

Agenda

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Planning - Oxford City Planning Committee

This meeting will be held on:

Date: **Tuesday 19 September 2023**

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 Mary Clarkson (Chair)	Marston;
Councillor Alex Hollingsworth (Vice-Chair)	Carfax & Jericho;
Councillor Mohammed Altaf-Khan	Headington;
Councillor Nigel Chapman	Headington Hill & Northway;
Councillor Laurence Fouweather	Cuttesslowe & Sunnymead;
Councillor Emily Kerr	St Mary's;
Councillor Sajjad Malik	Temple Cowley;
Councillor Edward Mundy	Holywell;
Councillor Anna Railton	Hinksey Park;
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

An apology for absence has been received from Councillor Fouweather. Councillor Gant will replace Councillor Fouweather for this meeting only.

2 Declarations of interest

3 **23/00707/RES: Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire OX2 8JR**

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Site Address:	Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire
Proposal:	Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot A). The

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original application was EIA development.

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 12 of this report and grant planning permission; and
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 issue the planning permission.
 - Respond to any comments received by Oxfordshire County Council (Lead Local Flood Authority) to resolve any concerns or objections and to finalise any recommended conditions relating to site drainage.

4 23/00708/RES: Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire OX2 8JR

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Site Address: Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire

Proposal: Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot B). The original application was EIA development. (Amended plans)

Reason at Committee: The proposal is a major development

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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 12 of this report and grant planning permission; and
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 issue the reserved matters approval.
 - Respond to any comments received by Oxfordshire County Council (Lead Local Flood Authority) to resolve any concerns or objections and to finalise any recommended conditions relating to site drainage.

5 23/01412/RES: Oxford North Northern Gateway Land Adjacent A44, A40, A34 and Wolvercote Roundabout A40 Section from Cherwell District Council Boundary to Wolvercote Roundabout

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Site Address: Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford

Proposal: Reserved matters for the approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot C). The original application was EIA development.

Reason at Committee: The proposal is a major development

Recommendation:

The Oxford City Planning Committee is recommended to:

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1. **Approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report; and
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 issue the reserved matters approval.
 - Respond to any comments received by Oxfordshire County Council (Lead Local Flood Authority) to resolve any concerns or objections and to finalise any recommended conditions relating to site drainage.

6 Minutes

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Recommendation: to approve the minutes of the meeting held on 15 August 2023 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.

22/02446/CT3: Donnington Recreation Ground, Freelands Road, Oxford OX4 4BT	Called-in
22/02667/VAR: Street Record, Chiltern Railway from Oxford to Bicester, Oxford	Major
22/02880/RES: Plot 2000, John Smith Drive, Oxford	Major
22/03078/FUL: Land Bounded by Meadow Lane and Church Way, Oxford	Major
22/03076/FUL: 135-137 Botley Road, Oxford	Major
22/02954/OUT: Land at Oxpens Road, Oxford OX1 1TB	Major

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22/02955/FUL: Land at Oxpens Road, Oxford OX1 1TB	Major
22/03049/FUL: Land North of Bayswater Brook, Oxford	Major
23/00810/VAR: 19 Between Towns Road, Oxford, Oxfordshire, OX4 3LX	Major
23/00693/FUL: Site of 6-25 Pusey Lane and 19-21 St John Street and rear of 7-11 John Street, Oxford	Major
23/00694/LBC: site of 6-25 Pusey Lane and 19-21 St John Street and rear of 7-11 John Street, Oxford	Major
23/01023/VAR: Radcliffe Observatory Quarter, Radcliffe Humanities, Woodstock Road, Oxford OX2 6GG	Major
23/00988/FUL: Bertie Place Recreation Ground and Land South West of Wytham Street, Oxford	Major
23/01198/FUL: Unit 1, Ozone Leisure Park, Grenoble Road, Oxford	Major
23/01003/CT3: Tumbling Bay, Head of Bulstake Stream, Botley Road, Oxford	Called-in
23/01509/RES: Land Bounded by A34 And A44 And A40, Parcel 1, Woodstock Road, Oxford OX2 8JP	Major
23/01482/FUL: 13-15 Oxenford House, Magdalen Street, Oxford OX1 3AE	Major
23/01834/FUL: 38 Stile Road, Oxford OX3 8AQ	The applicant is employed by Oxford City Council
23/01884/ADV: 91-99 Botley Road, Oxford OX2 0EZ	Called-in
23/02006/FUL: 43 Dodgson Road, Oxford OX4 3QS	The applicant is an Oxford City Councillor
23/01973/VAR: Northfied House, Sandy Lane West, Oxford OX4 6LD	Major

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Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

8 Dates of future meetings

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

3 October 2023

17 October 2023

21 November 2023

12 December 2023

23 January 2023

20 February 2024

19 March 2024

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Oxford City Council, Town Hall, St Aldate's Oxford OX1 1BX

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.

Members' Code – Other Registrable Interests

Where a matter arises at a meeting which directly relates to the financial interest or wellbeing** of one of your Other Registrable Interests*** then you must declare an

interest. You must not participate in discussion or voting on the item and you must withdraw from the meeting whilst the matter is discussed.

Members' Code – Non Registrable Interests

Where a matter arises at a meeting which **directly relates** to your financial interest or wellbeing (and does not fall under disclosable pecuniary interests), or the financial interest or wellbeing of a relative or close associate, you must declare the interest.

Where a matter arises at a meeting which affects your own financial interest or wellbeing, a financial interest or wellbeing of a relative or close associate or a financial interest or wellbeing of a body included under Other Registrable Interests, then you must declare the interest.

You must not take part in any discussion or vote on the matter and must not remain in the room, if you answer in the affirmative to this test:

“Where a matter affects the financial interest or well-being:

- a. to a greater extent than it affects the financial interests of the majority of inhabitants of the ward affected by the decision and;
- b. a reasonable member of the public knowing all the facts would believe that it would affect your view of the wider public interest You may speak on the matter only if members of the public are also allowed to speak at the meeting.”

Otherwise, you may stay in the room, take part in the discussion and vote.

*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.

** Wellbeing can be described as a condition of contentedness, healthiness and happiness; anything that could be said to affect a person's quality of life, either positively or negatively, is likely to affect their wellbeing.

*** Other Registrable Interests: a) any unpaid directorships b) any Body of which you are a member or are in a position of general control or management and to which you are nominated or appointed by your authority c) any Body (i) exercising functions of a public nature (ii) directed to charitable purposes or (iii) one of whose principal purposes includes the influence of public opinion or policy (including any political party or trade union) of which you are a member or in a position of general control or management.

Procedure for dealing with planning applications at the Oxford City Planning Committee 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 of photos and/or pictures at the meeting or a room provided for that purpose 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. Applicants or members of the public are not permitted to exhibit photos and/or pictures in any electronic format.

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 March 2023.

Application number:	23/00707/RES		
Decision due by	27 th July 2023		
Extension of time	29 th September 2023		
Proposal	Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot A). The original application was EIA development.		
Site address	Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Wolvercote Ward		
Case officer	Michael Kemp		
Agent:	Rob Linnell	Applicant:	Oxford North Ventures GP LLP
Reason at Committee	The application is for major development.		

1. RECOMMENDATION

1.1. The Oxford 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 12 of this report and grant planning permission; 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 issue the planning permission.
- Respond to any comments received by Oxfordshire County Council (Lead Local Flood Authority) to resolve any concerns or objections and to finalise any recommended conditions relating to site drainage.

2. EXECUTIVE SUMMARY

- 2.1. The application seeks reserved matters approval for the siting of a building ranging between 3 and 4 storeys in scale, containing 11,065sqm GIA floorspace that would be used for life science use. The building would house laboratory, support, write up and amenity space. Roof plant enclosures are proposed, alongside two prominent south and west facing PV arrays. Three sets of flue stacks are also shown. Three detached buildings are also proposed consisting of a substation; waste and recycling and gas store; and cycle store. No car parking is proposed within this application. The building is one of several reserved matters applications submitted at a similar time under 'Phase 2' of the Oxford North development and is referred to as 'Plot A'.
- 2.2. Outline planning permission is in place on the site for 87,300 m² (GIA) of employment space (Use Class B1). The provision of 11,065sqm of flexible laboratory and office space would fall within the scope of the outline planning permission. The proposed use would be consistent with Policy E1 of the Oxford Local Plan which promotes the expansion of employment uses on existing sites and specifically Policy NG3 of the Northern Gateway Area Action, which permits specifically uses that would enhance the knowledge economy of Oxford, including life science uses.
- 2.3. The proposed design is of a high standard in terms of the elevational treatment, proposed use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan. A small section of the roof of the building and solar PV panels would extend above the heights parameter plan accompanying the hybrid application, however it is considered that this would not have an adverse visual impact, in short and longer range views and the scale and siting of the building would not impact negatively the openness of the green belt and how this is experienced within key views including from the west of the site and there is considered to be no conflict with Policies DH2 and G3 of the Oxford Local Plan. The application is accompanied by an Energy Statement which includes sustainable design measures, meeting the requirements of Policy RE1 of the Oxford Local Plan.
- 2.4. No car parking is proposed under this reserved matters application. It is proposed that parking for each of the plots proposed under Phase 2 of the development would be provided within a multi-storey car park. Proposals for parking have been submitted under reserved matters application 23/01592/RES which will be determined at a later date. The site wide masterplan for Oxford North included provision for parking within multi-storey car parks to serve multiple development plots as opposed to each plot benefitting from individual parking. A car parking strategy should be included as a planning condition setting out the location and phasing of car parking serving the building proposed under this reserved matters application as on plot parking is not proposed.
- 2.5. Cycle parking is proposed on plot which would exceed the requirements of Policy M5 of the Oxford Local Plan; however, this would be below requirements outlined under Policy NG5 of the Northern Gateway Area Action Plan. Officers however consider that there is clear justification in this instance to depart from Policy NH4 of the NGAAP based on the objectively assessed existing and future demand for cycle parking which corresponds with the modal share of cyclists identified in the

applicant's Travel Plan, even where accounting for a future increase in the modal share of those cycling to the site.

- 2.6. The application is accompanied by an updated surface water drainage strategy, covering the site the subject of this reserved matters application, in addition to the other parcels of land forming Phase 2 of the development. The Phase 2 surface water drainage strategy is consistent with the consented surface water drainage strategy for the central parcel of the site. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA.
- 2.7. A biodiversity net gain strategy has been submitted covering Phase 2 of Oxford North, outlining target delivery of net gain proposed for each of the reserved matters applications submitted under Phase 2, which will contribute towards delivering net gain across the Oxford North site across the duration of the development in accordance with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood Plan.
- 2.8. For the reasons outlined in the report, officers recommend that the application is approved.

3. LEGAL AGREEMENT

- 3.1. This application would not require a new legal agreement or any variation to the original agreement relating to planning application 18/02065/OUTFUL.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The original planning agreement was the subject of a detailed CIL agreement, no additional CIL would be payable based on the proposals submitted under this reserved matters application.

5. SITE AND SURROUNDINGS

- 5.1. The application site comprises a 4503sqm section of the wider 26-hectare area Oxford North site. Planning approval was granted on 23rd March 2021 for hybrid planning application 18/02065/OUTFUL. The description of development for the approved hybrid planning application is as follows:

Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m² (GIA) of employment space (Use Class B1), up to 550 m² (GIA) of community space (Use Class D1), up to 2,500 m² (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and

cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019)

5.2. The application site to which planning application 18/02065/OUTFUL relates falls into three, fan-shaped parcels of land which run adjacent to the A44 and A40 trunk roads, converging at Wolvercote roundabout. The northern boundary of the site is formed by a raised section of the A34 road. The eastern boundary of the site is formed by a section of railway line. The south-western boundary is formed by Joe White's Lane bridleway (National Cycle Route 5) and the fields to the west that lead down to the Oxford canal and separate the site from much of the settlement of Wolvercote.

5.3. The masterplan for planning application 18/02065/OUTFUL refers to three parcels of land as the following:

- East: the parcel to the east of the A44, south of the Peartree Park and Ride and west of the railway line
- Central: the largest parcel, to the west of the A44 and to the north-east of the A40
- Canalside: the parcel to the south-west of the A40 and the north-east of Joe White's Lane

5.4. This application relates to development in the south east corner of the central parcel of the Oxford North site. The site consists of cleared land which has been levelled following a process of cut and fill permitted under planning permission 21/01053/RES which allowed for earthworks to form the development platforms for future buildings on the site. The application site lies to the south east of two employment buildings approved under the detailed element of the hybrid planning permission (Phase 1a) and is adjacent to the A40. The site lies to the north west of a compound area used by BT and a BMW car dealership.

5.5. The site of Plot A in relation to the Oxford North site and surrounding area is shown on the location plan below:



6. PROPOSAL

6.1. The application seeks reserved matters approval for the siting of a building ranging between 3 and 4 storeys in scale, containing 11,065sqm GIA floorspace that would be used for life sciences use. The building would house laboratory, support, write up and amenity space. Roof plant enclosures are proposed, alongside two prominent south and west facing PV arrays. Three sets of flue stacks are also shown. Three detached buildings are also proposed consisting of a substation; waste and recycling and gas store; and cycle store.

6.2. The building is one of several reserved matters applications submitted at a similar time under 'Phase 2' of the Oxford North development and is referred to as 'Plot A', the following applications form part of Phase 2 of the Oxford North development and are presently under consideration:

- 23/00707/RES – Plot B – Life Science Building (16,561sqm)
- 23/01412/RES – Plot C – Life Science Building (15,290sqm)
- 23/01509/RES – Provision of new park, public open space, access road, landscaping, and public realm, including revisions to the previously consented area of public open space.

- 23/01562/RES and 23/01569/RES – Provision of landscaping and access roads to the north and south of the site, including cycle parking and on-street operational car parking and service bays.
- 23/01592/RES – Erection of multi-storey car park
- 23/01648/RES – Erection of cycle storage pavilion

6.3. An infill building has also been approved between the two employment buildings consented under 'Phase 1A' of the detailed element of the hybrid planning permission. This is referred to as the Central Utilities Building (CUB).

6.4. The proposed building would lie to the south of the park and public space proposed under reserved matters application 23/01509/RES and would adjoin the access and service roads proposed under reserved matters application 23/01562/RES.

6.5. A plan showing the proposed development in relation to the above-mentioned developments is included at Appendix 2.

7. RELEVANT PLANNING HISTORY

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

18/02065/OUTFUL - Hybrid planning application comprising:

(i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 sqm (GIA) of employment space (Use Class B1), up to 550 sqm (GIA) of community space (Use Class D1), up to 2,500 sqm (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

(ii) Full application for part of Phase 1A comprising 15,850 sqm (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019). Permitted 23rd March 2021.

22/00081/NMA - Non-Material amendment to planning permission 22/00081/RES to allow change in surface materials and update to drainage strategy.. Permitted 6th December 2022.

22/03042/RES - Erection of commercial building (revised design of approved Red Hall) and immediate hard landscaping.. Permitted 31st March 2023.

18/02065/NMA2 - Amendments to the extent of land covered by the detailed and outline elements of hybrid planning permission 18/02065/OUTFUL and reserved matters approvals related to this consent.. Permitted 31st March 2023.

18/02065/NMA3 - Non-material amendment to planning permission 18/02065/OUTFUL to allow the removal of the area of the central landscaping and the removal of the temporary car park. Removal of a central parcel of land located between buildings 1 and 2, along with minor amendments to the external elevations of Buildings 1 and 2 and minor amendments to the footpath and lay by to spaces along the link road.. Permitted 27th July 2023.

23/00707/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot A). The original application was EIA development.. Pending consideration.

23/00708/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot B). The original application was EIA development. (Amended plans). Pending consideration.

23/01191/FUL - Provision of temporary car parking and cycle storage. Associated alterations to landscaping (Retrospective). Permitted 28th July 2023.

23/01224/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of a utilities building located between buildings 1 and 2. The original application was EIA development.. Permitted 3rd August 2023.

23/01412/RES - Reserved matters for the approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot C). The original application was EIA development.. Pending consideration.

23/01509/RES - Reserved matters approval of scale, layout, landscaping and appearance for the central landscaping area to include provision of a pond, woodland area and play area. The original application was EIA development.. Pending consideration.

23/01562/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the southern roads and spurs to adjacent plots and connection to the link road including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development. Pending consideration.

23/01569/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the northern loop road and spurs to adjacent plots including pavements, street tree landscaping and sustainable drainage

features. The original application was EIA development.. Pending consideration.

23/01592/RES - Reserved matters approval of scale, layout, landscaping and appearance for the multi-storey split decked car park including immediate landscaping. The original application was EIA development.. Pending consideration.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Wolvercote Neighbourhood Plan:	Northern Gateway AAP
Design	126-136	DH1 - High quality design and placemaking DH2 - Views and building heights DH7 - External servicing features and stores		NG7 – Design and Amenity
Conservation/ Heritage	189-208	DH3 - Designated heritage assets DH4 - Archaeological remains		
Commercial	81-83	E1 - Employment sites - intensify of uses	COS1 – Employment Use	
Natural environment	174-182	G2 - Protection of biodiversity geo-diversity G3 - Green Belt G7 - Protection of existing Green Infrastructure	GBS5 – Biodiversity	NG8 – Oxford Meadows SAC
Transport	104-113	M1 - Prioritising walking, cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking M4 - Provision of electric charging points M5 - Bicycle Parking	CSH2 – EV charging Points CSH3 – Safe Access Routes CSH4 – Travel Plans	NG4 – Sustainable Travel NG5 – Highway Access NG6 – Car Parking
Environmental	119-125; 137-151; 153-169; 183-188	RE1 - Sustainable design and construction RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface	BES2 – Air Pollution BES3 – Noise Pollution BES4 – Drainage and Flooding	NG9 – Energy and Resources

		RE5 - Health, wellbeing, and Health Impact Assessment RE6 - Air Quality RE7 - Managing the impact of development RE8 - Noise and vibration RE9 - Land Quality		
Miscellaneous	7-11	S1 - Sustainable development S2 - Developer contributions V8 - Utilities		NG2 – Mix of Uses NG3 – Employment NG11 – Delivery of Infrastructure

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 20th April 2023 and an advertisement was published in the Oxford Times newspaper on 20th April 2023.
- 9.2. The application was further readvertised as a departure from the development plan by site notice on 16th August 2023 and an advertisement was published in the Oxford Times newspaper on 17th August 2023. Officers would make members aware that the expiry date for public comments based on the most recent consultation is the 18th September, which is after the publication of the report, but prior to the date of the planning committee. Any comments received after the date of the report publication will be afforded due consideration by officers and officers will update members verbally should any comments be received between publication of this report and the date of the committee.

Statutory and non-statutory consultees

Oxfordshire County Council

Highways

- 9.3. The County Council initially objected to the planning application within their response dated 12th May 2023 as the proposed cycle parking was not in accordance with Policy NG4 of the Northern Gateway AAP and the proposals include the provision of double tier cycle parking.
- 9.4. Following the initial consultation, based on further information provided by the applicants, the County Council issued a revised response stating that the applicant has provided additional information regarding the number of jobs on site and the ability to reach target modes shares in the Framework Travel Plan.
- 9.5. If the AAP figures are not to be applied, then the Highway Authority would want to make sure that the targets set in the Local Transport and Connectivity Plan (LTCP) and forthcoming Central Oxfordshire Travel Plan could still be met as these documents supersede the North Oxford Transport Strategy (2014) on which the Framework Travel Plan targets for the site have been based.

9.6. The LTCP targets a reduction in car trips of approximately 50% by 2040 which would mean lowering the base mode share for car trips from 62% to 31% for the employment land use.

9.7. The current target mode share for cars set out in the Transport Assessment/Framework Travel Plan supporting the hybrid application is 49.6% which would need to be reduced by a further 18.6% to reach the LTCP target. Assuming this reduction is split equally between cycle and bus (there will likely be uptake of other modes at lower levels) then the required cycle mode share would be 23%.

9.8. Based on the number of person trips arriving at the site (from the TA) and a cycle mode share of 23% would require 113 spaces which would be achieved with a very small amount of spare capacity. It should be noted that the LTCP targets are Countywide and so locations with good accessibility such as this would be expected to have a lower car mode share still in order to achieve this. The County Council also request that a condition requiring that two-tier racks shall be of a design that provides assisted lifting/lowering of the upper tier.

Drainage

9.9. Request that further information is provided in respect of the following matters prior to determination:

- Details of private management company maintaining SuDS
- Further detail to be provided on drainage drawings including Invert and cover levels to be shown for all infrastructure and SuDS. Pipe numbering and pipe gradients to be shown.
- Applicants to clarify the flow control that will be implemented.
- Provide surface water catchment plan.
- Provide SuDS construction details drawing.
- Provide the ground investigation report that has been conducted.
- Calculations to be shown for each reserved matter application.

Thames Water

9.10. Do not intend to comment.

Natural England

9.11. Do not wish to comment.

Environment Agency

9.12. Do not wish to comment.

Historic England

9.13. Do not wish to comment.

Thames Valley Police

9.14. Do not wish to object, the following comments have been made:

- Recommend a condition requiring that an application is made for secure by design accreditation.
- Recommend a condition requiring the submission of a lighting plan.
- Cycle parking stores are too large and should be compartmentalised. Double leaf doors should be replaced by single leaf doors and cycle storage covered by CCTV. The Sheffield stands next to the gas storage on the north-western corner of the plot should be relocated nearer to the main entrance of the building to enhance surveillance and reduce opportunities for theft.
- Recommend a further Security Needs Assessment (SNA) is completed by a competent Suitably Qualified Security Specialist (SQSS). It is important that the cycle and gas storage building is provided with enhanced levels of security, with all doors are secured to a minimum LPS 1175 SR2.
- Vehicle mitigation measures such as bollards should be provided around the entire perimeter where it abuts the road.
- Recommend secondary internal access controlled doors to create a secure lobby on all entrances
- The external fire escape stairs may be very vulnerable to crime and ASB unless fully enclosed/secured at ground floor level. They should be enclosed with a minimum 2m high visually permeable and non-climbable enclosure, and gated to prevent unauthorised access.
- It is unclear from plans how post deliveries will be managed outside of the building opening hours. The building should facilitate postal deliveries either via secure external post boxes certificated to DHF TS009, or via through-the-wall post boxes into a container also rated to protect against arson attacks.
- Lighting throughout the development should meet the general standards of BS5489-1:2020. Bollard lighting used in isolation is not an appropriate lighting method and should be avoided.

Public representations

9.15. No members of the public have commented on the application.

9.16. Cyclox have objected with regard to the level of cycle parking being provided which do not meet the requirements of the Northern Gateway AAP and in relation to the provision of two tier racks as they are unusable by a substantial proportion of cycle riders who simply don't have the strength to lift the loaded upper tier rack up into position. Cyclox wish to see safe, secure, single level, covered, preferably locked, cycle storage for all employees on site to minimise bike theft, which is a major deterrent to people cycling, particularly on more expensive bikes, such as e-bikes. Cyclox are pleased to note that the need to accommodate non-standard bikes and cargo bikes. It is expected that a considerable number of employees will be wishing to transport children to nursery and schools and will need to park their child carriers. Provision therefore for non-standard bikes is essential. Cyclox would like to see the designs for cycle parking before decisions are made.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- Principle of development
- Design, visual and heritage impact
- Sustainability
- Neighbouring amenity
- Transport
- Drainage and flood risk
- Ecology

Principle of development

- 10.2. The application site benefits from a combination of detailed and outline planning permission for 87,300sqm of Class B1 floor space; 2500sqm of Class A floorspace; and 550sqm of Class D1 floorspace, as approved under the hybrid planning permission for Oxford North, this was in accordance with the version of the Town and Country Planning (Use Classes Order) 1987 in effect at the time that the application was assessed and presented to members of the planning committee, prior to the Order being amended in September 2020.
- 10.3. This planning application would provide 11,065sqm of floorspace falling under Class E (formerly Class B1). The quantum of Class E employment floorspace, in combination with already permitted employment floorspace and further employment floorspace proposed on Plots A and C would not exceed the maximum quantum of 87,300sqm of employment floorspace permitted under the original hybrid planning permission.
- 10.4. The hybrid permission is accompanied by a Land Uses Parameter Plan, which outlines the permitted spatial distribution of the relevant land uses across the site area covered by the planning permission. The application site falls within part of the site, where Class B1 Employment (now Class E(g); C3 Residential; C1 Hotel; D1 Non-residential institutions (now F1); and A1 to A5 Retail (now E (a, b, and c) would be appropriate. The proposed use as laboratory/office space aligns with the permitted uses set out within the Land Uses Parameter plan and is therefore acceptable.
- 10.5. The hybrid permission was accompanied by an illustrative masterplan, which was included in the list of approved plans accompanying the hybrid permission and is intended to guide elements of the site, including the siting of buildings, land uses and landscaping/public realm. The illustrative masterplan shows the provision of a building within the position of the building proposed on Plot A. The siting of the development would therefore be in substantive accordance with the Oxford North masterplan.
- 10.6. Policy E1 of the Oxford Local Plan states that planning permission will be granted for the intensification, modernisation, and regeneration for employment purposes of any employment site, if it can be demonstrated that the development makes the best and most efficient use of land and does not cause unacceptable environmental impacts and effects. Oxford North is not specifically included as an

employment site in the existing Local Plan, however there is extant planning permission for 87,300sqm of Class B1 floor space and construction has commenced on the employment buildings that would be provided as part of Phase 1A of the hybrid planning permission and it is relevant that Oxford North should be treated as an employment site in relation to Policy E1 of the Local Plan. Furthermore, the Northern Gateway Area Action Plan (NGAAP) remains part of the local development framework. Policy NG3 of the NGAPP states that planning permission will be supported for employment development where the intended uses directly relate to the knowledge economy of Oxford: science and technology, research, biotechnology, spin-off companies from the universities and hospitals or other intended uses that make a measurable contribution to these sectors. The proposed building, which is specifically designed for life science and laboratory use would align with these principles.

- 10.7. Paragraph 81 of the NPPF states that planning policies and decisions should help create the conditions in which businesses can invest, expand, and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Emphasis is placed under Paragraph 83 on making provision for clusters or networks of knowledge and data-driven, creative, or high technology industries. The provision of life science and research and development uses, as proposed within this planning application would fall into this category. The delivery of high-quality space for life science and research and development use on the site would meet local and national demand for this form of employment space, providing new jobs and contributing to local economic growth and aligns with Policy E1 of the Oxford Local Plan, Policy NG3 of the NGAPP and the NPPF, in particular Paragraphs 81 and 83

Environmental Impact Assessment

- 10.8. An Environmental Statement (ES) was prepared as part of hybrid planning application 18/02065/OUTFUL, which covered in outline all development across the Oxford North site. This reserved matters application would constitute a 'subsequent application' under Regulation 2(1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, the likely significant effects of the proposed development need to be considered.

- 10.9. The proposals submitted under this reserved matters application do not deviate substantially from the parameters of the hybrid planning permission and the fundamental details outlined within the previously submitted Environmental Statement, in terms of the scope of development and overall scale and layout. Officers conclude that the development would not give rise to any new or different significant effects to those identified and assessed previously within the ES prepared under application 18/02065/OUTFUL.

Design

Design Approach

- 10.10. Policy DH1 of the Oxford Local Plan states that planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness.
- 10.11. Paragraph 126 of the NPPF states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 of the NPPF sets out that planning decisions should ensure that all developments:
- a) Will 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 to 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, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
 - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public 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; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*
- 10.12. Paragraph 134 of the NPPF also sets out that development should take into account the principles set out within the National Design Guide and National Model Design Code.
- 10.13. Policy NG7 of the Northern Gateway Area Action Plan states that planning applications will be required to demonstrate that new development has been designed with an understanding of the area's heritage, setting and views. Applications will be required to demonstrate how the Wolvercote with Godstow Conservation Area and how views of, into and out of the site have influenced proposals. Planning permission will only be granted for developments that demonstrate compliance with the Northern Gateway Design Code.
- 10.14. The building would be three to four storeys in scale. The higher, four storey section of the building would adjoin a pair of buildings approved under the detailed element of the hybrid planning permission, which are currently under construction. The eastern section of the building steps down to three storeys in response to the height parameter plan accompanying the hybrid permission and in response to the site context and reduced height of the surrounding buildings.
- 10.15. The building would include flexible space across all levels for laboratory and office/write up space depending on the needs of future occupiers. The main entrance to the building would be located along the north elevation, facing an adjoining service road, the design of which is the subject of a reserved matters application (23/01562/RES) that is currently under consideration and would also

face a new area of public realm consisting of a park that is also the subject of a reserved matters application, also under consideration by officers (23/01509/RES). The building design includes active frontages along all elevations of the building, including the A40 frontage and along the northern frontage facing the proposed road to the north of the site. Detached stores are located along the south eastern edge of site, one of the stores would provide cycle parking, with another store providing gas bottle and waste storage and a substation is also proposed. Whilst it would be preferable for the external stores to not be located along one of the frontages of the building, officers accept that, accounting for the site constraints, the location of these stores would probably be in the optimum location and provision of these facilities would be necessary in line with the functional requirements of the building. The external cycle and gas stores would also be appropriately designed with hit and miss carbon blockwork allowing air circulation and a degree of visual permeability.

- 10.16. The building would feature flat roofs and a significant amount of the roof area would be used to provide external plant housing consisting of individual equipment and enclosed plant rooms. Screening would be provided around the external plant, hiding views of this from the street and in longer-range views. Green roofs are proposed across the building where there is no need to site plant equipment. Large prominent solar PV arrays are proposed. In addition to meeting the energy needs, these are intended to be a prominent design feature of the building, demonstrating 'science on display' consistent with the building's life science use and as a design response to the pitched roof of the Red Hall and adjoining the Phase 1a buildings.
- 10.17. The façade treatment and use of hung terracotta tiles is intended to respond to the Phase 1a buildings, which are proposed to be clad with similar materials. Two prominent red external staircases are proposed on the west and east elevations. The colour of the staircases is intended to respond to the red oxide cladding of the Red Hall. A similar flue design to the external flues used on the Red Hall is also proposed. The rooftop plant would be screened by horizontal green metal louvres, this would avoid the upper section of the building appearing heavy.
- 10.18. Soft landscaping is proposed to the front of the building in the form of street trees, which would be planted around all frontages of the building, whilst a small area of hard landscaped public space, with seating is proposed adjoining the frontage entrance to the building. This would in officers view respond positively to the adjoining public realm and would assist in creating a positive sense of place within this part of the Oxford North site.
- 10.19. Officers note that the design has been the subject of detailed design review at the pre-application stage. The view of the design review panel in response to the proposals was positive and a copy of the report prepared by the panel is included at Appendix 3 of this report.
- 10.20. Overall officers consider that the adopted design approach is appropriate and responsive to the site context and the overarching vision for the Oxford North site as set out in the parameters of the hybrid planning permission, masterplan and Oxford North AAP design guide and complies with Policy DH1 of the Oxford Local Plan and NG7 of the NGAAP.

- 10.21. Officers note that Thames Valley Police have commented on the planning application. Whilst Thames Valley Police do not object to the development, they have commented on several aspects of the design and have requested two conditions relating to the requirement to provide a lighting plan and a requirement to obtain secure by design accreditation.
- 10.22. Condition 37 of the hybrid planning permission sets out the requirement that an application must be made to achieve secured by design accreditation for each phase or sub phase of the development. Confirmation that secured by design accreditation has been obtained is required prior to the first use of any development approved under a phase, or sub phase of development. Condition 38 of the hybrid permission requires the provision of a lighting strategy prior to the installation of external lighting within the application site. As the conditions on the hybrid permission are applicable to development that would be brought forward under any reserved matters applications, officers consider that it would not be necessary to duplicate these conditions as part of any reserved matters approval.
- 10.23. Other comments, including those relating to access and security measures are detailed design matters that would not typically be addressed at planning stage, particularly as the building tenants are not known at this time. An Estate Management Strategy is required under Condition 51 of the outline planning permission, whilst Condition 63 requires details of any CCTV and other physical security measures proposed in the public realm or on external elevations of the development. Officers note the request from TVP to provide bollards around the perimeter of the building as a means of preventing vehicles colliding with pedestrians. The County Council as Local Highways Authority have not noted this as a concern within their consultation response. Officers consider that this would not be a necessary measure due to a combination of low vehicle speeds surrounding the site and other obstructions including hard and soft landscaping features.
- 10.24. Policy DH2 of the Oxford Local Plan sets parameters, where considering the height of new development within the city and provides guidance applicable to higher buildings. In relation to the Oxford North site, the hybrid planning application was accompanied by a building heights parameter plan, which formed part of the approved set of drawings accompanying the planning application. The purpose of the parameter plan is to set height limits across the site for subsequent reserved matters applications. The heights set out in the parameter plan have been tested as part of the LVIA and are accounted for in the assessment of the impact of the development in the Environmental Statement, where this relates to the landscape impact and impact on the setting of heritage assets. The height parameters are defined in metres as Above Ordnance Datum (AOD), which relates to height measured above mean sea level.
- 10.25. The heights parameter plan has been used to inform the approach to the height and massing of the building, with the vast majority of the building falling within the parameters of the AOD limits, except for the proposed flues and a relatively small section of roof core and PV panels, which would breach the 85m AOD (which covers the eastern half of the building) by approximately 1.45 metres.

- 10.26. The applicants have submitted an LVIA, which includes a 3D rendered model of the proposed building to guide assessing the impact of the development in key views. It is noted that in several of the views provided, the building is unlikely to be seen given the presence of existing landscape features, or buildings in the foreground that are under construction, or future development that is anticipated to be delivered on the Oxford North site. Views are likely to be limited to more distant views from Port Meadow and from between the Oxford Canal tow path and Joe Whites Lane, where the upper sections of the roof and the flues would be visible.
- 10.27. The building's incursion above AOD height parameters is very minor, particularly where assessed in the mid and longer-range views where the building would be visible. The extent of the section of the building that would exceed the AOD parameters is a small and not particularly prominent section of the building. The proposed flues would encroach above the AOD parameters; however, this is specifically permitted under the parameter plan and the flues are appropriately designed and would not be harmful in visual terms.
- 10.28. Whilst the upper sections of the building would be visible in several longer-range views, as the vast majority of the building would not exceed the heights outlined in the building heights parameter plan accompanying the hybrid permission, it is considered that the landscape and visual impact would not be significantly greater than the scope of the impact assessed under the hybrid permission. The building has a pitched roof form and the highest sections would be equivalent to the scale of the adjoining Phase 1a buildings that benefit from detailed planning permission. Consequently, as the scale of the building is proportionate to the adjoining buildings it would read as a continuation of the adjoining built form in mid to longer range views where the building would be seen. Accounting for the scope of the outline planning permission, including the heights parameters plans, which accounts for a relatively dense concentration of relatively high buildings (up to +95 AOD), the visual impact of the proposed building is not considered to be significantly harmful.
- 10.29. The application site was removed from the Oxford Green Belt prior to the adoption of the Northern Gateway Area Action Plan and no part of the proposed development lies within land falling within the Green Belt. Although no development is proposed within the Green Belt there is a requirement to consider whether the proposals would preserve the openness of the Green Belt in accordance with Paragraph 137 of the NPPF and Policy G3 of the Oxford Local Plan, which is relevant given that the site is adjacent to land remaining within the Green Belt.
- 10.30. The impact of the proposals submitted under this reserved matters application on the openness of the Green Belt must, however, be considered in the context of the hybrid planning application, which outlines parameters for building heights, the likely quantum of development on the Central Site, as well as the site masterplan. Officers in their analysis of the landscape and visual impact of the hybrid proposals concluded that there would be an impact in visual terms, given the scale and height of development proposed on the site, in turn this would impact on the openness of the green belt in spatial and visual terms given the urbanising impact of what is a substantial edge of city urban development.

10.31. The development proposed this application would impact on the openness of the green belt in spatial and visual terms to a very minor degree, particularly as this plot would be in a position adjoining the large Phase 1a buildings, which are of a similar scale and would sit in the foreground in views from the west towards the site. Similarly, other areas of the site which benefit from outline planning permission, which are currently the subject of reserved matters applications as part of Phase 2 of the proposed development, would also sit in the foreground in views from the west. It is considered that the development would have no greater impact on the openness of the Green Belt than that considered under the hybrid approval given that the proposals align with the scope of the hybrid permission in terms of the height of the development, siting of the built form and overall vision for this part of the site. It is considered that the proposals would generally accord with Policy G3 of the Oxford Local Plan or Paragraph 137 of the NPPF.

Heritage Impact

10.32. The Wolvercote with Godstow Conservation Area extends to a point approximately 130 metres to the south west of the application site and the development would fall within the wider setting of the Conservation Area. The building also falls within the peripheral setting of the Oxford Canal Conservation Area that lies within Cherwell District to the west and south west of the site.

10.33. In line with Paragraph 199 of the NPPF consideration must be given to the impact of a proposed development on the significance of this designated heritage asset and 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.

10.34. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 outlines that in the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

10.35. The application site falls within the wider setting of the Grade II listed Manor Farm (26 Godstow Road a large former farmhouse originally dating to the 17th Century but which has been the subject of a number of later additions) as well as the Grade II listed Church Farmhouse, which was historically linked to surrounding agricultural land which includes the land which forms the site. Both buildings are located to the south of the Leonardo Royal Hotel (Formerly Jury's Inn) and are surrounded by housing constructed in the late 20th Century which has greatly altered the original setting of the listed buildings. There are also two late 18th Century Grade II listed tilting canal bridges which are located to the south west and west of the site, these bridges provide a connection from Joe Whites Lane onto the Canal towpath.

10.36. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering applications for development which affect a listed building or its setting, the local planning authority shall have special regard

to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

- 10.37. Policy DH3 of the Oxford Local Plan specifies 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. When considering development proposals affecting the significance of designated heritage assets (including Listed Buildings and Conservation Areas), 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).
- 10.38. The wider impact of the redevelopment of the land at Oxford North in respect of the Wolvercote with Godstow Conservation Area and the aforementioned listed buildings was considered in depth by officers at the time application 18/02065/OUTFUL was determined. This was informed by an Environmental Statement accompanying the hybrid planning application which included an assessment of the impact on the Conservation Area, the Grade II listed Manor Farm, Church Farmhouse; Grade II listed canal bridges, St Peter's Church and Port Meadow, which is a scheduled ancient monument. There was also an assessment of the impact of the development on the Oxford Canal Conservation Area in Cherwell District, which concluded that there would be no harm to the setting and significance of this Conservation Area due to the site's peripheral setting in relation to the Conservation Area.
- 10.39. Officers' assessment of the hybrid application considered the relative harm to the setting and significance of the Wolvercote with Godstow Conservation Area, which was deemed to be a moderate level of less than substantial harm. This was as a result of an overtly urban development replacing surviving, historically agricultural land which currently provides a green gap and permits uninterrupted views from these assets to the rural hillside backdrop beyond the city to the north west and north-east. The introduction of buildings to the south-west of the A40 resulting in built development encroaching closer to the settlement of Wolvercote than at present which would harm the surviving character and appearance of a rural settlement. The impact of the development proposed under this reserved matters application would not result in harm to the setting of the Oxford Canal Conservation Area, given the site's peripheral location in relation to the Conservation Area, particularly given the likely limited visibility of the development owing to development currently under construction and likely future development that would sit in the foreground of views between the site and the Conservation Area. The impact of the proposed development is assessed to not be significantly greater than the scope of the development permitted under the hybrid permission.
- 10.40. In terms of the setting of the Grade II listed Manor Farm and Church Farmhouses it was considered that whilst the setting of the farmhouses had been eroded by residential development and non-residential development including the Leonardo Royal hotel, there would be further harm arising from the loss of agricultural land on the Oxford North site which forms part of the wider setting which contributes to the significance of these buildings, furthermore the approved development would also be of a significant scale. This harm to the setting of the

Grade II listed buildings was identified as less than substantial and at the low end of this classification.

- 10.41. The identified harm to these designated heritage assets was balanced against the significant package of public benefits delivered by the proposed development, including the provision of 480 homes and significant economic benefits deriving from the provision of 87,300sqm of employment space. A conclusion was reached that the benefits arising from the development would outweigh the respective moderate and low level of less than substantial harm to the Wolvercote with Godstow Conservation Area and the Grade II listed Manor Farm and Church Farmhouse.
- 10.42. The proposals within this application for an employment building are in substantial accordance with the parameters of the outline planning permission, with the exception of a small section of the roof and solar panels that extend 1.45 metres above the AOD levels. The Canalside housing site to the south of the A40 sits between the edge of the Conservation Area and the development site and the building is of a lower height than other buildings benefitting from planning permission and the permissible heights of other development plots allowed for within the height's parameter plan. The submitted LVIA indicates that Plot A would not be overly prominent in views from within the Wolvercote with Godstow Conservation Area, apart from in some isolated views from the Canal towpath, where the upper sections of the building and flues are visible. Within these views the scale of the building would be commensurate with the height of the adjoining buildings. The building would be perceived within views from Port Meadow and from the west into the Conservation Area and within more distant views, however the proposals are broadly within the scope of the outline planning permission and the additional volume proposed above the parameter plan heights would not have a significant impact in the assessed views and the context of any of the identified designated heritage assets.
- 10.43. In the context of the development already approved on the Oxford North site, officers consider that there would be no additional harm to the setting of any surrounding listed buildings, or the setting of the Conservation Area as a result of the proposed development compared with the consented scheme. There would still be a moderate level of less than substantial harm associated with the proposals, which was the case with the wider proposals approved under the hybrid permission.
- 10.44. In the context of Paragraph 202 of the NPPF, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm must be weighed against the public benefits of the proposal. The proposals must also be considered in the context of the wider public benefits which would be delivered as part of the hybrid application, including the provision of 87,300sqm of employment space, transport, and connectivity improvements; and the provision of the further 480 dwellings, which are substantial in social and economic terms. The specific proposals contained within this planning application would bring forward the delivery of 11,065sqm of high-quality laboratory and office accommodation, which would provide significant economic benefits, given the local and national value of life science industries and the proposals would facilitate delivery of new life science and research and development uses on the site.

10.45. Taking the public benefits of the Oxford North development as a whole; and the benefits of the development proposed within this reserved matters application, officers consider that the benefits would outweigh the less than substantial harm resulting from the proposed development that would be caused to the setting and significance of the Wolvercote with Godstow Conservation Area and the setting of the Grade II listed Manor and Church Farmhouses.

10.46. As such it is considered that the development accords with Policy DH3 of the Oxford Local Plan and the NPPF. In coming to this conclusion great weight and due regard has been given to the requirements of Sections 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Sustainability

10.47. Policy RE1 of the Oxford Local Plan requires that planning permission will only be granted for non-residential development proposals that meet BREEAM excellent standard (or recognised equivalent assessment methodology) in addition to the following reductions in carbon emissions which are also required. Planning permission will only be granted for development proposals of 1,000m² or more which achieve at least a 40% reduction in the carbon emissions compared with a 2013 Building Regulations (or future equivalent legislation) compliant base case.

10.48. The following measures have been incorporated into the building to reduce overall energy demand and carbon consumption:

- Air tightness and high standard of fabric performance.
- Mechanical ventilation with heat recovery.
- Incorporation of solar photovoltaics and air source heat pumps.

10.49. There is an existing energy sharing loop on the site, however analysis based on the proposals within this application (and the other buildings in Phase 2) suggests that an extension of the energy sharing loop would not be an appropriate option, given the high degree of cooling requirements for science buildings and the absence of the buildings requiring the rejected heat. Connection to the loop would compromise the efficiency of the existing consented energy sharing loop by altering its energy balance profile.

10.50. The Energy Statement sets out that the incorporation of the proposed measures to reduce overall energy demand and carbon consumption would achieve a 40% reduction in carbon emissions compared with a 2021 Building Regulations compliant base case. The pre-assessment current anticipated baseline score for BREEAM is 77.89%, equivalent to a BREEAM 'Excellent' rating. Subject to compliance with the Energy Statement, the development would comply with Policy RE1 of the Oxford Local Plan.

Impact on Amenity

10.51. The nearest residential dwellings are located 170 metres from the proposed building to the north east on the opposite side of Woodstock Road and are separated by the existing BT telephone exchange building. Accounting for this separation distance it is considered that the development would have no significant

adverse impact on the amenity of these properties by reason of overlooking, loss of light or in relation to the scale of the building. Furthermore the provision of a large building of the height proposed within this application in this part of the site has been assessed as being acceptable when the hybrid application was considered.

10.52. Future residential development has been approved to the south of the site on the Canalside parcel of the Oxford North site, which is under construction. It is considered that the siting of the proposed building, which is on the opposite side of a dual carriageway section of the A40 would not have an adverse impact on the amenity of these future occupiers, by reason of overlooking, loss of light or in relation to the scale of the building, where considering the relative separation distance. Furthermore the siting and spatial proximity of the residential and employment buildings is broadly in alignment with the illustrative masterplan and a similar relationship was therefore considered acceptable under the hybrid permission.

10.53. It is considered that the proposed use would not adversely impact on the operation of any of the surrounding non-residential uses, including the adjoining telephone exchange, car dealership or the Leonardo Royal Hotel, when considering the nature of the uses and the proximity of the proposed building in relation to these uses.

10.54. It is therefore considered that the proposed building and use would not impact adversely on the amenity of any surrounding uses, whether residential, or non-residential and the development is considered to comply with Policies H14 and RE7 of the Oxford Local Plan.

10.55. The nearest noise sensitive uses to the site would be the buildings presently under construction on the Canalside parcel of the Oxford North site, which are separated from the proposed building by a dual carriageway section of the A40. The position of a commercial building on this part of the site, including buildings that would be used for life sciences uses that would be dependent on plant and machinery was accounted for within the development masterplan approved under the hybrid planning application. Appropriate mitigation measures are required under conditions 60 and 61 of the hybrid planning permission to secure a scheme for protecting the proposed noise sensitive uses; and details of the proposed mechanical plant including anticipated sound attenuation measures. It is considered that subject to the submission of these details by condition, that the proposals would not conflict with Policy RE8 of the Oxford Local Plan and Policy BES3 of the Wolvercote Neighbourhood Plan.

Transport

Highways Impact and Car Parking

10.56. The transport impact of the Oxford North development was assessed under the hybrid planning application in the Transport Assessment and Environmental Statement accompanying this application. In terms of employment uses, the impact of a development of up to 87,300sqm was assessed as not having a severe cumulative residual impact on the highway network, or an unacceptable impact on

highway safety or amenity. The proposed development would fall within the quantum of employment floorspace already assessed under the hybrid permission. The road access into the central site, including the link road and signal controlled access junction to the A40 has been completed.

- 10.57. The transport impact of the development was assessed against a low level of parking. No car parking is proposed as part of this reserved matters application. A temporary car park has been completed to the north west of the development site, which was approved under the detailed element of the hybrid planning permission and provides 253 car parking spaces. This car park was intended to serve the Red Hall and the two employment buildings to the south east of the development site until such time that a permanent car park is provided on the site to serve the buildings provided in Phase 1a and the later phases of the development. An application has been submitted for another employment building on the site of the temporary car park (Plot C). The provision of a building on this site is in line with the site masterplan which indicated that a building would be located on the car park once this was no longer required. An application for a permanent decked car park has been submitted under reserved matters application 23/01592/RES. This application is under consideration and will be brought before members at a subsequent committee meeting.
- 10.58. The car park proposed under that application would provide 1120 car parking spaces. The Section 106 agreement accompanying the hybrid planning permission sets the target parking threshold for employment uses at Oxford North at a maximum of 20% below the Northern Gateway AAP standards (1 parking space per 50sqm), this equates to a target ratio of 1 space per 62sqm for employment uses. Where applying these ratios, the proposed car park would provide parking capacity for up to 70,000sqm of employment space. It is also proposed that 100 of the car parking spaces would be allocated for a future hotel use, which is permitted under the scope of the hybrid permission.
- 10.59. As it is proposed that car parking for all the buildings in Phase 2 and car parking for later phases of the development would be provided within a car park that would be provided through a separate reserved matters application, whether application 23/01592/RES currently under consideration, or an alternative scheme, there is a need to phase the timing at which any parking is delivered and is made available for use. This is to promote the use of sustainable modes of travel, rather than private car use as the default mode of travel, which could occur if car parking were overprovided for buildings delivered under the earlier phases at Oxford North. It is likely that this would involve the closure of parts of the car park, until such time as individual plots are completed, with floors/sections opened in a phased manner. To ensure that adequate operational parking is provided it is considered necessary that the applicants submit to the Council a car parking strategy, showing the location, timing of delivery and management measures relating to the provision of car parking. Applying the maximum parking standards of 20% below the Northern Gateway AAP standards (1 space per 62.5sqm), based on a floor area of 11,065sqm a maximum of 177 parking spaces may be provided for this building. This will be controlled by condition to ensure compliance with the maximum parking standards set out in the Section 106 agreement accompanying the hybrid permission.

10.60. The developer is required under the Section 106 agreement accompanying the hybrid planning permission to submit a travel plan before the occupation of each commercial building, which relates to the workspace, this is to encourage occupiers to promote a model shift towards sustainable modes of travel, in accordance with Policy M1 of the Oxford Local Plan.

Cycle Parking

10.61. 123 cycle parking spaces are proposed. The majority of the cycle parking would be located in a detached building located to the east of the main building, adjoining the eastern secondary street and access into the Oxford North site, with additional short stay Sheffield stands provided along the northern elevation of the building close to the main entrance. 10 spaces would be provided for oversize bikes.

10.62. Policy NG4 of the Northern Gateway Area Action Plan states that cycle parking shall be provided to a minimum of 1 space per 50m² of floorspace. This is notably much higher than the requirements of Policy M5 of the Oxford Local Plan, which requires that cycle parking is provided at a minimum of 90m² or 1 space per 5 non-resident staff (Appendix 7.4). The minimum requirements within the Local Plan for cycle parking based on the proposed floor area of the building would be 122 spaces, whilst meeting the AAP standards would require 222 spaces to be provided.

10.63. The proposed cycle parking provision would be below the requirements of Policy NG4 of the Northern Gateway Area Action Plan and would therefore represent a departure from development plan policy and if approving the development, in accordance with Paragraph 12 of the NPPF, the Council must set out why material considerations justify a decision to depart from the provisions of the local plan. In this instance it is considered that the departure from Policy NG4 is justified.

10.64. It was indicated within the hybrid planning application that the quantity of floorspace that would be provided within the outline permission would create approximately 4500 new jobs based on the provision of 87,300sqm of employment space, equating to an average employee ratio of approximately 1 employee per 19sm of floorspace. The reserved matters proposals for Plots A, B and C would provide 49% of the permitted employment floorspace provision for Oxford North, which would equate to a total of 2200 employees. Applying the 13.7% modal share for cycling indicated within the Travel Plan for Oxford North to Plots A, B and C would mean that approximately 300 staff would be cycling to work (not accounting for flexible and home working patterns). The application of the adopted Local Plan Policy M3 standards across the reserved matters applications for Plots A, B and C as proposed by the applicant would provide 479 cycle parking spaces, this would exceed the requirement for cycle parking identified within the Travel Plan.

10.65. Oxfordshire County Council note within their updated response that the Oxford North Framework Travel Plan was based upon the North Oxford Transport Strategy (2014) and target provision of cycle parking would be expected to meet the targets set in the Local Transport and Connectivity Plan, which supersedes the North Oxford Transport Strategy (2014). The LTCP targets a reduction in car trips of approximately 50% by 2040 which would mean lowering the base mode share

for car trips from 62% to 31% for the employment land use. The current target mode share for cars set out in the Transport Assessment/Framework Travel Plan supporting the hybrid application is 49.6% which would need to be reduced by a further 18.6% to reach the LTCP target. Assuming this reduction is split equally between cycle and bus (there will likely be uptake of other modes at lower levels) then the required cycle mode share would be 23%. The County Council note that the higher target modal share for cycling can be met based on the proposed provision of cycle parking as this would require 113 cycle parking spaces to be provided and 122 spaces are currently proposed.

10.66. In line with Policy M1 of the Oxford Local Plan, it is important that adequate provision is made within the development to achieve a modal shift away from private car use towards more sustainable modes of travel, including cycling. It is important therefore that the cycle parking provided is adequate to meet future demand, which Oxfordshire County Council have indicated would be the case. It is pertinent to consider the quantum of cycle parking objectively based on existing and future need/demand and there are consequential design implications associated with providing large quantities of cycle parking.

10.67. Were the AAP requirement for cycle parking to be met in full, this would require the provision of additional cycle parking stores within either the landscaped spaces surrounding the building, or at ground floor level, resulting in the loss of active frontages along one, or more elevations of the building. There is also a strong argument that providing cycle parking to the AAP standards outlined under Policy NG4 would represent overprovision based on existing and future need, as assessed at the present time and whilst spare capacity for cycle parking has benefits, the impact is not inconsequential in design terms. 96 cycle parking spaces have also been proposed adjacent to the southern loop road and areas of landscaping, which adjoin Plot A under reserved matters applications 23/01562/RES and 23/01509/RES respectively. It should also be noted that should future demand increase for cycle parking, opportunity exists within the wider Oxford North site to provide additional cycle parking capacity.

10.68. Officers note the County Council's initial comments in relation to the provision of double stacked cycle parking and the useability of the upper tiered stores for some cyclists. The proposals however include the requirement to provide a large number of cycle parking spaces and a requirement to provide cycle parking as single tier spaces would negatively impact on the design of the building and surrounding spaces and would be an inefficient use of space. Officers support attaching a condition suggested by Oxfordshire County Council requiring two-tier racks to be of a design that provides assisted lifting/lowering of the upper tier of the cycle parking.

10.69. Officers consider that there is clear justification in this instance to depart from Policy NG4 of the NGAAP based on objectively assessed existing and future demand for cycle parking set out within the applicant's Travel Plan. The County Council have furthermore indicated that capacity for cycle parking exists that would meet the objectives of the Local Transport and Connectivity Plan, in terms of encouraging an increased modal share of persons cycling to work. Furthermore, the development would comply fully with the adopted Local Plan cycle parking standards for commercial developments outlined under Policy M5.

Drainage/Flood Risk

10.70. Policy RE3 of the Oxford Local Plan states that planning applications for development within Flood Zones 2, 3, on sites larger than 1 ha in Flood Zone 1 and, in areas identified as Critical Drainage Areas, must be accompanied by a Site Specific Flood Risk Assessment (FRA) to align with National Policy. The FRA must be undertaken in accordance with up to date flood data, national and local guidance on flooding and consider flooding from all sources. The suitability of developments will be assessed according to the sequential approach and exceptions test as set out in Planning Practice Guidance. Planning permission will only be granted where the FRA demonstrates that:

- e) the proposed development will not increase flood risk on site or off site; and*
- f) safe access and egress in the event of a flood can be provided; and*
- g) details of the necessary mitigation measures to be implemented have been provided.*

10.71. Policy RE4 of the Oxford Local Plan states that all development proposals will be required 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.

10.72. The above provisions are similarly accounted for under Policy BES4 of the Wolvercote Neighbourhood Plan.

10.73. A detailed surface water drainage scheme was approved for the Oxford North site under discharge of conditions application 18/02065/CND. Reserved matters approval (21/01053/RES) was granted for attenuation ponds on the central parcel of the Oxford North site, which form an integral part of the SuDS strategy for the central parcel of Oxford North. Works to form the ponds have recently been completed.

10.74. A drainage strategy has been submitted in support of this reserved matters application to demonstrate how the proposed development and the other buildings proposed under Phase 2 of the development would relate to the approved, overarching surface water drainage strategy for the Oxford North site. This is in line with Condition 44 of the hybrid planning permission which requires a surface water drainage strategy to be submitted for each phase of the development.

10.75. The surface water drainage strategy submitted as part of Phase 2 of the development also includes the provision of a permanently wet attenuation pond, which would be provided within the area adjoining the park and landscaped areas that would be provided under reserved matters application 23/01509/RES. This would complement the consented drainage strategy and would provide additional attenuation volume for the eastern part of the site, which would improve the previously consented drainage strategy. The underground storage that was included in the previously consented strategy would be retained. Swales are also proposed to the side of the access roads submitted under reserved matters applications 23/01562/RES, 23/01509/RES, and 23/01569/RES.

- 10.76. The strategy to deal with surface water drainage would align with the principles outlined within the surface water drainage strategy for the central parcel of the Oxford North site as approved under discharge of conditions application 18/02065/CND and reserved matters approval 21/01053/RES. Specific sustainable drainage measures that would be incorporated within the section of the site containing Building A include the provision of green and brown roofs and permeable paving, as well as raingardens within landscaped areas, which are appropriate measures.
- 10.77. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA, given that the submitted drainage strategy is in substantial accordance with the approved surface water drainage strategy for the Oxford North site.
- 10.78. In principle the drainage strategy is consistent with Policies RE3 and RE4 of the Oxford Local Plan and Policy BES4 of the Wolvercote Neighbourhood Plan.

Ecology

- 10.79. It is a requirement of the planning permission that a minimum of 5% biodiversity net gain is delivered across the whole of the Oxford North site, this is accounting for the baseline condition of the site prior to the start of any works, this is set out within the accompanying Section 106 agreement and condition 52 of the hybrid permission. For clarity, this does not relate to a requirement to deliver 5% net gain as part of each application, moreover that 5% net gain should be delivered across the duration of the project preferably on site.
- 10.80. The application is accompanied by a biodiversity strategy which is related to all works proposed under Phase 2 of the Oxford North development, this has been submitted to meet the requirements set out under condition 52 of the hybrid permission.
- 10.81. In total it is proposed that 5.7 biodiversity units will be delivered within Phase 2 of the development. The reserved matters application for the proposed park and area of public open space will deliver the highest number of units (3.35 units). It is proposed that Plot A would result in a contribution of 0.49 biodiversity units, through a combination of providing ornamental planting, scrub woodland and green roofs. Ecological enhancement measures, namely the provision of 4 bat boxes/tubes and 5 house sparrow and 5 open fronted bird boxes are also proposed.
- 10.82. Officers are satisfied that the development proposals maximise the opportunity to deliver biodiversity net gain as a means of contributing towards the delivery of 5% biodiversity net gain across the Oxford North site. The proposals are considered to comply with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood 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, in conclusion 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. The proposed design is of a high standard in terms of the elevational treatment, proposed use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan. A very small section of the building would extend above the heights parameter plan accompanying the hybrid application, however it is considered that this would not have a significant adverse visual impact, in short and longer range views and would not impact negatively on the openness of the green belt and how this is experienced within key views including from the west of the site and there is considered to be no conflict with Policies DH2 and G3 of the Oxford Local Plan. The application is accompanied by an Energy Statement which includes sustainable design measures, meeting the requirements of Policy RE1 of the Oxford Local Plan.
- 11.5. No car parking is proposed under this reserved matters application. It is proposed that parking for each of the plots proposed under Phase 2 of the development would be provided within a multi-storey car park. Proposals for parking have been submitted under reserved matters application 23/01592/RES which will be determined at a later date. The site wide masterplan for Oxford North included provision for parking within multi-storey car parks to serve multiple development plots as opposed to each plot benefitting from individual parking. A car parking strategy should be included as a planning condition setting out the location and phasing of car parking serving the building proposed under this reserved matters application as on plot parking is not proposed.
- 11.6. Cycle parking is proposed on plot which would exceed the requirements of Policy M5 of the Oxford Local Plan; however, this would be below requirements outlined under Policy NG5 of the Northern Gateway Area Action Plan. Officers however consider that there is clear justification in this instance to depart from

Policy NH4 of the NGAAP based on the objectively assessed existing and future demand for cycle parking which corresponds with the modal share of cyclists identified in applicant's Travel Plan, even when accounting for a future increase in the modal share of those cycling to the site as a mode of travel.

11.7. The application is accompanied by an updated surface water drainage strategy, covering the site the subject of this reserved matters application, in addition to the other parcels of land forming Phase 2 of the development. The Phase 2 surface water drainage strategy is consistent with the consented surface water drainage strategy for the central parcel of the site. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA.

11.8. A biodiversity net gain strategy has been submitted covering Phase 2 of Oxford North, outlining target delivery of net gain proposed for each of the reserved matters applications submitted under Phase 2, which will contribute towards delivering net gain across the Oxford North site across the duration of the development in accordance with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood Plan.

11.9. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the conditions set out in section 12 below.

12. CONDITIONS

Approved Plans

1. The development referred to shall be constructed strictly in complete accordance with the specifications in the application and the submitted plans.

Reason: To avoid doubt as no objection is raised only in respect of the deemed consent application as submitted and to ensure an acceptable development as indicated on the submitted drawings.

Material Samples

2. Samples of the exterior materials to be used shall be submitted to, and approved in writing by, the Local Planning Authority before the commencement of above ground works on the site and only the approved materials shall be used.

Reason: In the interests of visual amenity in accordance with Policy DH1 of the Oxford Local Plan 2016-2036.

Energy Statement Compliance

3. The development shall be carried out in accordance with the recommendations outlined in the submitted Plot A Energy Strategy – Phase 1A modifications and Phase 2 proposals prepared by Hoare Lea reference REP-2324753-SS-05-20230221-ONPH2A Rev 03.

Reason: To ensure the incorporation of sustainable design and construction with the approved scheme and to ensure carbon reduction in line with Policy RE1 of the Oxford Local Plan.

Biodiversity Net Gain and Enhancements

4. The ecological enhancements and biodiversity net gain provided by this phase of development shall be delivered in accordance with the details contained in 'Discharge of Condition 52 for Reserved Matters Applications Central Landscape, Development Plots A, B and C and Central External Works North and South produced by BSG Ecology V3 dated 16th August 2023 as submitted with the planning application and agreed in principle with the local planning authority prior to determination. The approved scheme shall be implemented in full prior to first occupation of the development and the enhancement measures shall be retained thereafter unless otherwise agreed in writing by the Local Planning Authority.

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

Cycle Parking Provision

5. Prior to the first occupation of the building, details of the proposed cycle parking shall be submitted to the Local Planning Authority for approval in writing. The approved cycle parking shall be installed prior to the first occupation of the building and shall be retained as cycle parking thereafter.

Reason: To ensure that the opportunities for sustainable travel modes are taken up in accordance with Policy M1 and M5 of the Oxford Local Plan and Paragraph 110 of the NPPF.

Cycle Parking Design

6. Cycle parking provided by two-tier racks shall be of a design that provides assisted lifting/lowering of the upper tier unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the opportunities for sustainable travel modes are taken up in accordance with Policy M1 and M5 of the Oxford Local Plan and Paragraph 110 of the NPPF.

Car Parking

7. Prior to the first occupation of the development, details of a car parking strategy to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The car parking strategy shall outline the location where the car parking will be provided within the Oxford North Site and the timing and phasing of how the parking will be delivered. The number of car parking spaces provided to serve the building the subject of this approval shall be no greater than a ratio of 1 parking space per 62sqm of employment floorspace as delivered under this reserved matters permission.

All car parking shall be provided and made available prior to the first occupation of the building hereby approved and shall be retained thereafter, unless previously agreed in writing by the local planning authority.

Reason: To ensure the phased delivery of car parking to serve the proposed development up to a maximum permitted level in the interests of highway safety and amenity and ensuring a modal shift to more sustainable modes of travel in accordance with Policies M1, M2 and M3 of the Oxford Local Plan and Policy NG6 of the Northern Gateway Area Action Plan.

Landscaping

8. The development shall be carried out in accordance with the landscaping proposals submitted alongside this application. The landscaping 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 2016-2036.

Tree Planting Pits

9. Details of tree pit designs for each of the public realm tree planting types specified in approved landscaping plan shall be submitted to and approved in writing prior to the commencement of landscaping works.

The landscape works shall be carried out in accordance with the approved details unless otherwise agreed beforehand in writing by the local planning authority.

Reason: To ensure newly planted trees are established, to provide visual interest in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

13. APPENDICES

- **Appendix 1 – Site location plan**

- **Appendix 2** – Phase 2 Development Plan
- **Appendix 3** – ODRP Report

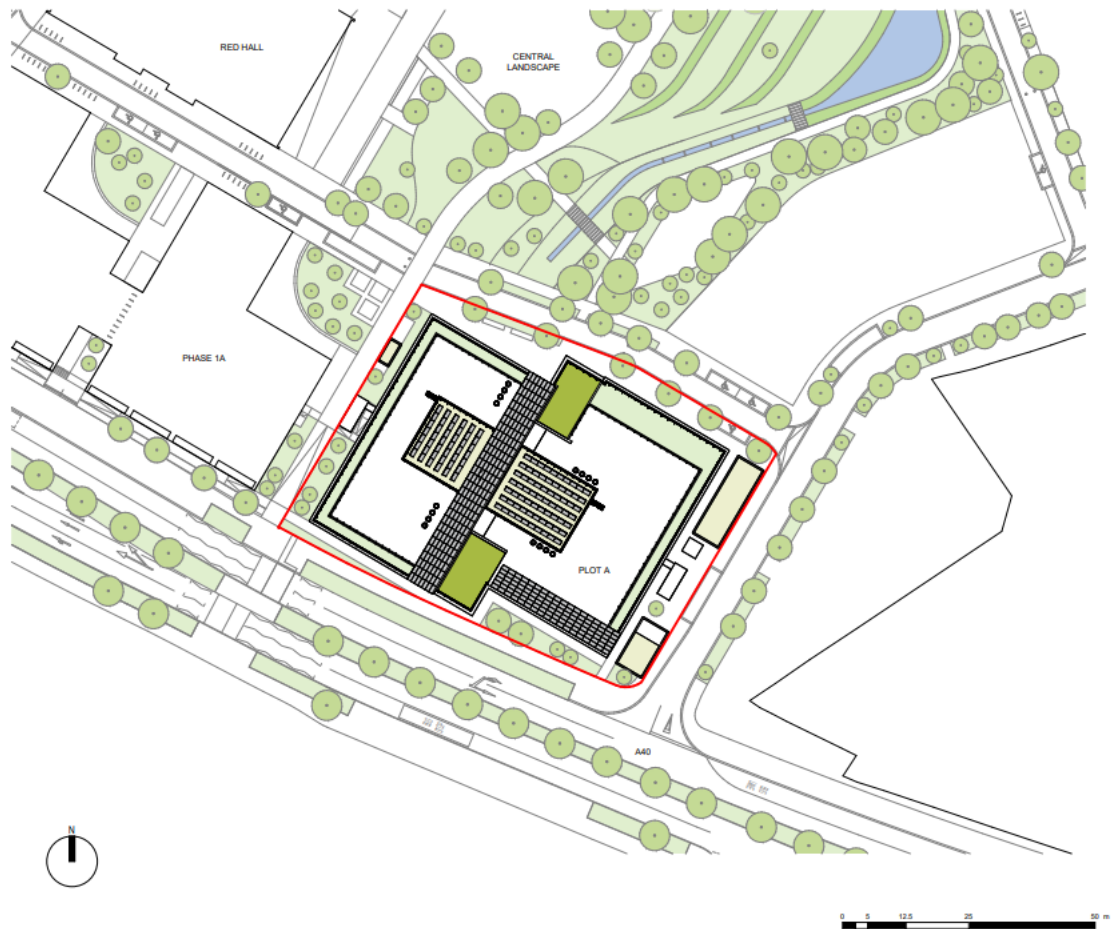
14. HUMAN RIGHTS ACT 1998

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

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

Appendix 1 – Site Plan (Building A)



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Appendix 2 – Phase 2 Layout Plan



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Appendix 3



Oxford Design
Review Panel

Design
South East

Report of the Oxford Design Review Panel

Oxford North, Phase 2

25th November 2022

Introduction

A design workshop was held in Oxford on 10th November 2022, preceded by a site visit and presentations by the design teams.

The proposal is for phase 2 of Oxford North, a mixed-use urban district. The proposals reviewed comprised of the Red Hall; plots A, B, and C; and the car parking proposal as well as amendments to the consented outline masterplan.

A summary of the Panel discussion is provided, highlighting the main items raised, followed by a set of key recommendations aimed at improving the design quality of the proposal. Detailed comments are presented under headings covering the main attributes of the scheme.

Appendix A contains a set of sustainability related comments from Kat Scott, architecture and sustainability expert, who was unable to attend the meeting but was due to be part of the review panel. The document closes with the details of the meeting (appendix B) and the scheme (appendix C).

Paragraph 133 of the National Planning Policy Framework (2021) states that *“local planning authorities should ensure that they have access to, and make appropriate use of, tools and processes for assessing and improving the design of development. These include workshops to engage the local community, design advice and review arrangements, and assessment frameworks such as Building for a Healthy Life 51. These are of most benefit if used as early as possible in the evolution of schemes and are particularly important for significant projects such as large scale housing and mixed use developments. In assessing applications, planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels.”*

Summary

The buildings are developing positively in architectural terms. However, it is important that as the design development progresses, the focus on the creation of a cohesive place drives the decision-making to avoid a dilution of the overall vision. This approach must foreground the quality of the in-between spaces and landscape rather than just focusing on the individual buildings and plots. Outstanding architecture will only create a successful place if the spaces in-between are treated equally sensitively, in an integrated manner.

The experience of working, living and visiting Oxford North must be considered inclusively, designing for a range of users, needs and scenarios in the day and night. To achieve a successful inclusive place, the teams should continually test the design, from site-wide principles through to architectural details, against diverse perspectives and experiences.

Key recommendations

1. Develop and rigorously apply a site-wide landscape strategy considering incidental landscape, edges, and interfaces.
2. Develop the pavilion building to an equivalent stage to the Red Hall and town square proposals and clarify its role within the scheme.
3. Demonstrate that the scheme is inclusive and designed for a diversity of users and experiences to successfully foster community.
4. Design the Red Hall and associated external spaces for likely specific use settings, to avoid an overly generic design.
5. Test movement scenarios across the site, consider where the front door for each building is and how one would travel there at different times of day and using different transport modes.
6. Define external spaces, in relation to the buildings and set out their role and purpose. Identify opportunities for social interaction spaces at all scales.
7. Set out the long-term strategy for the dismantlable car park. Describe how people will be incentivised not to use cars and to transfer to zero carbon travel options; how the car park material, once dismantled, will be reused; and how landscape will encroach over time.

Detailed comments and recommendations

1. Vision and landscape

- 1.1. Typical science parks risk being clinical, developed as a series of building plots rather than a cohesive place. Whilst we welcome the vision that this place will be different and the concept of building community in phases, we are not yet convinced that Oxford North can build a collaborative mixed-use community, that seamlessly links residential, commercial, and innovation. A convincing narrative should describe how people across the site relate to one another, linked by public spaces where collaboration and interactions can occur, fostering a diverse and inclusive community. There must be a holistic approach to ensure this is a genuinely innovative place tied together with an applied sitewide landscape strategy.
- 1.2. Although the landscape proposals for the central park are largely convincing, the incidental landscape around the scheme's edges and interfaces is underdeveloped and not contributing as strongly to character of place as the buildings.
- 1.3. Beyond spill-out landscape within plot boundaries, a sitewide strategic approach to landscape and biodiversity corridors is required to avoid isolated pockets of landscape. This is proposed to be an innovative place, yet it is not clear how innovation is permeating throughout the public realm and landscape. There should be common agreement about the definition, identity and purpose of each external space and how they reinforce the defined character of the area. Incidental landscape needs to integrate the functional uses of these spaces (bike parking, waste streams, specialist services such as gases etc), these uses cannot be left to eat away at these spaces.
- 1.4. Two residential communities will form part of Oxford North, to the west of the A40 and east of the A44. Each one has its own amenity spaces, but these communities should also be invited into the heart of the scheme to use areas such as the town square and central park. Locating the children's play space away from the town square to the southern edge does not encourage a mix of people and uses, and this should be reviewed.

2. Masterplan and movement

- 2.1. Repositioning the town square adjacent to the Red Hall is a positive move. This space is developing positively as a social hub. The pavilion building will be key to wayfinding, programming activity, cycle storage and defining the north-western edge of the town square, but its design is at a diagrammatic stage and consequently underdeveloped. This should be progressed as the pavilion design will impact the relationship between buildings and the town square – primarily plot C.
- 2.2. Movement scenarios should be tested considering different journeys. The location of front doors and arrival at each plot needs to be considered so that all users and modes are equally welcome by including appropriate access and provision for short-stay visitors to leave their transport such as bikes, e-scooters, mobility scooters and wheelchairs. It is not clear how deliveries and couriers will be accommodated.
- 2.3. Although the shuttle bus is promising, its implementation is not certain. Public transport provision and options need to be progressed rapidly to the same level of detail as the carparking. Cycle storage across the site should be developed further to ensure cycling is celebrated and bikes are integrated into site-wide design. This should include provision for cargo bikes.
- 2.4. The team should consider the routes someone would take when on a work break, the location of quiet spaces, where one would one roam or meet a friend and how strategic approaches to security, landscape, movement, and public realm will shape these experiences.
- 2.5. The Red Hall will provide a marker for those navigating the site but will not be visible everywhere. Legibility and wayfinding must be built into the scheme through distinctive characters, so people understand which area of the site they are in.
- 2.6. The loop road has been brought into the site. This could be a pleasant evening walk that works better than the original road, provided the experience is designed to ensure this is a safe and pleasant route.

3. Red Hall

- 3.1. The Red Hall's architecture is developing positively. The bold design and striking colour work well, and this building will create a heart to the scheme and legibility through the masterplan. The split roof and flues are positive and aid distinctiveness.

- 3.2. An overly flexible approach to the design may lead to the building being generally suitable for everything and specifically suitable for nothing. If the building is fully flexible there will be nothing for the landscape to relate to. A similar approach to the programming of the town square could be taken, by anticipating the most likely configurations of the space.
- 3.3. As the building has evolved, the canopies have lost their sense of hierarchy and this should be refined to establish where the 'front door' of the building is, and how it relates to internal uses and the natural meeting point for people who gather here.
- 3.4. This building has a community focus and provides unique uses that will encourage people to gather from across the site as well as incubation spaces above the ground floor. Whilst recognising child safeguarding concerns, we would encourage the team to explore whether the nursery could be located here to strengthen the concept of this building as a community anchor.
- 3.5. The south-western elevation, facing onto the phase 1a buildings, is a glazed flat façade. Although there will be a sense of activity within the building, more could be done to encourage a sense of connection and articulate a specific connection.
- 3.6. The town hall studio faces the link road and would perhaps be better located off the square where the activity will be focused. The facilities office sits on the corner of the square, but this use will not activate the corner adequately and a more community focused use should be explored here.
- 3.7. The fire escapes should be relocated, as their positioning fixes the size of the retail space onto the square and significantly reduces the flexibility of the ground floor.

4. Plot A

- 4.1. The building's façade and proportions have developed sensitively, and the stepping is interesting. The experimental service pavilion is conceptually strong and presents an opportunity to be genuinely experimental. By offsetting the two forms there is an opportunity to be seized regarding the relationship between the inside and outside, considering building and landscape together.
- 4.2. The experience of the secondary street and of the approach to this building should be defined.

- 4.3. The depth of the plan is concerning, and the lack of natural light to some areas restricts future flexibility. The plan's adaptability and environment for users should be tested to ensure flexibility, and the insertion of natural daylight in the future should be designed for, in the event that some areas become office space.
- 4.4. The red fire escapes have a strong synergy with the red hall and are reminiscent of Parc de la Villette. To ensure they are both joyful and useful, their use, security arrangements and how they relate to the inside and outside should be defined.

5. Plot B

- 5.1. Unlike other plots, much of plot B is given over to landscape rather than building, which presents interesting opportunities to create a variety of landscape spaces. Care should be taken to avoid the north-western space appearing as an afterthought rather than a structured piece of landscape that enhances the topography and introduces the site for those approaching the A40 from the north. We are unconvinced that the cycle storage should be located around the back of the building, as cycling should be celebrated and cycle storage easily accessible.
- 5.2. We are not concerned about the chimneys breaching the height parameters; they enhance the building and views from the road. The long-distance views of the building are positive.
- 5.3. The visuals of the A40 appear green and softened in comparison to the existing condition. However, the road may not be like this and could instead be noisy. Measures should be taken to either mitigate or celebrate this condition.
- 5.4. The landscaped forecourt and entrance lobby require further work to successfully achieve a sense of arrival, perhaps as an external foyer space. The balcony could be used to activate the façade further and the core pushed westwards to help resolve the geometry.
- 5.5. Transporting wet lab material from certain areas to the loading bay may be challenging and should be tested.

6. Plot C

- 6.1. This building will play a civic role and partially address the town square. It has a heavier quality in comparison to the other buildings reviewed. As the design develops, the team could explore introducing further delight to the building, for example through some asymmetry in response to the offset of the town square. The changes to the southwest corner of the building, facing plot B, are subtle and could be celebrated further.
- 6.2. This building comes up to the edge of the plot, therefore more thought has to be given to how landscape will be integrated using innovative planting, and to the building's response to surrounding spaces, particularly the entrance to plot B, perhaps through a recess on the southwestern corner.
- 6.3. The design process for plot C is largely positive. We welcome that the landscape and visual impact assessment (LVIA) has been used as a tool to inform design development and that sustainability considerations have been embedded. However, the experience for those using a wheelchair is unacceptable, as users will have to take a small platform lift and then go to the back of the building to access the main lifts.
- 6.4. The shift from a vertical emphasis on the front façade to a horizontal one along the sides of the building is compelling. Further work is needed to describe how the back relates to the carpark and where the front and back begin and end.

7. Car park

- 7.1. We welcome that the carpark will be dismantable and that undercroft parking to individual buildings has been removed. It is not clear how people will be encouraged not to use cars. As part of a long-term strategy, we encourage the team to consider how this material could subsequently be re-cycled on or off-site and consider how landscape could encroach along this biodiversity corridor. The team should demonstrate that the number of spaces needed is accurate. Due to increased wet laboratories being accommodated across the district, there will potentially be a dropped occupancy from the original masterplan calculations.
- 7.2. A clear strategy for car use reduction should be included, with clear phases and triggers for reduction (such as improved public transport services).

- 7.3. The carpark extends along the north-western edge of the site, from the balancing ponds to plot B, bordering the A34. Many people experiencing the development will be driving past, and the car park will, in the early years, foreground and frame the rest of the site (although it is low enough to avoid dominating the view). The films depicting this journey reiterate the importance of these views and they should be referred to when developing the design.
- 7.4. Alternative approaches to the car park cores were discussed, and their design, detailing and treatment require further development to fully understand their impact on the views and whether they enhance or detract from the scheme's identity. They could be designed as a strong visual marker to the development when viewed from the A34.
- 7.5. The roof could be utilised for biodiversity, for example by including beehives or insect habitats, and to support bird watching or similar activities. Facilities (include wcs and access) for a rooftop summer space could also be incorporated into the design.
- 7.6. With the introduction of a single car park and the relocation of the square, the pedestrian route between the two becomes critical for access and legibility of the site. The design of this route should reflect this and the entrance to the car park ~~also~~ should relate to this. Approximately 900 vehicles could be entering and exiting the site at peak times. When developing the detailed landscape design, careful consideration needs to be given to the design and character of these routes, considering the experience at busy times of day.

Appendix A: Sustainability comments

9. Sustainable design

- 9.1. We welcome that whole life carbon and nature is playing a role in the masterplan. However, for this typology of buildings, given their probable higher unregulated and regulated energy loads, clear targets should be set out in regard to operational and embodied energy. Biodiversity targets should be clearly defined.
- 9.2. The architectural proposals should now be tested against sustainability targets. The team must demonstrate how the designs are addressing and meeting sustainability targets and how these are shaping design development. We are concerned that the proposals have been overly shaped by aesthetic drivers without considering sustainability and responding to environmental conditions, which would offer new tensions and parameters to drive the architectural design forward and embed it within place.
- 9.3. The individual plots lack robust environmental analysis and therefore lack robust strategies to address the environmental conditions their building is sited in. All assumptions should be tested and analysed for the panel to have confidence that the buildings are efficient, responding to environmental conditions, and pursuing optimum carbon solutions.
- 9.4. The buildings are proposed to be adaptable and could be used as workspaces, whilst designed for commercial services. We question if there is therefore a risk of over-provision of commercial services in Oxford (hence the need for adaptability). If this is the case the team should evidence how the servicing strategy can be designed to anticipate adaptability so that the architecture does not become overly engineered and significantly impactful in carbon terms based on hypothetical scenarios that may not come into being in the future.
- 9.5. The façade design, orientation and massing for all buildings should be shaped by environmental conditions, to maximise energy performance and achieve an optimal internal environment for users.
- 9.6. As part of a site-wide water strategy, the team should set out how greywater will be reused within buildings and how water consumption will be reduced.

10. Red Hall: sustainability

- 10.1. The red hall's façade strategy should be reviewed. The northwest façade is glazed which will lead to significant heat loss, and heating gain will be limited in the winter due to orientation. Glazing should only be applied when needed and be justified beyond aesthetic reasons. A varied and articulated façade could engage with external spaces without excessive glazing. The east and west facades will also require vertical shading devices such as fins. However, the fins are depicted inside the building, they will be least effective here and, if required, should ideally be outside the building's thermal line.
- 10.2. Consideration of the internal environmental performance of the red hall is limited. A robust analysis is required, setting out how the revised red hall is performing and how the facades and forms will need to be mitigated within the building, whether through servicing or otherwise.

11. Plot A: Sustainability

- 11.1. Plot A describes an 'optimum structural grid'. The team should evidence how the grid has been tested with inhabitation in various arrangements showing how it functions.
- 11.2. Plot A includes a significant amount of plant. The team should evidence the environmental strategy is informing efficiencies in the mechanical, electrical, and plumbing (MEP) servicing.
- 11.3. The energy capture performance of the photo voltaic panels on Plot A should be optimised to justify their whole-life carbon cost. We are not convinced that their inclines and east-facing orientation is the most efficient arrangement available. Their positioning seems arbitrary and should be justified.

12. Carparking: sustainability

- 12.1. The whole life carbon impact of the car park should be assessed. The mobility hub and cycle parking experience should be clarified to understand how the opportunity to create an optimal experience for those using active travel.

Appendix B: Meeting details

Reference number	Ref: 1869/221110
Date	10 th November 2022
Meeting location	Jurys Inn (Leonardo Royal Hotel), Godstow Rd, Oxford OX2 8AL
Panel members attending	Joanne Cave (Chair), urban design and planning Camilla Ween, urban design and transport planning Dan Jones, architecture and education, arts & public buildings Justin Nicholls, architecture and regeneration Lindsey Wilkinson, landscape architecture and historic environment
Panel manager	Lizzie Atherton, Design South East
Presenting teams	Iulia Fratila, Fletcher Priest Keith Priest, Fletcher Priest Phil Pryke, Fletcher Priest Stina Hokby, Fletcher Priest Neil Porter, Gustafson Porter, and Bowman Nat Keast, Wilkinson Eyre Stafford Critchlow, Wilkinson Eyre Chris Neve, Gort Scott Jay Gort, Gort Scott
Other attendees	Robert Linnell, Savills Adam Smith, Stanhope Gary Taylor, Stanhope Kel Ross, Hoare Lea Victoria Collett, Thomas White Oxford Mike Kemp, Oxford City Council Gill Butter, Oxford City Council Joseph Sorrel, Oxford City Council Natalie Dobraszcyk, Oxford City Council
Site visit	Panel members visited the site before the meeting, accompanied by the client, design team and City Council officers

Scope of the review	As an independent design review panel, the scope of this workshop was not restricted.
Panel interests	Joanne Cave is currently working with Stina Hokby of Fletcher Priest Architects on an unrelated project. This was not deemed a conflict of interest
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	Oxford North Phase 1 was reviewed by the ODRP twice on the 20 th May and 29 th September 2021.

Appendix B: Scheme details

Name	Oxford North Phase 2
Site location	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout.
Site details	<p>Oxford North comprises approximately 30 hectares of land at the northern edge of the city, adjacent to the A34. The land is split into three parcels by the A40 and A44 roads. Phase 2 is the central parcel bordered by the A34 on the north-west boundary, A44 on the north-east boundary, and the A40 along the south-west boundary.</p> <p>Development has commenced on site works that have commenced include: the formation of a link road between the A40 and the A44; earthworks to form development platforms on central and Canalside parcels of site; A40 improvement works including addition of bus lanes, bus stops, formation of junctions to A40, and cycle infrastructure.</p>
Proposal	<p>The proposals relate to ‘phase 2’ of the Oxford North works, comprising:</p> <ul style="list-style-type: none"> - three new life sciences buildings on plots A,B, and C; parking provision;

- revisions to the design of the 'Red Hall' building approved under the full element of the hybrid planning permission;
- revisions to landscape and public open spaces approved under the full element of the hybrid planning permission including the central park.

Phase 2 is the next major reserved matters phase related to planning application (18/02065/OUTFUL), changes are also proposed for phase 1a, which benefits from full planning permission.

Planning stage	The scheme is at pre-application stage with intention to submit a reserve matters application.
Local planning authority	Oxford City Council
Planning context	<p>The Northern Gateway development area was first allocated in the Oxford Core Strategy document adopted in 2011. This was later taken forward in the Northern Gateway Area Action Plan (AAP) adopted in July 2015 which fixed the overall parameters for the whole area as:</p> <ul style="list-style-type: none"> - Up to 90,000sqm of B1 employment - Up to 500 dwellings - Up to 2,500 sqm of local retail uses - 180 bed hotel <p>Both of these documents were subject to independent Inspector's deliberations and ultimate approvals. The recent Oxford City Local Plan 2036 amended the area to the north-east of the Park and Ride to a housing allocation.</p>
Planning history	<p>The proposals would be a reserved matters application relating to planning application 18/02065/OUTFUL. Hybrid outline planning permission was granted for the following uses in March 2021:</p> <ul style="list-style-type: none"> (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300sqm(GIA) of employment space (Use Class B1), up to 550sqm(GIA) of community space (Use Class D1), up to 2,500sqm(GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and

A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

- (ii) Full application for part of Phase 1A comprising 15,850sqm(GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019).

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:	23/00708/RES		
Decision due by	27 th July 2023		
Extension of time	29 th September 2023		
Proposal	Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot B). The original application was EIA development. (Amended plans)		
Site address	Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Wolvercote Ward		
Case officer	Michael Kemp		
Agent:	Rob Linnell	Applicant:	Oxford North Ventures GP LLP
Reason at Committee	The proposals are for major development.		

1. RECOMMENDATION

1.1. The Oxford 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 12 of this report and grant planning permission.

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 issue the reserved matters approval.
- Respond to any comments received by Oxfordshire County Council (Lead Local Flood Authority) to resolve any concerns or objections and to finalise any recommended conditions relating to site drainage.

2. EXECUTIVE SUMMARY

- 2.1. The application proposes the development of a four storey life science building comprising 16,561sqm of flexible laboratory and office space, associated cycle storage, refuse stores and specialist waste and gas bottle stores. A total of 188 cycle storage spaces are proposed, 140 of which would be located within a detached pavilion building, sited to the west of the main building with 36 spaces proposed externally within the plot, alongside 8 larger cycle parking spaces. No car parking is proposed within this planning application. The building is based around two converged rectilinear blocks, which respond to the site geometry, this consists of two wings which extend along the A40 frontage to the south and the adjacent secondary road to the north. The building is one of several reserved matters applications submitted at a similar time under 'Phase 2' of the Oxford North development and is referred to as 'Plot B'.
- 2.2. Outline planning permission is in place on the site for 87,300 m² (GIA) of employment space (Use Class B1). The provision of 16,561sqm of flexible laboratory and office space would fall within the scope of the outline planning permission. The proposed use would be consistent with Policy E1 of the Oxford Local Plan which promotes the expansion of employment uses on existing sites and specifically Policy NG3 of the Northern Gateway Area Action, which permits specifically uses that would enhance the knowledge economy of Oxford, including life science uses.
- 2.3. The proposed design is of a high standard in terms of the elevational treatment, of the building, proposed use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan. A small section of the building would extend above the heights parameter plan accompanying the hybrid application, however it is considered that this incursion above the height parameters would not have an adverse visual impact in short and longer range views and would not impact negatively on the openness of the green belt and how this is experienced within key views and there is considered to be no conflict with Policies DH2 and G3 of the Oxford Local Plan. The application is accompanied by an Energy Statement which includes adequate sustainable design measures and the incorporation of low carbon technology meeting the requirements of Policy RE1 of the Oxford Local Plan.
- 2.4. No car parking is proposed under this reserved matters application. It is proposed that parking for each of the plots proposed under Phase 2 of the development would be provided within a multi-storey car park. Proposals for parking have been submitted under reserved matters application 23/01592/RES which will be determined at a later date. The site wide masterplan for Oxford North included provision for parking within multi-storey car parks to serve multiple development plots as opposed to each plot benefitting from individual parking. A car parking strategy should be included as a planning condition setting out the location and phasing of car parking serving the building proposed under this reserved matters application as on plot parking is not proposed.
- 2.5. Cycle parking is proposed on plot which would exceed the requirements of Policy M5 of the Oxford Local Plan; however, this would be below requirements outlined

under Policy NG5 of the Northern Gateway Area Action Plan. Officers however consider that there is clear justification in this instance to depart from Policy NH4 of the NGAAP based on the objectively assessed existing and future demand for cycle parking which corresponds with the modal share of cyclists identified in applicants Travel Plan, even where accounting for a future increased modal share in those cycling to the site as a mode of travel.

- 2.6. The application is accompanied by an updated surface water drainage strategy, covering the site the subject of this reserved matters application, in addition to the other parcels of land forming Phase 2 of the development. The Phase 2 surface water drainage strategy is consistent with the consented surface water drainage strategy for the central parcel of the site. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA.
- 2.7. A biodiversity net gain strategy has been submitted covering Phase 2 of Oxford North, outlining target delivery of net gain proposed for each of the reserved matters applications submitted under Phase 2, which will contribute towards delivering net gain across the Oxford North site across the duration of the development in accordance with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood Plan.
- 2.8. For the reasons outlined in the report, officers recommend that the application is approved subject to the planning conditions set out in section 12 of this report.

3. LEGAL AGREEMENT

- 3.1. This application would not require a new legal agreement or any variation to the original agreement relating to planning application 18/02065/OUTFUL.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The original planning agreement was the subject of a detailed CIL agreement, no additional CIL would be payable based on the proposals submitted under this reserved matters application.

5. SITE AND SURROUNDINGS

- 5.1. The application site comprises a 7319sqm section of the wider 26-hectare area Oxford North site. Planning approval was granted on 23rd March 2021 for hybrid planning application 18/02065/OUTFUL. The description of development for the approved hybrid planning application is as follows:

Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m² (GIA) of employment space (Use Class B1), up to 550 m² (GIA) of community space (Use Class D1), up to 2,500 m² (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace,

up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (ii) Full application for part of Phase 1A comprising 15,850 m2 (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019)

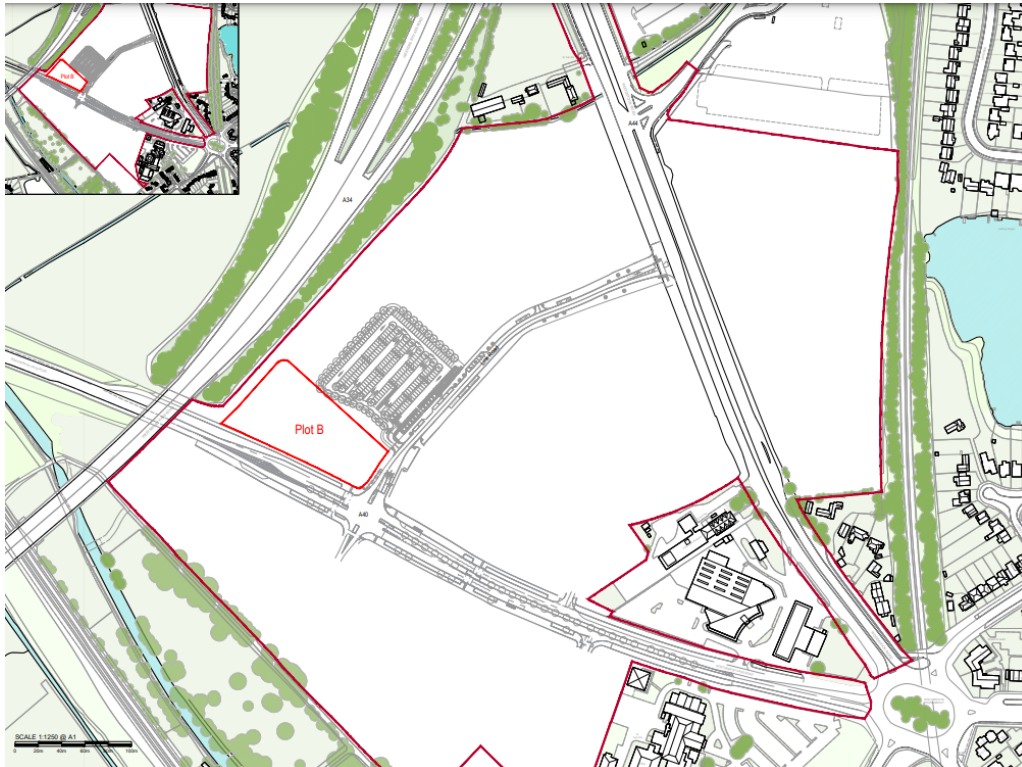
5.2. The application site to which planning application 18/02065/OUTFUL relates falls into three, fan-shaped parcels of land which run adjacent to the A44 and A40 trunk roads, converging at Wolvercote roundabout. The northern boundary of the site is formed by a raised section of the A34 road. The eastern boundary of the site is formed by a section of railway line. The south-western boundary is formed by Joe White's Lane bridleway (National Cycle Route 5) and the fields to the west that lead down to the Oxford canal and separate the site from much of the settlement of Wolvercote.

5.3. The masterplan for planning application 18/02065/OUTFUL refers to three parcels of land as the following:

- East: the parcel to the east of the A44, south of the Peartree Park and Ride and west of the railway line
- Central: the largest parcel, to the west of the A44 and to the north-east of the A40
- Canalside: the parcel to the south-west of the A40 and the north-east of Joe White's Lane

5.4. This application relates to development in the south west corner of the central parcel of the Oxford North site. The site consists of cleared land which has been levelled following a process of cut and fill permitted under planning permission 21/01053/RES which allowed for earthworks to form the development platforms for future buildings on the site. The application site lies to the north west of two employment buildings approved under the detailed element of the hybrid planning permission (Phase 1a). The site is adjacent to the A40 and newly constructed link road between the A40 and A44, which forms the primary street through the central parcel of the Oxford North site. A temporary car park has been created to the north east of the site. To the west of the site is a raised section of the A34. The application site extends close to the western edge of the Oxford North site, extending up to the far limit of the Oxford City Authority boundary, no part of the development site falls within the Cherwell District parameters.

5.5. The site of Plot B in relation to the Oxford North site and surrounding area is shown on the location plan below:



6. PROPOSAL

- 6.1. The application proposes a four-storey life science building comprising 16,561sqm of flexible laboratory and office space, alongside associated cycle storage, refuse stores and specialist waste and gas bottle stores. A total of 188 cycle storage spaces are proposed, 140 of which would be located within a detached pavilion building, sited to the west of the main building with 36 spaces proposed externally within the plot, alongside 8 larger cycle parking spaces. No car parking is proposed within this planning application, it is proposed that all parking to be provided for this plot, the buildings on the site that already benefit from planning and future buildings that are proposed under the next phase of development would be provided within a single multi-level car park. A separate reserved matters planning application has been submitted for the car park.
- 6.2. The building is based around two converged rectilinear blocks, which respond to the site geometry, this consists of two wings which extend along the A40 frontage to the south and the adjacent secondary road to the north. The main entrance faces a landscaped courtyard that is located in the north east corner of the site and faces the primary 'link' road through the Oxford North site. The alignment of the building creates a splay towards the A34 and western edge of the site. A landscaped area and pavilion building incorporating cycle parking, utilities and waste storage would be located to the west of the main building. The building layout features a central core and flexible lab/office space at all levels, with reception and collaborative working space at ground floor level. The top floor of the building includes 500sqm of workspace, which opens to an external terrace that faces the centre of the Oxford North site. The remainder of the upper floor contains plant housing. Angled flues are included within the building design. The external façade of the building would be a combination of brickwork cladding along

the lower sections of the building and metal cladding on the upper sections. A green roof is proposed above the third-floor sections of the building. The upper floor sections of roof would include a combination of photovoltaic panels and sedum roof.

6.3. Minor revisions have been made to the building since the submission of the original plans, which included the provision of 253sqm additional floorspace which would infill an area between south west and north east projecting wings of the building. The purpose of the revisions was primarily to provide a loading bay at ground floor level. Additional space for laboratory/office use would be provided above this space.

6.4. The building is one of several reserved matters applications submitted at a similar time under 'Phase 2' of the Oxford North development and is referred to as 'Plot B, the following applications form part of Phase 2 of the Oxford North development and are presently under consideration:

- 23/00707/RES – Plot A – Life Science Building (11,065sqm)
- 23/01412/RES – Plot C – Life Science Building (15,290sqm)
- 23/01509/RES – Provision of new park, public open space, access road, landscaping, and public realm, including revisions to the previously consented area of public open space.
- 23/01562/RES and 23/01569/RES – Provision of landscaping and access roads to the north and south of the site, including cycle parking and on-street operational car parking and service bays.
- 23/01592/RES – Erection of multi-storey car park
- 23/01648/RES – Erection of cycle storage pavilion

6.5. An infill building has also been approved between the two employment buildings consented under 'Phase 1A' of the detailed element of the hybrid planning permission. This is referred to as the Central Utilities Building (CUB).

6.6. A plan showing the proposed development in relation to the above-mentioned developments is included at Appendix 2.

7. RELEVANT PLANNING HISTORY

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

<p>18/02065/OUTFUL - Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 sqm (GIA) of employment space (Use Class B1), up to 550 sqm (GIA) of community space (Use Class D1), up to 2,500 sqm (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.</p>

(ii) Full application for part of Phase 1A comprising 15,850 sqm (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019). Permitted 23rd March 2021.

22/00081/NMA - Non-Material amendment to planning permission 22/00081/RES to allow change in surface materials and update to drainage strategy.. Permitted 6th December 2022.

22/03042/RES - Erection of commercial building (revised design of approved Red Hall) and immediate hard landscaping.. Permitted 31st March 2023.

18/02065/NMA2 - Amendments to the extent of land covered by the detailed and outline elements of hybrid planning permission 18/02065/OUTFUL and reserved matters approvals related to this consent.. Permitted 31st March 2023.

18/02065/NMA3 - Non-material amendment to planning permission 18/02065/OUTFUL to allow the removal of the area of the central landscaping and the removal of the temporary car park. Removal of a central parcel of land located between buildings 1 and 2, along with minor amendments to the external elevations of Buildings 1 and 2 and minor amendments to the footpath and lay by to spaces along the link road.. Permitted 27th July 2023.

23/00707/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot A). The original application was EIA development.. Pending consideration.

23/00708/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot B). The original application was EIA development. (Amended plans). Pending consideration.

23/01191/FUL - Provision of temporary car parking and cycle storage. Associated alterations to landscaping (Retrospective). Permitted 28th July 2023.

23/01224/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of a utilities building located between buildings 1 and 2. The original application was EIA development.. Permitted 3rd August 2023.

23/01412/RES - Reserved matters for the approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding

service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot C). The original application was EIA development.. Pending consideration.

23/01509/RES - Reserved matters approval of scale, layout, landscaping and appearance for the central landscaping area to include provision of a pond, woodland area and play area. The original application was EIA development.. Pending consideration.

23/01562/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the southern roads and spurs to adjacent plots and connection to the link road including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development. Pending consideration.

23/01569/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the northern loop road and spurs to adjacent plots including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development.. Pending consideration.

23/01592/RES - Reserved matters approval of scale, layout, landscaping and appearance for the multi-storey split decked car park including immediate landscaping. The original application was EIA development.. Pending consideration.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Wolvercote Neighbourhood Plan:	Northern Gateway AAP
Design	126-136	DH1 - High quality design and placemaking DH2 - Views and building heights DH7 - External servicing features and stores		NG7 – Design and Amenity
Conservation/ Heritage	189-208	DH3 - Designated heritage assets DH4 - Archaeological remains		
Commercial	81-83	E1 - Employment sites - intensify of uses	COS1 – Employment Use	

Natural environment	174-182	G2 - Protection of biodiversity geo-diversity G3 - Green Belt G7 - Protection of existing Green Infrastructure	GBS5 – Biodiversity	NG8 – Oxford Meadows SAC
Transport	104-113	M1 - Prioritising walking, cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking M4 - Provision of electric charging points M5 - Bicycle Parking	CSH2 – EV charging Points CSH3 – Safe Access Routes CSH4 – Travel Plans	NG4 – Sustainable Travel NG5 – Highway Access NG6 – Car Parking
Environmental	119-125; 137-151; 153-169; 183-188	RE1 - Sustainable design and construction RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface RE5 - Health, wellbeing, and Health Impact Assessment RE6 - Air Quality RE7 - Managing the impact of development RE8 - Noise and vibration RE9 - Land Quality	BES2 – Air Pollution BES3 – Noise Pollution BES4 – Drainage and Flooding	NG9 – Energy and Resources
Miscellaneous	7-11	S1 - Sustainable development S2 - Developer contributions V8 - Utilities		NG2 – Mix of Uses NG3 – Employment NG11 – Delivery of Infrastructure

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 20th April 2023 and an advertisement was published in the Oxford Times newspaper on 20th April 2023.

9.2. Following receipt of revised plans, the application was re-advertised by site notice on 28th June 2023 and an advertisement was published in the Oxford Times newspaper on 29th June 2023.

9.3. The application was further re-advertised as a departure from the development plan by site notice on 16th August 2023 and an advertisement was published in the Oxford Times newspaper on 17th August 2023. Officers would make members aware that the expiry date for public comments based on the most recent consultation is the 18th September, which is after the publication of the report, but prior to the date of the planning committee. Any comments received after the date of the report publication will be afforded due consideration by officers and officers will update members verbally should any comments be received between publication of this report and the date of the committee.

Statutory and non-statutory consultees

Oxfordshire County Council

- 9.4. The County Council initially objected to the planning application within their response dated 12th May 2023 as the proposed cycle parking was not in accordance with Policy NG4 of the Northern Gateway AAP and the proposals include the provision of double tier cycle parking.
- 9.5. Following the initial consultation, based on further information provided by the applicants, the County Council issued a revised response stating that the applicant has provided additional information regarding the number of jobs on site and the ability to reach target mode shares in the Framework Travel Plan.
- 9.6. If the AAP figures are not to be applied, then the Highway Authority would want to make sure that the targets set in the Local Transport and Connectivity Plan (LTCP) and forthcoming Central Oxfordshire Travel Plan could still be met as these documents supersede the North Oxford Transport Strategy (2014) on which the Framework Travel Plan targets for the site have been based.
- 9.7. The LTCP targets a reduction in car trips of approximately 50% by 2040 which would mean lowering the base mode share for car trips from 62% to 31% for the employment land use.
- 9.8. The current target mode share for cars set out in the Transport Assessment/Framework Travel Plan supporting the hybrid application is 49.6% which would need to be reduced by a further 18.6% to reach the LTCP target. Assuming this reduction is split equally between cycle and bus (there will likely be uptake of other modes at lower levels) then the required cycle mode share would be 23%.
- 9.9. Based on the number of person trips arriving at the site (from the TA) and a cycle mode share of 23% would require 171 spaces for Plot B which would be achieved with a very small amount of spare capacity. It should be noted that the LTCP targets are Countywide and so locations with good accessibility such as this would be expected to have a lower car mode share still in order to achieve this. The County Council also request that a condition requiring that two-tier racks shall be of a design that provides assisted lifting/lowering of the upper tier.

Drainage

- 9.10. Request that further information is provided in respect of the following matters prior to determination:
- Details of private management company maintaining SuDS
 - Further detail to be provided on drainage drawings including Invert and cover levels to be shown for all infrastructure and SuDS. Pipe numbering and pipe gradients to be shown.
 - Applicants to clarify the flow control that will be implemented.
 - Provide surface water catchment plan.
 - Provide SuDS construction details drawing.

- Provide the ground investigation report that has been conducted.
- Calculations to be shown for each reserved matter application.

Thames Water Utilities Limited

9.11. Do not intend to comment.

Cherwell District Council

9.12. In respect of the submission the Council wishes to raise no comment to the submission as it considers that there are no new strategic cross-boundary issues raised by the submission to the administrative area of Cherwell District Council.

Natural England

9.13. Do not wish to comment.

Environment Agency

9.14. Do not wish to comment.

Historic England

9.15. Do not wish to comment.

Thames Valley Police

9.16. Do not wish to object, the following comments have been made:

- Recommend a condition requiring that an application is made for secure by design accreditation.
- Recommend a condition requiring the submission of a lighting plan.
- Cycle parking stores are too large and should be compartmentalised. Double lead doors should be replaced by single leaf doors and cycle storage covered by CCTV.
- Recommend a further Security Needs Assessment (SNA) is completed by a competent Suitably Qualified Security Specialist (SQSS). It is important that the cycle and gas storage building is provided with enhanced levels of security, with all doors are secured to a minimum LPS 1175 SR2.
- Vehicle mitigation measures such as bollards should be provided around the entire perimeter where it abuts the road, this is particularly important on the North Eastern elevation where a long straight section of road leads directly to the envelope of the building. The service yard should have barriers or bollards installed to prevent unauthorised vehicular access alongside the service yard and pedestrian/cyclist circulation areas adjacent to the service building.
- It is unclear from plans how post deliveries will be managed outside of the building opening hours. The building should facilitate postal deliveries either via secure external post boxes certificated to DHF TS009, or via through-the-wall post boxes into a container also rated to protect against arson attacks.

- Lighting throughout the development should meet the general standards of BS5489-1:2020. Bollard lighting used in isolation is not an appropriate lighting method and should be avoided.
- Consider that the revisions to the proposed plans do not address the concerns referenced above.

Public representations

9.17. No members of the public have commented on the application.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- Principle of development
- Design, visual and heritage impact
- Sustainability
- Neighbouring amenity
- Transport
- Drainage and flood risk
- Ecology

Principle of development

Land Uses and Siting of Development

10.2. The application site benefits from a combination of detailed and outline planning permission for 87,300sqm of Class B1 floor space; 2500sqm of Class A floorspace; and 550sqm of Class D1 floorspace, as approved under the hybrid planning permission for Oxford North, this was in accordance with the version of the Town and Country Planning (Use Classes) Order 1987 in effect at the time that the application was assessed and presented to members of the planning committee, prior to the Order being amended in September 2020.

10.3. This planning application would provide 16,561sqm of floorspace falling under Class E (formerly Class B1). The quantum of Class E employment floorspace, in combination with already permitted employment floorspace and further employment floorspace proposed on Plots A and C would not exceed the maximum quantum of 87,300sqm of employment floorspace permitted under the original hybrid permission.

10.4. The hybrid permission is accompanied by a Land Use Parameter Plan, which outlines the permitted spatial distribution of the relevant land uses across the site area covered by the planning permission. The application site falls within two defined areas under the land uses parameter plan. Part of the application site is shown in amber, with red diagonal lines, indicating that Class B1 Employment (now Class E(g)); C3 Residential; C1 Hotel; D1 Non-residential institutions (now F1); and A1 to A5 Retail (now E (a, b and c)) would be appropriate. For the remainder of the

site, shown as red on the parameter plan, all these uses would be acceptable, apart from Class C3 residential use. The proposed life science use aligns with the permitted uses set out within the Land Uses Parameter plans and is acceptable.

10.5. The hybrid permission was accompanied by an illustrative masterplan, which was included in the list of approved plans accompanying the hybrid permission and is intended to guide elements of the site, including the siting of buildings, land uses and landscaping/public realm. The illustrative masterplan shows the provision of a building on this part of the site, albeit that this occupies a smaller footprint. A landscaped area, including tree planting was shown to the west of the building to provide a softer approach to the site from the A40 to the west as the site transitions from a rural to urban character. The landscaped area would be reduced from what was shown on the original masterplan, however openness would still be retained owing to the proposed building layout and landscape design. The siting of the proposed building is in substantive accordance with the approved Oxford North masterplan and is considered acceptable in principle.

10.6. Policy E1 of the Oxford Local Plan states that planning permission will be granted for the intensification, modernisation, and regeneration for employment purposes of any employment site, if it can be demonstrated that the development makes the best and most efficient use of land and does not cause unacceptable environmental impacts and effects. Oxford North is not specifically included as an employment site in the existing Local Plan, however there is extant planning permission for 87,300sqm of Class B1 floor space and construction has commenced on the employment buildings that would be provided as part of Phase 1A of the hybrid planning permission and it is relevant that Oxford North should be treated as an employment site in relation to Policy E1 of the Local Plan. Furthermore, the Northern Gateway Area Action Plan (NGAAP) remains part of the local development framework. Policy NG3 of the NGAPP states that planning permission will be supported for employment development where the intended uses directly relate to the knowledge economy of Oxford: science and technology, research, biotechnology, spin-off companies from the universities and hospitals or other intended uses that make a measurable contribution to these sectors. The proposed building, which is specifically designed for life science and laboratory uses would align with these principles.

10.7. Paragraph 81 of the NPPF states that planning policies and decisions should help create the conditions in which businesses can invest, expand, and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Emphasis is placed under Paragraph 83 on making provision for clusters or networks of knowledge and data-driven, creative, or high technology industries. The provision of life science and research and development uses, as proposed within this planning application would fall into this category. The delivery of high-quality space for life science and research and development use on the site would meet local and national demand for this form of employment space, providing new jobs and contributing to local economic growth and aligns with Policy E1 of the Oxford Local Plan, Policy NG3 of the NGAPP and the NPPF, in particular Paragraphs 81 and 83.

10.8. An Environmental Statement (ES) was prepared as part of hybrid planning application 18/02065/OUTFUL, which covered in outline all development across the Oxford North site. This reserved matters application would constitute a 'subsequent application' under Regulation 2(1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, the likely significant effects of the proposed development need to be considered.

10.9. The proposals submitted under this reserved matters application do not deviate substantially from the parameters of the hybrid planning permission and the fundamental details outlined within the previously submitted Environmental Statement, in terms of the scope of development and overall scale and layout. Officers conclude that the development would not give rise to any new or different significant effects to those identified and assessed previously within the ES prepared under application 18/02065/OUTFUL.

Design. Visual and Heritage Impact

Design Approach

10.10. Policy DH1 of the Oxford Local Plan states that planning permission will only be granted for development of high-quality design that creates or enhances local distinctiveness.

10.11. Paragraph 126 of the NPPF states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 of the NPPF sets out that planning decisions should ensure that all developments:

- a) Will 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 to 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, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public 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 users⁴⁹; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

10.12. Paragraph 134 of the NPPF also sets out that development should take into account the principles set out within the National Design Guide and National Model Design Code.

- 10.13. Policy NG7 of the Northern Gateway Area Action Plan states that planning applications will be required to demonstrate that new development has been designed with an understanding of the area's heritage, setting and views. Applications will be required to demonstrate how the Wolvercote with Godstow Conservation Area and how views of, into and out of the site have influenced proposals. Planning permission will only be granted for developments that demonstrate compliance with the Northern Gateway Design Code.
- 10.14. Site B, occupies a prominent position in the Oxford North site, occupying a key corner plot, where the primary link road through the site meets the A40. The plot occupies an extensive frontage along the A40 and the proposed building would be the first building visible on the site from the A40 when approaching the site from the west and would be visible from the raised section of the A34. As noted in the above section of this report, the development masterplan for Oxford North included a building in the position of proposed Plot B, albeit that this occupied a smaller footprint with more landscaping proposed to the west of the building than the design option. This was indicative, and the land uses parameter plan does not specify that any of the space on which the building would sit should be retained as a landscaped edge or buffer.
- 10.15. The building is based around two converged rectilinear blocks, which respond to the site geometry, this consists of two wings which extend along the A40 frontage to the south and the adjacent secondary road to the north. The layout and positioning of the building ensures that a degree of openness is retained when approaching the site from the west. A landscaped garden is proposed, which includes substantial planting, with level access for pedestrians and cyclists negotiating the change in levels between the building, the western entrance and the A40. A single storey pavilion building is also proposed, which would provide cycle parking, gas bottle stores, a substation and waste storage. The principle of housing cycle parking and storage, waste and other services in this detached building is considered acceptable. Whilst this increases the developed footprint of development on the site, it ensures that these uses would not need to be incorporated into the ground floor of the building thereby creating inactive frontages and reducing usable floorspace.
- 10.16. The proposed building layout features a central core and flexible lab/office space at all levels, with reception and collaborative working space at ground floor level. The main entrance faces a landscaped courtyard located in the north east corner of the site facing the primary 'link' road through the Oxford North site. The internal layout of the building provides active frontages along all elevations, including the A40 and adjoining service road to the north west of the building. The siting of the entrances, landscaping and internal layouts are responsive to the adjoining spaces and streets, in the current and emerging context of the Oxford North site.
- 10.17. The building would consist of three to four storeys of useable floorspace, with plant provided across much of the upper floor of the building, which would be screened by metal louvres. The external façade of the building would be a combination of brickwork cladding along the lower sections of the building and metal cladding on the upper sections. A green roof is proposed above the sections of the building where plant and servicing are not proposed. The upper floor

sections of roof would include a combination of photovoltaic panels and sedum roof. The top floor of the building includes 500sqm of workspace, which opens to an external terrace facing the centre of the Oxford North site. The remainder of the upper floor contains plant housing. Angled flues are included within the building design.

- 10.18. Minor revisions have been made to the building since the submission of the original plans, which included the provision of 253sqm additional floorspace which would infill an area between south west and north east projecting wings of the building. The purpose of the revisions was primarily to provide a loading bay at ground floor level. Additional space for laboratory/office uses would be provided above.
- 10.19. Officers would note that the design has been subject of detailed design review at the pre-application stage. The overall design approach was received positively by the design review panel and a copy of the report prepared by the panel is included at Appendix 3 of this report.
- 10.20. Officers consider that the proposed design is of a high standard in terms of the elevational treatment, use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and NG7 of the NGAAP.
- 10.21. Officers note that Thames Valley Police have commented on the planning application. Whilst Thames Valley Police do not object to the development, they have commented on several aspects of the design and have requested two conditions relating to the requirement to provide a lighting plan and a requirement to obtain secure by design accreditation.
- 10.22. Condition 37 of the hybrid planning permission sets out the requirement that an application must be made to achieve secured by design accreditation for each phase or sub phase of the development. Confirmation that secured by design accreditation has been obtained is required prior to the first use of any development approved under a phase, or sub phase of development. Condition 38 of the hybrid permission requires the provision of a lighting strategy prior to the installation of external lighting within the application site. As the conditions on the hybrid permission are applicable to development that would be brought forward under any reserved matters applications, officers consider that it would not be necessary to duplicate these conditions as part of any reserved matters approval.
- 10.23. Other comments, including those relating to access and security measures are detailed design matters that would not typically be addressed at planning stage, particularly as the building tenants are not known at this time. An Estate Management Strategy is required under Condition 51 of the outline planning permission, whilst Condition 63 requires details of any CCTV and other physical security measures proposed in the public realm or on external elevations of the development. Officers note the request from TVP to provide bollards around the perimeter of the building as a means of preventing vehicles colliding with pedestrians. The County Council as Local Highways Authority have not noted this as a concern within their consultation response. Officers consider that this would not be a necessary measure due to a combination of low vehicle speeds

surrounding the site and other obstructions including hard and soft landscaping features.

- 10.24. Policy DH2 of the Oxford Local Plan sets parameters, where considering the height of new development within the city and provides guidance applicable to higher buildings within the city. In relation to the Oxford North site, the hybrid planning permission was accompanied by a building heights parameter plan, which formed part of the approved set of drawings accompanying the planning application. The purpose of the parameter plan is to set height limits across the site for subsequent reserved matters applications. The heights set out in the parameter plan have been tested as part of the LVIA and are accounted for in the assessment of the impact of the development in the Environmental Statement, where this relates to the landscape impact and impact on the setting of heritage assets. The height parameters are defined in metres as Above Ordnance Datum (AOD), which relates to height measured above mean sea level.
- 10.25. The height parameter plan has been used to inform the approach to the height and massing of the building, with the vast majority of the building falling within the AOD parameters. A 4.25 metre section of the western edge of the building sits above the 72 metre AOD height parameter. The applicants have submitted an LVIA, which includes a 3D rendered model of the proposed building to guide assessing the impact of the development in significant views. It is noted that in several of the views provided, the building is unlikely to be seen given the presence of existing landscape features, or buildings in the foreground that are under construction, or future development that is anticipated to be delivered on the Oxford North site.
- 10.26. Considered in the context of the scope of the outline permission and the anticipated visual impact of the Oxford North development as a whole, and in the context of the specific proposals for Plot B, the minor incursion above the AOD parameters would not have a significant impact in itself in landscape and visual terms, where assessed within the key views from the west and from Port Meadow. This part of the building, which consists of plant screening would not be particularly prominent or intrusive visually and would read as a logical continuation of the upper section of the building. The proposed flues would also encroach above the AOD parameters; however, this is specifically permitted under the parameter plan and the flues are appropriately designed and would not be harmful in visual terms. Notwithstanding the relatively minor incursion beyond the AOD parameter limit, officers consider that the scale of the building would be appropriate in visual terms. The impact of the building, where assessed in mid and longer-range views where the building would be visible would not be significantly harmful, particularly, where considered within the scope of what was deemed to be appropriate under the hybrid planning permission. Overall officers consider that the proposals would be acceptable where assessed against Policy DH2 of the Oxford Local Plan.
- 10.27. The application site was removed from the Oxford Green Belt prior to the adoption of the Northern Gateway Area Action Plan and no part of the proposed development lies within land falling within the Green Belt. Although no development is proposed within the Green Belt there is a requirement to consider whether the proposals would preserve the openness of the Green Belt in accordance with Paragraph 137 of the NPPF and Policy G3 of the Oxford Local

Plan, which is relevant given that the site is adjacent to land remaining within the Green Belt.

- 10.28. The impact of the proposals submitted under this reserved matters application on the openness of the Green Belt must however be considered in the context of the hybrid planning application, which outlines parameters for building heights, the likely quantum of development on the Central Site, as well as the site masterplan. Officers in their analysis of the landscape and visual impact of the hybrid proposals concluded that there would be an impact in visual terms, given the scale and height of development proposed on the site, in turn this would impact on the openness of the green belt in spatial and visual terms given the urbanising impact of what is a substantial edge of city urban development.
- 10.29. Likewise, the development proposed within this application would impact on the openness of the green belt in spatial and visual terms, given the scale and siting of the built form and the site's visual presence experienced from the surrounding land to the west which remains within the Green Belt. Nevertheless, it is considered that the development would not have a significantly greater impact on the openness of the Green Belt than what is accounted for within the scope of the hybrid permission, accounting for the approved height parameters, whilst the siting of the built form and overall vision for this part of the site also remains consistent with the hybrid permission. It is considered that the proposals would accord with Policy G3 of the Oxford Local Plan or Paragraph 137 of the NPPF

Heritage Impact

- 10.30. The Wolvercote with Godstow Conservation Area extends to a point approximately 150 metres to the south east of the application site and the development would fall within the wider setting of the Conservation Area. The building also falls within the peripheral setting of the Oxford Canal Conservation Area that lies within Cherwell District to the west and south west of the site.
- 10.31. In line with Paragraph 199 of the NPPF consideration must be given to the impact of a proposed development on the significance of this designated heritage asset and 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.
- 10.32. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 outlines that in the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 10.33. The application site falls within the wider setting of the Grade II listed Manor Farm (26 Godstow Road a large former farmhouse originally dating to the 17th Century but which has been the subject of a number of later additions) as well as the Grade II listed Church Farmhouse, which was historically linked to surrounding agricultural land which includes the land which forms the site. Both buildings are located to the south of the Leonardo Royal Hotel (Formerly Jury's Inn) and are

surrounded by housing constructed in the late 20th Century which has greatly altered the original setting of the listed buildings. There are also two late 18th Century Grade II listed tilting canal bridges which are located to the south west and west of the site, these bridges provide a connection from Joe Whites Lane onto the Canal towpath.

- 10.34. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering applications for development which affect a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 10.35. Policy DH3 of the Oxford Local Plan specifies 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. When considering development proposals affecting the significance of designated heritage assets (including Listed Buildings and Conservation Areas), 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).
- 10.36. The wider impact of the redevelopment of the land at Oxford North in respect of the Wolvercote with Godstow Conservation Area and the aforementioned listed buildings was considered in depth by officers at the time application 18/02065/OUTFUL was determined. This was informed by an Environmental Statement accompanying the hybrid planning application which included an assessment of the impact on the Conservation Area, the Grade II listed Manor Farm, Church Farmhouse; Grade II listed canal bridges, St Peter's Church and Port Meadow, which is a scheduled ancient monument. There was also an assessment of the impact of the development on the setting and significance of the Oxford Canal Conservation Area in Cherwell District, which concluded that there would be no harm to the setting and significance of this Conservation Area due to the site's peripheral setting in relation to the Conservation Area.
- 10.37. Officers' assessment of the hybrid application considered the relative harm to the setting and significance of the Wolvercote with Godstow Conservation Area, which was deemed to be a moderate level of less than substantial harm. This was as a result of an overtly urban development replacing surviving, historically agricultural land which currently provides a green gap and permits uninterrupted views from these assets to the rural hillside backdrop beyond the city to the north west and north-east. The introduction of buildings to the south-west of the A40 resulting in built development encroaching closer to the settlement of Wolvercote than at present which would harm the surviving character and appearance of a rural settlement. The impact of the development proposed under this reserved matters application would not result in harm to the setting of the Oxford Canal Conservation Area, given the site's peripheral location in relation to the Conservation Area and the impact of the proposed development is assessed to not be significantly greater than the scope of the development permitted under the hybrid permission.

- 10.38. In terms of the setting of the Grade II listed Manor Farm and Church Farmhouses it was considered that whilst the setting of the farmhouses had been eroded by residential development and non-residential development including the Leonardo Royal hotel, there would be further harm arising from the loss of agricultural land on the Oxford North site which forms part of the wider setting which contributes to the significance of these buildings, furthermore the approved development would also be of a significant scale. This harm to the setting of the Grade II listed buildings was identified as less than substantial and at the low end of this classification.
- 10.39. The identified harm to these designated heritage assets was balanced against the significant package of public benefits delivered by the proposed development, including the provision of 480 homes and significant economic benefits deriving from the provision of 87,300sqm of employment space. A conclusion was reached that the benefits arising from the development would outweigh the respective moderate and low level of less than substantial harm to the Wolvercote with Godstow Conservation Area and the Grade II listed Manor Farm and Church Farmhouse.
- 10.40. The proposals for an employment building are in substantial accordance with the parameters of the outline planning permission in terms of the scale and siting of the building, with the exception of the small section of the western corner of south west wing of the building which would exceed the height parameters, identified in the parameter plan accompanying the hybrid planning application. The Canalside housing site to the south of the A40 sits between the edge of the Conservation Area and the development site and the building is of a lower height than other buildings benefitting from planning permission and the permissible heights of other development plots allowed for within the height's parameter plan. The submitted LVIA indicates that Plot B is unlikely to be significantly prominent in visual terms where assessed in views from within the Wolvercote with Godstow Conservation Area. The building would be in views from Port Meadow and from the West into the Conservation Area and within more distant views, however the proposals are broadly within the scope of what was deemed to be appropriate under the hybrid permission and the additional volume of the building proposed above the parameter plan height would not have a significant impact in the assessed views and in the context of any of the identified heritage assets.
- 10.41. In the context of the development already approved on the Oxford North site, officers consider that there would be no additional harm to the setting of any surrounding listed buildings, or the setting of the Conservation Area as a result of the proposed development. There would still be a moderate level of less than substantial harm associated with the proposals, which was the case with the wider proposals approved under the hybrid permission.
- 10.42. In the context of Paragraph 202 of the NPPF, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm must be weighed against the public benefits of the proposal. The proposals must also be considered in the context of the wider public benefits which would be delivered as part of the hybrid application, including the provision of 87,300sqm of employment space, transport, and connectivity improvements; and the provision of the further 480 dwellings, which are substantial in social and

economic terms. The specific proposals contained within this planning application would bring forward the delivery of 16,561sqm of high-quality laboratory and office accommodation, which would provide significant economic benefits, given the local and national value of life sciences industries and the proposals would facilitate delivery of new life science and research and development uses on the site.

10.43. Taking the public benefits of the Oxford North development as a whole; and the benefits of the development proposed within this reserved matters application, officers consider that the benefits would outweigh the less than substantial harm that would be caused to the setting and significance of the Wolvercote with Godstow Conservation Area and the setting of the Grade II listed Manor and Church Farmhouses.

10.44. As such it is considered that the development accords with Policy DH3 of the Oxford Local Plan and the NPPF. In coming to this conclusion great weight and due regard has been given to the requirements of Sections 66 and 72 of the of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Sustainability

10.45. Policy RE1 of the Oxford Local Plan requires that planning permission will only be granted for non-residential development proposals that meet BREEAM excellent standard (or recognised equivalent assessment methodology) in addition to the following reductions in carbon emissions which are also required. Planning permission will only be granted for development proposals of 1,000m² or more which achieve at least a 40% reduction in the carbon emissions compared with a 2013 Building Regulations (or future equivalent legislation) compliant base case.

10.46. The following measures have been incorporated into the building to reduce overall energy demand and carbon consumption:

- Air tightness and high standard of fabric performance.
- Mechanical ventilation with heat recovery.
- Low energy lighting.
- Incorporation of solar photovoltaics and air source heat pumps.

10.47. There is an existing energy sharing loop on the site, however analysis based on the proposals within this application (and the other buildings in Phase 2) suggests that an extension of the energy sharing loop would not be an appropriate option, given the high degree of cooling requirements for science buildings and the absence of the buildings requiring the rejected heat. Connection to the loop would compromise the efficiency of the existing consented energy sharing loop by altering its energy balance profile.

10.48. The Energy Statement sets out that the incorporation of the proposed measures to reduce overall energy demand and carbon consumption would achieve a 40% reduction in carbon emissions compared with a 2021 Building Regulations compliant base case. The pre-assessment current anticipated baseline score for BREEAM is 77.89%, equivalent to a BREEAM 'Excellent' rating. Subject to

compliance with the Energy Statement which will be the subject of a condition, the development would comply with Policy RE1 of the Oxford Local Plan.

Amenity Impact

10.49. There are no existing residential uses adjoining, or in close proximity to the development site which would be significantly impacted by the development. There are future residential dwellings currently under construction to the south east of the development site on the Canalside part of the Oxford North site. This arrangement was accounted for in the indicative site masterplan and land use parameter plan approved under the hybrid application and the sites are separated by a dual carriageway section of the A40. The nearest dwellings would be immediately opposite the site, comprising an apartment block. There is significant separation between the two buildings and the development would not compromise the amenity of any future occupiers by reason of the scale of the building, overbearingness, loss of light or loss of privacy. The surrounding buildings on the central parcel, either under construction, or the subject of future planning applications would be under a similar use to the proposed building and there is mutual compatibility and no adverse implications in amenity terms. The proposals are therefore considered to comply with Policies RE7 and H14 of the Oxford Local Plan.

10.50. The nearest noise sensitive uses to the site would be the buildings presently under construction on the Canalside parcel of the Oxford North site, which are separated from the proposed building by a dual carriageway section of the A40. The position of a commercial building on this part of the site, including buildings that would be used for life science uses that would be typically dependent on plant and machinery was accounted for within the development masterplan approved under the hybrid planning application. Appropriate mitigation measures are required under conditions 60 and 61 of the hybrid planning permission to secure a scheme for protecting the proposed noise sensitive uses; and details of the proposed mechanical plant including anticipated sound attenuation measures. It is considered that subject to the submission of these details by those conditions, that the proposals would not conflict with Policy RE8 of the Oxford Local Plan and Policy BES3 of the Wolvercote Neighbourhood Plan.

Transport

Highways Impact and Car Parking

10.51. The transport impact of the Oxford North development was assessed under the hybrid planning application in the Transport Assessment and Environmental Statement accompanying this application. In terms of employment uses, the impact of a development of up to 87,300sqm was assessed as not having a severe cumulative residual impact on the highway network, or an unacceptable impact on highway safety or amenity. The proposed development would fall within the quantum of employment floorspace already assessed under the hybrid permission. The road access into the central site, including the link road and signal controlled junction access junction to the A40 has been completed.

- 10.52. The transport impact of the development was assessed against a low level of parking. No car parking is proposed as part of this reserved matters application. A temporary car park has been completed to the north of the development site, which was approved under the detailed element of the hybrid planning permission and provides 253 car parking spaces. This car park was intended to serve the Red Hall and the two employment buildings to the south east of the development site until such time that a permanent car park is provided on the site to serve the buildings provided in Phase 1a and the later phases of the development. An application has been submitted for another employment building on the site of the temporary car park (Plot C). The provision of a building on this site is in line with the site masterplan which indicated that a building would be located on the car park once this was no longer required. An application for a permanent decked car park has been submitted under reserved matters application 23/01592/RES. This application is under consideration and will be brought before members at a subsequent committee meeting.
- 10.53. The car park proposed under this application would provide 1120 car parking spaces. The Section 106 agreement accompanying the hybrid planning permission sets the target parking threshold for employment uses at Oxford North at a maximum of 20% below the Northern Gateway AAP standards (1 parking space per 50sqm), this equates to a target ratio of 1 space per 62sqm for employment uses. Where applying these ratios, the proposed car park would provide parking capacity for up to 70,000sqm of employment space. It is also proposed that 100 of the car parking spaces would be allocated for a future hotel use, which is permitted under the scope of the hybrid permission.
- 10.54. As it is proposed that car parking for all the buildings in Phase 2 and car parking for later phases of the development would be provided within a car park that would be provided through a separate reserved matters application, whether the application which has currently been received, or an alternative scheme, there is a need to phase the timing at which any parking is delivered and is made available for use. This is to promote the use of sustainable modes of travel, rather than private car use as the default mode of travel, which could occur if car parking were overprovided for buildings delivered under the earlier phases at Oxford North. It is likely that this would involve the closure of parts of the car park, until such time as individual plots are completed, with floors/sections opened in a phased manner. To ensure that adequate operational parking is provided it is considered that the applicants should submit to the Council a car parking strategy, showing the location, timing of delivery and management measures relating to the provision of car parking. Applying the maximum parking standards of 20% below the Northern Gateway AAP standards (1 space per 62.5sqm), based on a floor area of 16,561sqm a maximum of 264 parking spaces may be provided for the building. This will be controlled by condition to ensure compliance with the maximum parking standards set out in the Section 106 agreement accompanying the hybrid permission.
- 10.55. The developer is required under the Section 106 agreement accompanying the hybrid planning permission to submit a travel plan before the occupation of each commercial building, which relates to the workspace, this is to encourage occupiers to promote a model shift towards sustainable modes of travel, in accordance with Policy M1 of the Oxford Local Plan.

10.56. Servicing for the building would be provided to the rear of the building, with an area dedicated for servicing and deliveries, which would be between the cycle pavilion and the northern wing of the building. A service road would be provided to the west of the northern wing of the building. These proposed arrangements are considered to be acceptable.

Cycle Parking

10.57. 188 cycle parking spaces are proposed. The majority of the cycle parking would be located in a detached secure pavilion building located to the west of the main building, four spaces for cargo bikes would also be provided within this building. It is intended that this would be long stay cycle parking for staff. 36 of the cycle parking spaces would be externally located, with the majority of these spaces provided close to the front entrance to the building and to the north adjoining the adjacent secondary access road. This would include 4 cargo bike spaces. A new direct, level access route would be provided onto the A40 cycle path from the pavilion building.

10.58. Policy NG4 of the Northern Gateway Area Action Plan states that cycle parking shall be provided to a minimum of 1 space per 50m² of floorspace. This is notably much higher than the requirements of Policy M5 of the Oxford Local Plan, which requires that cycle parking is provided at a minimum of 90m² or 1 space per 5 non-resident staff (Appendix 7.4). The minimum requirements within the Local Plan for cycle parking based on the proposed floor area of the building would be 184 spaces, whilst meeting the AAP standards would require 331 spaces to be provided.

10.59. The proposed cycle parking provision would be below the requirements of Policy NG4 of the Northern Gateway Area Action Plan and would therefore represent a departure from development plan policy and if approving the development, in accordance with Paragraph 12 of the NPPF, the Council must set out why material considerations justify a decision to depart from the provisions of the development plan. In this instance it is considered that the departure from Policy NG4 is justified

10.60. It was indicated within the hybrid planning application that the quantity of floorspace that would be provided within the hybrid permission would create approximately 4500 new jobs based on the provision of 87,300sqm of employment space, equating to an average employee ratio of approximately 1 employee per 19sm of floorspace. The reserved matters proposals for Plots A, B and C would provide 49% of the permitted employment floorspace provision for Oxford North, which would equate to a total of 2200 employees. Applying the 13.7% modal share for cycling indicated within the Travel Plan for Oxford North to Plots A, B and C would mean that approximately 300 staff would be cycling to work (not accounting for flexible and home working patterns). The application of the adopted Local Plan Policy M3 standards across the reserved matters applications for Plots A, B and C as proposed by the applicant would provide 479 cycle parking spaces, this would exceed the requirement for cycle parking identified within the Travel Plan.

10.61. Oxfordshire County Council note within their updated response that the Oxford North Framework Travel Plan was based upon the North Oxford Transport

Strategy (2014) and target provision of cycle parking would be expected to meet the targets set in the Local Transport and Connectivity Plan, which supersedes the North Oxford Transport Strategy (2014). The LTCP targets a reduction in car trips of approximately 50% by 2040 which would mean lowering the base mode share for car trips from 62% to 31% for the employment land use. The current target mode share for cars set out in the Transport Assessment/Framework Travel Plan supporting the hybrid application is 49.6% which would need to be reduced by a further 18.6% to reach the LTCP target. Assuming this reduction is split equally between cycle and bus (there will likely be uptake of other modes at lower levels) then the required cycle mode share would be 23%. The County Council note that the higher target modal share for cycling can be met based on the proposed provision of cycle parking.

10.62. It is important in line with Policy M1 of the Oxford Local Plan that adequate provision is made within the development to achieve a modal shift away from private car use, towards more sustainable modes of travel, including cycling. It is important therefore that the cycle parking provided is adequate to meet future demand, which Oxfordshire County Council have indicated would be the case. It is pertinent to consider the quantum of cycle parking objectively based on existing and future need/demand and there are consequential design implications associated with providing large quantities of cycle parking. Were the AAP requirement for cycle parking to be met in full, this would require the provision of additional cycle parking stores within either the landscaped spaces surrounding the building, or at ground floor level, resulting in the loss of active frontages along one, or more elevations of the building. There is a strong argument that providing cycle parking to the AAP standards outlined under Policy NG4 would represent overprovision based on existing and future need, as assessed at the present time and whilst spare capacity for cycle parking has benefits, the impact is not inconsequential in design terms. 42 cycle parking spaces have also been proposed adjacent to the northern loop road, which adjoins Plot B under reserved matters application 23/01569/RES. It should also be noted that should future demand increase for cycle parking, opportunity exists within the wider Oxford North site to provide additional cycle parking capacity.

10.63. Officers note the County Council's initial comments in relation to the provision of double stacked cycle parking and the useability of the upper tiered stores for some cyclists. The proposals however include the requirement to provide a large number of cycle parking spaces and a requirement to provide cycle parking as single tier spaces would negatively impact on the design of the building and surrounding spaces and would be an inefficient use of space. Officers support attaching a condition suggested by Oxfordshire County Council requiring two-tier racks to be of a design that provides assisted lifting/lowering of the upper tier of the cycle parking.

10.64. Officers consider that there is clear justification in this instance to depart from Policy NG4 of the NGAAP based on objectively assessed existing and future demand for cycle parking set out within the applicant's Travel Plan. The County Council have furthermore indicated that capacity for cycle parking exists that would meet the objectives of the Local Transport and Connectivity Plan, in terms of encouraging an increased modal share of persons cycling to work. Furthermore,

the development would comply fully with the adopted Local Plan cycle parking standards for commercial developments outlined under Policy M5.

Drainage/Flood Risk

10.65. Policy RE3 of the Oxford Local Plan states that planning applications for development within Flood Zones 2, 3, on sites larger than 1 ha in Flood Zone 1 and, in areas identified as Critical Drainage Areas, must be accompanied by a Site Specific Flood Risk Assessment (FRA) to align with National Policy. The FRA must be undertaken in accordance with up to date flood data, national and local guidance on flooding and consider flooding from all sources. The suitability of developments will be assessed according to the sequential approach and exceptions test as set out in Planning Practice Guidance. Planning permission will only be granted where the FRA demonstrates that:

- e) the proposed development will not increase flood risk on site or off site; and*
- f) safe access and egress in the event of a flood can be provided; and*
- g) details of the necessary mitigation measures to be implemented have been provided.*

10.66. Policy RE4 of the Oxford Local Plan states that all development proposals will be required 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.

10.67. The above provisions are similarly accounted for under Policy BES4 of the Wolvercote Neighbourhood Plan.

10.68. A detailed surface water drainage scheme was approved for the Oxford North site under discharge of conditions application 18/02065/CND. Reserved matters approval (21/01053/RES) was granted for attenuation ponds on the central parcel of the Oxford North site, which form an integral part of the SuDS strategy for the central parcel of Oxford North. Works to form the ponds have recently been completed.

10.69. A drainage strategy has been submitted in support of this reserved matters application to demonstrate how the proposed development and the other buildings proposed under Phase 2 of the development would relate to the approved, overarching surface water drainage strategy for the Oxford North site. This is in line with Condition 44 of the hybrid planning permission which requires a surface water drainage strategy to be submitted for each phase of the development.

10.70. The surface water drainage strategy submitted as part of Phase 2 of the development also includes the provision of a permanently wet attenuation pond, which would be provided within the area adjoining the park and landscaped areas that would be provided under reserved matters application 23/01509/RES. This would complement the consented drainage strategy and would provide additional attenuation volume for the eastern part of the site, which would improve the previously consented drainage strategy. The underground storage that was included in the previously consented strategy would be retained. Swales are also

proposed to the side of the access roads submitted under reserved matters applications 23/01562/RES, 23/01509/RES, and 23/01569/RES.

- 10.71. The strategy to deal with surface water drainage would align with the principles outlined within the surface water drainage strategy for the central parcel of the Oxford North site as approved under discharge of conditions application 18/02065/CND and reserved matters approval 21/01053/RES. Specific sustainable drainage measures that would be incorporated within the section of the site containing Building B, include the provision of green and brown roofs and permeable paving, as well as raingardens within landscaped areas, which are appropriate measures.
- 10.72. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA, given that the submitted drainage strategy is in substantial accordance with the approved surface water drainage strategy for the Oxford North site.
- 10.73. In principle the drainage strategy is consistent with Policies RE3 and RE4 of the Oxford Local Plan and Policy BES4 of the Wolvercote Neighbourhood Plan.

Ecology

- 10.74. It is a requirement of the planning permission that a minimum of 5% biodiversity net gain is delivered across the whole of the Oxford North site, this is accounting for the baseline condition of the site prior to the start of any works, this is set out within the accompanying Section 106 agreement and condition 52 of the hybrid permission. For clarity, this does not relate to a requirement to deliver 5% net gain as part of each application, moreover that 5% net gain should be delivered across the duration of the project preferably on site.
- 10.75. The application is accompanied by a biodiversity strategy which is related to all works proposed under Phase 2 of the Oxford North development, this has been submitted to meet the requirements set out under condition 52 of the hybrid permission.
- 10.76. In total it is proposed that 5.7 biodiversity units will be delivered within Phase 2 of the development. The reserved matters application for the proposed park and area of public open space will deliver the highest number of units (3.5 units). It is proposed that Plot B would result in a contribution of 1.14 biodiversity units, through a combination of providing ornamental planting, scrub woodland and green roofs. Ecological enhancement measures, namely the provision of 4 bat boxes/tubes and 5 house sparrow and 5 open fronted bird boxes are also proposed.
- 10.77. Officers are satisfied that the development proposals maximise the opportunity to deliver biodiversity net gain as a means of contributing towards the delivery of

5% biodiversity net gain across the Oxford North site. The proposals are considered to comply with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood 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, in conclusion 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. The proposed design is of a high standard in terms of the elevational treatment, proposed use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan. A small section of the building would extend above the heights parameter plan accompanying the hybrid application, however it is considered that this would not have an adverse visual impact, in short and longer range views and would not impact negatively the openness of the green belt and how this is experienced within key views including from the west of the site and there is considered to be no conflict with Policies DH2 and G3 of the Oxford Local Plan. The application is accompanied by an Energy Statement which includes sustainable design measures, meeting the requirements of Policy RE1 of the Oxford Local Plan.
- 11.5. No car parking is proposed under this reserved matters application. It is proposed that parking for each of the plots proposed under Phase 2 of the development would be provided within a multi-storey car park. Proposals for parking have been submitted under reserved matters application 23/01592/RES which will be determined at a later date. The site wide masterplan for Oxford North included provision for parking within multi-storey car parks to serve multiple development plots as opposed to each plot benefitting from individual parking. A car parking strategy should be included as a planning condition setting out the location and phasing of car parking serving the building proposed under this reserved matters application as on plot parking is not proposed.

- 11.6. Cycle parking is proposed on plot which would exceed the requirements of Policy M5 of the Oxford Local Plan; however, this would be below requirements outlined under Policy NG5 of the Northern Gateway Area Action Plan. Officers however consider that there is clear justification in this instance to depart from Policy NH4 of the NGAAP based on the objectively assessed existing and future demand for cycle parking which corresponds with the modal share of cyclists identified in the applicant's Travel Plan, even where accounting for a future increase modal in the modal share of those cycling to the site as a mode of travel.
- 11.7. The application is accompanied by an updated surface water drainage strategy, covering the site the subject of this reserved matters application, in addition to the other parcels of land forming Phase 2 of the development. The Phase 2 surface water drainage strategy is consistent with the consented surface water drainage strategy for the central parcel of the site. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA.
- 11.8. A biodiversity net gain strategy has been submitted covering Phase 2 of Oxford North, outlining target delivery of net gain proposed for each of the reserved matters applications submitted under Phase 2, which will contribute towards delivering net gain across the Oxford North site across the duration of the development in accordance with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood Plan.
- 11.9. It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the conditions set out in section 12 of this report..

12. CONDITIONS

Approved Plans

1. The development referred to shall be constructed strictly in complete accordance with the specifications in the application and the submitted plans.

Reason: To avoid doubt as no objection is raised only in respect of the deemed consent application as submitted and to ensure an acceptable development as indicated on the submitted drawings.

Material Samples

2. Samples of the exterior materials to be used shall be submitted to, and approved in writing by, the Local Planning Authority before the commencement of above ground works on the site and only the approved materials shall be used.

Reason: In the interests of visual amenity in accordance with Policy DH1 of the Oxford Local Plan 2016-2036.

Energy Statement Compliance

3. The development shall be carried out in accordance with the recommendations outlined in the submitted Plot B Energy Strategy – Phase 1A modifications and Phase 2 proposals prepared by Hoare Lea reference REP-2324753-SS-05-20230221-ONPH2B Rev 03.

Reason: To ensure the incorporation of sustainable design and construction with the approved scheme and to ensure carbon reduction in line with Policy RE1 of the Oxford Local Plan.

Biodiversity Net Gain and Enhancements

4. The ecological enhancements and biodiversity net gain provided by this phase of development shall be delivered in accordance with the details contained in 'Discharge of Condition 52 for Reserved Matters Applications Central Landscape, Development Plots A, B and C and Central External Works North and South produced by BSG Ecology V3 dated 16th August 2023 as submitted with the planning application and agreed in principle with the local planning authority prior to determination. The approved scheme shall be implemented in full prior to first occupation of the development and the enhancement measures shall be retained thereafter unless otherwise agreed in writing by the local planning authority.

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

Cycle Parking Provision

5. Prior to the first occupation of the building, details of the proposed cycle parking shall be submitted to the Local Planning Authority for approval in writing. The approved cycle parking shall be installed prior to the first occupation of the building and shall be retained as cycle parking thereafter.

Reason: To ensure that the opportunities for sustainable travel modes are taken up in accordance with Policy M1 and M5 of the Oxford Local Plan and Paragraph 110 of the NPPF.

Cycle Parking Design

6. Cycle parking provided by two-tier racks shall be of a design that provides assisted lifting/lowering of the upper tier unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the opportunities for sustainable travel modes are taken up in accordance with Policy M1 and M5 of the Oxford Local Plan and Paragraph 110 of the NPPF.

Car Parking

7. Prior to the first occupation of the development, details of a car parking strategy to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The car parking strategy shall outline the location where the car parking will be provided within the Oxford North Site and the timing and phasing of how the parking will be delivered. The number of parking spaces provided shall be no greater than a ratio of 1 parking space per 62.5sqm of employment floorspace as delivered under this reserved matters approval.

All car parking shall be provided and made available prior to the first occupation of the building hereby approved and shall be retained thereafter, unless previously agreed in writing by the local planning authority.

Reason: To ensure the phased delivery of car parking to serve the proposed development up to a maximum permitted level in the interests of highway safety and amenity and ensuring a modal shift to more sustainable modes of travel in accordance with Policies M1, M2 and M3 of the Oxford Local Plan and Policy NG6 of the Northern Gateway Area Action Plan.

Landscaping

8. The development shall be carried out in accordance with the landscaping proposals submitted alongside this application. The landscaping 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 2016-2036.

Tree Planting Pits

9. Details of tree pit designs for each of the public realm tree planting types specified in approved landscaping plan shall be submitted to and approved in writing prior to the commencement of landscaping works.

The landscape works shall be carried out in accordance with the approved details unless otherwise agreed beforehand in writing by the local planning authority.

Reason: To ensure newly planted trees are established, to provide visual interest in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

13. APPENDICES

- **Appendix 1** – Site location plan
- **Appendix 2** – Phase 2 Development Plan
- **Appendix 3** – ODRP Report

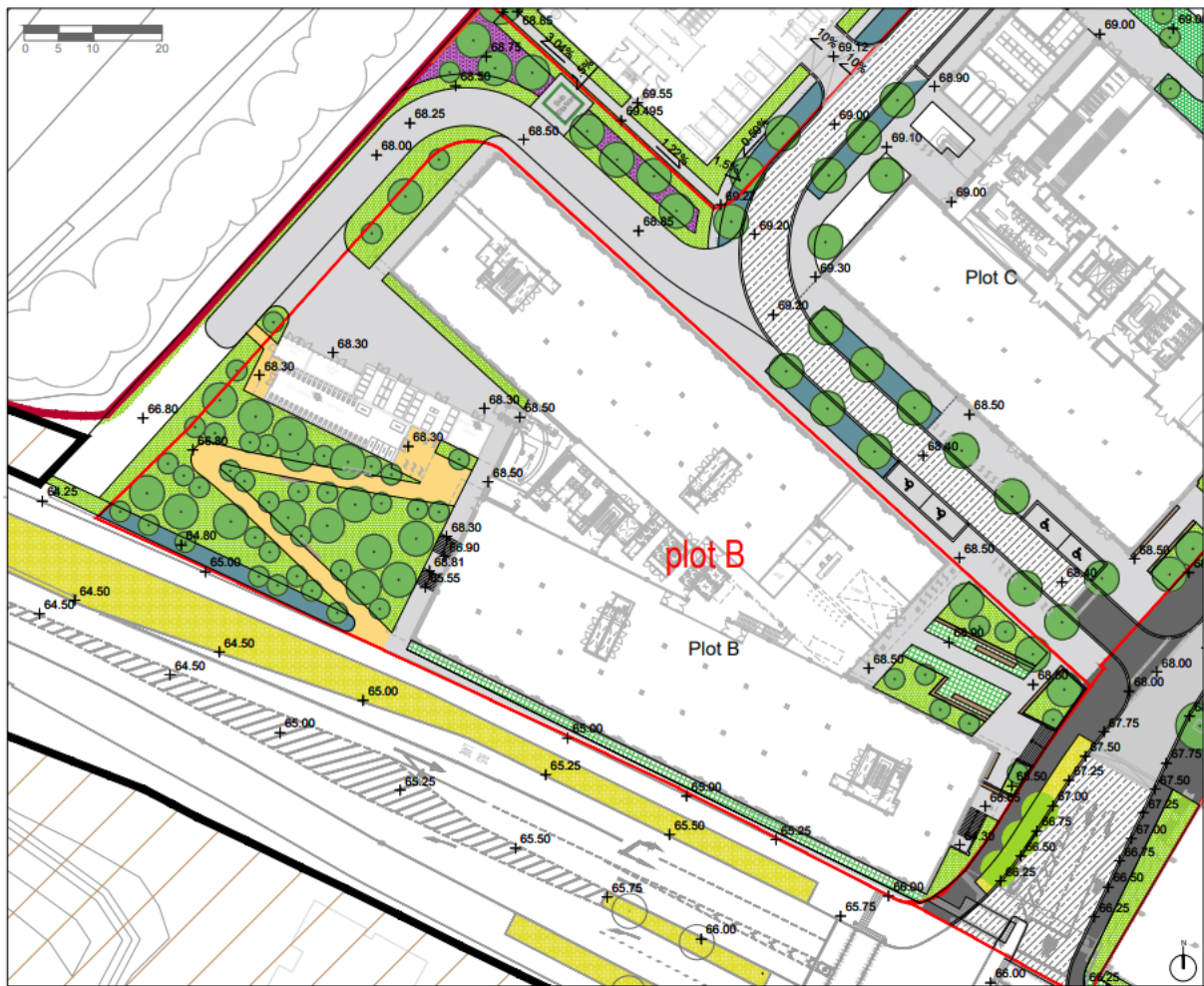
14. HUMAN RIGHTS ACT 1998

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

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

Appendix 1 – Site Plan – Building B



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Appendix 2 – Phase 2 Layout Plan



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Oxford Design
Review Panel

Design
South East

Appendix 3

Report of the Oxford Design Review Panel

Oxford North, Phase 2

25th November 2022

Introduction

A design workshop was held in Oxford on 10th November 2022, preceded by a site visit and presentations by the design teams.

The proposal is for phase 2 of Oxford North, a mixed-use urban district. The proposals reviewed comprised of the Red Hall; plots A, B, and C; and the car parking proposal as well as amendments to the consented outline masterplan.

A summary of the Panel discussion is provided, highlighting the main items raised, followed by a set of key recommendations aimed at improving the design quality of the proposal. Detailed comments are presented under headings covering the main attributes of the scheme.

Appendix A contains a set of sustainability related comments from Kat Scott, architecture and sustainability expert, who was unable to attend the meeting but was due to be part of the review panel. The document closes with the details of the meeting (appendix B) and the scheme (appendix C).

Paragraph 133 of the National Planning Policy Framework (2021) states that *“local planning authorities should ensure that they have access to, and make appropriate use of, tools and processes for assessing and improving the design of development. These include workshops to engage the local community, design advice and review arrangements, and assessment frameworks such as Building for a Healthy Life 51. These are of most benefit if used as early as possible in the evolution of schemes and are particularly important for significant projects such as large scale housing and mixed use developments. In assessing applications, planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels.”*

Summary

The buildings are developing positively in architectural terms. However, it is important that as the design development progresses, the focus on the creation of a cohesive place drives the decision-making to avoid a dilution of the overall vision. This approach must foreground the quality of the in-between spaces and landscape rather than just focusing on the individual buildings and plots. Outstanding architecture will only create a successful place if the spaces in-between are treated equally sensitively, in an integrated manner.

The experience of working, living and visiting Oxford North must be considered inclusively, designing for a range of users, needs and scenarios in the day and night. To achieve a successful inclusive place, the teams should continually test the design, from site-wide principles through to architectural details, against diverse perspectives and experiences.

Key recommendations

1. Develop and rigorously apply a site-wide landscape strategy considering incidental landscape, edges, and interfaces.
2. Develop the pavilion building to an equivalent stage to the Red Hall and town square proposals and clarify its role within the scheme.
3. Demonstrate that the scheme is inclusive and designed for a diversity of users and experiences to successfully foster community.
4. Design the Red Hall and associated external spaces for likely specific use settings, to avoid an overly generic design.
5. Test movement scenarios across the site, consider where the front door for each building is and how one would travel there at different times of day and using different transport modes.
6. Define external spaces, in relation to the buildings and set out their role and purpose. Identify opportunities for social interaction spaces at all scales.
7. Set out the long-term strategy for the dismantlable car park. Describe how people will be incentivised not to use cars and to transfer to zero carbon travel options; how the car park material, once dismantled, will be reused; and how landscape will encroach over time.

Detailed comments and recommendations

1. Vision and landscape

- 1.1. Typical science parks risk being clinical, developed as a series of building plots rather than a cohesive place. Whilst we welcome the vision that this place will be different and the concept of building community in phases, we are not yet convinced that Oxford North can build a collaborative mixed-use community, that seamlessly links residential, commercial, and innovation. A convincing narrative should describe how people across the site relate to one another, linked by public spaces where collaboration and interactions can occur, fostering a diverse and inclusive community. There must be a holistic approach to ensure this is a genuinely innovative place tied together with an applied sitewide landscape strategy.
- 1.2. Although the landscape proposals for the central park are largely convincing, the incidental landscape around the scheme's edges and interfaces is underdeveloped and not contributing as strongly to character of place as the buildings.
- 1.3. Beyond spill-out landscape within plot boundaries, a sitewide strategic approach to landscape and biodiversity corridors is required to avoid isolated pockets of landscape. This is proposed to be an innovative place, yet it is not clear how innovation is permeating throughout the public realm and landscape. There should be common agreement about the definition, identity and purpose of each external space and how they reinforce the defined character of the area. Incidental landscape needs to integrate the functional uses of these spaces (bike parking, waste streams, specialist services such as cafes etc), these uses cannot be left to eat away at these spaces.
- 1.4. Two residential communities will form part of Oxford North, to the west of the A40 and east of the A44. Each one has its own amenity spaces, but these communities should also be invited into the heart of the scheme to use areas such as the town square and central park. Locating the children's play space away from the town square to the southern edge does not encourage a mix of people and uses, and this should be reviewed.

2. Masterplan and movement

- 2.1. Repositioning the town square adjacent to the Red Hall is a positive move. This space is developing positively as a social hub. The pavilion building will be key to wayfinding, programming activity, cycle storage and defining the north-western edge of the town square, but its design is at a diagrammatic stage and consequently underdeveloped. This should be progressed as the pavilion design will impact the relationship between buildings and the town square – primarily plot C.
- 2.2. Movement scenarios should be tested considering different journeys. The location of front doors and arrival at each plot needs to be considered so that all users and modes are equally welcome by including appropriate access and provision for short-stay visitors to leave their transport such as bikes, e-scooters, mobility scooters and wheelchairs. It is not clear how deliveries and couriers will be accommodated.
- 2.3. Although the shuttle bus is promising, its implementation is not certain. Public transport provision and options need to be progressed rapidly to the same level of detail as the carparking. Cycle storage across the site should be developed further to ensure cycling is celebrated and bikes are integrated into site-wide design. This should include provision for cargo bikes.
- 2.4. The team should consider the routes someone would take when on a work break, the location of quiet spaces, where one would one roam or meet a friend and how strategic approaches to security, landscape, movement, and public realm will shape these experiences.
- 2.5. The Red Hall will provide a marker for those navigating the site but will not be visible everywhere. Legibility and wayfinding must be built into the scheme through distinctive characters, so people understand which area of the site they are in.
- 2.6. The loop road has been brought into the site. This could be a pleasant evening walk that works better than the original road, provided the experience is designed to ensure this is a safe and pleasant route.

3. Red Hall

- 3.1. The Red Hall's architecture is developing positively. The bold design and striking colour work well, and this building will create a heart to the scheme and legibility through the masterplan. The split roof and flues are positive and aid distinctiveness.

- 3.2. An overly flexible approach to the design may lead to the building being generally suitable for everything and specifically suitable for nothing. If the building is fully flexible there will be nothing for the landscape to relate to. A similar approach to the programming of the town square could be taken, by anticipating the most likely configurations of the space.
- 3.3. As the building has evolved, the canopies have lost their sense of hierarchy and this should be refined to establish where the 'front door' of the building is, and how it relates to internal uses and the natural meeting point for people who gather here.
- 3.4. This building has a community focus and provides unique uses that will encourage people to gather from across the site as well as incubation spaces above the ground floor. Whilst recognising child safeguarding concerns, we would encourage the team to explore whether the nursery could be located here to strengthen the concept of this building as a community anchor.
- 3.5. The south-western elevation, facing onto the phase 1a buildings, is a glazed flat façade. Although there will be a sense of activity within the building, more could be done to encourage a sense of connection and articulate a specific connection.
- 3.6. The town hall studio faces the link road and would perhaps be better located off the square where the activity will be focused. The facilities office sits on the corner of the square, but this use will not activate the corner adequately and a more community focused use should be explored here.
- 3.7. The fire escapes should be relocated, as their positioning fixes the size of the retail space onto the square and significantly reduces the flexibility of the ground floor.

4. Plot A

- 4.1. The building's façade and proportions have developed sensitively, and the stepping is interesting. The experimental service pavilion is conceptually strong and presents an opportunity to be genuinely experimental. By offsetting the two forms there is an opportunity to be seized regarding the relationship between the inside and outside, considering building and landscape together.
- 4.2. The experience of the secondary street and of the approach to this building should be defined.

4.3. The depth of the plan is concerning, and the lack of natural light to some areas restricts future flexibility. The plan's adaptability and environment for users should be tested to ensure flexibility, and the insertion of natural daylight in the future should be designed for, in the event that some areas become office space.

4.4. The red fire escapes have a strong synergy with the red hall and are reminiscent of Parc de la Villette. To ensure they are both joyful and useful, their use, security arrangements and how they relate to the inside and outside should be defined.

5. Plot B

5.1. Unlike other plots, much of plot B is given over to landscape rather than building, which presents interesting opportunities to create a variety of landscape spaces. Care should be taken to avoid the north-western space appearing as an afterthought rather than a structured piece of landscape that enhances the topography and introduces the site for those approaching the A40 from the north. We are unconvinced that the cycle storage should be located around the back of the building, as cycling should be celebrated and cycle storage easily accessible.

5.2. We are not concerned about the chimneys breaching the height parameters; they enhance the building and views from the road. The long-distance views of the building are positive.

5.3. The visuals of the A40 appear green and softened in comparison to the existing condition. However, the road may not be like this and could instead be noisy. Measures should be taken to either mitigate or celebrate this condition.

5.4. The landscaped forecourt and entrance lobby require further work to successfully achieve a sense of arrival, perhaps as an external foyer space. The balcony could be used to activate the façade further and the core pushed westwards to help resolve the geometry.

5.5. Transporting wet lab material from certain areas to the loading bay may be challenging and should be tested.

6. Plot C

- 6.1. This building will play a civic role and partially address the town square. It has a heavier quality in comparison to the other buildings reviewed. As the design develops, the team could explore introducing further delight to the building, for example through some asymmetry in response to the offset of the town square. The changes to the southwest corner of the building, facing plot B, are subtle and could be celebrated further.
- 6.2. This building comes up to the edge of the plot, therefore more thought has to be given to how landscape will be integrated using innovative planting, and to the building's response to surrounding spaces, particularly the entrance to plot B, perhaps through a recess on the southwestern corner.
- 6.3. The design process for plot C is largely positive. We welcome that the landscape and visual impact assessment (LVIA) has been used as a tool to inform design development and that sustainability considerations have been embedded. However, the experience for those using a wheelchair is unacceptable, as users will have to take a small platform lift and then go to the back of the building to access the main lifts.
- 6.4. The shift from a vertical emphasis on the front façade to a horizontal one along the sides of the building is compelling. Further work is needed to describe how the back relates to the carpark and where the front and back begin and end.

7. Car park

- 7.1. We welcome that the carpark will be dismantable and that undercroft parking to individual buildings has been removed. It is not clear how people will be encouraged not to use cars. As part of a long-term strategy, we encourage the team to consider how this material could subsequently be re-cycled on or off-site and consider how landscape could encroach along this biodiversity corridor. The team should demonstrate that the number of spaces needed is accurate. Due to increased wet laboratories being accommodated across the district, there will potentially be a dropped occupancy from the original masterplan calculations.
- 7.2. A clear strategy for car use reduction should be included, with clear phases and triggers for reduction (such as improved public transport services).

- 7.3. The carpark extends along the north-western edge of the site, from the balancing ponds to plot B, bordering the A34. Many people experiencing the development will be driving past, and the car park will, in the early years, foreground and frame the rest of the site (although it is low enough to avoid dominating the view). The films depicting this journey reiterate the importance of these views and they should be referred to when developing the design.
- 7.4. Alternative approaches to the car park cores were discussed, and their design, detailing and treatment require further development to fully understand their impact on the views and whether they enhance or detract from the scheme's identity. They could be designed as a strong visual marker to the development when viewed from the A34.
- 7.5. The roof could be utilised for biodiversity, for example by including beehives or insect habitats, and to support bird watching or similar activities. Facilities (include wcs and access) for a rooftop summer space could also be incorporated into the design.
- 7.6. With the introduction of a single car park and the relocation of the square, the pedestrian route between the two becomes critical for access and legibility of the site. The design of this route should reflect this and the entrance to the car park ~~also~~ should relate to this. Approximately 900 vehicles could be entering and exiting the site at peak times. When developing the detailed landscape design, careful consideration needs to be given to the design and character of these routes, considering the experience at busy times of day.

Appendix A: Sustainability comments

9. Sustainable design

- 9.1. We welcome that whole life carbon and nature is playing a role in the masterplan. However, for this typology of buildings, given their probable higher unregulated and regulated energy loads, clear targets should be set out in regard to operational and embodied energy. Biodiversity targets should be clearly defined.
- 9.2. The architectural proposals should now be tested against sustainability targets. The team must demonstrate how the designs are addressing and meeting sustainability targets and how these are shaping design development. We are concerned that the proposals have been overly shaped by aesthetic drivers without considering sustainability and responding to environmental conditions, which would offer new tensions and parameters to drive the architectural design forward and embed it within place.
- 9.3. The individual plots lack robust environmental analysis and therefore lack robust strategies to address the environmental conditions their building is sited in. All assumptions should be tested and analysed for the panel to have confidence that the buildings are efficient, responding to environmental conditions, and pursuing optimum carbon solutions.
- 9.4. The buildings are proposed to be adaptable and could be used as workspaces, whilst designed for commercial services. We question if there is therefore a risk of over-provision of commercial services in Oxford (hence the need for adaptability). If this is the case the team should evidence how the servicing strategy can be designed to anticipate adaptability so that the architecture does not become overly engineered and significantly impactful in carbon terms based on hypothetical scenarios that may not come into being in the future.
- 9.5. The façade design, orientation and massing for all buildings should be shaped by environmental conditions, to maximise energy performance and achieve an optimal internal environment for users.
- 9.6. As part of a site-wide water strategy, the team should set out how greywater will be reused within buildings and how water consumption will be reduced.

10. Red Hall: sustainability

- 10.1. The red hall's façade strategy should be reviewed. The northwest façade is glazed which will lead to significant heat loss, and heating gain will be limited in the winter due to orientation. Glazing should only be applied when needed and be justified beyond aesthetic reasons. A varied and articulated façade could engage with external spaces without excessive glazing. The east and west facades will also require vertical shading devices such as fins. However, the fins are depicted inside the building, they will be least effective here and, if required, should ideally be outside the building's thermal line.
- 10.2. Consideration of the internal environmental performance of the red hall is limited. A robust analysis is required, setting out how the revised red hall is performing and how the facades and forms will need to be mitigated within the building, whether through servicing or otherwise.

11. Plot A: Sustainability

- 11.1. Plot A describes an 'optimum structural grid'. The team should evidence how the grid has been tested with inhabitation in various arrangements showing how it functions.
- 11.2. Plot A includes a significant amount of plant. The team should evidence the environmental strategy is informing efficiencies in the mechanical, electrical, and plumbing (MEP) servicing.
- 11.3. The energy capture performance of the photo voltaic panels on Plot A should be optimised to justify their whole-life carbon cost. We are not convinced that their inclines and east-facing orientation is the most efficient arrangement available. Their positioning seems arbitrary and should be justified.

12. Carparking: sustainability

- 12.1. The whole life carbon impact of the car park should be assessed. The mobility hub and cycle parking experience should be clarified to understand how the opportunity to create an optimal experience for those using active travel.

Appendix B: Meeting details

Reference number	Ref: 1869/221110
Date	10 th November 2022
Meeting location	Jurys Inn (Leonardo Royal Hotel), Godstow Rd, Oxford OX2 8AL
Panel members attending	Joanne Cave (Chair), urban design and planning Camilla Ween, urban design and transport planning Dan Jones, architecture and education, arts & public buildings Justin Nicholls, architecture and regeneration Lindsey Wilkinson, landscape architecture and historic environment
Panel manager	Lizzie Atherton, Design South East
Presenting teams	Iulia Fratila, Fletcher Priest Keith Priest, Fletcher Priest Phil Pryke, Fletcher Priest Stina Hokby, Fletcher Priest Neil Porter, Gustafson Porter, and Bowman Nat Keast, Wilkinson Eyre Stafford Critchlow, Wilkinson Eyre Chris Neve, Gort Scott Jay Gort, Gort Scott
Other attendees	Robert Linnell, Savills Adam Smith, Stanhope Gary Taylor, Stanhope Kel Ross, Hoare Lea Victoria Collett, Thomas White Oxford Mike Kemp, Oxford City Council Gill Butter, Oxford City Council Joseph Sorrel, Oxford City Council Natalie Dobraszcyk, Oxford City Council
Site visit	Panel members visited the site before the meeting, accompanied by the client, design team and City Council officers

Scope of the review	As an independent design review panel, the scope of this workshop was not restricted.
Panel interests	Joanne Cave is currently working with Stina Hokby of Fletcher Priest Architects on an unrelated project. This was not deemed a conflict of interest
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	Oxford North Phase 1 was reviewed by the ODRP twice on the 20 th May and 29 th September 2021.

Appendix B: Scheme details

Name	Oxford North Phase 2
Site location	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout.
Site details	<p>Oxford North comprises approximately 30 hectares of land at the northern edge of the city, adjacent to the A34. The land is split into three parcels by the A40 and A44 roads. Phase 2 is the central parcel bordered by the A34 on the north-west boundary, A44 on the north-east boundary, and the A40 along the south-west boundary.</p> <p>Development has commenced on site works that have commenced include: the formation of a link road between the A40 and the A44; earthworks to form development platforms on central and Canalside parcels of site; A40 improvement works including addition of bus lanes, bus stops, formation of junctions to A40, and cycle infrastructure.</p>
Proposal	<p>The proposals relate to ‘phase 2’ of the Oxford North works, comprising:</p> <ul style="list-style-type: none"> - three new life sciences buildings on plots A,B, and C; parking provision;

- revisions to the design of the 'Red Hall' building approved under the full element of the hybrid planning permission;
- revisions to landscape and public open spaces approved under the full element of the hybrid planning permission including the central park.

Phase 2 is the next major reserved matters phase related to planning application (18/02065/OUTFUL), changes are also proposed for phase 1a, which benefits from full planning permission.

Planning stage	The scheme is at pre-application stage with intention to submit a reserve matters application.
Local planning authority	Oxford City Council
Planning context	<p>The Northern Gateway development area was first allocated in the Oxford Core Strategy document adopted in 2011. This was later taken forward in the Northern Gateway Area Action Plan (AAP) adopted in July 2015 which fixed the overall parameters for the whole area as:</p> <ul style="list-style-type: none"> - Up to 90,000sqm of B1 employment - Up to 500 dwellings - Up to 2,500 sqm of local retail uses - 180 bed hotel <p>Both of these documents were subject to independent Inspector's deliberations and ultimate approvals. The recent Oxford City Local Plan 2036 amended the area to the north-east of the Park and Ride to a housing allocation.</p>
Planning history	<p>The proposals would be a reserved matters application relating to planning application 18/02065/OUTFUL. Hybrid outline planning permission was granted for the following uses in March 2021:</p> <ul style="list-style-type: none"> (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300sqm(GIA) of employment space (Use Class B1), up to 550sqm(GIA) of community space (Use Class D1), up to 2,500sqm(GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and

A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

- (ii) Full application for part of Phase 1A comprising 15,850sqm(GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019).

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:	23/01412/RES		
Decision due by	17 th October 2023		
Extension of time	N/A		
Proposal	Reserved matters for the approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot C). The original application was EIA development.		
Site address	Oxford North Northern Gateway Land Adjacent A44 A40 A34 And Wolvercote Roundabout, A40 Section From Cherwell District Council Boundary To Wolvercote Roundabout, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Wolvercote Ward		
Case officer	Michael Kemp		
Agent:	Rob Linnell	Applicant:	Oxford North Ventures GP LLP
Reason at Committee:	The application is for major development.		

1. RECOMMENDATION

1.1. The Oxford 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 12 of this report.

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 issue the reserved matters approval.
- Respond to any comments received by Oxfordshire County Council (Lead Local Flood Authority) to resolve any concerns or objections and to finalise any recommended conditions relating to site drainage.

2. EXECUTIVE SUMMARY

- 2.1. The application seeks reserved matters approval for the erection of a building accommodating life sciences uses including laboratory, office, and amenity space. The internal floor area of the building would be 15,290sqm. The building would consist of flexible laboratory and office/write up space located across five levels, with plant space located above, which would be enclosed by a perforated metal plant screen.
- 2.2. Outline planning permission is in place on the site for 87,300 m² (GIA) of employment space (Use Class B1). The provision of 15,290sqm of flexible laboratory and office space would fall within the scope of the outline planning permission. The proposed use would be consistent with Policy E1 of the Oxford Local Plan which promotes the expansion of employment uses on existing sites and specifically Policy NG3 of the Northern Gateway Area Action, which permits specifically uses that would enhance the knowledge economy of Oxford, including life science uses.
- 2.3. The proposed design is of a high standard in terms of the elevational treatment, proposed use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan. A small section of the building would extend above the height's parameter plan accompanying the hybrid application; however, it is considered that this would not have an adverse visual impact, in short- and longer-range views and would not negatively impact the openness of the green belt and how this is experienced within key views including from the west of the site. Whilst the proposed building would be large in scale, the height of the building is commensurate with the ridge height of adjoining buildings on the Oxford North site that benefit from planning consent and lies within a position in the site, where buildings of a significant height and volume would not appear out of place, as indicated within the approved heights parameter plan. The use of materials and elevational treatment is also considered to be of a high standard, which would assist in limiting the overall visual impact of the building, where this would be visible. Officers consider that the building would not have a significantly adverse visual impact and it is considered that there would not be any conflict with Policies DH2 and G3 of the Oxford Local Plan.
- 2.4. No car parking is proposed under this reserved matters application. It is proposed that parking for each of the plots proposed under Phase 2 of the development would be provided within a multi-storey car park. Proposals for parking have been submitted under reserved matters application 23/01592/RES which will be determined at a later date. The site wide masterplan for Oxford North included provision for parking within multi-storey car parks to serve multiple development plots as opposed to each plot benefitting from individual parking. A car parking strategy should be included as a planning condition setting out the location and phasing of car parking serving the building proposed under this reserved matters application as on plot parking is not proposed.
- 2.5. Cycle parking is proposed on plot which would exceed the requirements of Policy M5 of the Oxford Local Plan; however, this would be below requirements outlined under Policy NG5 of the Northern Gateway Area Action Plan. Officers however consider that there is clear justification in this instance to depart from Policy NH4

of the NGAAP based on the objectively assessed existing and future demand for cycle parking which corresponds with the modal share of cyclists identified in applicant's Travel Plan, even where accounting for a future increase modal in the modal share of those cycling to the site as a mode of travel.

- 2.6. The application is accompanied by an updated surface water drainage strategy, covering the site the subject of this reserved matters application, in addition to the other parcels of land forming Phase 2 of the development. The Phase 2 surface water drainage strategy is consistent with the consented surface water drainage strategy for the central parcel of the site. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA.
- 2.7. A biodiversity net gain strategy has been submitted covering Phase 2 of Oxford North, outlining target delivery of net gain proposed for each of the reserved matters applications submitted under Phase 2, which will contribute towards delivering net gain across the Oxford North site across the duration of the development in accordance with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood Plan.
- 2.8. For the reasons outlined in the report, officers recommend that the application is approved subject to the planning conditions set out in section 12 of this report.

3. LEGAL AGREEMENT

- 3.1. This application would not require a new legal agreement or any variation to the original agreement relating to planning application 18/02065/OUTFUL.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The original planning agreement was the subject of a detailed CIL agreement, no additional CIL would be payable based on the proposals submitted under this reserved matters application.

5. SITE AND SURROUNDINGS

- 5.1. The application site comprises a section of a wider 26-hectare area of former grazing farmland located in the north of Oxford, just inside the ring road which was the subject of planning application 18/02065/OUTFUL.
- 5.2. Planning approval was granted on 23rd March 2021 for planning application 18/02065/OUTFUL. This followed a resolution to grant planning permission made by the Planning Review Committee held on 16 December 2019 and the prior completion of the Section 106 agreement. The description of development is listed below:

Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 m² (GIA) of employment space (Use Class B1), up to 550 m² (GIA) of community space (Use Class D1), up to 2,500 m² (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (ii) Full application for part of Phase 1A comprising 15,850 m² (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019)

5.3. The application site to which planning application 18/02065/OUTFUL relates, falls into three, fan-shaped parcels of land which run adjacent to the A44 and A40 trunk roads, converging at Wolvercote roundabout. The northern boundary of the site is formed by a raised section of the A34 road. The eastern boundary of the site is formed by a section of railway line. The south-western boundary is formed by Joe White's Lane bridleway (National Cycle Route 5) and the fields to the west that lead down to the Oxford canal and separate the site from much of the settlement of Wolvercote.

5.4. The masterplan for planning application 18/02065/OUTFUL refers to three parcels of land as the following:

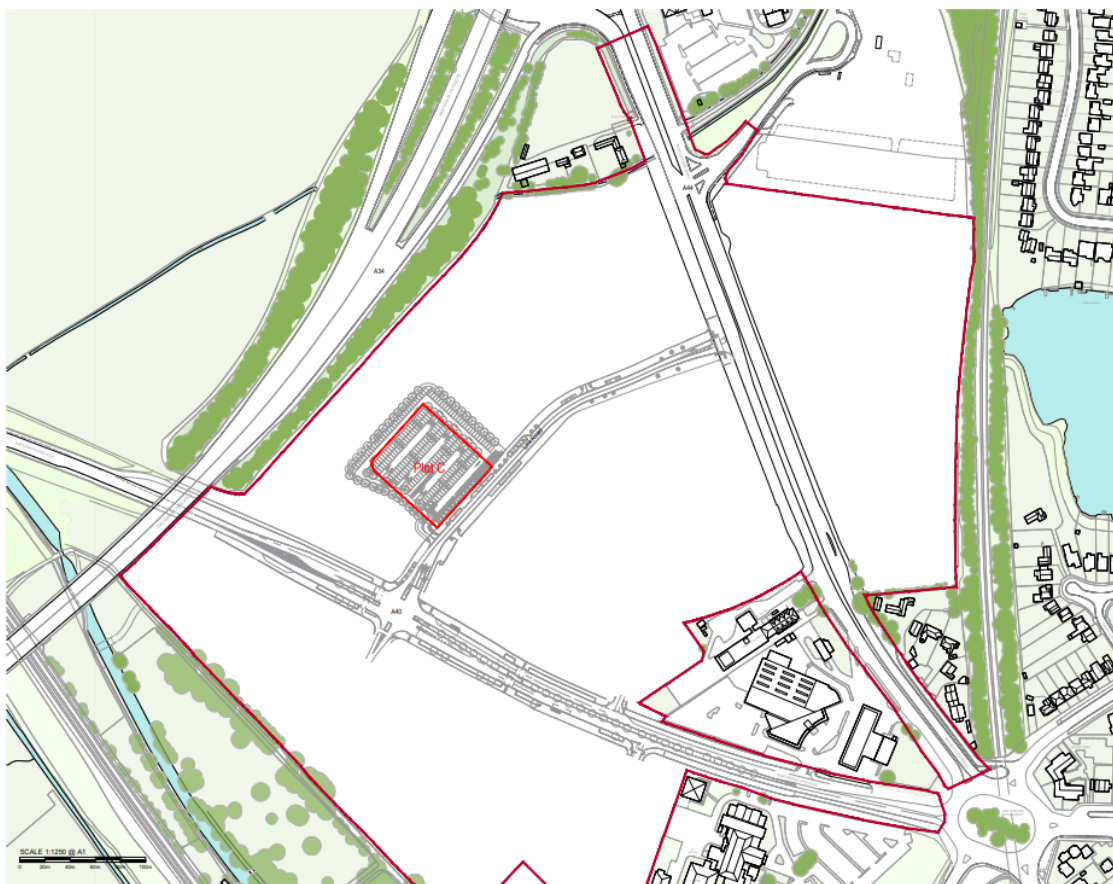
- East: the parcel to the east of the A44, south of the Peartree Park and Ride and west of the railway line
- Central: the largest parcel, to the west of the A44 and to the north-east of the A40
- Canalside: the parcel to the south-west of the A40 and the north-east of Joe White's Lane

5.5. This application relates to development on a section of the central parcel of the Oxford North Site. The building is proposed on land which has temporary planning permission for a car park. Originally the car park was approved under the detailed element of the outline planning permission. The car park was required to serve two employment buildings permitted under the first phase of the Oxford North development (Phase 1a) and the Red Hall. It was intended that the car park would remain in place until a permanent car park was provided on site to serve all the buildings approved under Phase 1a and buildings developed under later phases on the central parcel of the site. Notwithstanding this, no time limit was placed on how long the car park would remain in place.

5.6. A non-material amendment application (18/02065/NMA3) was submitted to remove the car park and surrounding areas of the application site the subject of

this reserved matters application from the detailed element of the planning permission. A full planning application (23/01191/FUL) was submitted to retain the car park for a temporary period. A condition was attached to this permission requiring that the car park shall be removed after a period not exceeding 5 years, or until such time as permanent car parking is provided. The application site lies in a prominent position in the central parcel of the site, to the west of the approved Red Hall building and at a junction between the primary link road and a secondary loop road. The building would be located to the north of Building B, which is the subject of another reserved matters application under consideration (23/00708/RES).

5.7. The site of Plot C in relation to the Oxford North site and surrounding area is shown on the location plan below:



6. PROPOSAL

6.1. The application seeks reserved matters approval for the erection of a building accommodating life sciences uses including laboratory, office, and amenity space. The internal floor area of the building would be 15,290sqm. The building would consist of flexible laboratory and office/write up space located across five levels, with plant space located above, which would be enclosed by a perforated metal plant screen. The building would primarily be clad with metal cladding in a dark green colour.

6.2. The reception and main entrance to the building would be sited along the eastern elevation, facing the primary link road through the site between the A40 and A44 and would also face the approved Red Hall building. A detached building is located to the rear of the building adjoining the west elevation. The building would incorporate gas storage, waste stores and a substation. The cycle storage for the building would be incorporated into the ground floor footprint of the building. No car parking is proposed directly within this reserved matters application. The proposals also include the provision of a new pedestrian link to the north of the building and adjacent areas of soft landscaping, which would provide connectivity to the park and market square area of public open space proposed under reserved matters application 23/01412/RES, as well as the Red Hall.

6.3. The building is one of several reserved matters applications submitted at a similar time under 'Phase 2' of the Oxford North development and is referred to as 'Plot C', the following applications form part of Phase 2 of the Oxford North development and are presently under consideration:

- 23/00707/RES – Plot A – Life Science Building (11,065sqm)
- 23/01412/RES – Plot B – Life Science Building (15,290sqm)
- 23/01509/RES – Provision of new park, public open space, access road, landscaping, and public realm, including revisions to the previously consented area of public open space.
- 23/01562/RES and 23/01569/RES – Provision of landscaping and access roads to the north and south of the site, including cycle parking and on-street operational car parking and service bays.
- 23/01592/RES – Erection of multi-storey car park
- 23/01648/RES – Erection of cycle storage pavilion

6.4. An infill building has also been approved between the two employment buildings consented under 'Phase 1A' of the detailed element of the hybrid planning permission. This is referred to as the Central Utilities Building (CUB).

6.5. A plan showing the proposed development in relation to the above-mentioned developments is included at Appendix 2.

7. RELEVANT PLANNING HISTORY

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

<p>18/02065/OUTFUL - Hybrid planning application comprising: (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300 sqm (GIA) of employment space (Use Class B1), up to 550 sqm (GIA) of community space (Use Class D1), up to 2,500 sqm (GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.</p>

(ii) Full application for part of Phase 1A comprising 15,850 sqm (GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019). Permitted 23rd March 2021.

22/00081/NMA - Non-Material amendment to planning permission 22/00081/RES to allow change in surface materials and update to drainage strategy.. Permitted 6th December 2022.

22/03042/RES - Erection of commercial building (revised design of approved Red Hall) and immediate hard landscaping.. Permitted 31st March 2023.

18/02065/NMA2 - Amendments to the extent of land covered by the detailed and outline elements of hybrid planning permission 18/02065/OUTFUL and reserved matters approvals related to this consent.. Permitted 31st March 2023.

18/02065/NMA3 - Non-material amendment to planning permission 18/02065/OUTFUL to allow the removal of the area of the central landscaping and the removal of the temporary car park. Removal of a central parcel of land located between buildings 1 and 2, along with minor amendments to the external elevations of Buildings 1 and 2 and minor amendments to the footpath and lay by to spaces along the link road.. Permitted 27th July 2023.

23/00707/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot A). The original application was EIA development.. Pending consideration.

23/00708/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot B). The original application was EIA development. (Amended plans). Pending consideration.

23/01191/FUL - Provision of temporary car parking and cycle storage. Associated alterations to landscaping (Retrospective). Permitted 28th July 2023.

23/01224/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of a utilities building located between buildings 1 and 2. The original application was EIA development.. Permitted 3rd August 2023.

23/01412/RES - Reserved matters for the approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and

provision of landscaping (Plot C). The original application was EIA development.. Pending consideration.

23/01509/RES - Reserved matters approval of scale, layout, landscaping and appearance for the central landscaping area to include provision of a pond, woodland area and play area. The original application was EIA development.. Pending consideration.

23/01562/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the southern roads and spurs to adjacent plots and connection to the link road including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development. Pending consideration.

23/01569/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the northern loop road and spurs to adjacent plots including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development.. Pending consideration.

23/01592/RES - Reserved matters approval of scale, layout, landscaping and appearance for the multi-storey split decked car park including immediate landscaping. The original application was EIA development.. Pending consideration.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Wolvercote Neighbourhood Plan:	Northern Gateway AAP
Design	126-136	DH1 - High quality design and placemaking DH2 - Views and building heights DH7 - External servicing features and stores		NG7 – Design and Amenity
Conservation/ Heritage	189-208	DH3 - Designated heritage assets DH4 - Archaeological remains		

Commercial	81-83	E1 - Employment sites - intensify of uses		
Natural environment	174-182	G2 - Protection of biodiversity geo-diversity	GBS5 - Biodiversity	NG8 – Oxford Meadows SAC
Transport	104-113	M1 - Prioritising walking, cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking M4 - Provision of electric charging points M5 - Bicycle Parking		NG4 – Sustainable Travel NG5 – Highway Access NG6 – Car Parking
Environmental	119-125; 137-151; 153-169; 183-188	RE1 - Sustainable design and construction RE2 - Efficient use of Land RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface RE5 - Health, wellbeing, and Health Impact Assessment RE6 - Air Quality RE7 - Managing the impact of development RE8 - Noise and vibration RE9 - Land Quality G3 - Green Belt	GBS2 - Green Belt, Designated Land BES2 - Air Pollution BES3 - Noise Pollution BES4 - Drainage and Flooding	NG9 – Energy and Resources
Miscellaneous	7-11	S1 - Sustainable development S2 - Developer contributions V8 - Utilities		NG2 – Mix of Uses NG3 – Employment NG11 – Delivery of Infrastructure

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 12th July 2023 and an advertisement was published in the Oxford Times newspaper on 6th July 2023.
- 9.2. The application was further readvertised as a departure from the development plan by site notice on 16th August 2023 and an advertisement was published in the Oxford Times newspaper on 17th August 2023.
- 9.3. The application was further readvertised as a departure from the development plan by site notice on 16th August 2023 and an advertisement was published in the Oxford Times newspaper on 17th August 2023. Officers would make members aware that the expiry date for public comments based on the most recent consultation is the 18th September, which is after the publication of the report, but prior to the date of the planning committee. Any comments received after the date of the report publication will be afforded due consideration by officers and officers will update members verbally should any comments be received between publication of this report and the date of the committee.

Statutory and non-statutory consultees

Oxfordshire County Council

Highways

- 9.4. The County Council initially objected to the planning application within their response dated 12th May 2023 as the proposed cycle parking was not in accordance with Policy NG4 of the Northern Gateway AAP and the proposals include the provision of double tier cycle parking.
- 9.5. Following the initial consultation, based on further information provided by the applicants, the County Council issued a revised response stating that the applicant has provided additional information regarding the number of jobs on site and the ability to reach target modes shares in the Framework Travel Plan.
- 9.6. If the AAP figures are not to be applied, then the Highway Authority would want to make sure that the targets set in the Local Transport and Connectivity Plan (LTCP) and forthcoming Central Oxfordshire Travel Plan could still be met as these documents supersede the North Oxford Transport Strategy (2014) on which the Framework Travel Plan targets for the site have been based.
- 9.7. The LTCP targets a reduction in car trips of approximately 50% by 2040 which would mean lowering the base mode share for car trips from 62% to 31% for the employment land use.
- 9.8. The current target mode share for cars set out in the Transport Assessment/Framework Travel Plan supporting the hybrid application is 49.6% which would need to be reduced by a further 18.6% to reach the LTCP target. Assuming this reduction is split equally between cycle and bus (there will likely be uptake of other modes at lower levels) then the required cycle mode share would be 23%.

9.9. Based on the number of person trips arriving at the site (from the TA) and a cycle mode share of 23% would require 156 spaces for Plot C which would be achieved with a very small amount of spare capacity. It should be noted that the LTCP targets are Countywide and so locations with good accessibility such as this would be expected to have a lower car mode share still in order to achieve this. The County Council also request that a condition requiring that two-tier racks shall be of a design that provides assisted lifting/lowering of the upper tier.

Drainage

9.10. Request that further information is provided in respect of the following matters prior to determination:

- Details of private management company maintaining SuDS
- Further detail to be provided on drainage drawings including Invert and cover levels to be shown for all infrastructure and SuDS. Pipe numbering and pipe gradients to be shown.
- Applicants to clarify the flow control that will be implemented.
- Provide surface water catchment plan.
- Provide SuDS construction details drawing.
- Provide the ground investigation report that has been conducted.
- Calculations to be shown for each reserved matter application.

Thames Water Utilities Limited

9.11. Do not intend to comment.

Natural England

9.12. Do not wish to comment.

Environment Agency

9.13. Do not wish to comment.

Historic England

9.14. Do not wish to comment.

Active Travel England

9.15. It is acknowledged that the consideration of active travel is limited due to the nature of this Reserved Matters application, with much of the wider active travel infrastructure dealt with as part of the Hybrid Planning Permission and other associated applications. The illustrative masterplans associated with the Hybrid Planning Permission identifies a comprehensive network of coloured demarcated segregated cycle paths alongside pedestrian infrastructure. Alongside this, the submitted highway infrastructure arrangement proposals for the A40 corridor (drawing 21714/5571/003 C) include provision for segregated cycle links, parts of which would be a kerb height segregated cycle lane. These plans are also referenced on page 45 of the s106 agreement for the HPP.

- 9.16. Based on a desktop review of the A40 corridor surrounding the site, it's difficult to identify how any of the above proposals have been reflected in what's been constructed thus far or how this could feasibly be achieved. ATE would therefore welcome dialogue with the LPA regarding these observations/concerns, particularly as numerous accidents involving cyclists have taken place at the A40/A44 roundabout. Notwithstanding the above, ATE have reviewed the application submission documents in relation to this application and have made some minor observations, primarily in relation to cycle parking facilities. Based on these observations, ATE recommends approval of the application, subject to the agreement and implementation of a planning condition requiring the submission of details of cycle parking.
- 9.17. A total of 174 Proposed Cycle Spaces have been identified within the Planning Statement, with drawing number 2100 PL-01 Ground floor General Arrangement (GA) plan identifying a bike store and shower facilities. It's noted that separate detailed drawings nor final figures for the total number of cycle parking spaces or provision for parking for the needs of disabled people, bicycle trailers and cargo bicycles, as well as facilities for electric charging infrastructure is specifically given. ATE would request that these details are provided ahead of any commencement of development. The number of showers can be calculated from drawing number 2100 PL-01 Ground floor GA plan however written confirmation of the specification and number of cubicles provided would be welcome. General Arrangement Plan PLOT C LANDSCAPE identifies a number of what appear to be external visitor cycle spaces. These appear to be sufficient however ATE would request further detail as to the number of spaces and quality, ideally in accordance with Table 11-1: Suggested minimum cycle parking capacity for different types of land use of LTN 1/20.
- 9.18. Other than wider Hybrid Planning Permission comments and Opportunities highlighted above, ATE have no substantial concerns relating to this application.

Wolvercote Neighbourhood Forum

- 9.19. Object to the planning application due to the proposed height and bulk of the building.
- 9.20. In the original Hybrid planning application (18/02065/OUTFUL), the Design and Access Statement contains quite specific height limits on the various buildings. In Volume 1, Part 2, page 21 -Section 9.4 there is a diagram of building heights. The overall maximum height of any building in this part of the development is restricted to 95mAOD. The difficulty is that Plot C overlaps into several agreed height limits, all of which are less than 95mAOD. The plan for this part of the site, as outlined in 2018, was for a graduated reduction in building height towards the west, from a peak at the height of the Red Hall's ridge. Instead, the proposed design for this building has a completely different and more brutal character: a uniform height at the permitted maximum, accommodating 5 floors plus plant screen. The building will dominate its neighbour at Plot B, which has only 3 floors plus plant screen planned.
- 9.21. The patch of Plot C has approved height parameters +86m, +92m and +95m. It is proposed that the top of the plant screen will be at +94.2m for the whole building,

which means that what is now being proposed will not comply with the Permission given. The flues are even higher than that - the tops of flues will be at +96.5AOD, which exceeds the maximum height for the whole of Oxford North as previously approved.

9.22. Such a deviation from the previously approved progression of heights must be resisted. It would significantly change the character and appearance of the building, and especially its relationship to its neighbour on plot B. For consistency with the approved heights, the plot C building needs to be only 3 floors plus plant screen (to be uniform in height) or it needs to be stepped in height, some at 4 floors plus plant screen and some at 3 floors plus plant screen, to maximise the building capacity.

9.23. Furthermore, the Design Code in the proposed submission document for the Area Action Plan in 2014 defined the maximum storey height for this area of the site as 'Maximum 5 storeys'. The proposed plant screen, at 4m in height above the top level of accommodation, adds an additional storey, and therefore goes against one of the original principles of the Oxford North plan.

9.24. Regarding the bulk of the proposed building, the splitting of the layout in plan (referred to the architect's response to the Oxford Design Review Panel item 6.1 – page 10 of the DAS) does very little in 'reducing the perceived bulk' of the building. Indeed this 'splitting and off-setting' makes the overall height of the building in the west corner even more intrusive than it might have been had the floor plan been a simple square in shape.

Officer Response to comments

9.25. The section of this report, which deals with the design and visual impact of the development provides a detailed analysis of the proposed approach to the design and massing of the building. The extent to which the development would deviate from the height's parameter plans is in officers' opinion minor and the majority of the building would fall within the permitted height parameters. The height parameter plan also specifically allows for flues to extend above the height parameters. The visual impact of the building has been assessed by officers to be appropriate, where accounting for the scope of the heights consented within the parameter plans and the minor extent of deviation from the maximum heights.

Thames Valley Police

9.26. Do not wish to object, the following comments have been made:

- Recommend a condition requiring that an application is made for secure by design accreditation.
- Recommend a condition requiring the submission of a lighting plan.
- Cycle parking stores are too large and should be compartmentalised. Double lead doors should be replaced by single leaf doors and cycle storage covered by CCTV.
- The Sheffield stands next to the fire escape on the north-western corner of the plot should be relocated nearer to the main entrance of the building to enhance surveillance and reduce opportunities for theft.

- Recommend a further Security Needs Assessment (SNA) is completed by a competent Suitably Qualified Security Specialist (SQSS). It is important that the cycle and gas storage building is provided with enhanced levels of security, with all doors are secured to a minimum LPS 1175 SR2.
- Vehicle mitigation measures such as bollards should be provided around the entire perimeter where it abuts the road, this is particularly important adjacent to the gas storage facility.
- It is unclear from plans how post deliveries will be managed outside of the building opening hours. The building should facilitate postal deliveries either via secure external post boxes certificated to DHF TS009, or via through-the-wall post boxes into a container also rated to protect against arson attacks.
- Recommend reducing permeability of access adjacent to the gas stores, for example by siting fencing surrounding the stores. The doors to the gas stores should be provided with enhanced security to a minimum LPS 1175 SR2.
- The external fire escape stairs may be very vulnerable to crime and ASB unless fully enclosed/secured at ground floor level. They should be enclosed with a minimum 2m high visually permeable and non-climbable enclosure and gated to prevent unauthorised access.
- Lighting throughout the development should meet the general standards of BS5489-1:2020. Bollard lighting used in isolation is not an appropriate lighting method and should be avoided.

Public representations

9.27. No public comments have been received in relation to the planning application.

10. PLANNING MATERIAL CONSIDERATIONS

Officers consider the determining issues to be:

- Principle of development
- Design, visual and heritage impact
- Sustainability
- Neighbouring amenity
- Transport
- Drainage and flood risk
- Ecology

Principle of development

10.1. The application site benefits from a combination of detailed and outline planning permission for 87,300sqm of Class B1 floor space; 2500sqm of Class A floorspace; and 550sqm of Class D1 floorspace, as approved under the hybrid planning permission for Oxford North, this was in accordance with the version of the Town and Country Planning (Use Classes) Order 1987 in effect at the time that the application was assessed and presented to members of the planning committee, prior to the Order being amended in September 2020.

10.2. This planning application would provide 15,290sqm of floorspace falling under Class E (formerly Class B1). The quantum of Class E employment floorspace, in

combination with already permitted employment space and further employment space proposed on Plots A and C would not exceed the maximum quantum of 87,300sqm of employment floorspace permitted under the original hybrid permission.

- 10.3. The hybrid permission is accompanied by a Land Use Parameter Plan, which outlines the permitted spatial distribution of the relevant land uses across the site area covered by the planning permission. In relation to the application site, this area of the Oxford North site is shown on the Land Uses Parameter Plan as a mixed-use area, where Class B Employment (now Class E(g); C3 Residential; C1 Hotel; D1 Non-residential institutions (now F1); and A1 to A5 (now E (a, b and c) Retail uses are acceptable. The proposed Class E use (formerly Class B1) therefore aligns with the permitted uses set out within the Land Uses Parameter plans.
- 10.4. The hybrid permission was also accompanied by an illustrative masterplan, which formed part of the approved plans accompanying the hybrid permission and is intended to guide the layout of elements of the site benefitting from outline permission, including the siting of buildings, uses and landscaping. The illustrative masterplan shows buildings sited close together within this part of the site, facing the link road and secondary road to the south. The provision of a large employment building within this area of the site, as proposed in this application would broadly align with the vision for this part of the site as set out in the masterplan.
- 10.5. Policy E1 of the Oxford Local Plan states that planning permission will be granted for the intensification, modernisation, and regeneration for employment purposes of any employment site, if it can be demonstrated that the development makes the best and most efficient use of land and does not cause unacceptable environmental impacts and effects. Oxford North is not specifically included as an employment site in the existing Local Plan, however there is extant planning permission for 87,300sqm of Class B1 floor space and construction has commenced on the employment buildings that would be provided as part of Phase 1A of the hybrid planning permission and it is relevant that Oxford North should be treated as an employment site in relation to Policy E1 of the Local Plan. Furthermore, the Northern Gateway Area Action Plan (NGAAP) remains part of the local development framework. Policy NG3 of the NGAPP states that planning permission will be supported for employment development where the intended uses directly relate to the knowledge economy of Oxford: science and technology, research, biotechnology, spin-off companies from the universities and hospitals or other intended uses that make a measurable contribution to these sectors. The proposed building, which is specifically designed for life science and laboratory use would align with these principles.
- 10.6. Paragraph 81 of the NPPF states that planning policies and decisions should help create the conditions in which businesses can invest, expand, and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. Emphasis is placed under Paragraph 83 on making provision for clusters or networks of knowledge and data-driven, creative, or high technology industries. The provision of life science and research and development uses, as proposed within this planning application would fall into this category. The delivery

of high-quality space for life science and research and development use on the site would meet local and national demand for this form of employment space, providing new jobs and contributing to local economic growth and aligns with Policy E1 of the Oxford Local Plan, Policy NG3 of the NGAPP and the NPPF, in particular Paragraphs 81 and 83.

Environmental Impact Assessment

10.7. An Environmental Statement (ES) was prepared as part of hybrid planning application 18/02065/OUTFUL, which covered in outline all development across the Oxford North site. This reserved matters application would constitute a 'subsequent application' under Regulation 2(1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, the likely significant effects of the proposed development need to be considered.

10.8. The proposals submitted under this reserved matters application do not deviate substantially from the parameters of the hybrid planning permission and the fundamental details outlined within the previously submitted Environmental Statement, in terms of the scope of development and overall scale and layout. Officers conclude that the development would not give rise to any new or different significant effects to those identified and assessed previously within the ES prepared under application 18/02065/OUTFUL.

Design

10.9. Policy DH1 of the Oxford Local Plan states that planning permission will only be granted for development of high-quality design that creates or enhances local distinctiveness.

10.10. Paragraph 126 of the NPPF states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 of the NPPF sets out that planning decisions should ensure that all developments:

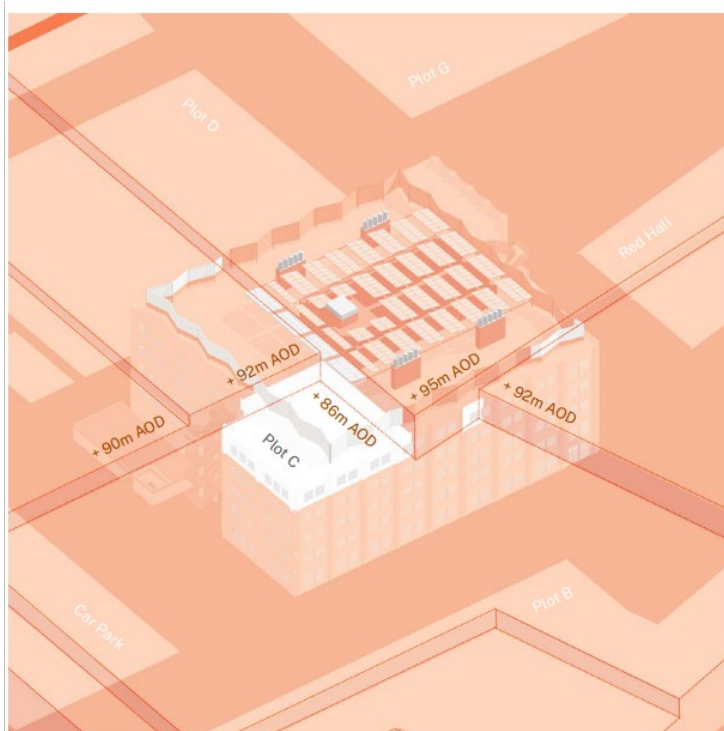
- a) Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) Are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*
- c) are sympathetic to local character and history, 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, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;*
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public 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 users⁴⁹; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.*

- 10.11. Paragraph 134 of the NPPF also sets out that development should take into account the principles set out within the National Design Guide and National Model Design Code.
- 10.12. Policy NG7 of the Northern Gateway Area Action Plan states that planning applications will be required to demonstrate that new development has been designed with an understanding of the area's heritage, setting and views. Applications will be required to demonstrate how the Wolvercote with Godstow Conservation Area and how views of, into and out of the site have influenced proposals. Planning permission will only be granted for developments that demonstrate compliance with the Northern Gateway Design Code.
- 10.13. The proposed building would be five storeys, with flexible laboratory and office/write up space provided at all levels. The main entrance and reception area would face the primary link road through the site, which connects the A40 and A44. The entrance would also face the Red Hall and lies at the centre of the Oxford North site within a prominent position. A detached store is proposed to the rear of the building facing the secondary street, which is opposite the location of where the future multi-storey car park is proposed. Active frontages are proposed across the majority of the ground floor apart from a section to the rear of the building, where internal cycle storage is proposed. The building design and ground floor uses would provide activation of the public realm and would relate positively to the surrounding external spaces at ground floor level. The building would be clad in dark green metal cladding, whilst the plant screen would be of metal mesh materials. Prominent external stairs are proposed on the front and rear (east and west) elevations of the building. The building design also includes balconies at all levels, which would be used as external social/workspaces for future occupiers. The proposals include the provision of a new access route to the north of the proposed building, which would provide pedestrian connections between the Red Hall and new public park and the new building as well as the site of the proposed car park, proposed under reserved matters application 23/01592/RES. The proposals would create an attractive area of public realm and would improve permeability of pedestrian access through the site.
- 10.14. Officers would note that the design has been subject of detailed design review at the pre-application stage. The overall design approach was received positively by the design review panel, in particular the approach to the façade design and a copy of the report prepared by the panel is included at Appendix 3 of this report. The applicant has responded positively to improve the rear sections of the building and their relationship to the adjoining street.
- 10.15. Officers consider that the design approach in terms of the elevational treatment and relationship of the building to the adjoining public realm is appropriate and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the NGAAP.
- 10.16. Officers note that Thames Valley Police have commented on the planning application. Whilst Thames Valley Police do not object to the development, they have commented on several aspects of the design and have requested two

conditions relating to the requirement to provide a lighting plan and a requirement to obtain secure by design accreditation.

- 10.17. Condition 37 of the hybrid planning permission sets out the requirement that an application must be made to achieve secured by design accreditation for each phase or sub phase of the development. Confirmation that secured by design accreditation has been obtained is required prior to the first use of any development approved under a phase, or sub phase of development. Condition 38 of the hybrid permission requires the provision of a lighting strategy prior to the installation of external lighting within the application site. As the conditions on the hybrid permission are applicable to development that would be brought forward under any reserved matters applications, officers consider that it would not be necessary to duplicate these conditions as part of any reserved matters approval.
- 10.18. Other comments, including those relating to access and security measures are detailed design matters that would not typically be addressed at planning stage, particularly as the building tenants are not known at this time. An Estate Management Strategy is required under Condition 51 of the outline planning permission, whilst Condition 63 requires details of any CCTV and other physical security measures proposed in the public realm or on external elevations of the development. This will also address concerns with respect to the location of the cycle stores and their vulnerability to theft and the vulnerability of the external gas and service stores. Officers note the request from TVP to provide bollards around the perimeter of the building as a means of preventing vehicles colliding with pedestrians and to avoid vehicles colliding with the external gas stores, which are located close to the rear access road. The County Council as Local Highways Authority have not noted this as a concern within their consultation response. Officers consider that this would not be a necessary measure due to a combination of low vehicle speeds surrounding the site and other obstructions including hard and soft landscaping features.
- 10.19. Policy DH2 of the Oxford Local Plan sets parameters, where considering the height of new development within the city and provides guidance applicable to higher buildings within the city. In relation to the Oxford North site, the hybrid planning permission was accompanied by a building heights parameter plan, which formed part of the approved set of drawings accompanying the planning application. The purpose of the parameter plan is to set height limits across the site for subsequent reserved matters applications. The heights set out in the parameter plan have been tested as part of the LVIA and are accounted for in the assessment of the impact of the development in the Environmental Statement, where this relates to the landscape impact and impact on the setting of heritage assets. The height parameters are defined in metres as Above Ordinance Datum (AOD), which relates to height measured above mean sea level.
- 10.20. The height parameter plan has been used to inform the approach to the height and massing of the building, with the vast majority of the building falling within the parameters of the AOD limits. In the south west corner of the building, a storey of the building and a section of the plant screen would sit above the 86 metre height parameter, here the maximum height of the building, measured to the top of the plant screen would be 94.2 AOB, which is level with the height of the plant screen, which extends across the majority of the roof of the building. The building height

to the top of the fifth floor, which is the maximum extent of the useable floorspace would be 90.5 metres AOD. The plant screen would also extend above the 92 metre AOD within an adjoining section of the building between the south west and north west corner and there would be a small degree of encroachment in the south east corner, also above the 92 metre AOD threshold. Four sets of flue stacks would encroach 1.5 metres above the 95 metre height parameters, however the parameter plan specifically allows for flues to exceed the height parameter plan. The plan below taken from the applicant's design and access statement illustrates the proposed massing and its relationship to the building height parameter plan.



10.21. The visual impact of the height and scale of the building has been assessed within a series of key views, comparing the impact of the proposed building with the outline scheme for the site, though the outline scheme was purely indicative aside from the buildings included in the detailed element of the planning permission (the Red Hall and Phase 1a buildings facing the A40). The proposed building would likely be one of the largest buildings on the site in terms of height, however this is not unexpected, as the height parameters relevant to this particular part of the site, allow for higher buildings, in part given the position of the plot in the centre of the site. The height of the building would be similar to three of the adjoining buildings that already benefit from planning permission, namely the Red Hall, which would be 24.3 metres in height (+92.9 AOD) and the Phase 1a Buildings, which would be 25 metres in height (+91.8 AOD). The plot position on the site, adjoining the Red Hall and siting adjacent to a key corner and entrance to the site would be appropriate for a building of a larger scale and from the submitted visuals taken from street level from within the site, the scale of the building is appropriate and commensurate with the approved buildings and the emerging masterplan for the site. It is also indicated that the building would not be particularly prominent in terms of its scale, where assessed within the external views provided

by the applicant nearest the site from Joe Whites Lane and the A40. The majority of the building would sit behind proposed Plot B or were this building to not be approved or constructed, a building of a similar scale and volume would likely be sited in the foreground.

- 10.22. In several key views from the north, east and south east, including from Port Meadow, views of the building would be limited given the presence of existing buildings, tree screening and future development on the Canalside site and other buildings on the central site, including the Phase 1a buildings and other future development plots likely to come forwards under future reserved matters applications. The fifth floor of the building and plant enclosure would be visible within certain views from Port Meadow, however this is the case with the majority of the development on the Oxford North site that already benefits from planning permission, namely the Red Hall, Phase 1a Buildings and the buildings on the Canalside site. The fifth floor of the proposed building and plant screen would sit alongside the consented buildings in these key views in terms of the maximum ridge height of the building. The flat roofed nature of the building and extent of the plant screen would increase the prominence of the building in these views, however the plant screen would be of mesh materials, which would read as less heavy in visual terms.
- 10.23. Views of the building are likely to be most prominent from the west and north west, which is demonstrated within the views provided from the Canal Path at the Dukes Cut, Yarnton Manor and Wytham (Views 11, 13 and 16). Whilst the building is clearly visible in these views, it would be set against the backdrop of similarly large buildings on the central parcel of the Oxford North site. In terms of the sections of the building that exceed the height parameters, these are relatively small sections of the building and the visual impact of these sections, which would breach the height parameters is likely to be very limited, where assessed in isolation.
- 10.24. The building would have some visual presence, where read in a limited number of views, however the majority of the building would be compliant with the height parameter plans so there would be some expectation that a building of an equivalent height to the proposed building would be sited within this position on the site. As the building is in the centre of the site, occupying a focal point, there would also be some expectation that the building would be of a significant scale, reflected in the fact that this is an area of the site, where higher buildings are permissible in line with the height parameter plans accompanying the hybrid permission. The heights parameter plan allows provision for flues to exceed the permitted heights and the visual impact of the flue stacks is likely to be limited, given that they exceed the height of the building by 1.5 metres and there would be 4 stacks of relatively narrow flues and the visual impact of the flues is limited.
- 10.25. The west elevation of the building is stepped in terms of the façade, which limits the bulk of the building to a degree, where experienced within views to the west. In terms of limiting the presence of the plant screen, the use of metal mesh materials would assist in this not appearing overly heavy and reducing the prominence of the upper sections of the building. The useable floorspace within the building would be five storeys, which is in line with the Northern Gateway Design Guide, however there is a necessary need for a significant amount of plant

equipment to be housed on the roof of the building to meet the buildings functional needs as a laboratory and energy needs to comply with Policy RE1 of the Local Plan. There would not be the option to reduce the extent of the plant screen and officers consider that provision of a mesh screen would be more satisfactory in visual terms, compared with not screening the plant and leaving this exposed in key views.

- 10.26. The visual impact of the building in terms of its height and scale has been subject of detailed analysis and was assessed when the building was subject of review by the Oxford Design Review Panel. Whilst acknowledging that the building is heavier in nature compared with the surrounding proposed buildings on the Oxford North site, the scale was considered appropriate within the site context. Overall officers have assessed the visual impact of the development to be not substantially greater than is accounted for under the outline permission, given the general adherence to the building height parameters accompanying this permission. The proposed use of green coloured metal cladding and metal mesh across the plant screen façade would also assist in limiting the visibility and presence of the building in key views. Overall officers consider that the proposals would be in accordance with Policy DH2 of the Oxford Local Plan.
- 10.27. The application site was removed from the Oxford Green Belt prior to the adoption of the Northern Gateway Area Action Plan and no part of the proposed development lies within land falling within the Green Belt. Although no development is proposed within the Green Belt there is a requirement to consider whether the proposals would preserve the openness of the Green Belt in accordance with Paragraph 137 of the NPPF and Policy G3 of the Oxford Local Plan, which is relevant given that the site is adjacent to land remaining within the Green Belt.
- 10.28. The impact of the proposals submitted under this reserved matters application on the openness of the Green Belt must however be considered in the context of the hybrid planning application, which outlines parameters for building heights, the likely quantum of development on the Central Site, as well as the site masterplan. Officers in their analysis of the landscape and visual impact of the hybrid proposals concluded that there would be an impact in visual terms, given the scale and height of development proposed on the site, in turn this would impact on the openness of the green belt in spatial and visual terms given the urbanising impact of what is a substantial edge of city urban development.
- 10.29. Likewise, the development proposed within this application would impact on the openness of the green belt in spatial and visual terms, given the scale and siting of the built form and the site's visual presence experienced from the surrounding land to the west which remains within the Green Belt. Nevertheless, it is considered that the development would have no greater impact on the openness of the Green Belt than that considered under the hybrid approval given that the proposals align with the scope of the hybrid permission in terms of the height of the development, siting of the built form and overall vision for this part of the site. It is considered that the proposals would generally accord with Policy G3 of the Oxford Local Plan or Paragraph 137 of the NPPF

Heritage Impact

- 10.30. The Wolvercote with Godstow Conservation Area extends to a point approximately 220 metres to the south east of the application site and the development would fall within the wider setting of the Conservation Area. The building also falls within the peripheral setting of the Oxford Canal Conservation Area that lies within Cherwell District to the west and south west of the site.
- 10.31. In line with Paragraph 199 of the NPPF consideration must be given to the impact of a proposed development on the significance of this designated heritage asset and 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.
- 10.32. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 outlines that in the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 10.33. The application site falls within the wider setting of the Grade II listed Manor Farm (26 Godstow Road a large former farmhouse originally dating to the 17th Century but which has been the subject of a number of later additions) as well as the Grade II listed Church Farmhouse, which was historically linked to surrounding agricultural land which includes the land which forms the site. Both buildings are located to the south of the Leonardo Royal Hotel (Formerly Jury's Inn) and are surrounded by housing constructed in the late 20th Century which has greatly altered the original setting of the listed buildings. There are also two late 18th Century Grade II listed tilting canal bridges which are located to the south west and west of the site, these bridges provide a connection from Joe Whites Lane onto the Canal towpath.
- 10.34. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering applications for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 10.35. Policy DH3 of the Oxford Local Plan specifies 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. When considering development proposals affecting the significance of designated heritage assets (including Listed Buildings and Conservation Areas), 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).
- 10.36. The wider impact of the redevelopment of the land at Oxford North in respect of the Wolvercote with Godstow Conservation Area and the aforementioned listed buildings was considered in depth by officers at the time application 18/02065/OUTFUL was determined. This was informed by an Environmental Statement accompanying the hybrid planning application which included an

assessment of the impact on the Conservation Area, the Grade II listed Manor Farm, Church Farmhouse; Grade II listed canal bridges, St Peter's Church and Port Meadow, which is a scheduled ancient monument. There was also an assessment of the impact of the development on the Oxford Canal Conservation Area in Cherwell District, which concluded that there would be no harm to the setting and significance of this Conservation Area due to the sites peripheral setting in relation to the Conservation Area.

- 10.37. Officers' assessment of the hybrid application considered the relative harm to the setting and significance of the Wolvercote with Godstow Conservation Area, which was deemed to be a moderate level of less than substantial harm. This was as a result of an overtly urban development replacing surviving, historically agricultural land which currently provides a green gap and permits uninterrupted views from these assets to the rural hillside backdrop beyond the city to the north west and north-east. The introduction of buildings to the south-west of the A40 resulting in built development encroaching closer to the settlement of Wolvercote than at present which would harm the surviving character and appearance of a rural settlement. The impact of the development proposed under this reserved matters application would not result in harm the setting of the Oxford Canal Conservation Area, given the site's peripheral location in relation to the Conservation Area. The impact of the proposed development is assessed to not be significantly greater than the scope of the development permitted under the hybrid permission.
- 10.38. In terms of the setting of the Grade II listed Manor Farm and Church Farmhouses it was considered that whilst the setting of the farmhouses had been eroded by residential development and non-residential development including the Leonardo Royal hotel, there would be further harm arising from the loss of agricultural land on the Oxford North site which forms part of the wider setting which contributes to the significance of these buildings, furthermore the approved development would also be of a significant scale. This harm to the setting of the Grade II listed buildings was identified as less than substantial and at the low end of this classification.
- 10.39. The identified harm to these designated heritage assets was balanced against the significant package of public benefits delivered by the proposed development, including the provision of 480 homes and significant economic benefits deriving from the provision of 87,300sqm of employment space. A conclusion was reached that the benefits arising from the development would outweigh the respective moderate and low level of less than substantial harm to the Wolvercote with Godstow Conservation Area and the Grade II listed Manor Farm and Church Farmhouse.
- 10.40. The proposals within this application for an employment building are in substantial accordance with the parameters of the outline planning permission, with the exception of the small additional volume of development exceeding the permitted heights within the south west corner of the building and sections of the plant screen along the north west and south east sections of the building. The Canalside housing site to the south of the A40 sits between the edge of the Conservation Area and the development site and the building is of a lower height than other buildings benefitting from planning permission and the permissible

heights of other development plots allowed for within the height's parameter plan. The submitted LVIA indicates that Plot C is unlikely to be prominent in views from within the Wolvercote with Godstow Conservation Area, given its position to the centre of the site to the rear of buildings already benefitting from planning permission and future development plots. The building would be perceived within views from Port Meadow and from the West into the Conservation Area and within more distant views as addressed in the previous subsection of this report. The building would be relatively large in scale and therefore would be visible within views into the Conservation Area from Port Meadow and from the West, however the proposals are broadly within the scope of the outline planning permission and the additional volume proposed above the parameter plan height would not have a significant impact in the assessed views and the context of any of the identified heritage assets. In the context of the development already approved on the Oxford North site, officers consider that there would be no additional harm to the setting of any surrounding listed buildings, or the setting of the Conservation Area as a result of the proposed development. There would still be a moderate level of less than substantial harm associated with the proposals, which was the case with the wider proposals approved under the hybrid permission.

10.41. In the context of Paragraph 202 of the NPPF, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm must be weighed against the public benefits of the proposal. The proposals must also be considered in the context of the wider public benefits which would be delivered as part of the hybrid application, including the provision of 87,300sqm of employment space, transport, and connectivity improvements; and the provision of the further 480 dwellings, which are substantial in social and economic terms. The specific proposals contained within this planning application would bring forward the delivery of 15,290sqm of high-quality laboratory and office accommodation, which would provide significant economic benefits, given the local and national value of life sciences industries and the proposals would facilitate delivery of new life science and research and development uses on the site.

10.42. Taking the public benefits of the Oxford North development as a whole; and the benefits of the development proposed within this reserved matters application, officers consider that the benefits would outweigh the less than substantial harm that would be caused to the setting and significance of the Wolvercote with Godstow Conservation Area and the setting of the Grade II listed Manor and Church Farmhouses.

10.43. As such it is considered that the development accords with Policy DH3 of the Oxford Local Plan and the NPPF. In coming to this conclusion great weight and due regard has been given to the requirements of Sections 66 and 72 of the of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Sustainability

10.44. Policy RE1 of the Oxford Local Plan requires that planning permission will only be granted for non-residential development proposals that meet BREEAM excellent standard (or recognised equivalent assessment methodology) in addition to the following reductions in carbon emissions which are also required. Planning

permission will only be granted for development proposals of 1,000m² or more which achieve at least a 40% reduction in the carbon emissions compared with a 2013 Building Regulations (or future equivalent legislation) compliant base case.

10.45. The following measures have been incorporated into the building to reduce overall energy demand and carbon consumption:

- Energy efficient lighting.
- Air tightness and high standard of fabric performance.
- Mechanical ventilation with heat recovery.
- Incorporation of solar photovoltaics and air source heat pumps.

10.46. There is an existing energy sharing loop on the site, however analysis based on the proposals within this application (and the other buildings in Phase 2) suggests that an extension of the energy sharing loop would not be an appropriate option, given the high degree of cooling requirements for science buildings and the absence of the buildings requiring the rejected heat. Connection to the loop would compromise the efficiency of the existing consented energy sharing loop by altering its energy balance profile.

10.47. The Energy Statement sets out that the incorporation of the proposed measures to reduce overall energy demand and carbon consumption would achieve a 40% reduction in carbon emissions compared with a 2021 Building Regulations compliant base case. The pre-assessment current anticipated baseline score for BREEAM is 78.05%, equivalent to a BREEAM 'Excellent' rating. Subject to compliance with the Energy Statement which would be secured by condition, the development would comply with Policy RE1 of the Oxford Local Plan.

Amenity

10.48. There are no existing residential uses adjoining, or in close proximity to the development site which would be significantly impacted by the development. There are future residential dwellings currently under construction to the south east of the development site on the Canalside part of the Oxford North site. There is sufficient distance between the proposed building and the buildings on the Canalside site that it is considered that the development would have no significant impact on future occupiers in terms of overlooking, loss of light and the scale of the building is not considered to be overbearing. Proposed Plot B would also be located between Plot C and the residential dwellings at Canalside. It is therefore considered that the development would comply with Policies H14 and RE7 of the Oxford Local Plan.

10.49. The nearest noise sensitive uses to the site would be the buildings presently under construction on the Canalside parcel of the Oxford North site, which are separated from the proposed building by a dual carriageway section of the A40. The position of a commercial building on this part of the site, including a building that would be used for life sciences uses that would be dependent on plant and machinery was accounted for within the development masterplan approved under the hybrid planning application. Appropriate mitigation measures are required under conditions 60 and 61 of the hybrid planning permission to secure a scheme for protecting the proposed noise sensitive uses; and details of the proposed

mechanical plant including anticipated sound attenuation measures. It is considered that subject to the submission of these details by those conditions, that the proposals would not conflict with Policy RE8 of the Oxford Local Plan and Policy BES3 of the Wolvercote Neighbourhood Plan.

Transport

- 10.50. The transport impact of the Oxford North development was assessed under the hybrid planning application in the Transport Assessment and Environmental Statement accompanying this application. In terms of employment uses, the impact of a development of up to 87,300sqm was assessed as not having a severe cumulative residual impact on the highway network, or an unacceptable impact on highway safety or amenity. The proposed development would fall within the quantum of employment floorspace already assessed under the hybrid permission. The road access into the central site, including the link road and signal controlled junction access junction to the A40 has been completed.
- 10.51. The transport impact of the development was assessed against a low level of parking. No car parking is proposed as part of this reserved matters application. The application site is currently used as a temporary car park, which was approved under the detailed element of the hybrid planning permission and provides 253 car parking spaces. This car park was intended to serve the Red Hall and the two employment buildings to the south east of the development site until such time that a permanent car park is provided on the site to serve the buildings provided in Phase 1a and the later phases of the development.
- 10.52. The provision of a building on the site of the temporary car park is in line with the site masterplan which indicated that a building would be located on the car park once this was no longer required. An application for a permanent decked car park has been submitted under reserved matters application 23/01592/RES to address parking provision in a more permanent manner. This application is under consideration and will be brought before members at a subsequent committee meeting.
- 10.53. A non-material amendment application (18/02065/NMA3) was submitted to remove the car park and surrounding areas of the application site the subject of the reserved matters application from the detailed element of the planning permission. A full planning application (23/01191/FUL) was also submitted to retain the car park for a temporary period and has been approved. A condition was attached to this permission requiring that the car park shall be removed after a period not exceeding 5 years, or until such time as permanent car parking is provided.
- 10.54. The car park proposed under reserved matters application (23/01592/RES) would provide 1120 car parking spaces. The Section 106 agreement accompanying the planning permission sets the target parking threshold for employment uses at Oxford North at a maximum of 20% below the Northern Gateway AAP standards (1 parking space per 50sqm), this equates to a target ratio of 1 space per 62sqm for employment uses. Where applying these ratios, the proposed car park would provide parking capacity for up to 70,000sqm of employment space. It is also proposed that 100 of the car parking spaces would

be allocated for a future hotel use, which is permitted under the scope of the hybrid permission.

10.55. As it is proposed that car parking for all the buildings in Phase 2 and car parking for later phases of the development would be allocated within a car park that would be provided through a separate reserved matters application, whether the application which has currently been received, or an alternative scheme, there is a need to phase the timing at which any parking is delivered and is made available for use. This is to promote the use of sustainable modes of travel, rather than private car use as the default mode of travel, which could occur if car parking were overprovided for buildings delivered under the earlier phases at Oxford North. It is likely that this would involve the closure of parts of the permanent car park, until such time as individual plots are completed, with floors/sections opened in a phased manner. To ensure that adequate operational parking is provided it is considered that the applicants submit to the Council a car parking strategy, showing the location, timing of delivery and management measures relating to the provision of car parking. Applying the maximum parking standards of 20% below the Northern Gateway AAP standards (1 space per 62.5sqm), based on a floor area of 15,290sqm a maximum of 244 parking spaces may be provided for the building. This will be controlled by condition to ensure compliance with the maximum parking standards set out in the Section 106 agreement accompanying the hybrid permission.

10.56. As the proposals would result in the loss of the temporary car and cycle parking serving the Red Hall and the buildings approved under the detailed element of the hybrid planning permission, it is required that appropriate permanent car and cycle parking is provided elsewhere within the Oxford North site to serve these buildings benefitting from planning permission. Permanent car parking for these buildings is proposed within the multi-storey car park proposed under reserved matters application 23/01592/RES, whilst a cycle pavilion is proposed under reserved matters application 23/01648/RES. As both applications are pending consideration, officers recommend that a condition is attached to the planning permission requiring the submission of a strategy for the provision of replacement car and cycle parking to be agreed before the commencement of development. The permanent car and cycle parking will need to be provided before the commencement of development, as this would involve the loss of the temporary car and cycle parking.

10.57. The developer is also required under the Section 106 agreement accompanying the hybrid planning permission to submit a travel plan before the occupation of each commercial building, which relates to the workspace, this is to encourage occupiers to promote a model shift towards sustainable modes of travel, in accordance with Policy M1 of the Oxford Local Plan.

Cycle Parking

10.58. 168 cycle parking spaces are proposed. The majority of the cycle parking would be located at ground floor level within the building envelope, with the remainder of the cycle parking (18 spaces) being provided outside of the building, adjoining the service roads and new pedestrian route to the north east of the building. The cycle

parking to the north east of the building would include provision of 8 spaces for the parking of larger bikes.

- 10.59. Policy NG4 of the Northern Gateway Area Action Plan states that cycle parking shall be provided to a minimum of 1 space per 50m² of floorspace. This is notably much higher than the requirements of Policy M5 of the Oxford Local Plan, which requires that cycle parking is provided at a minimum of 90m² or 1 space per 5 non-resident staff (Appendix 7.4). The minimum requirements within the Local Plan for cycle parking based on the proposed floor area of the building would be 168 spaces, whilst meeting the AAP standards would require 303 spaces to be provided.
- 10.60. The proposed cycle parking provision would be below the requirements of Policy NG4 of the Northern Gateway Area Action Plan and would therefore represent a departure from development plan policy and if approving the development, in accordance with Paragraph 12 of the NPPF, the Council must set out why material considerations justify a decision to depart from the provisions of the local plan. In this instance it is considered that the departure from Policy NG4 is justified.
- 10.61. It was indicated within the hybrid planning application that the quantity of floorspace that would be provided within the outline permission would create approximately 4500 new jobs based on the provision of 87,300sqm of employment space, equating to an average employee ratio of approximately 1 employee per 19sm of floorspace. The reserved matters proposals for Plots A, B and C would provide 49% of the permitted employment floorspace provision for Oxford North, which would equate to a total of 2200 employees. Applying the 13.7% modal share for cycling indicated within the Travel Plan for Oxford North to Plots A, B and C would mean that approximately 300 staff would be cycling to work (not accounting for flexible and home working patterns). The application of the adopted Local Plan Policy M3 standards across the reserved matters applications for Plots A, B and C as proposed by the applicant would provide 479 cycle parking spaces, this would exceed the requirement for cycle parking identified within the Travel Plan.
- 10.62. Oxfordshire County Council note within their updated response that the Oxford North Framework Travel Plan was based upon the North Oxford Transport Strategy (2014) and target provision of cycle parking would be expected to meet the targets set in the Local Transport and Connectivity Plan, which supersedes the North Oxford Transport Strategy (2014). The LTCP targets a reduction in car trips of approximately 50% by 2040 which would mean lowering the base mode share for car trips from 62% to 31% for the employment land use. The current target mode share for cars set out in the Transport Assessment/Framework Travel Plan supporting the hybrid application is 49.6% which would need to be reduced by a further 18.6% to reach the LTCP target. Assuming this reduction is split equally between cycle and bus (there will likely be uptake of other modes at lower levels) then the required cycle mode share would be 23%. The County Council note that the higher target modal share for cycling can be met based on the proposed provision of cycle parking.
- 10.63. It is important in line with Policy M1 of the Oxford Local Plan that adequate provision is made within the development to achieve a modal shift away from

private car use, towards more sustainable modes of travel, including cycling. It is important therefore that the cycle parking provided is adequate to meet future demand, which Oxfordshire County Council have indicated would be the case. It is pertinent to consider the quantum of cycle parking objectively based on existing and future need/demand and there are consequential design implications associated with providing large quantities of cycle parking. Were the AAP requirement for cycle parking to be met in full, this would require the provision of additional cycle parking stores within either the landscaped spaces surrounding the building, or at ground floor level, resulting in the loss of active frontages along one, or more elevations of the building. There is a strong argument that providing cycle parking to the AAP standards outlined under Policy NG4 would represent overprovision based on existing and future need, as assessed at the present time and whilst spare capacity for cycle parking has benefits, the impact is therefore not inconsequential in design terms. 42 cycle parking spaces have also been proposed adjacent to the northern loop road, which adjoins Plot C under reserved matters application 23/01569/RES. It should also be noted that should future demand increase for cycle parking, opportunity exists within the wider Oxford North site to provide additional cycle parking capacity.

10.64. Officers note the County Council's initial comments in relation to the provision of double stacked cycle parking and the useability of the upper tiered stores for some cyclists. The proposals however include the requirement to provide a large number of cycle parking spaces and a requirement to provide cycle parking as single tier spaces would negatively impact on the design of the building and surrounding spaces and would be an inefficient use of space. Officers support attaching a condition suggested by Oxfordshire County Council requiring two-tier racks to be of a design that provides assisted lifting/lowering of the upper tier of the cycle parking.

10.65. Officers consider that there is clear justification in this instance to depart from Policy NG4 of the NGAAP based on objectively assessed existing and future demand for cycle parking set out within the applicant's Travel Plan. The County Council have furthermore indicated that capacity for cycle parking exists that would meet the objectives of the Local Transport and Connectivity Plan, in terms of encouraging an increased modal share of persons cycling to work. Furthermore, the development would comply fully with the adopted Local Plan cycle parking standards for commercial developments outlined under Policy M5.

Drainage/Flood Risk

10.66. Policy RE3 of the Oxford Local Plan states that planning applications for development within Flood Zones 2, 3, on sites larger than 1 ha in Flood Zone 1 and, in areas identified as Critical Drainage Areas, must be accompanied by a Site Specific Flood Risk Assessment (FRA) to align with National Policy. The FRA must be undertaken in accordance with up to date flood data, national and local guidance on flooding and consider flooding from all sources. The suitability of developments will be assessed according to the sequential approach and exceptions test as set out in Planning Practice Guidance. Planning permission will only be granted where the FRA demonstrates that:

*e) the proposed development will not increase flood risk on site or off site; and
f) safe access and egress in the event of a flood can be provided; and
g) details of the necessary mitigation measures to be implemented have been provided.*

10.67. Policy RE4 of the Oxford Local Plan states that all development proposals will be required 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.

10.68. The above provisions are similarly accounted for under Policy BES4 of the Wolvercote Neighbourhood Plan.

10.69. A detailed surface water drainage scheme was approved for the Oxford North site under discharge of conditions application 18/02065/CND. Reserved matters approval (21/01053/RES) was granted for attenuation ponds on the central parcel of the Oxford North site, which form an integral part of the SuDS strategy for the central parcel of Oxford North. Works to form the ponds have recently been completed.

10.70. A drainage strategy has been submitted in support of this reserved matters application to demonstrate how the proposed development and the other buildings proposed under Phase 2 of the development would relate to the approved, overarching surface water drainage strategy for the Oxford North site. This is in line with Condition 44 of the hybrid planning permission which requires a surface water drainage strategy to be submitted for each phase of the development.

10.71. The surface water drainage strategy submitted as part of Phase 2 of the development also includes the provision of a permanently wet attenuation pond, which would be provided within the area adjoining the park and landscaped areas that would be provided under reserved matters application 23/01509/RES. This would complement the consented drainage strategy and would provide additional attenuation volume for the eastern part of the site, which would improve the previously consented drainage strategy. The underground storage that was included in the previously consented strategy would be retained. Swales are also proposed to the side of the access roads submitted under reserved matters applications 23/01562/RES, 23/01509/RES, and 23/01569/RES.

10.72. The strategy to deal with surface water drainage would align with the principles outlined within the surface water drainage strategy for the central parcel of the Oxford North site as approved under discharge of conditions application 18/02065/CND and reserved matters approval 21/01053/RES. Specific sustainable drainage measures that would be incorporated within the section of the site containing Building C, include the provision of green and brown roofs and permeable paving, as well as raingardens within landscaped areas, which are appropriate measures.

10.73. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently

subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA, given that the submitted drainage strategy is in substantial accordance with the approved surface water drainage strategy for the Oxford North site.

10.74. In principle the drainage strategy is consistent with Policies RE3 and RE4 of the Oxford Local Plan and Policy BES4 of the Wolvercote Neighbourhood Plan.

Ecology

10.75. It is a requirement of the planning permission that a minimum of 5% biodiversity net gain is delivered across the whole of the Oxford North site, this is accounting for the baseline condition of the site prior to the start of any works, this is set out within the accompanying Section 106 agreement and condition 52 of the hybrid permission. For clarity, this does not relate to a requirement to deliver 5% net gain as part of each application, moreover that 5% net gain should be delivered across the duration of the project preferably on site.

10.76. The application is accompanied by a biodiversity strategy which relates to all works proposed under Phase 2 of the Oxford North development, this has been submitted to meet the requirements set out under condition 52 of the hybrid permission.

10.77. In total it is proposed that 5.7 biodiversity units will be delivered within Phase 2 of the development. The reserved matters application for the proposed park and area of public open space will deliver the highest number of units (3.5 units). It is proposed that Plot C would result in a contribution of 0.34 biodiversity units, through a combination of soft landscaping and green roofs.

10.78. Officers are satisfied that the development proposals maximise the opportunity to deliver biodiversity net gain as a means of contributing towards the delivery of 5% biodiversity net gain across the Oxford North site. The proposals are considered to comply with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood 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, in conclusion 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. The proposed use would be consistent with Policy E1 of the Oxford Local Plan which promotes the expansion of employment uses on existing sites and specifically Policy NG3 of the Northern Gateway Area Action, which permits specifically uses that would enhance the knowledge economy of Oxford, including life science uses.
- 11.5. The proposed design is of a high standard in terms of the elevational treatment, proposed use of materials and the responsiveness of the building to the site context and adjoining public realm and would comply with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan. A small section of the building would extend above the height's parameter plan accompanying the hybrid application; however, it is considered that this would not have an adverse visual impact, in short- and longer-range views and would not negatively impact the openness of the green belt and how this is experienced within key views including from the west of the site. Whilst the proposed building would be large in scale, the height of the building is commensurate with the ridge height of adjoining buildings on the Oxford North site that benefit from planning consent and lies within a position in the site, where buildings of a significant height and volume would not appear out of place, as indicated within the approved heights parameter plan. The use of materials and elevational treatment is also considered to be of a high standard, which would assist in limiting the overall visual impact of the building, where this would be visible. Officers consider that the building would not have a significantly adverse visual impact and there is considered to be no conflict with Policies DH2 and G3 of the Oxford Local Plan.
- 11.6. No car parking is proposed under this reserved matters application. It is proposed that parking for each of the plots proposed under Phase 2 of the development would be provided within a multi-storey car park. Proposals for parking have been submitted under reserved matters application 23/01592/RES which will be determined at a later date. The site wide masterplan for Oxford North included provision for parking within multi-storey car parks to serve multiple development plots as opposed to each plot benefitting from individual parking. A car parking strategy should be included as a planning condition setting out the location and phasing of car parking serving the building proposed under this reserved matters application as on plot parking is not proposed.
- 11.7. Cycle parking is proposed on plot which would meet the requirements of Policy M5 of the Oxford Local Plan; however, this would be below requirements outlined under Policy NG5 of the Northern Gateway Area Action Plan. Officers however consider that there is clear justification in this instance to depart from Policy NH4 of the NGAAP based on the objectively assessed existing and future demand for cycle parking which corresponds with the modal share of cyclists identified in

applicant's Travel Plan, even where accounting for a future increase modal in the modal share of those cycling to the site as a mode of travel.

11.8. The application is accompanied by an updated surface water drainage strategy, covering the site the subject of this reserved matters application, in addition to the other parcels of land forming Phase 2 of the development. The Phase 2 surface water drainage strategy is consistent with the consented surface water drainage strategy for the central parcel of the site. Oxfordshire County Council as Lead Flood Authority (LLFA) have submitted an objection based on the level of detail provided by the applicants, which included a request for further information to be provided. The applicants have submitted a revised drainage strategy in response to the LLFA's comments, which is currently subject of review by the LLFA. Delegated authority is therefore sought for officers to resolve any remaining technical matters relating to surface water drainage and to respond to any further comments submitted by the LLFA.

11.9. A biodiversity net gain strategy has been submitted covering Phase 2 of Oxford North, outlining target delivery of net gain proposed for each of the reserved matters applications submitted under Phase 2, which will contribute towards delivering net gain across the Oxford North site across the duration of the development in accordance with Policy G2 of the Oxford Local Plan and Policy GBS5 of the Wolvercote Neighbourhood Plan.

11.10. For the reasons outlined in the report, officers recommend that the application is approved subject to the conditions set out in section 12 of this report.

12. CONDITIONS

Approved Plans

1. The development referred to shall be constructed strictly in complete accordance with the specifications in the application and the submitted plans.

Reason: To avoid doubt as no objection is raised only in respect of the deemed consent application as submitted and to ensure an acceptable development as indicated on the submitted drawings.

Material Samples

2. Samples of the exterior materials to be used shall be submitted to, and approved in writing by, the Local Planning Authority before the commencement of above ground works on the site and only the approved materials shall be used.

Reason: In the interests of visual amenity in accordance with Policy DH1 of the Oxford Local Plan 2016-2036.

Energy Statement Compliance

3. The development shall be carried out in accordance with the recommendations outlined in the submitted Plot C Energy Strategy – Phase

1A modifications and Phase 2 proposals prepared by Hoare Lea reference REP-2324753-SS-05-20230221-ONPH2C Rev 03.

Reason: To ensure the incorporation of sustainable design and construction with the approved scheme and to ensure carbon reduction in line with Policy RE1 of the Oxford Local Plan.

Biodiversity Net Gain and Enhancements

4. The ecological enhancements and biodiversity net gain provided by this phase of development shall be delivered in accordance with the details contained in 'Discharge of Condition 52 for Reserved Matters Applications Central Landscape, Development Plots A, B and C and Central External Works North and South produced by BSG Ecology V3 dated 16th August 2023 as submitted with the planning application and agreed in principle with the local planning authority prior to determination. The approved scheme shall be implemented in full prior to first occupation of the development and the enhancement measures shall be retained thereafter unless otherwise agreed in writing by the Local Planning Authority.

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

Cycle Parking Provision

5. Prior to the first occupation of the building, details of the proposed cycle parking shall be submitted to the Local Planning Authority for approval in writing. The approved cycle parking shall be installed prior to the first occupation of the building and shall be retained as cycle parking thereafter.

Reason: To ensure that the opportunities for sustainable travel modes are taken up in accordance with Policy M1 and M5 of the Oxford Local Plan and Paragraph 110 of the NPPF.

Cycle Parking Design

6. Cycle parking provided by two-tier racks shall be of a design that provides assisted lifting/lowering of the upper tier unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the opportunities for sustainable travel modes are taken up in accordance with Policy M1 and M5 of the Oxford Local Plan and Paragraph 110 of the NPPF.

Car Parking

7. Prior to the first occupation of the development, details of a car parking strategy to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The car parking strategy shall outline

the location where the car parking will be provided within the Oxford North Site and the timing and phasing of how the parking will be delivered. The number of parking spaces provided shall be no greater than a ratio of 1 parking space per 62.5sqm of employment floorspace as delivered under this reserved matters approval.

All car parking shall be provided and made available prior to the first occupation of the building hereby approved and shall be retained thereafter, unless otherwise previously agreed in writing by the Local Planning Authority.

Reason: To ensure the phased delivery of car parking to serve the proposed development up to a maximum permitted level in the interests of highway safety and amenity and ensuring a modal shift to more sustainable modes of travel in accordance with Policies M1, M2 and M3 of the Oxford Local Plan and Policy NG6 of the Northern Gateway Area Action Plan.

Re-provision of temporary car and cycle parking

8. Prior to the commencement of development, a strategy for the re-provision of car and cycle parking to serve the Red Hall and the buildings benefitting from detailed planning permission under hybrid planning permission 23/01412/RES shall be submitted to and approved in writing by the Local Planning Authority.

The car and cycle parking strategy shall outline the location where the car parking will be provided within the Oxford North Site and the timing and phasing of how the parking will be delivered. The number of car parking spaces provided shall be no greater than a ratio of 1 parking space per 62.5sqm of employment floorspace.

No development shall commence until the car and cycle parking outlined within the strategy to serve the Red Hall and the buildings benefitting from detailed planning permission has been provided and made available for use.

Reason: The existing temporary car and cycle parking would be lost and a permanent site for car and cycle parking must be provided in the interests of highway safety and amenity and ensuring a modal shift to more sustainable modes of travel in accordance with Policies M1, M2 and M3 of the Oxford Local Plan and Policy NG6 of the Northern Gateway Area Action Plan.

Landscaping

9. The development shall be carried out in accordance with the landscaping proposals submitted alongside this application. The landscaping 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 2016-2036.

Tree Planting Pits

10. Details of tree pit designs for each of the public realm tree planting types specified in approved landscaping plan shall be submitted to and approved in writing prior to the commencement of landscaping works.

The landscape works shall be carried out in accordance with the approved details unless otherwise agreed beforehand in writing by the local planning authority.

Reason: To ensure newly planted trees are established, to provide visual interest in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2036.

13. APPENDICES

- **Appendix 1** – Site location plan
- **Appendix 2** – Phase 2 Development Plan
- **Appendix 3** – ODRP Report

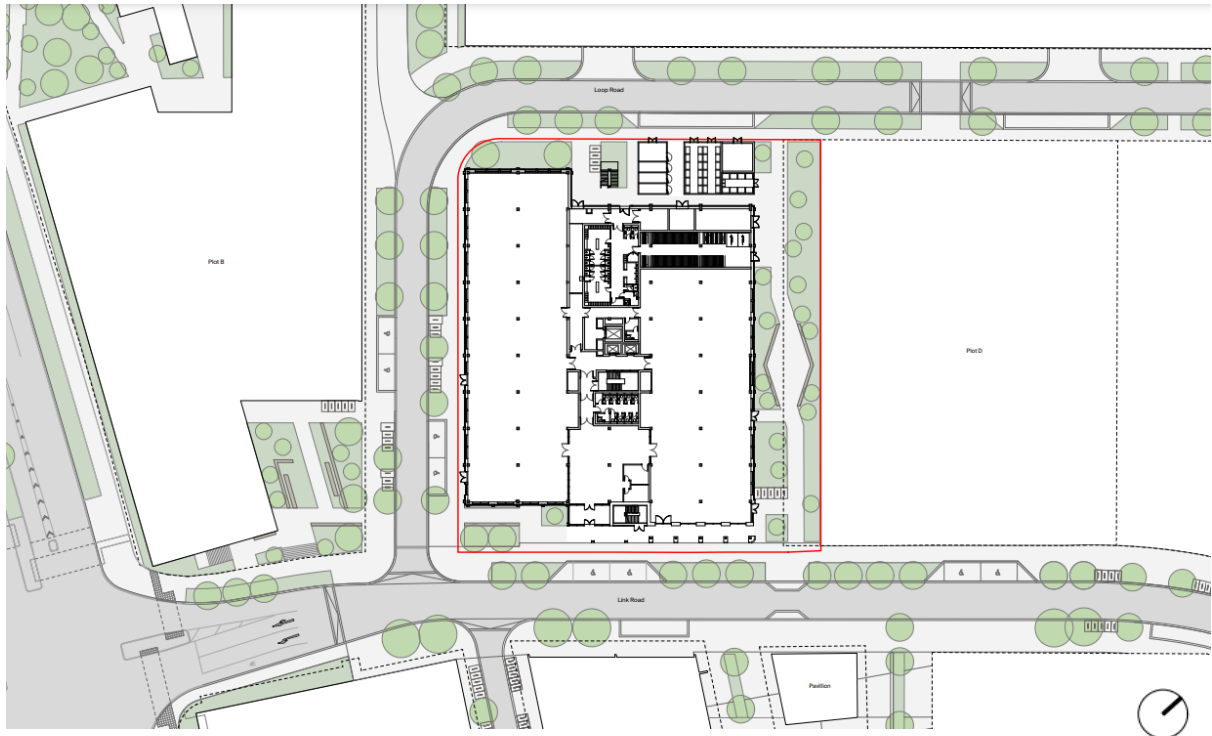
14. HUMAN RIGHTS ACT 1998

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

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

Appendix 1 – Site Plan – Building C



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Appendix 2 – Phase 2 Layout Plan



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Oxford Design
Review Panel

Design
South East

Appendix 3

Report of the Oxford Design Review Panel

Oxford North, Phase 2

25th November 2022

Introduction

A design workshop was held in Oxford on 10th November 2022, preceded by a site visit and presentations by the design teams.

The proposal is for phase 2 of Oxford North, a mixed-use urban district. The proposals reviewed comprised of the Red Hall; plots A, B, and C; and the car parking proposal as well as amendments to the consented outline masterplan.

A summary of the Panel discussion is provided, highlighting the main items raised, followed by a set of key recommendations aimed at improving the design quality of the proposal. Detailed comments are presented under headings covering the main attributes of the scheme.

Appendix A contains a set of sustainability related comments from Kat Scott, architecture and sustainability expert, who was unable to attend the meeting but was due to be part of the review panel. The document closes with the details of the meeting (appendix B) and the scheme (appendix C).

Paragraph 133 of the National Planning Policy Framework (2021) states that *“local planning authorities should ensure that they have access to, and make appropriate use of, tools and processes for assessing and improving the design of development. These include workshops to engage the local community, design advice and review arrangements, and assessment frameworks such as Building for a Healthy Life 51. These are of most benefit if used as early as possible in the evolution of schemes and are particularly important for significant projects such as large scale housing and mixed use developments. In assessing applications, planning authorities should have regard to the outcome from these processes, including any recommendations made by design review panels.”*

Summary

The buildings are developing positively in architectural terms. However, it is important that as the design development progresses, the focus on the creation of a cohesive place drives the decision-making to avoid a dilution of the overall vision. This approach must foreground the quality of the in-between spaces and landscape rather than just focusing on the individual buildings and plots. Outstanding architecture will only create a successful place if the spaces in-between are treated equally sensitively, in an integrated manner.

The experience of working, living and visiting Oxford North must be considered inclusively, designing for a range of users, needs and scenarios in the day and night. To achieve a successful inclusive place, the teams should continually test the design, from site-wide principles through to architectural details, against diverse perspectives and experiences.

Key recommendations

1. Develop and rigorously apply a site-wide landscape strategy considering incidental landscape, edges, and interfaces.
2. Develop the pavilion building to an equivalent stage to the Red Hall and town square proposals and clarify its role within the scheme.
3. Demonstrate that the scheme is inclusive and designed for a diversity of users and experiences to successfully foster community.
4. Design the Red Hall and associated external spaces for likely specific use settings, to avoid an overly generic design.
5. Test movement scenarios across the site, consider where the front door for each building is and how one would travel there at different times of day and using different transport modes.
6. Define external spaces, in relation to the buildings and set out their role and purpose. Identify opportunities for social interaction spaces at all scales.
7. Set out the long-term strategy for the dismantlable car park. Describe how people will be incentivised not to use cars and to transfer to zero carbon travel options; how the car park material, once dismantled, will be reused; and how landscape will encroach over time.

Detailed comments and recommendations

1. Vision and landscape

- 1.1. Typical science parks risk being clinical, developed as a series of building plots rather than a cohesive place. Whilst we welcome the vision that this place will be different and the concept of building community in phases, we are not yet convinced that Oxford North can build a collaborative mixed-use community, that seamlessly links residential, commercial, and innovation. A convincing narrative should describe how people across the site relate to one another, linked by public spaces where collaboration and interactions can occur, fostering a diverse and inclusive community. There must be a holistic approach to ensure this is a genuinely innovative place tied together with an applied sitewide landscape strategy.
- 1.2. Although the landscape proposals for the central park are largely convincing, the incidental landscape around the scheme's edges and interfaces is underdeveloped and not contributing as strongly to character of place as the buildings.
- 1.3. Beyond spill-out landscape within plot boundaries, a sitewide strategic approach to landscape and biodiversity corridors is required to avoid isolated pockets of landscape. This is proposed to be an innovative place, yet it is not clear how innovation is permeating throughout the public realm and landscape. There should be common agreement about the definition, identity and purpose of each external space and how they reinforce the defined character of the area. Incidental landscape needs to integrate the functional uses of these spaces (bike parking, waste streams, specialist services such as cafes etc), these uses cannot be left to eat away at these spaces.
- 1.4. Two residential communities will form part of Oxford North, to the west of the A40 and east of the A44. Each one has its own amenity spaces, but these communities should also be invited into the heart of the scheme to use areas such as the town square and central park. Locating the children's play space away from the town square to the southern edge does not encourage a mix of people and uses, and this should be reviewed.

2. Masterplan and movement

- 2.1. Repositioning the town square adjacent to the Red Hall is a positive move. This space is developing positively as a social hub. The pavilion building will be key to wayfinding, programming activity, cycle storage and defining the north-western edge of the town square, but its design is at a diagrammatic stage and consequently underdeveloped. This should be progressed as the pavilion design will impact the relationship between buildings and the town square – primarily plot C.
- 2.2. Movement scenarios should be tested considering different journeys. The location of front doors and arrival at each plot needs to be considered so that all users and modes are equally welcome by including appropriate access and provision for short-stay visitors to leave their transport such as bikes, e-scooters, mobility scooters and wheelchairs. It is not clear how deliveries and couriers will be accommodated.
- 2.3. Although the shuttle bus is promising, its implementation is not certain. Public transport provision and options need to be progressed rapidly to the same level of detail as the carparking. Cycle storage across the site should be developed further to ensure cycling is celebrated and bikes are integrated into site-wide design. This should include provision for cargo bikes.
- 2.4. The team should consider the routes someone would take when on a work break, the location of quiet spaces, where one would one roam or meet a friend and how strategic approaches to security, landscape, movement, and public realm will shape these experiences.
- 2.5. The Red Hall will provide a marker for those navigating the site but will not be visible everywhere. Legibility and wayfinding must be built into the scheme through distinctive characters, so people understand which area of the site they are in.
- 2.6. The loop road has been brought into the site. This could be a pleasant evening walk that works better than the original road, provided the experience is designed to ensure this is a safe and pleasant route.

3. Red Hall

- 3.1. The Red Hall's architecture is developing positively. The bold design and striking colour work well, and this building will create a heart to the scheme and legibility through the masterplan. The split roof and flues are positive and aid distinctiveness.

- 3.2. An overly flexible approach to the design may lead to the building being generally suitable for everything and specifically suitable for nothing. If the building is fully flexible there will be nothing for the landscape to relate to. A similar approach to the programming of the town square could be taken, by anticipating the most likely configurations of the space.
- 3.3. As the building has evolved, the canopies have lost their sense of hierarchy and this should be refined to establish where the 'front door' of the building is, and how it relates to internal uses and the natural meeting point for people who gather here.
- 3.4. This building has a community focus and provides unique uses that will encourage people to gather from across the site as well as incubation spaces above the ground floor. Whilst recognising child safeguarding concerns, we would encourage the team to explore whether the nursery could be located here to strengthen the concept of this building as a community anchor.
- 3.5. The south-western elevation, facing onto the phase 1a buildings, is a glazed flat façade. Although there will be a sense of activity within the building, more could be done to encourage a sense of connection and articulate a specific connection.
- 3.6. The town hall studio faces the link road and would perhaps be better located off the square where the activity will be focused. The facilities office sits on the corner of the square, but this use will not activate the corner adequately and a more community focused use should be explored here.
- 3.7. The fire escapes should be relocated, as their positioning fixes the size of the retail space onto the square and significantly reduces the flexibility of the ground floor.

4. Plot A

- 4.1. The building's façade and proportions have developed sensitively, and the stepping is interesting. The experimental service pavilion is conceptually strong and presents an opportunity to be genuinely experimental. By offsetting the two forms there is an opportunity to be seized regarding the relationship between the inside and outside, considering building and landscape together.
- 4.2. The experience of the secondary street and of the approach to this building should be defined.

4.3. The depth of the plan is concerning, and the lack of natural light to some areas restricts future flexibility. The plan's adaptability and environment for users should be tested to ensure flexibility, and the insertion of natural daylight in the future should be designed for, in the event that some areas become office space.

4.4. The red fire escapes have a strong synergy with the red hall and are reminiscent of Parc de la Villette. To ensure they are both joyful and useful, their use, security arrangements and how they relate to the inside and outside should be defined.

5. Plot B

5.1. Unlike other plots, much of plot B is given over to landscape rather than building, which presents interesting opportunities to create a variety of landscape spaces. Care should be taken to avoid the north-western space appearing as an afterthought rather than a structured piece of landscape that enhances the topography and introduces the site for those approaching the A40 from the north. We are unconvinced that the cycle storage should be located around the back of the building, as cycling should be celebrated and cycle storage easily accessible.

5.2. We are not concerned about the chimneys breaching the height parameters; they enhance the building and views from the road. The long-distance views of the building are positive.

5.3. The visuals of the A40 appear green and softened in comparison to the existing condition. However, the road may not be like this and could instead be noisy. Measures should be taken to either mitigate or celebrate this condition.

5.4. The landscaped forecourt and entrance lobby require further work to successfully achieve a sense of arrival, perhaps as an external foyer space. The balcony could be used to activate the façade further and the core pushed westwards to help resolve the geometry.

5.5. Transporting wet lab material from certain areas to the loading bay may be challenging and should be tested.

6. Plot C

- 6.1. This building will play a civic role and partially address the town square. It has a heavier quality in comparison to the other buildings reviewed. As the design develops, the team could explore introducing further delight to the building, for example through some asymmetry in response to the offset of the town square. The changes to the southwest corner of the building, facing plot B, are subtle and could be celebrated further.
- 6.2. This building comes up to the edge of the plot, therefore more thought has to be given to how landscape will be integrated using innovative planting, and to the building's response to surrounding spaces, particularly the entrance to plot B, perhaps through a recess on the southwestern corner.
- 6.3. The design process for plot C is largely positive. We welcome that the landscape and visual impact assessment (LVIA) has been used as a tool to inform design development and that sustainability considerations have been embedded. However, the experience for those using a wheelchair is unacceptable, as users will have to take a small platform lift and then go to the back of the building to access the main lifts.
- 6.4. The shift from a vertical emphasis on the front façade to a horizontal one along the sides of the building is compelling. Further work is needed to describe how the back relates to the carpark and where the front and back begin and end.

7. Car park

- 7.1. We welcome that the carpark will be dismantable and that undercroft parking to individual buildings has been removed. It is not clear how people will be encouraged not to use cars. As part of a long-term strategy, we encourage the team to consider how this material could subsequently be re-cycled on or off-site and consider how landscape could encroach along this biodiversity corridor. The team should demonstrate that the number of spaces needed is accurate. Due to increased wet laboratories being accommodated across the district, there will potentially be a dropped occupancy from the original masterplan calculations.
- 7.2. A clear strategy for car use reduction should be included, with clear phases and triggers for reduction (such as improved public transport services).

- 7.3. The carpark extends along the north-western edge of the site, from the balancing ponds to plot B, bordering the A34. Many people experiencing the development will be driving past, and the car park will, in the early years, foreground and frame the rest of the site (although it is low enough to avoid dominating the view). The films depicting this journey reiterate the importance of these views and they should be referred to when developing the design.
- 7.4. Alternative approaches to the car park cores were discussed, and their design, detailing and treatment require further development to fully understand their impact on the views and whether they enhance or detract from the scheme's identity. They could be designed as a strong visual marker to the development when viewed from the A34.
- 7.5. The roof could be utilised for biodiversity, for example by including beehives or insect habitats, and to support bird watching or similar activities. Facilities (include wcs and access) for a rooftop summer space could also be incorporated into the design.
- 7.6. With the introduction of a single car park and the relocation of the square, the pedestrian route between the two becomes critical for access and legibility of the site. The design of this route should reflect this and the entrance to the car park ~~also~~ should relate to this. Approximately 900 vehicles could be entering and exiting the site at peak times. When developing the detailed landscape design, careful consideration needs to be given to the design and character of these routes, considering the experience at busy times of day.

Appendix A: Sustainability comments

9. Sustainable design

- 9.1. We welcome that whole life carbon and nature is playing a role in the masterplan. However, for this typology of buildings, given their probable higher unregulated and regulated energy loads, clear targets should be set out in regard to operational and embodied energy. Biodiversity targets should be clearly defined.
- 9.2. The architectural proposals should now be tested against sustainability targets. The team must demonstrate how the designs are addressing and meeting sustainability targets and how these are shaping design development. We are concerned that the proposals have been overly shaped by aesthetic drivers without considering sustainability and responding to environmental conditions, which would offer new tensions and parameters to drive the architectural design forward and embed it within place.
- 9.3. The individual plots lack robust environmental analysis and therefore lack robust strategies to address the environmental conditions their building is sited in. All assumptions should be tested and analysed for the panel to have confidence that the buildings are efficient, responding to environmental conditions, and pursuing optimum carbon solutions.
- 9.4. The buildings are proposed to be adaptable and could be used as workspaces, whilst designed for commercial services. We question if there is therefore a risk of over-provision of commercial services in Oxford (hence the need for adaptability). If this is the case the team should evidence how the servicing strategy can be designed to anticipate adaptability so that the architecture does not become overly engineered and significantly impactful in carbon terms based on hypothetical scenarios that may not come into being in the future.
- 9.5. The façade design, orientation and massing for all buildings should be shaped by environmental conditions, to maximise energy performance and achieve an optimal internal environment for users.
- 9.6. As part of a site-wide water strategy, the team should set out how greywater will be reused within buildings and how water consumption will be reduced.

10. Red Hall: sustainability

- 10.1. The red hall's façade strategy should be reviewed. The northwest façade is glazed which will lead to significant heat loss, and heating gain will be limited in the winter due to orientation. Glazing should only be applied when needed and be justified beyond aesthetic reasons. A varied and articulated façade could engage with external spaces without excessive glazing. The east and west facades will also require vertical shading devices such as fins. However, the fins are depicted inside the building, they will be least effective here and, if required, should ideally be outside the building's thermal line.
- 10.2. Consideration of the internal environmental performance of the red hall is limited. A robust analysis is required, setting out how the revised red hall is performing and how the facades and forms will need to be mitigated within the building, whether through servicing or otherwise.

11. Plot A: Sustainability

- 11.1. Plot A describes an 'optimum structural grid'. The team should evidence how the grid has been tested with inhabitation in various arrangements showing how it functions.
- 11.2. Plot A includes a significant amount of plant. The team should evidence the environmental strategy is informing efficiencies in the mechanical, electrical, and plumbing (MEP) servicing.
- 11.3. The energy capture performance of the photo voltaic panels on Plot A should be optimised to justify their whole-life carbon cost. We are not convinced that their inclines and east-facing orientation is the most efficient arrangement available. Their positioning seems arbitrary and should be justified.

12. Carparking: sustainability

- 12.1. The whole life carbon impact of the car park should be assessed. The mobility hub and cycle parking experience should be clarified to understand how the opportunity to create an optimal experience for those using active travel.

Appendix B: Meeting details

Reference number	Ref: 1869/221110
Date	10 th November 2022
Meeting location	Jurys Inn (Leonardo Royal Hotel), Godstow Rd, Oxford OX2 8AL
Panel members attending	Joanne Cave (Chair), urban design and planning Camilla Ween, urban design and transport planning Dan Jones, architecture and education, arts & public buildings Justin Nicholls, architecture and regeneration Lindsey Wilkinson, landscape architecture and historic environment
Panel manager	Lizzie Atherton, Design South East
Presenting teams	Iulia Fratila, Fletcher Priest Keith Priest, Fletcher Priest Phil Pryke, Fletcher Priest Stina Hokby, Fletcher Priest Neil Porter, Gustafson Porter, and Bowman Nat Keast, Wilkinson Eyre Stafford Critchlow, Wilkinson Eyre Chris Neve, Gort Scott Jay Gort, Gort Scott
Other attendees	Robert Linnell, Savills Adam Smith, Stanhope Gary Taylor, Stanhope Kel Ross, Hoare Lea Victoria Collett, Thomas White Oxford Mike Kemp, Oxford City Council Gill Butter, Oxford City Council Joseph Sorrel, Oxford City Council Natalie Dobraszcyk, Oxford City Council
Site visit	Panel members visited the site before the meeting, accompanied by the client, design team and City Council officers

Scope of the review	As an independent design review panel, the scope of this workshop was not restricted.
Panel interests	Joanne Cave is currently working with Stina Hokby of Fletcher Priest Architects on an unrelated project. This was not deemed a conflict of interest
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	Oxford North Phase 1 was reviewed by the ODRP twice on the 20 th May and 29 th September 2021.

Appendix B: Scheme details

Name	Oxford North Phase 2
Site location	Oxford North (Northern Gateway) Land Adjacent To A44, A40, A34 And Wolvercote Roundabout.
Site details	<p>Oxford North comprises approximately 30 hectares of land at the northern edge of the city, adjacent to the A34. The land is split into three parcels by the A40 and A44 roads. Phase 2 is the central parcel bordered by the A34 on the north-west boundary, A44 on the north-east boundary, and the A40 along the south-west boundary.</p> <p>Development has commenced on site works that have commenced include: the formation of a link road between the A40 and the A44; earthworks to form development platforms on central and Canalside parcels of site; A40 improvement works including addition of bus lanes, bus stops, formation of junctions to A40, and cycle infrastructure.</p>
Proposal	<p>The proposals relate to ‘phase 2’ of the Oxford North works, comprising:</p> <ul style="list-style-type: none"> - three new life sciences buildings on plots A,B, and C; parking provision;

- revisions to the design of the 'Red Hall' building approved under the full element of the hybrid planning permission;
- revisions to landscape and public open spaces approved under the full element of the hybrid planning permission including the central park.

Phase 2 is the next major reserved matters phase related to planning application (18/02065/OUTFUL), changes are also proposed for phase 1a, which benefits from full planning permission.

Planning stage	The scheme is at pre-application stage with intention to submit a reserve matters application.
Local planning authority	Oxford City Council
Planning context	<p>The Northern Gateway development area was first allocated in the Oxford Core Strategy document adopted in 2011. This was later taken forward in the Northern Gateway Area Action Plan (AAP) adopted in July 2015 which fixed the overall parameters for the whole area as:</p> <ul style="list-style-type: none"> - Up to 90,000sqm of B1 employment - Up to 500 dwellings - Up to 2,500 sqm of local retail uses - 180 bed hotel <p>Both of these documents were subject to independent Inspector's deliberations and ultimate approvals. The recent Oxford City Local Plan 2036 amended the area to the north-east of the Park and Ride to a housing allocation.</p>
Planning history	<p>The proposals would be a reserved matters application relating to planning application 18/02065/OUTFUL. Hybrid outline planning permission was granted for the following uses in March 2021:</p> <ul style="list-style-type: none"> (i) Outline application (with all matters reserved save for "access"), for the erection of up to 87,300sqm(GIA) of employment space (Use Class B1), up to 550sqm(GIA) of community space (Use Class D1), up to 2,500sqm(GIA) of Use Classes A1, A2, A3, A4 and A5 floorspace, up to a 180 bedroom hotel (Use Class C1) and up to 480 residential units (Use Class C3), installation of an energy sharing loop, main vehicle access points from A40 and

A44, link road between A40 and A44 through the site, pedestrian and cycle access points and routes, car and cycle parking, open space, landscaping and associated infrastructure works. Works to the A40 and A44 in the vicinity of the site.

- (ii) Full application for part of Phase 1A comprising 15,850sqm(GIA) of employment space (Use Class B1), installation of an energy sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019).

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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Minutes of a meeting of the Planning - Oxford City Planning Committee on Tuesday 15 August 2023



Committee members present:

Councillor Clarkson (Chair)	Councillor Hollingsworth (Vice-Chair)
Councillor Fouweather	Councillor Fry (for Councillor Rehman)
Councillor Morris (for Councillor Kerr)	Councillor Mundy
Councillor Pressel (for Councillor Chapman)	Councillor Railton
Councillor Upton	

Officers present for all or part of the meeting:

Sarah De La Coze, Principal Planning Officer
Natalie Dobraszczyk, Development Management Team Leader
Sally Fleming, Planning Lawyer
Robert Fowler, Development Management Team Leader (West)
Nia George, Planning Officer
Emma Lund, Committee and Member Services Officer
Tanaka Merralls, Trainee Solicitor
Andrew Murdoch, Development Management Service Manager

Apologies:

Councillors Altaf-Khan, Chapman, Kerr, Malik and Rehman sent apologies.

Substitutes are shown above.

22. Declarations of interest

23/00405/OUTFUL

Councillor Upton stated that she was a member of the Cabinet and had been present at a meeting on 14 June 2023 when Cabinet had given approval to advertise the intention to appropriate the site for planning purposes. Whilst Councillor Upton considered that she would be able to approach the application with an open mind, she acknowledged that her participation may give rise to a perception that she had already formed a view. Councillor Upton therefore declared that she would leave the meeting room whilst the application was considered and would not participate in determining it.

Councillor Hollingsworth declared that until May 2023 he had been the Cabinet Member for Planning and Housing Delivery. In this capacity he had had partial responsibility for the scheme and held a substantial number of day to day discussions about the details of the scheme, including elements which were within the planning application. As this gave rise to a potential public perception of pre-determination, Councillor Hollingsworth declared that he would leave the meeting room whilst the application was considered and would not participate in determining it.

Councillor Clarkson declared that she had been a member of Cabinet in March 2020 and had voted for enabling detailed design plans to be drawn up for the Blackbird Leys site prior to submitting a planning application. However, she had had no involvement with any decision relating to the site or application since that time and had stood down from Cabinet in May 2022. Councillor Clarkson stated that was approaching the application with an open mind and would listen to the presentation, public speakers, and debate before forming a view on the application.

23/00142/FUL

Councillor Fouweather declared that he had visited an exhibition on the development which had been arranged by the developers. However, he had not discussed the application, and had viewed the exhibits and outline drawings only. Councillor Fouweather declared that he was approaching the application with an open mind.

Councillor Pressel stated that she lived close to the application site; however, it was not within the same street and was separated by a main road. Councillor Pressel declared that she was approaching the application with an open mind.

Councillor Fry declared that he also lived fairly close to the application site but had not been involved in or discussed the application and was approaching it with an open mind.

23. 23/00405/OUTFUL: Land at Blackbird Leys Road and Knight's Road, Oxford

Councillors Hollingsworth and Upton left the meeting and did not participate in determining the application.

The Committee considered a hybrid application (23/00405/OUTFUL) for the redevelopment of Blackbird Leys District Centre and Land off Knights Road, Oxford. Full planning permission was sought for the erection of up to 210 apartments and up to 1300sqm of retail and commercial space (Use Classes E and Sui Generis) across four buildings on Blackbird Leys Road and the erection of up to 84 dwellinghouses at Knights Road, all with associated demolition of existing buildings and the provision of vehicular accesses, highway improvements, public open space and associated necessary infrastructure. Outline planning permission was sought for the provision of a community centre and public open space surrounding the community centre (Use Classes F2 and E) and block A (community square and green) in the District Centre with all matters reserved except for the principal means of access.

The Planning Officer presented the report and provided the following updates:

- Since the publication of the report an additional public comment had been received which had raised concerns about the impacts of the proposal on biodiversity and ecology, specifically: badgers; a lack of representation within the statement of community involvement; and the impact of imposing a Controlled Parking Zone (CPZ) within the area;
- An additional consultee response had been received from the Buckinghamshire, Oxfordshire and Berkshire West Integrated Care Board which requested a financial contribution of £85,000 to facilitate the conversion of a non-clinical room to a clinical room at Donnington Surgery. This would mitigate the impacts of the increased

population and demand for health services arising from the proposed development. This contribution would be sought as part of the s106 legal agreement;

- A contribution of £116,663 towards Special School education capacity serving the development and a contribution of £27,624 towards the expansion and efficiency of Household Waste Recycling Centres (HWRC) would also be secured through the s106 agreement;
- A further representation had been received from the Oxfordshire Badger Group which had reiterated their strong objection. Their concerns were principally that: they did not consider that the impact on biodiversity and habitats had been thoroughly assessed; the scheme had not been modified at an early stage to save badger setts (circular 06/2005); the 26% loss of biodiversity was not acceptable; the mitigation measures were not robust enough or based on suitable methodology; there should be a 50m buffer to Northfield Brook; and development on the Knights Road site was opposed generally as it is a greenfield space. These issues had been covered in more detail in section E (para 10.243) of the committee report.
- Officers also wished to clarify that: the ward on page 1 should be shown as Northfield Brook Ward and Blackbird Leys Ward; the application was liable for the listed CIL contribution outlined at paragraph 4.1, however it should be noted that there was provision within the legislation for exemptions to be sought on qualifying developments; paragraph 10.116 stated that Block C would be 'up to 5 floors' which should read as '4 storeys'; at paragraph 10.279 'Thames Valley Policy' should read 'Thames Valley Police'; for clarity it was proposed that the existing match day CPZ would be extended to include the Knights Road site (Paragraph 10.287). This would be secured by condition 56.

Officers considered that the proposed development would respond appropriately to the site context, local plan policies and the site allocation policies SP4 and SP15. It would provide significant highway and public realm improvements; community and commercial uses as well as a significant number of affordable homes. The departures from the Development Plan were considered to be justified in this instance. There would be enhanced pedestrian connectivity, improvements to highway transport through financial contributions and no harm to the highway network as a result of the traffic generation. The development, taken across the combined sites, would result in a net gain in tree canopy cover through new and retained soft landscaping. There would be no harm to any identified protected species, and subject to 3.515 habitat units being delivered off-site the proposal would achieve a biodiversity net gain of 5%. The development would be of sustainable design and construction, achieving a 64% reduction in carbon emissions when set against 2021 Part L Regulations and was on track to achieve a BREEAM excellent rating. For these reasons, and the reasons set out in the report the application was therefore recommended for approval, subject to conditions and the relevant legal agreements.

Neil Homer, on behalf of Blackbird Leys Parish Council, spoke against the application.

David Foster (applicant), Sophie Thomas-Lacroix (architect) and Carolyn Ploszynski (Oxford City Council) spoke in favour of the application.

The Committee asked questions about the details of the report, which were responded to by officers and the public speakers. The Committee's discussions included, but were not limited to:

- The proposal involved a reduction in community centre space compared to the existing provision, despite an increase in residents. However, officers responded that the existing community centre building was very inefficient in terms of the amount of circulation space it provided. There was potential with the new centre to work more smartly with the building and create a more efficient floor plan which would give an improved quality of space despite a reduction in footprint. The community centre would be coming forward as part of reserved matters, and so consideration would be given to making sure that it met the needs of the community as part of that process. There was also a minimum amount of floor space of 1200sqm which was conditioned;
- The number of car club spaces was considered by officers to be acceptable for the scheme;
- The reason for the financial contribution requested by the Buckinghamshire, Oxfordshire and Berkshire West Integrated Care Board being made to Donnington Surgery (rather than the closer Leys Surgery) was that the NHS had advised that improvements to The Leys Surgery would be extremely costly. The provision of an additional room at Donnington Surgery, which would enable patient need to be distributed accordingly across the site, had therefore been suggested by the NHS as an acceptable solution;
- A condition was to be included which would require that a Controlled Parking Zone (CPZ) was established for the Knights Road site. This would involve extending the existing match day CPZ restrictions to Knights Road. The Highways Authority had not raised any objection, and the transport assessment indicated that there was adequate capacity on street to accommodate for additional parking;
- It was noted that the bin store at Block D was external, and it was suggested that, if not already included, a condition should be included to ensure that access to it was secure and it was not open to misuse;
- The biodiversity net gain assessment showed that there would be a reduction in habitat units but a gain in hedgerow units. A financial contribution would be used to offset the loss of habitat units via the purchase of units from the Trust for Oxfordshire's Environment.

On being proposed, seconded and put to the vote the Committee agreed with the officer's recommendation to approve the application for the reasons set out in the report, subject to the conditions set out in the report; an additional condition relating to the security of the bin store at Block D, and a legal agreement to secure the planning obligations set out in the report.

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 an additional condition relating to the security of the bin store at Block D 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 were set out in the report; and

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

- finalise the recommended conditions as set out in the 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.

24. 23/00142/FUL: Linton Lodge Hotel, 11-13 Linton Road, Oxford OX2 6UJ

The Committee considered an application (23/00142/FUL) for demolition of the rear accommodation block, conference block and pavilion building; erection of a replacement rear accommodation block, detached villa accommodation and courtyard garden accommodation; extension, alterations and reconfiguration of the hotel (including a remodelled front porch and building front) to provide 36 bedrooms, function space and operational improvements; extensive landscape enhancements, access and parking configuration and associated works at Linton Lodge Hotel, 11-13 Linton Road, Oxford.

The Planning Officer provided the following updates:

- Since publication of the committee report three additional letters of representation had been received relating to: highways and parking; the impact of the development on the Conservation Area; and trees. The issues raised had been addressed in the committee report; additionally the Planning Officer confirmed that the impact on tree T33 (a category A oak tree) had been considered as part of the application. Officers had concluded that the encroachment that the new building would have over the existing Root Protection Area of the tree was an acceptable level of impact: this view had been reached taking account of the fact that it was a relatively young and vital tree and had capacity to absorb and adapt to the site changes which were proposed.
- Paragraph 10.39 should state that there would be no harm to the setting of the neighbouring listed buildings;

- An additional condition would be included requesting details of the glasshouse and pergola to be provided and approved, as well as details, and associated screening, of the proposed condenser units.

The Planning Officer presented the report and highlighted the following:

- The application sought planning permission for the redevelopment of the Linton Lodge Hotel. The redevelopment would include the demolition and replacement of the rear extension block to the main hotel and the introduction of two accommodation blocks: one in the garden located along the boundary the site shared with Northmoor Road, and one on Charlbury Road. The proposal would result in 36 additional hotel bedrooms taking the hotel to 123 bedrooms in total.
- In addition the scheme proposed an expanded and centralised reception, café and bar area; new and improved hotel gardens; 9 car parking spaces (including 3 drop-off spaces, 3 disabled spaces and 3 standard spaces); 60 cycle parking spaces; and a new substation to the front.
- The site lay entirely within the boundary of the North Oxford Victorian Suburb Conservation Area. The proposed development would be in close proximity to two Listed Buildings: No. 7 Linton Road and No. 20 Northmoor Road. The site was also located within the Summertown and St Margarets Neighbourhood Area where a Neighbourhood Plan was in place.
- The buildings had been designed and arranged to limit the harm to the Conservation Area. Amended plans had been received showing the removal of the balconies in order to address concerns relating to overlooking and loss of privacy.
- The report set out the impact of the development on the historic environment. Whilst a low level of less than substantial harm to the Conservation Area had been identified, it was considered that no harm would be caused to the setting of the nearby listed buildings. Great weight had been given to the conservation of these designated heritage assets but the public benefits of the scheme were considered to outweigh the level of harm caused.
- With regard to impact on neighbouring amenity, the development was not considered to have an unacceptable impact with regard to loss of light, outlook, overlooking or overbearing impact. Where potential harm had been identified mitigation measures had been incorporated.
- No technical objections had been received to the application.
- In conclusion officers considered the application to be acceptable in terms of principle, design, impact on neighbouring amenity, highways, heritage, trees, biodiversity and the issues set out in the report. It was therefore recommended for approval subject to conditions and a section 106 agreement to secure a travel plan monitoring fee.

Philip Allen of the Linton Road Neighbourhood Association spoke against the application.

Paul Slater (agent) spoke in favour of the application.

The Committee asked questions about details of the application which were responded to by officers, the objector and the applicant's consultants. The Committee's discussions included, but were not limited to:

- The proposal involved the removal of an Edwardian greenhouse which had fallen into disrepair. Its loss was considered by officers to be acceptable in terms of the scheme, and the applicant advised that it would be replaced by a new greenhouse;
- The proposal comprised both existing buildings and new buildings: heating would therefore be by a mix of gas boilers and air source heat pumps;
- In terms of trip generation, the proposal was expected to result in an increase of total person trips. The focus would be on these being sustainable transport trips. The level of trip generation had been discussed with the County Council as part of the highways impact. No objection had been made to the proposal by Oxfordshire County Council on highways grounds;
- The majority of the extension in Charlbury Road would be in an area where there was already built form;
- A noise policy had been submitted with the application which set out the steps the applicant would take to ensure that noise from the hotel would not become problematic for neighbours;
- A Committee Member suggested that as Charlbury Road was on National Cycle Network 51, and included a significant amount of school traffic, a condition should be included to require construction traffic to travel via Banbury Road and Linton Road only, or, if Charlbury Road could not be avoided, that construction traffic should be permitted to use that route outside of school hours only. Officers advised that a Construction Traffic Management Plan was conditioned and that the County Council, as Highways Authority, would advise on the best routes to be used by construction traffic;
- A Committee Member commented that the scheme presented a number of benefits, including enhancements to the Linton Road frontage and the economic benefits offered by the additional accommodation which would provide an alternative to AirBNB. There were also some harms, such as that to the Charlbury Road frontage. However, on balance he considered that those harms were outweighed by the benefits.

A proposal to refuse the application was moved and seconded. On being put to the vote the proposal was lost.

A proposal to approve the officer's recommendation was moved and seconded. On being put to the vote the Committee agreed with the officer's recommendation to approve the application for the reasons set out in the report, subject to the conditions set out in the report and additional conditions concerning a Construction Traffic Management Plan, the replacement of the glass house and pergola and the screening

of the condenser units and the legal agreement to secure the planning obligations set out in the report.

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 additional conditions regarding a Construction Traffic Management Plan, the replacement of the glass house and pergola and the screening of the condenser units 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 the report; and
2. **delegate authority** to the Head of Planning Services to:
 - finalise the recommended conditions as set out in the report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary.
 - finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in the 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.

25. 23/01046/FUL: 75 Langley Close, Oxford, OX3 7DB

The Committee considered an application (23/01046/FUL) for the demolition of existing garage; erection of a part single, part two storey side extension and front porch; change of use from a house in multiple occupation (Use Class C4) to a larger house in multiple occupation (Sui Generis); and erection of bike storage at 75 Langley Close, Oxford.

The application was before the Committee as the applicant is an Oxford City Councillor.

The Planning Officer presented the report and highlighted the following:

- Planning permission had already been granted for the change of use to a Use Class C4 House in Multiple Occupation (HMO) which allowed occupation by up to 6 occupants. The application sought to allow additional occupants as a sui generis use.
- Planning permission had also already been granted for a part single, part two storey side extension at the property. However, during the course of the application it was noticed that the extension already built on the site was not in accordance with the approved plans, being 0.5m wider to the front of the side extension. There was also a hipped roof on the single storey element rather than a flat roof as approved. Additionally a front porch had been built at the property. The application therefore sought part retrospective approval;

- The development was considered acceptable in principle, complying with the concentration of HMOs allowed in the local area. It was considered that it would not result in a change of character of the area. The proposal would provide a good standard of accommodation which would comply with the City Council's Landlord's Guide to Amenities and Facilities for Houses in Multiple Occupation;
- The proposed development was considered to be acceptable in terms of its design, and not to cause any harm to the character or appearance of Langley Close or the dwelling itself;
- The extension would not cause any detrimental impacts on the amenity of any neighbouring dwelling, nor would it cause any impact in respect of drainage, biodiversity or trees subject to the recommended conditions;
- The development would be car-free due to its sustainable location within a Controlled Parking Zone and would be suitable to provide good quality bin storage and bicycle parking subject to conditions including the removal of the existing bin store at the front of the site within three months, as officers deemed it to be unacceptably harmful to the street scene;
- The development would not give rise to any unacceptable impacts in respect of public highways. Overall, the proposal was considered to comply with the policies of the Local Plan, the Headington Neighbourhood Plan and the NPPF.

The Committee asked questions about the detail of the application, which were responded to by officers. The Committee's discussions included, but were not limited to:

- The detail and location of the bin store had been conditioned, to be provided prior to occupation;
- A Committee Member recommended that an informative be added to recommend that the distance between adjacent Sheffield stands was 1.2m, in order to ensure that they could accommodate larger bikes or those with panniers, etc. and was compliant with LTN 120.

On being proposed, seconded and put to the vote the Committee agreed with the officer's recommendation to approve the application for the reasons set out in the report, subject to the conditions set out in the report and the inclusion of an informative relating to a recommended distance between bicycle parking stands.

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 an informative relating to a recommended distance between bicycle parking stands and grant planning permission; and
2. **delegate authority** to the Head of Planning Services to:

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

26. 23/00990/FUL: Parkway Court, John Smith Drive, Oxford OX4 2JY

The Committee considered an application (23/00990/FUL) for the erection of security fencing to the perimeter of the site at Parkway Court, John Smith Drive, Oxford.

The Planning Officer presented the report and highlighted the following:

- The application site comprised a group of 5 buildings, known as Parkway Court, within the Oxford Business Park. The site was located on the north eastern side of John Smith Drive and backed onto Garsington Road to the north;
- The proposal involved the erection of 1.5m high security fence situated in between the existing green boundary to the site and the hard landscaping. It would therefore be behind greenery when seen from the road to the north and the south of the site.
- The fence would be open-mesh style, with a width of 60mm.
- The fence would still allow views in and out of site, and officers had recommended a condition for the fence to be of green colour to blend in with its surroundings;
- The proposal was considered to be acceptable in respect of its design and would not cause any detriment or harm to the character or appearance of Parkway Court nor the wider Business Park or surrounding area. The fence would not cause any detrimental impacts on the amenity of any neighbouring occupiers, nor would it cause any impacts with regard to trees or land quality;
- The development would not give rise to any unacceptable impacts in respect of public highways and as such the proposed fence was considered to comply with the relevant policies of the Oxford Local Plan and the NPPF.

Responding to a question from a Committee Member, the Planning Officer confirmed that the fence would not involve the blocking up of any footpaths.

On being proposed, seconded and put to the vote, the Committee agreed with the officer's recommendation to approve the application for the reasons given in the report and subject to the required planning conditions set out in the report.

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 grant planning permission; and
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.

27. Minutes

The Committee resolved to approve the minutes of the meeting held on 18 July 2023 as a true and accurate record.

28. Forthcoming applications

The Committee noted the list of forthcoming applications.

29. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6.00 pm and ended at 9.02 pm

Chair

Date: Tuesday 19 September 2023

When decisions take effect:

Cabinet: after the call-in and review period has expired

Planning Committees: after the call-in and review period has expired and the formal decision notice is issued

All other committees: immediately.

Details are in the Council's Constitution.

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