue the planning permission following the end of the amended consultation period which expires on 18th February 2022 and subject to no new material representations being received that have not already been considered in this report.

70. 21/02432/LBC: Meadow Larkins, Larkins Lane, Oxford, OX3 9DW

The Committee considered an application (21/12432/LBC) for alterations to Grade II listed wall including widening of opening, and the partial demolition and reconstruction of existing single storey stable conversion and adjacent remains of cowshed to habitable accommodation.

The Committee received a joint presentation covering the application and the related full application 21/02431/FUL which was the previous item on the agenda.

In reaching its decision, the Committee considered all of the information put before it.

After debate and being proposed, seconded and put to the vote, the Committee agreed with the officer's recommendation to approve the application.

The Oxford City Planning Committee resolved to:

1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 11 of the report and the addition of a condition requiring substantial completion of works to the cowshed and stable prior to first occupation of the one and a half storey extension and grant listed building consent.
2. **delegate authority** to the Head of Planning Services to:
 - finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary
 - Issue Listed Building Consent following the end of the consultation period

which expires on 3rd March 2022 and subject to no new material representations being received that have not already been considered in this report.

71. Minutes

The Committee resolved to approve the minutes of the meeting held on 25 January 2022 as a true and accurate record.

72. Forthcoming applications

The Committee noted the list of forthcoming applications.

73. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6.00 pm and ended at 6.59 pm

Chair

Date: Tuesday 8 March 2022