

Agenda

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Planning - Oxford City Planning Committee

This meeting will be held on:

Date: **Tuesday 21 April 2026**

Time: **6.00 pm**

Place: **Council Chamber - Oxford Town Hall**

For further information please contact:

Uswah Khan, Committee and Member Services Officer, Committee
Services Officer

☎ 01865 529117

✉ 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 9: Quorum 5: substitutes are permitted.

Councillor Mohammed Altaf-Khan	Headington;
Councillor David Henwood	Rose Hill & Iffley;
Councillor Alex Hollingsworth	Carfax & Jericho;
Councillor Jemima Hunt	St Clement's;
Councillor Dr Dianne Regisford	Holywell;
Councillor Anna Railton	Hinksey Park;
Councillor Louise Upton	Walton Manor;
Councillor Ajaz Rehman	Lye Valley;
Councillor Emily Kerr	St Mary's;

There may be a reconvened meeting on Thursday 30 April and Committee Membership will need to stay the same.

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 and Regulatory 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 Election of Chair

2 Apologies for absence

3 Declarations of interest

4 Minutes

15 - 18

Recommendation: to approve the minutes of the meeting held on 24 February 2026 as a true and accurate record.

5 25/01859/OUTFUL Warneford Hospital, Warneford Lane, Oxford

19 - 160

Site address: Warneford Hospital, Warneford Lane, Oxford

Proposal:

- i. Outline application (with all matters reserved save for "access"), for the demolition of existing buildings and erection of a graduate college for the University of Oxford comprising Student accommodation (Sui Generis), ancillary college buildings (Sui Generis), provision of landscaping, bin and cycle parking, car

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parking, public realm and open space.

- ii. Full application for demolition of existing buildings and partial demolition of existing walls, erection of a hospital building (Use Class C2), a research building (Use Class E(g)(ii)), a hospital research link building (C2/E(g)(ii)), and erection of relocated POWIC/SANE building (Use Class E(g)(i) and (ii)) and pavilion building. Provision of associated car parking, cycle parking, bin storage, access, landscaping, public realm works and associated infrastructure works. Refurbishment and repair of the Gate Lodge and use for residential accommodation associated with the College (Use Class Sui generis)

(Amended documents and additional transport documents)

Reason at Committee: Major Development

RECOMMENDATION

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 subject to:
 - The satisfactory completion of a legal agreement under section.106 of the Town and Country Planning Act 1990 and other enabling powers to secure the planning obligations set out in the recommended heads of terms which are set out in this report; and
2. **Agree to delegate authority** to the Director of Planning and Regulation to:
 - seek amended plans to show:
 - The revised pedestrian route from the new north gate being diverted around the historic embankment and the 2no trees within this embankment retained. Including any updates to any related architectural, parameter or landscape plans which show these elements.
 - The revised pedestrian route from the new north gate, moving east – this will show a large gap for pedestrians between the car parking spaces. Including any updates to any related architectural, parameter or landscape

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plans which show these elements.

- seek amended technical documents to reflect the above changes including:
 - Arboricultural Impact Assessment
 - Landscaping and Planting Character Report
 - Landscaping Management Plan
 - Delivery and Servicing Plan
 - Design and Access Statement
 - Design Code
 - Transport Assessment
 - Travel Plan
- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
- finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and
- complete the section 106 legal agreement referred to above and issue the planning permission.

6 25/01834/LBC Warneford Hospital, Warneford Lane, Oxford, Oxfordshire

161 -
180

Site address: Warneford Hospital, Warneford Lane, Oxford, Oxfordshire

Proposal: Interventions including alteration, demolition and repair of listed and curtilage listed structures to facilitate comprehensive development of the site. The works relate to the demolition of the former farmhouse and former stables; dismantling of former pavilion building and onsite reconstruction and relocation; removal of secondary attached and freestanding structures; alterations and repair of historic

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boundary walls; and repair and restoration of the Gate Lodge.

Reason at Committee: To be considered concurrently with a planning application that is required to be determined by planning committee.

RECOMMENDATION

Oxford City Planning Committee is recommended to:

1. **Approve the application** for the reasons given in the report and subject to the recommended listed building conditions set out in section 12 of this report, grant listed building consent and
2. **Agree to delegate authority** to the Director of Planning and Regulation to:
 - Finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Director of Planning and Regulation considers reasonably necessary.

7 25/02642/FUL 10 Park Town, Oxford, Oxfordshire OX2 6SH

181 -
212

Site address: 10 Park Town, Oxford, Oxfordshire OX2 6SH

Proposal: Amalgamation and extension of two basement flats to form one flat. Enlargement of front and rear lightwells. Demolition of ground floor rear conservatory and ground floor side lean-to. Erection of a two storey rear side extension. Erection of a single storey rear extension. Alterations to fenestration. Alterations to driveway and associated landscaping and boundary treatments. Provision of bin and cycle storage. (Amended description) (Amended plans).

Reason at Committee: This application was called in by Councillors Fry, Pressel, Taylor, Chapman, Munkonge and Corais due to its impact on the neighbouring property and the impact on the significance of the listed building and conservation area.

RECOMMENDATION

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.
2. **Agree to delegate authority** to the Head of Planning and

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Regulatory 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 and Regulatory Services considers reasonably necessary.

8 25/02643/LBC 10 Park Town, Oxford, Oxfordshire OX2 6SH

213 -
250

Site address: 10 Park Town, Oxford, Oxfordshire OX2 6SH

Proposal: Enlargement of front and rear lightwells; platform lift to front lightwell. Demolition of ground floor rear conservatory and ground floor side lean-to. Erection of a part single, part two storey rear and side extensions, including basement extension. Alterations and upgrades to fenestration throughout, including replacement windows. External alterations and repair works to roof, masonry, rainwater goods and fenestration. Alterations and repairs to boundary walls. Internal alterations to all floors including alteration of basement floorplan and damp proofing works in association with amalgamation of two basement flats to form one flat; installation of underfloor heating; alterations to existing door openings; new door openings; removal and heightening of ceilings and removal of partitions on second floor; new lightwell and balustrade, repairs and thermal upgrade to belvedere; new and upgraded mechanical, electrical and plumbing services throughout. (Amended description) (Amended plans).

Reason at Committee: This application was called in by Councillors Fry, Pressel, Taylor, Chapman, Munkonge and Corais due to its impact on the neighbouring property and the impact on the significance of the listed building and conservation area.

RECOMMENDATION

Oxford City Planning Committee is recommended to:

1. **Approve the application** for the reasons given in the report and subject to the required listed building conditions set out in section 12 of this report and grant listed building consent.
2. **Agree to delegate authority** to the Director of Planning and Regulation to:

*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 and Regulatory Services has issued the formal decision notice.*

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

9 25/02880/FUL 2 Steep Rise Oxford, OX3 9QG

251 -
264

Site address: 2 Steep Rise, Oxford, OX3 9QG

Proposal: Change of use of dwellinghouse (Use Class C3) to a House in Multiple Occupation (Use Class C4. Alterations to existing single storey rear extension flat roof eaves detail and amendments to the doors and windows in the rear elevation. Insertion of four windows in the North side elevations at ground and first floor. Provision of bin and bike stores. Part retrospective. (Amended Description) (Amended Drawings).

Reason at Committee: Delegated Application called in by Councillors Chapman, Clarkson, Lygo, Pressel, Taylor and Munkonge for reasons relating to proliferation of HMOs in the local area and lack of communal and cooking areas.

RECOMMENDATION

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. **Agree to delegate authority to** the Director of Planning & Regulation to:
 - finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as requested by the Lead Local Flood Authority and as the Director of Planning and Regulation considers reasonably necessary; and
 - and issue the planning permission.

10 Forthcoming applications

*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 and Regulatory Services has issued the formal decision notice.*

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.

22/03078/FUL: Land Bounded by Meadow Lane and Church Way, Oxford	Major
23/00988/FUL: Bertie Place Recreation Ground and Land South West of Wytham Street, Oxford	Major
23/01001/CT3: Tumbling Bay, Head of Bulstake Stream, Botley Road, Oxford	Called in
24/01104/FUL: 35 Ash Grove, Oxford OX3 9JN	Called in – Cllrs Smowton, Sandelson, Gant, Miles, Fouweather, Munkonge
25/00813/OUT: Land Adjacent The Iffley Academy, Iffley Turn, Oxford, OX4 4DU	Major
24/02361/FUL: New Barclay House, 234 Botley Road, Oxford, OX2 0HP	Major
25/00307/FUL: Oxford Sports Park, Oxford Road, Horspath, Oxford, OX33 1RT	Major
25/01588/FUL: Ozone Leisure Park, Grenoble Road	Major
24/00318/FUL - Land To The North Of Goose Green Lane, Oxford, Oxfordshire	Major
23/01198/FUL - Unit 1, Ozone Leisure Park, Grenoble Road, Oxford, Oxfordshire, OX4 4XP	Major
25/01126/FUL - Land Adjacent To Ivy Lane Oxford Oxfordshire OX3 9BN	Called in – Cllrs Smowton, Roz Smith, Miles, Sandelson, Fouweather, Goddard
25/02358/FUL - 11 Broadhead Place, OX3 9RE	Called in – Cllrs Chapman, Munkonge, Ottino, Fry, Pressel, Turner
26/00289/FUL 180 Banbury Road	Called in – Councillors Miles, Gant, Smowton, Smith, Fouweather and Jupp

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11 Dates of future meetings

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

26 May 2026

23 June 2026

14 July 2026

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Information for those attending

Recording and reporting on meetings held in public

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

The Council asks those recording the meeting:

- To follow the protocol which can be found on the Council's [website](#)
- Not to disturb or disrupt the meeting
- Not to edit the recording in a way that could lead to misinterpretation of the proceedings. This includes not editing an image or views expressed in a way that may ridicule or show a lack of respect towards those being recorded.
- To avoid recording members of the public present, even inadvertently, unless they are addressing the meeting.

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

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

Councillors declaring interests

General duty

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

What is a disclosable pecuniary interest?

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

Declaring an interest

Where any matter disclosed in your Register of Interests is being considered at a meeting, you must declare that you have an interest. You should also disclose the nature as well as the existence of the interest. If you have a disclosable pecuniary interest, after having declared it at the meeting you must not participate in discussion or voting on the item and must withdraw from the meeting whilst the matter is discussed.

Members' Code of Conduct and public perception

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

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.

Minutes of a meeting of the Planning - Oxford City Planning Committee on Tuesday 24 February 2026



Committee members present:

Councillor Clarkson

Councillor Henwood

Councillor Regisford

Councillor Upton

Councillor Altaf-Khan

Councillor Hollingsworth

Councillor Railton

Councillor Kerr

Officers present for all or part of the meeting:

Uswah Khan, Committee and Member Services Officer

Andrew Murdoch, Development Management Service Manager

Felicity Byrne, Principal Planning Officer

Nia George, Planning Officer

Tom Sunter, Planning Lawyer

52. Apologies for absence

Councillor(s) Fouweather, Hunt and Rehman sent apologies.

Substitutes are shown above.

53. Declarations of interest

None.

54. Minutes

The Committee resolved to approve the minutes of the meeting held on 20 January 2026 as a true and accurate record.

55. 25/01053/FUL Oxfam, 2700 John Smith Drive, Oxford, Oxfordshire

The Committee considered an application for the erection of a rooftop extension to create an additional floor and roof plant area with balcony, to enable research and development and office use with ancillary facilities (Use class E). Relocation of building entrance to the southern elevation and insertion of a colonnade. Alterations to fenestration, insertion of louvres and cladding. Installation of a goods lift to the northern elevation. Provision of external plant compounds and enclosures. Alterations to landscaping and associated infrastructure, provision of bin and cycle storage. (Amended description).

The Planning Officer gave a presentation outlining the details of the location and the proposal. This included site photos and existing and proposed elevations and plans:

- The application sought planning permission to extend an existing building on the Oxford Business Park for research, development and office use with ancillary facilities. The site comprised of a three-storey office building with associated car parking, located on the western side of John Smith Drive, with the Business Park situated north-west of the Eastern Bypass Road as the south-east of the Cowley District Centre.
- Officers considered that the proposed development appropriately responded to the existing and emerging site context, resulting in a high-quality scheme that preserved the existing building. The sustainable design approach included improved pedestrian connectivity and legibility across the site and the wider Business Park, along with reduced car parking, increased bicycle parking and enhanced tree canopy cover. The scheme would cause no adverse impacts on residential amenity, drainage, biodiversity, highways safety, health and safety, air quality, land quality and utilities.
- Subject to conditions and a Section 106 legal agreement, the development was considered acceptable and concurred with the relevant Policies of the Oxford Local Plan 2036 and the NPPF.

The Committee asked questions about the details of the application which were responded to by the officers.

On being proposed, seconded, and put to the vote, the Committee agreed with the officer's recommendation to approve the application for the reasons listed on 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 this report and grant planning permission; and subject to:

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

2. **Agree to delegate authority** to the Director of Planning and Regulation to:

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Director of Planning and Regulation 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 Director of Planning and Regulation considers reasonably necessary; and
- complete the section 106 legal agreement referred to above and issue the planning permission.

56. Forthcoming applications

The Committee noted the list of forthcoming applications.

57. Dates of future meetings

The Committee noted the dates of future meetings.

The meeting started at 6pm and ended at 6.20pm.

Chair

Date: Tuesday 24 March 2026

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.

Agenda Item 5

Oxford City Planning Committee

21st April 2026

Application number: 25/01859/OUTFUL

Decision due by 5th November 2025

Extension of time 30th June 2026

Proposal

- (i) Outline application (with all matters reserved save for "access"), for the demolition of existing buildings and erection of a graduate college for the University of Oxford comprising Student accommodation (Sui Generis), ancillary college buildings (Sui Generis), provision of landscaping, bin and cycle parking, car parking, public realm and open space.
- (ii) Full application for demolition of existing buildings and partial demolition of existing walls, erection of a hospital building (Use Class C2), a research building (Use Class E(g)(ii)), a hospital research link building (C2/E(g)(ii)), and erection of relocated POWIC/SANE building (Use Class E(g)(i) and (ii)) and pavilion building. Provision of associated car parking, cycle parking, bin storage, access, landscaping, public realm works and associated infrastructure works. Refurbishment and repair of the Gate Lodge and use for residential accommodation associated with the College (Use Class Sui generis)
(Amended documents and additional transport documents)

Site address Warneford Hospital, Warneford Lane, Oxford – see **Appendix 1** for site plan

Ward Churchill Ward

Case officer Chloe Jacobs

Agent: Becky Hartley **Applicant:** Oxford Health NHS Foundation Trust

Reason at Committee Major Development

1. RECOMMENDATION

1.1 Oxford City Planning Committee is recommended to:

1.1.1. **Approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission subject to:

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

1.1.2. **agree to delegate authority** to the Director of Planning and Regulation to:

- seek amended plans to show:
 - The revised pedestrian route from the new north gate being diverted around the historic embankment and the 2no trees within this embankment retained. Including any updates to any related architectural, parameter or landscape plans which show these elements.
 - The revised pedestrian route from the new north gate, moving east – this will show a large gap for pedestrians between the car parking spaces. Including any updates to any related architectural, parameter or landscape plans which show these elements.
- seek amended technical documents to reflect the above changes including:
 - Arboricultural Impact Assessment
 - Landscaping and Planting Character Report
 - Landscaping Management Plan
 - Delivery and Servicing Plan
 - Design and Access Statement
 - Design Code
 - Transport Assessment
 - Travel Plan
- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
- finalise the recommended legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers as set out in this report, including refining, adding to, amending and/or deleting the obligations detailed in the heads of terms set out in this report (including to dovetail with and where appropriate, reinforce the final conditions and informatives to be attached to the planning permission) as the Head of Planning Services considers reasonably necessary; and

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

2. EXECUTIVE SUMMARY

- 2.1 This report considers a hybrid planning application for a 9.1ha site at the Warneford Hospital in Headington. The application comprises a full planning application for the erection of a new, replacement mental health hospital, research and development centre, a new Prince of Wales International Centre (POWIC) for SANE Research building and ancillary works (Zone 01) and an outline application with all matters reserved except access, for student accommodation (Zone 02) which will form part of a new college.
- 2.2 The site has been allocated for re-development within the Oxford Local Plan 2036 and the Emerging Local Plan 2045. Overall, the redevelopment of the Warneford Hospital site for a new mental health hospital, research and development facilities and a graduate college is supported in principle. The loss of the existing sports pitch would be compensated for through a financial contribution towards alternative community facilities which will be secured through the S106. The proposal accords with the spatial strategy, site allocation and relevant development management policies of the Oxford Local Plan 2036, and with the direction of the Emerging Local Plan 2045.
- 2.3 The development has been carefully designed to provide state of the art mental health facility and innovative research centre (Zone 01). The proposed buildings are appropriate in their design, siting and context and would not cause any detrimental harm upon the character and appearance of the surrounding area. The detailed design for the proposed student accommodation (Zone 02) would come forward as part of the forthcoming reserved matters stage however it is anticipated that these would respect the historic character and appearance of the site.
- 2.4 The proposed development would have no impact on views from the elevated panoramic viewpoints in the Central Conservation Areas Appraisal, any of the designated Oxford View Cones, the Headington Hill Conservation Area, or the Grade II listed Cheney Barn. The scheme would result in a moderate level of less than substantial harm to the significance of the Grade II listed Warnford Hospital, a moderate to high level of less than substantial harm to the significance of the Grade II listed Gate Lodge, and a low level of less than substantial harm to the Grade II listed Warneford Hospital Nurses Home, Grade II listed Mortuary, and Grade II listed Chapel. The proposal will also cause some elements of less than substantial harm to the non-designated remnant historic landscape at the Warneford Hospital and a low level of less than substantial harm to the heritage significance of the Warneford Meadow. In accordance with policies DH3 and DH5 of the Oxford Local Plan 2036 and paragraphs 213, 215 and 217 of the NPPF, the harm is clearly and convincingly justified, and is outweighed by the public benefits offered by the scheme, including the instances of heritage benefits identified below.

- 2.5 The proposed Hospital building and Research Centre would not result in significant harm to neighbouring uses including the Headington Care Home or Warneford Halls of residence to the east. Concerns have been raised in regard to the impact of the proposed college buildings on residents along Divinity Road and Hill Top Road however, it is considered that the proposed buildings would not have any significant adverse impacts. Furthermore, the college buildings form part of the outline consent and detailed designs would be secured through a separate reserved matters application where further assessments of the residential impacts would be carried out.
- 2.6 Officers have considered the highway implications of the proposed development and concluded that the proposed development is supported by an appropriate transport assessment which demonstrates that the proposal would promote alternative modes of active travel and whilst proposes and increase in parking on site, the proposal has demonstrated that these are the minimum parking spaces necessary to ensure the successful functioning of the development. It has been demonstrated that the proposal would mitigate against traffic impacts on the local highway network and as such, the proposal would not have a severe impact on the highway network.
- 2.7 The application originally resulted in the loss of 99no. trees across the site. Since the submission of the application and associated documents, the applicant has agreed to retain a further 4no. trees. The submitted reports and landscape plans have not been amended to address these changes however the proposals would comply with Local Plan Policies G7 and G8. The amended plans and technical documents would need to be submitted prior to the decision being issued. Subject to these amended plans and documents, the proposal is considered to respect its setting and landscape context in accordance with Policies DH1, DH3, G7 and G8. In terms of Tree Canopy Cover Assessment, the application reports a relatively small initial impact of 3% loss which as a result of the additional tree planting of the site, will result in an net increase in tree canopy cover across the site of nearly 30% at 30 years.
- 2.8 During the course of the application additional drainage information including further infiltration testing, updated hydrogeology reports and updated flood risk assessments have been submitted to address concerns related to the proposed drainage strategy and to demonstrate that the proposed development would have no adverse impacts on the Lye Valley SSSI. It is now considered that subject to conditions, the proposed drainage system would be acceptable and that the predicted changes in groundwater levels on site would not have a significant impact on Warneford Meadow or the Lye Valley SSSI.
- 2.9 Further information has been submitted during the course of the application to justify the methodology approach chosen for the Preliminary Bat Roost Assessment and to demonstrate that the proposed development would have no adverse impacts on habitats and species within Warneford Meadow or on

the Lye Valley SSSI. It is now considered subject to conditions, that the proposed development would be acceptable in regard to protected species on and off site and that the proposal would not have significant impacts on Warneford Meadow or the Lye Valley SSSI. Subject to conditions, it is considered that subject to off-site provisions, the proposal would achieve a Biodiversity Net Gain.

- 2.10 The development when taken across the combined sites would result in a net gain in tree canopy cover through new and retained soft landscaping.
- 2.11 The development would be of a sustainable design and construction, achieving a reduction in carbon emissions and is on track to achieve BREEAM excellent.
- 2.12 In relation to other matters including but not limited to flooding, air quality, noise, land contamination, the proposed development would be acceptable and accord with the relevant local plan policies.
- 2.13 It is therefore recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990 and other enabling powers and legal agreements under section 38 and subject also to the conditions in section 12 of this report.

3. LEGAL AGREEMENT

- 3.1 This application is subject to a legal agreement under Section 106 of the Town and Country Planning Act 1990 to secure the following planning obligations:
 - Community Employment and Procurement Plan
 - Off-site sports contribution towards alternative community facilities. Details to be confirmed.
 - Biodiversity Net Gain.
 - Public transport services including the Eastern Arc bus service and the route 15 bus service.
 - Travel Plan Monitoring
 - Public Rights of Way at Warneford Meadow
 - Car Parking Monitoring and Review Plan
 - An obligation to enter into a S278 Agreement to secure mitigation/improvement works, as shown on drawings ITL14633-GA-033 Rev H, ITL14633-GA-035 Rev E, ITL14633-GA-034 Rev E and ITL14633-GA-038 Rev A. The works include:
 - Southbound Bus Stop Roosevelt Drive
 - A CYCLOPS junction at the Warneford Lane / Old Road / Gipsy Lane
 - Roosevelt Drive junction.
 - An off-road southbound cycle lane on Gipsy Lane.
 - An on-road northbound advisory cycle lane on Gipsy Lane

- Off-road sections of cycle lane on Warneford Lane
 - Two parallel crossings on Warneford Lane
 - One further uncontrolled crossing across Warneford Lane
 - Relining of eastbound on-road advisory cycle lane on Old Road and crossing with Valencia Road.
 - Advisory cycle lanes along both sides of Roosevelt Drive and an informal crossing.
- The reserved matters application for the design of the College Buildings (Zone 02) to come forward and be submitted at the same time as any relevant planning and listed building applications for the buildings within the Radcliffe College: Heritage Zone (Zone 3).

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1 The proposal is liable for CIL contribution of £2,425,216.80.

5. SITE AND SURROUNDINGS

- 5.1 The application site relates to the existing Warneford Hospital site which is located approximately 2.4km to the East of Oxford City Centre within Headington. Headington is home to a number of hospitals including the University of Oxford's Old Road Campus, the Churchill Hospital, The John Radcliffe, The Manor and Nuffield Orthopaedic, as well as home to Oxford Brookes University.
- 5.2 The site is bounded to the north by Warneford Lane, across which lies the top corner of South Park and the site of Cheney Farm, formerly occupied by TOAD distillery, as well as Cheney School. It is bounded to the west by the residential properties at the northern end of Divinity Road and Hill Top Road, and to the south by Warneford Meadow, which is a designated Town Green and included on the Oxford Heritage Asset Register (OHAR). To the east of the site lies residential development and Oxford Brookes student accommodation along Roosevelt Drive and Headington Care Home, beyond which is located the Old Road Campus and the Churchill Hospital.
- 5.3 The application site is currently occupied by Oxford Health NHS Foundation Trust's Warneford Hospital, the University of Oxford Department of Psychiatry and the Centre for Human Brain Activity, the Highfield and Meadow Units and the Prince of Wales International Centre (POWIC) for SANE Research and the Isis Centre.
- 5.4 The Warneford Hospital itself occupies much of the north-eastern quarter of the site. The building dates from the 19th century and was purpose-built as a 'lunatic asylum' for fee-paying patients on open land beyond the unsanitary conditions of the city centre. The existing hospital building is Grade II listed.
- 5.5 The current Warneford Hospital site houses a number of services, including three adult mental health inpatient wards comprising two 18-bed wards and a single 16-bed ward. The eating disorders unit with 14 beds is housed within

Cotswold House. To the southwest of the site is the Highfield and Meadow Units, which provides inpatient care for young people aged 11 to 18 with acute mental health needs.

- 5.6 There are a number of listed buildings within the site. The 19th century Mortuary, Chapel, and early-20th century Nurses' Home associated with the asylum and located to the north of the main hospital building are also independently listed at Grade II; as is the early-20th century Gate Lodge and Front Garden Area, Wall, and Gate Piers located in the north-eastern most corner of the site, near the junction of Warneford Lane and Roosevelt Drive, where the entrance to the site was once located.
- 5.7 In addition to the above, there are also a number of other surviving 19th century ancillary buildings and structures associated with the asylum on the site which are not listed in their own right, but meet the criteria to be considered curtilage listed to the Grade II main hospital building. These include: an Isolation Hospital, Apple Store House, former Laundry, Farmhouse, former Stables, and sections of original boundary wall.
- 5.8 There is a large area of formal lawn planted with belts of mature trees to the east of the main hospital building, occupying most of the northeastern quarter of the site. This was laid out in the later 19th century to provide a picturesque parkland setting to the hospital, and continues to serve this function today. Originally, there were formal gardens to the west of the main hospital building too, but these have been eroded by successive development through the later 20th and early 21st centuries.
- 5.9 The site benefits from 2no vehicle access points, 1no access is taken from the North of the site along Warneford Lane and the main access is located along the eastern boundary, along Rosevelt Drive.

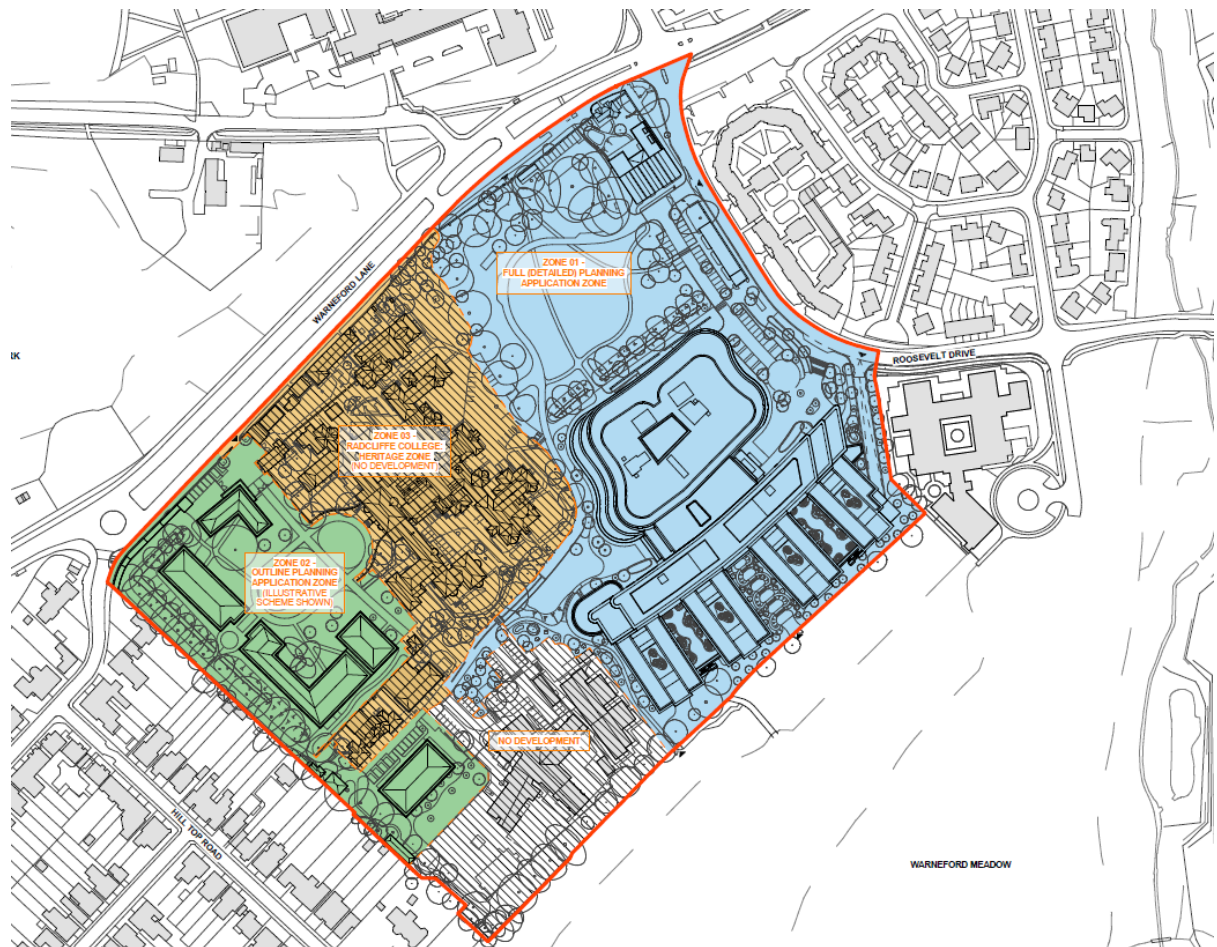
See block plan below:



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6. PROPOSAL

- 6.1 This application is a hybrid application comprising both a full (detailed) application for a new hospital and a Research Centre, a new POWIC/SANE building and associated works and an outline application with all matters reserved apart from access, for graduate student accommodation which will form part of a new college.
- 6.2 The application site plan below shows the extent of the full planning application (Zone 01) shown in blue, the extent of the outline consent (Zone 02) shown in green and the heritage zone (Zone 03) which proposes no development at this time, in yellow. The Highfield and Meadow units located in the south west corner of the site (hashed in grey) is excluded from this application with no development proposed within this location.



- 6.3 The full detailed planning application seeks permission for a new mental health hospital for Oxford and Oxfordshire, research and development (R&D) facilities for world leading medical research taking place at the University of Oxford, with additional space for biotech, pharmaceutical start-up companies, a new POWIC/SANE building and associated works (Zone 01).
- 6.4 The outline consent seeks planning permission for a new student accommodation which will form part of a new graduate college for the University of Oxford focused on medical sciences, bioengineering and related disciplines (Zone 02).
- 6.5 An illustrative masterplan has been submitted to demonstrate that the quantum of development and design principles can be achieved, and to give an indication of how the site could be laid out within the parameters. This document is for illustrative purposes only and would not be an approved drawing.
- 6.6 When submitting an outline application, certain matters relating to the access, appearance, landscaping, layout, and scale can be reserved for consideration at a later date. These are called 'reserved matters'. In this case, the access details for the scheme have been submitted for approval with this application but the appearance, landscaping, layout and scale are reserved matters to be considered for each phase of the development. While some information and principles are provided on these reserved matters within the outline

application, the full detail would come forward, should permission be granted for this application, via reserved matters applications.

- 6.7 The application does not seek any consent for the restoration and reuse of the existing listed hospital building and surrounding area which is within the 'Heritage Zone' (Zone 03). This area is planned to be restored and repurposed as the new College, following those buildings being vacated once the new hospital has been constructed. The works will require detailed planning consent and listed building consent, the details of which can only be fully developed once the buildings have been vacated.
- 6.8 There is also a separate listed building consent application (ref: 25/01834/LBC) which is to be determined alongside this application. The listed building application seeks listed building consent for various interventions including alteration, demolition and repair of listed and curtilage listed structures to facilitate comprehensive development of the site. The works include the demolition of the former farmhouse and former stables; dismantling of former pavilion building and onsite reconstruction and relocation; removal of secondary attached and freestanding structures; alterations and repair of historic boundary walls; and repair and restoration of the Gate Lodge.

7. RELEVANT PLANNING HISTORY

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

There is an extensive planning history associated with the site with numerous planning and listed building applications for various alterations and extensions to the listed hospital, the ancillary buildings and structures, including the listed wall.

Pre-application advice

- 7.2 Pre-application discussions took place between February 2024 and May 2025 in addition to public consultation workshops facilitated by the applicant team. A summary of these discussions are as follows:
- Further consideration needs to be given to the amenity impact of the proposed development on the Headington Care Home
 - Further consideration needs to be given to the amenity impact of the proposed development on residents along Hill Top Road.
 - Request for the copper beech tree on the southern boundary to be retained.
 - Consideration to be given to layout of the research and hospital building and the relationship between the two different functions.
 - Further consideration needed to the retention and future use of Apple House.
 - Further review of the design of the POWIC/SANE building.
 - Further detailed review of the research building.
 - Comprehensive review of the quantum of parking on site.
- 7.3 The outcomes of these meetings have been taken on board by the applicant team and have informed the overall scheme that's been submitted.

Oxford Design Review Panel (ODRP)

- 7.4 The application has been presented to ODRP on four occasions where detailed workshops were focused on the detailed design of the proposed hospital, link and research and development building.
- 7.5 A workshop meeting was held in April 2024 which included a site visit and discussions on the Hospital, the Research Centre, the college and the SANE building. The Panel advised the applicant of the need to develop a masterplan framework that maps out landscape, movement, frontage, access and security needs, test alternative layouts for the masterplans to allow a more equal spread of development across the site and retaining more landscape space, map desire lines to inform creation of public pedestrian/cycle routes and ecological corridors, review site arrival experience and considered different needs and users, review the scale, massing and configuration of the research building to improve its relationship with the hospital and college, engage with Friends of Warneford Meadow about the historic watercourse.
- 7.6 A further focused workshop was held in July 2024 where the main focus was on the east section of the site, which forms the full planning application for the hospital, research centre and the SANE/POWIC building. The panel advised that an LVIA was needed to demonstrate impact of proposed height on the setting and to refine massing of hospital, link, research and POWIC buildings, use sections and elevations to inform and demonstrate high-quality design, develop a landscape strategy, refine and clarify the character landscape zones and to continue to develop internal and external spaces to serve a range of different users and needs,
- 7.7 A third workshop was held in November 2024 where the discussions focused on the evolution of the design of the hospital and the research centre in response to the previous ODRP comments. Following this workshop, the panel advised the team to continue to develop the architectural, landscape and access proposal in more details ensuring that they respond to outcomes of the transport and connectivity strategies, ensure routes and building entrances are clearly legible across the site from all access points, further explore the eastern entrances, provide more detail on the northern gateway and management strategies, implement sustainable transport vision through high-quality cycle parking and shared spaces to avoid conflict between pedestrians and vehicles, explore ways to reduce car parking, consider the relationship between the hospital and research building and revisit the design of the POWIC,
- 7.8 The final ODRP workshop was held in January 2025 where again, the focus was on the eastern part of the site which comprises the full, detailed application. The recommendations following this workshop included recommendations to draw views of the site from the north so the impact of the architecture can be understood and refined, explore how the POWIC can be designed in context with the conversion of the Gate Lodge with shared amenities, develop strategies for signage and lighting, continue to refine the

architecture of the hospital building so it appears more welcoming and permeable from east, identify and map out the external spaces and continue to refine the legibility of the site through mapping visual connections.

Environmental Impact Assessment Screening and Scoping Opinion

- 7.9 A request for a Screening Opinion as to whether an Environmental Impact Assessment (EIA) would be required was received on 20th May 2021. The Screening Opinion was based on the submission of an application for the following development:

The construction of a new mental health hospital; refurbishment and conversion of the current mental health hospital (for us as part of a new post-graduate college in the University of Oxford); construction of a new post-graduate college and association accommodation; construction of a new research facility

- 7.10 An EIA Scoping Report was submitted to Oxford City Council on 22 May 2023 together with a formal request for an EIA Scoping Opinion.
- 7.11 Oxford City Council provided a joint Screening and Scoping Opinion on 2 October 2023, confirming that having regard to Schedule 3 of the Town and County Planning (Environmental Impact Assessment) Regulations 2017 (as amended), the proposed development would constitute EIA development due to the nature of the existing site and the size and nature of the proposed development
- 7.12 As such, in exercise of the powers conferred upon it by Regulation 6 of the Town and County Planning (Environmental Impact Assessment) Regulations 2017 (as amended) the Local Planning Authority concluded that the proposal would constitute EIA development and that an EIA would be required to accompany a planning application submitted in accordance with the details supplied in the request for screening.
- 7.13 The application has therefore been accompanied with an Environmental Impact Assessment and has been advertised both via public site notices and in the newspaper as EIA development.
- 7.14 Section 10 of this report discusses the assessments within the Environmental Statement under the relevant material planning considerations.

8. RELEVANT PLANNING POLICY

- 8.1 The Submission Draft Oxford Local Plan 2045 was approved at Council on 26th January 2026 for Regulation 19 consultation and submission to the Secretary of State. The Emerging Local Plan includes relevant draft policies, which are a material consideration and in most cases support the approach of the referenced Oxford Local Plan 2036 policies.

8.2 The application site is also within the Headington Neighbourhood Plan Area.

8.3 The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents and Neighbourhood Plans:	Emerging Local Plan 2045
Design	96-108, 124-130, 131-141	<p>RE2 - Efficient use of land</p> <p>DH1 - High quality design and placemaking</p> <p>DH2 - Views and building heights</p> <p>DH7 - External servicing</p>	<p>CIP1 - Development to respect existing local character</p> <p>CIP2 - Protecting locally important views</p> <p>CIP3 - Innovative design</p>	<p>HD1 - Principles of High-Quality Design</p> <p>HD2 - Making Efficient Use of Land</p> <p>HD6 - Views and Building Heights</p> <p>HD12 - Bin and Bike Stores and External Servicing Features</p> <p>S2 - High Quality Design</p>
Conservation/Heritage	202-221	<p>DH3 - Designated heritage assets</p> <p>DH4 – Archaeological remains</p> <p>DH5 – Local Heritage Assets</p>	CIP4 - Protecting important assets	HD3 - Designated Heritage Assets
Housing	61-84	<p>S2 – Developer Contributions</p> <p>H2 – Delivering</p>		<p>H2 - Delivering affordable Homes,</p> <p>H3 - Affordable housing contributions from</p>

		<p>Affordable Homes</p> <p>H8 - Provision of new student accommodation</p> <p>H9 – Linking the delivery of new/redeveloped and refurbished university academic facilities to the delivery of university provided residential accommodation</p> <p>H14 - Privacy, daylight, and sunlight</p>		<p>other developments S4 - Plan viability</p> <p>H8 - Location of new student accommodation</p> <p>H9 - Linking new academic facilities with the adequate provision of student accommodation</p>
Commercial	85-89	<p>E1 - Employment Sites</p> <p>E2 - Teaching and research</p>	Employment Skills TAN	<p>E1 - Employment Strategy</p> <p>E4 - Affordable Workspaces</p>
Natural environment	187-201	<p>RE3 - Flood risk management</p> <p>RE4 - Sustainable and foul drainage, surface and groundwater flow</p> <p>RE9 - Land</p>	<p>GSP1 - Conserving and enhancing public access green space</p> <p>GSP2 - Provision of green space within developments</p>	<p>G3 - Provision of New Green and Blue Features – Urban Greening Factor</p> <p>G4 - Delivering Mandatory Net Gains in Biodiversity</p> <p>G5 - Delivering Onsite Ecological Enhancements</p>

		<p>quality</p> <p>G2 - Protection of biodiversity geo-diversity</p> <p>G7 - Protection of existing Green Infrastructure features</p> <p>G8 - New and enhanced Green and Blue Infrastructure Network Features</p>	<p>GSP3 - Conserving and enhancing biodiversity</p>	<p>G6 - Protecting Oxford's Biodiversity Including the Ecological Network</p> <p>G7 - Flood Risk and Flood Risk Assessments (FRAS)</p> <p>G8 - Sustainable Drainage Systems</p> <p>R5 - Water Resources and Quality</p> <p>R6 - Soil Quality</p> <p>R7 - Land Contamination</p>
Social and community	102-111		<p>AMP1 - Protecting and enhancing sports, leisure and community facilities</p>	
Transport	109-118	<p>M1 - Prioritising walking, cycling, and public transport</p> <p>M2 - Assessing and managing development</p> <p>M3 - Motor vehicle parking</p> <p>M4 -</p>	<p>Parking Standards SPD</p> <p>TRP1 - Parking provision at major employment sites</p> <p>TRP2 - Connectedness</p> <p>TRP3 - Travel plans</p>	<p>C6 - Transport Assessments, Travel Plan and Service and Delivery Plans</p> <p>C7 - Cycle and Powered Two Wheelers Parking Design Standards</p> <p>C8 - Motor Vehicle Parking Design Standards</p>

		<p>Provision of electric charging points</p> <p>M5 - Bicycle Parking</p>	<p>TRP4 - Provision for people with disabilities to use active forms of transport</p> <p>TRP5 Promotion of cycling</p>	
Environmental	96-108, 124-130	<p>RE1 - Sustainable design and construction</p> <p>RE5 - Health, wellbeing, and Health Impact Assessments</p> <p>RE6 - Air quality</p> <p>RE7 - Managing the impact of development</p> <p>RE8 - Noise and vibration</p>	Energy Statement TAN	<p>G9 - Resilient Design and Construction</p> <p>R1 - Net Zero Buildings in Operation</p> <p>R2 - Embodied Carbon in Construction</p> <p>R3 - Retro-Fitting Existing Buildings</p> <p>R4 - Air Quality Assessment and Standards</p> <p>R8 - Amenity Impacts of Development</p> <p>HD7 - Health Impact Assessment</p> <p>HD8 - Privacy, Daylight and Sunlight</p>
Miscellaneous	7-14	<p>SP22 – Warneford Hospital</p> <p>V8 - Utilities</p>		<p>SPE18 – Warneford Hospital</p> <p>I1 - Digital Infrastructure to</p>

		S1 - Sustainable development DH7 - External servicing features and stores		Support New Development HD12 - Bin and Bike Stores and External Servicing Features
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9. CONSULTATION RESPONSES

- 9.1 Site notices were displayed around the application site on 27th August 2025 and an advertisement was published in The Oxford Times newspaper on 28th August 2025.
- 9.2 Following the submission of further information the application was re-advertised with site notices displayed around the application site on the 13th January 2026 with an advertisement published in the Oxford Times newspaper on the 15th January 2026.
- 9.3 Additional documents relating to the off-site highways improvements were submitted on 17th February 2026. These documents, albeit related to the Road Safety Audit were re-advertised for an additional 14 days.
- 9.4 Further additional documents to address officers and neighbour concerns in regard to the drainage of the site and the potential impact of the development on the SSSI and ecology were submitted. The Council re-advertised the application with new site notices displayed around the application site on the 26th March 2026 with an advertisement published in the Oxford Times newspaper on the 26th March 2026. The consultation period for this latest round of re-consultation expires on 20th April 2026 and as such officers will provide a verbal update in response to any comments received to this re-consultation at committee.
- 9.5 The consultation responses received to date in relation to the application are summarised below. Officers would make members aware that copies of all consultation responses listed below are available to view in full on the Council's public access website.

Statutory and non-statutory consultees

Active Travel England

- 9.6 ATE have determined that standing advice should be issued and would encourage the local planning authority to consider this as part of its assessment of the application.

Berkshire, Buckinghamshire & Oxfordshire Wildlife Trust

9.7 BBOWT objects to this application on the following grounds:

- Potential negative impact on the rare and irreplaceable alkaline fen habitat of the Lye Valley SSSI and the Lye Valley and Cowley Marsh LWS as a result of hydrological impact and air pollution impact.
- Potential negative impact on Warneford Meadow Oxford City Wildlife Site - OCWS due to hydrology, lighting, disturbance, noise disturbance, recreational impact and air pollution.
- Potential negative impact on wild bird habitat, contrary to the requirements of paragraph 9A of the Conservation of Habitats and Species Regulations 2010 as amended in the Conservation of Habitats and Species (Amendment) 2012 Regulations.

Cheney School

9.8 Objects to the application. The planning application designs have been drawn up without any consultation with Cheney School, which is located on the Gipsy Lane / Old Road junction. An alternative cyclops design has been proposed by Oxfordshire Liveable Streets.

9.9 Moving the location of the school entrance ensures that the 1700 students of Cheney School are able to enter and exit safely. There is an existing safety issue with the school entrance onto Gipsy Lane, which means that students exiting the school cross the road around 80 meters away from the junction. There is a potential for increased traffic on Gipsy Lane, which will seriously exacerbate this existing safety issue. This can be resolved by incorporating the movement of the school entrance into the design, so that students exit directly onto the junction.

9.10 Two-way cycle access to the junction is essential, as a significant number of students leaving Cheney school will need to turn right onto Warnerford Lane. They are likely to do this in an unsafe manner if the cyclops is designed as a one-way system, creating significant safety risks.

9.11 In addition, we agree with the proposal to separate cycling lanes from traffic with a raised curb, and would encourage this to be extended down Warneford and Cheney Lanes in order to prevent cars parking on the curb or in the cycle lane while doing school runs. Nothing that we as a school have done has made any impact on this behaviour (limited to 40 or 50 cars, but still up to 200 unnecessary vehicle movements, which adds significant risks for child safety and cycling), and we hope that any redesign of the junction will also be able to help with this long-standing problem.

9.12 The planning application also suggests removing the city bound turning point on Warneford Lane, forcing all traffic to the Morrell Avenue roundabout to turn around. We see no benefit to this proposal, which removes the existing, safe turning point providing access to Cheney Lane. The OLS proposal suggests

adding a cycle access lane across the grass central barrier, which we would support.

- 9.13 The OLS proposal includes one further improvement which we strongly support, which is the integration of cycle access to Grays Road into the cyclops intersection proposal. This would significantly improve safety for cyclists, as the existing access is heavily used, but poorly planned, forcing cyclists to make a sharp left hand turn. Failure to incorporate access to Grays Road into the junction would be a missed opportunity for significant safety improvement.
- 9.14 A second letter from Cheney School states that they would like to clarify that if the changes proposed to the Gipsy Lane / Warneford lane junction are made (a variation on a CYCLOPS junction), this would be a net benefit to the school. This is because the improvements in child safety, especially at the end of the school day between 3pm and 3.15pm would outweigh the likely moderate increase in traffic.

Ward Councillors – City Council

- 9.15 Councillor Smowton: Objects to the application. The area already experiences heavy traffic and congestion. The additional parking will worsen this situation. Reducing the parking would encourage applicant towards providing alternative access such as park and ride or other forms of active travel.
- 9.16 Councillor Pressel: Support the principle of improving mental health facilities and services but object to the parking and the impact this would have on congestion pollution. Staff travelling to site should use park and ride and if this is deemed unacceptable then a dedicated minibus service should be provided.

County Councillors

- 9.17 Councillor Garnett: objects to the increase in parking. The applicant needs a better plan that involves active modes of travel including cycling, public transport, car shares. Increases in cars leads to increase pollution, pedestrian safety. Oxford has a shortage of housing and the application does not address this. Extra bus services from the park and rides could be funded as part of the application which would reduce car dependency.
- 9.18 Councillor Brighouse: objects to the application. Some of the smaller facilities will be closed and consolidated on the Warneford site alongside the development of a new college and commercial space. Need to determine if the reduction in these facilities in the city will continue to meet the needs of residents whom need inpatient services. The site is not suitable for a college. There is not enough housing in the area with an already large student population struggling to find accommodation they can afford in area. Little space has been left to provide housing for local people. Affordable housing has been cast aside in favour of additional car parking. The increase in parking will bring further cars and congestion to already congested area with

the junction at capacity. The development in this area has been detrimental to the community around it and this new development should not be supported.

Environment Agency (EA)

- 9.19 There is no fluvial flood risk on this site so have no comments on flood risk.
- 9.20 In relation to land contamination: The current or previous use(s) of the development site relating to a hospital suggest that the land may be affected by contamination. The current or previous use(s) of the site may present an unacceptable risk of contamination that could be mobilised during site works and construction, potentially leading to pollution of controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site is located upon a secondary aquifer A.
- 9.21 The proposed development will be acceptable, if a planning condition is included requiring the submission and validation of a detailed land contamination management strategy for unsuspected contamination during the enabling, construction and/or development works. By cleaning up land contamination, it will be helping to protect and improve the groundwater quality that supports existing drinking water supply, future supply of drinking water and other environmental uses.

Friends of Warneford Meadow (FOWM)

- 9.22 Objects to the scheme based on the height, massing and the harmful impacts the proposal would have on the garden listed II buildings and its setting. Views in and out towards Warneford Meadow will be affected leading to a loss of amenity for the town green and public footpath users. The increase in traffic levels is unacceptable in the already congested area.
- 9.23 A further objection letter has been received by FOWM which includes a hydrology technical note and summary letter, which responds to the updated drainage proposals submitted by the applicant. The report raises concerns over the long term impact of the large basement on the Meadow hydrology and the absence of explicit modelling of the Boundary Brook and Lye Valley water systems. Since FOWM initial consultation meetings with the development team in December 2024 they have consistently raised concern over the impact of the basement and there has been no adequate response or option appraisal of design alternatives. The hydrogeological impact assessment which supports the application cannot be considered robust or policy compliant under OCC's own environment protection principles.
- 9.24 In response to the latest round of consultation, FOWM have further objected to the scheme. They conclude that the significance of the long term hydrological impact on the Warneford Meadow Orchard trees has not been adequately considered, the meadow has NOT been properly considered for its heritage value although it is the setting of the grade 2 listed hospital buildings and is part of the heritage landscape which was integral to the therapeutic vision of

the hospital and that the social and community value of the orchard (and its wider setting in the Warneford Meadow) has not been considered.

Headington Heritage

- 9.25 Objects to the application as the proposal represents a risk to the Lye Valley SSSI North and South Units and Cowley Marsh as there would be a huge loss of groundwater retention caused by the basement car park and other tanked basements proposed on site which would impact on the Lye Valley SSSI, Resultant flooding of Boundary Brook will destroy the South Fen (Lye Valley SSSI Unit 2) by lowering its water table due to scouring of the watercourse, which reduces the height of the watercourse channel, repeated flooding at Cowley Marsh due to urbanisation and the Thames Water drain running down the Lye Valley indicates no more water can be added to this catchment (which has not been assessed),
- 9.26 Also objects to the application on impact on housing – the proposal doesn't seek to provide any additional housing for the employees proposed to work at the site, and the impact on green space and environment.

Natural England (NE)

- 9.27 Natural England has no comments to make on this application. They have not assessed the application for its impacts on protected species. The lack of comment from Natural England does not imply that there are no impacts on the natural environment, but only that the application is not likely to result in significant impacts on statutory designated nature conservation sites or landscapes. It is for the local planning authority to determine whether or not this application is consistent with national and local policies on the natural environment. Other bodies and individuals may be able to provide information and advice on the environmental value of this site and the impacts of the proposal to assist the decision making process. Advise LPAs to obtain specialist ecological or other environmental advice when determining the environmental impacts of development.

Oxford Bus Company

- 9.28 In principle the Bus Company wish strongly to support the application. The comments provided are to be treated as informative as opposed to as an objection to the scheme.
- 9.29 The proposal involves a major intensification of activity on the site, also being trip generating uses. Proposal seeks to take advantage of high levels of accessibility by active and public transport and significant improvements are proposed by the applicant.
- 9.30 The site lies on the No. 15 bus route, a route affected by unreliability and journey times as a result of the East Oxford LTNs. Hope further interventions can restore peak afternoon frequencies in short term and core frequencies in medium term.

- 9.31 Site also served on Rosevelt Drive by combined 100/700 service which offers direct connectivity to other teaching hospitals and key destinations in the Eastern arc including Cowley and Blackbird Leys. The ST2 service also provides a direct hourly link to the University Science Area. The site is also served by Thames Travel's H2 offering services to Oxford North, Eynsham and Witney and the 600 which services the Eastern Arc, including ARC Oxford and Oxford Science Park.
- 9.32 The contributions/measures represent a very substantial boost to the attractiveness and effectiveness of the bus as a mode choice to and from the site. This supports a transport strategy in the application that we agree is suitably ambitious, having regard in particular to the likely trip origins to the site, a large proportion of which are from well beyond the city.
- 9.33 Major investments in off-site cycling infrastructure are proposed on Gypsy Lane, Old Road and at the signalised junction between these and Warneford Lane are supported.
- 9.34 Welcome the report and work carried out by OLS and other groups however, some of the suggestions and counter-proposals put forward by other interested groups would result in material difficulties for bus operations and passengers and this needs some more consideration.

Oxford Liveable Streets

- 9.35 The revised plans for walking and cycling infrastructure around the development have taken on board most of our suggestions and are greatly improved.
- 9.36 Main concern is with the design of Warneford Lane - in particular with the proposed closure of the western u-turn allowing access to Cheney Lane. This will push more motor traffic onto the roundabout at the Divinity Rd-Morrell Ave-Warneford Lane roundabout, which already carries significantly too much traffic for cycling to be accessible (well over the 2000pcu/day threshold in LTN 1/20). It will also result, in some drivers using the eastern u-turn illegally. This will create a significant hazard, especially for people walking and cycling who will not be expecting or looking out for vehicles approaching from the wrong direction.
- 9.37 Continue to object to the planned increase in car parking provision, as this significantly undermines the transport plans for the entire city, as embodied in the Central Oxfordshire Travel Plan, and harm Headington in particular. As well as the direct effects of increased motor traffic on road safety, air pollution and noise pollution, the increase in motor traffic would push back, or even make impossible, the traffic reduction necessary for safe junction redesigns, most obviously at the Plain, the London Rd-Headley Way junction, and the Old Rd-Windmill Rd-Slade junction.

- 9.38 Further object to the proposed narrowing of the cycle lanes from 2.4 m to 2 m while widening the motor traffic lane to 4 m, to the shared pedestrian and cycle paths which would worsen conditions for pedestrians who currently have dedicated spaces, the lack of a pedestrian crossing near Divinity Road where there is a strong desire line between Divinity Road and South Park, heavily used by children and school pupils.

Oxford Pedestrians Association

- 9.39 Objection: Pedestrians are top of the transport hierarchy. The plans introduce sections of shared pedestrian/cycle paths along north side of Warneford Lane where there is no need to downgrade provision for pedestrians. Opportunity to improve provision including additional pedestrian crossings towards South Park

Oxford Preservation Trust

- 9.40 On balance, support the planning applications.
- 9.41 The key components of the new buildings include a very large 'link' building (entrance, cafes, link between hospital and research) with curving walls, and finger-like ward extensions. We think this works well – with good landscaping proposals, and cross views. Given its size, the building has a lightness of character, and being curved its appearance will change a lot as sun moves around, and it prioritises horizontality over verticality in its design. This is a large building and will make a significant impact on the view from Warneford Meadow. We would like the applicant to consider further mitigations through landscaping.
- 9.42 It is clear that the historic hospital buildings are no longer fit for purpose and support the outline proposals for their conservation, re-pair and re-use.
- 9.43 Note the proposed removal of several curtilage listed buildings including the farmhouse and former stables. Understand that these buildings are of less architectural interest due to alterations and conversions. Whilst we regret their loss, accept the conclusions of the HIA that their removal would result in less than substantial harm.
- 9.44 The embodied carbon implications of demolishing numerous buildings that are still within their useful lifespan has not been included within the Whole Life Carbon Assessment. It is essential that these implications are set out and understood.
- 9.45 Due to proximity of Boundary Brook there is the potential for surface and groundwater flow to the Lye Valley SSSI. The proposal to include tanked basements for the underground car parking will displace underground water storage. This change has potential to increase surface water run off to the brook and increase its flow which in turn may adversely affect the Lye Valley SSSI South Fen.

- 9.46 Concerns about the balconies on the western elevations of the student accommodation blocks and ask the applicants to consider their removal in order to ensure neighbouring properties are protected from potential noise disturbance.
- 9.47 It is inevitable that a scheme of this size would generate higher volumes of people visiting the site and therefore increased vehicle numbers. Welcome the basement parking which would 'hide' the majority of the parking and enables larger areas of open space and landscaping to be provided at ground level. Efforts need to be made to encourage active travel and public transport to minimise any negative impact on surrounding highway network.

Oxfordshire County Council – Climate Action

- 9.48 No objection

Oxfordshire County Council – Education

- 9.49 No comment

Oxfordshire County Council - Highways Authority

- 9.50 No objection subject to S106 Contributions for public transport services including existing bus services and real time information, travel plan monitoring, public rights of way improvement, an obligation to enter into a S278 Agreement for numerous off site highway improvements and relevant planning conditions relating to cycle parking, EV charging, delivery and servicing management plans, car parking management plans, travel plan, travel plan statement and a construction traffic management plans.

Oxfordshire County Council - Lead Local Flood Authority (LLFA)

- 9.51 No objection, subject to conditions requiring a detailed surface water drainage scheme and SuDS details.

Oxfordshire County Council – Public Health

- 9.52 No objection - The submitted HIA adequately assesses health parameters relevant to the site and surrounding population.
- 9.53 The provision of cycle infrastructure has been noted. This should be secure, covered, and easily accessible to the frontages of building entrances wherever possible, so to promote the uptake of active travel modes
- 9.54 It is noted from the Air Quality Assessment that a dust management plan will be prepared and agreed to ensure that impacts on local receptors are minimised.

Thames Valley Police (TVP)

- 9.55 TVP have some concerns with the proposals in terms of the potential for crime and disorder, and whilst they do not object to this application, they ask that further information is provided and plans amended prior to permission being granted. TVP have asked for a physical barrier to be installed to the basement access to prevent unauthorised vehicular and pedestrian entry. TVP have also recommended conditions for a Security Needs Assessment (SNA) and details of a proposed external lighting scheme to be submitted prior to commencement.

Thames Water

- 9.56 No objection subject to conditions.

Public representations

- 9.57 80no. letters of comment have been received from the following addresses: 13 Marlborough Road, 14 Staunton Road, 104 Barracks Lane, Stratfield Road, 161, 181, 189 (2no letters), 213 Morrell Avenue, 1, 5, 11, 13 (2no letters) 15, 17, 19 (no letters), 22, 37 (2no letters), 39, 41, 42, 73, 77 Hill Top Road, 29, 51, 52 Stapleton Road, 42, 86 Sandfield Road, 39 Rymers Lane, 63, 66 Old Road, 15 Lime Walk, 25 North Way, 57 Latimer Road, 131, 218 Headley Way, 111, 172 Divinity Road, 127 Bateman Street, 32 Beaumont Road, 3 Conniston Avenue, Leaffield Road, 83 Windmill Road, 8 Harold Hicks Place, Willowbank, Old Road, Florence Park, 10 Bickerton Road, 26 Abbott Road, 24 Mattock Close, 11 David Nicholls Close, 1 Stone Street, Rymers Lane, 51 Park Town, Summertown, 4 Swinburne Road, 13 Marston Street, 103 Dene Road, Flat 10 Arthur Slater Court, Brook Street, 50 St Anne's Road, St Clements, 10, 10, 36 ,108 Southfield Road, 5 All Saints Road, 177 Southfield Park, Bartlemans Close, 81 St Clement's Street, Abingdon Rd in Cumnor, 1 Aristotle House, unknown, 107 Fairacres Rd, 38 Canal Street, 26 Trinity Road, 123 Bullingdon Road (2no. letters), , 9 Fairspear Road (Leaffield).
- 9.58 3no. letters were received in general support of the application.
- 9.59 In summary, the main points of objection (76no. residents) were:

Design

- Visual impact on the Meadow
- Main bulk of building is repetitive and largely unrelieved with the roof plant adding to the bulky appearance.
- The terracotta would not sit well with the muted tones of the meadow and would contrast with them
- Design of the lower wings closest to the meadow is very busy with a mixture of colours, materials and textures and they don't relate well to the main part of the building behind.
- Not clear how the new buildings are 'complimentary' to the existing, historic stone buildings or walls, when nothing, not even the colour of the terracotta cladding seems to relate to the historic built forms

Impact on neighbouring amenity

- Overlooking of properties/gardens along Hill Top Road as a result of the proposed balconies
- Loss of privacy from the proposed balconies on the student accommodation blocks
- Increased noise disturbance resulting from students using the balconies at all hours
- Request the balconies are removed in line with the Oxford Preservation Trust's formal comments
- Light pollution from windows
- Changes in activity levels
- Impact on privacy
- Impact on security given close proximity
- The accommodation blocks would be of considerable bulk and height and would be overbearing
- Maintenance buildings located along shared boundary

Highways safety, parking:

- Increase in parking provision – conflicts with citywide transport objectives set out in the Central Oxfordshire Travel Plan
- The travel plan conflicts with Policy M1 and the prioritisation of walking, cycling and public transport.
- Adverse impact on Headington
- Reduced road safety
- High levels of traffic and congestion
- Increased air pollution
- Increased noise pollution
- Pedestrian safety
- Increased road safety for cyclists
- Increase in parking will set a dangerous precedent for other sites in the city
- Need to explore other active travel uses such as buses/mini bus to park and ride/car sharing schemes.
- Proposal forces west bound traffic around the roundabout to access Cheney Lane – this adds extra danger to users of the roundabout of crossing Warneford Lane.
- Pedestrian crossing (near to the roundabout) is in the wrong place – it needs to be on the very clear desire line where no more grass is growing on two tracks 3m wide across the central reservation.
- Pavements are inadequate – surface eroded, vegetation composting restirring the amount of usable space

Cycle parking and infrastructure

- Reduction of the cycle lane on Warneford Lane from 2.4m to 2m alongside widening the general traffic lane to 4m. This is regressive and is a step backwards in the advancement of safer cycling infrastructure. It would not be safe for overtaking or side-by-side cycling.

- Widening the traffic lane on Warneford Lane will increase vehicle motor volume and increase speeds, which are already problematic
- The share use path on the north side of Warneford Lane is not appropriate in this location and a separate cycle track should be provided. Shared provision may encourage cyclists to use the road instead, undermining the benefits of segregation.
- Pedestrian flows are high with approximately 1,500 students and teachers accessing Cheney School at peak hours, when peak pedestrian and cycle flows coincide. This does not align with the conditions in LTN 1/20 (6.5.6) where shared use may be appropriate.
- The proposed number of cycle parkin spaces is insufficient based on the significant increase in the proportion of bicycle trips that the City and County Councils are anticipating over the next 5years.
- The proposal doesn't include adequate safe cycle provision on Rosevelt Drive
- Cycle path along Old Road would be problematic as there is reduced visibility for those exiting their drives.

Drainage/ Impact on SSSI

- Concerned about the drainage of the site – waterlogging on the field
- Needs to cope with storm water
- The Flood Risk Assessment relies on pumped basement attenuation systems discharging to soakaways with minimal freeboard. This approach is non-compliant with the SuDS hierarchy, the SuDS Manual, and Local Plan Policy RE1.
- No seasonal or mounding analysis to show the effect of infiltration on groundwater.
- Proposal has risks on Warneford Meadow - a Town Green and Wildlife Site that depends on natural hydrology. Cutting off or diverting recharge will damage its ecology.
- Infiltration into a secondary aquifer with limited pollution control increases the risk of groundwater contamination. Given the school's proximity, any mobilisation of contaminants (from surface water, hydrocarbons, or construction activities) is a direct concern for pupil health and wellbeing.
- The Basement Impact Assessment admits that groundwater flows towards Boundary Brook and the Meadow, yet no modelling of drawdown cones or diversion effects is provided. Construction dewatering, which is anticipated, risks altering groundwater regimes in a way that has not been assessed.

Trees

- Proximity of buildings to west boundary may impact on current tree levels and health.
- The Arboricultural Impact Assessment (July 2025) shows the proposed College South and accommodation blocks in very close proximity to the Root Protection Areas of retained Category A and B trees
- Proposed basements and foundations will further risk the longevity of trees on site

Other matters

- Construction and building works will impact on health of local residents
- Dust, air quality and vibration issues
- Sports facilities is being built on and so should be re-provided, or a contribution be made to another facility e.g. Cheney School
- Should be provision of child's play facilities on site
- Distinct lack of shops/retail facilities to serve visitors of the site.
- I self advocate for people with a learning disability like me. My only worry is - will they still have enough for patients?
- More employment in this location is not what is needed. Especially with the lack of additional housing nearby meaning more commuter journeys.
- No housing for staff provided within the proposals
- Additional students will ruin the peace of the site and will be intimidating for vulnerable patients.
- The University are building all over Oxford in a gradual privatisation of public assets
- Concerned about impact on nature and wildlife in surrounding green spaces

9.60 It is noted that a large number of objection comments received acknowledge the wider support for improving mental health facilities in Oxford.

Officer response

9.61 Any impact on neighbours' amenity from construction could be mitigated through the construction traffic management plan, including hours and noise, secured by condition.

9.62 Where the above comments relate to material planning considerations i.e. the scale, mass and design of the building, proposed impacts on neighbouring amenity, impacts on wildlife and drainage, transport impacts etc, these have been assessed and addressed in full within the relevant sections of the committee report below.

10. PLANNING MATERIAL CONSIDERATIONS

10.1 Officers consider the determining issues to be:

- Principle of development
- Design and impact on heritage assets
- Archaeology
- Impact on amenity
- Noise
- Highways
- Impact on trees
- Ecology and Biodiversity
- Drainage
- Flooding
- Sustainable design and construction
- Air Quality

- Land Contamination
- Utilities
- Health, Wellbeing, and Health Impact Assessments

Principle of development

Background policies

- 10.2 At the heart of the National Planning Policy Framework (NPPF) remains a presumption in favour of sustainable development, which means that development proposals that accord with the development plan should be approved without delay unless material considerations dictate otherwise. Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Any proposal would be required to have regard to the contents of the NPPF along with the policies of the current up-to-date development plan, which include the newly adopted Oxford Local Plan 2036 and the Headington Neighbourhood Plan.
- 10.3 Policy S1 of the Oxford Local Plan 2036 states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF, working with applicants so that sustainable development can be approved that secures economic, social and environmental improvements. Planning applications that accord with Oxford's Local Plan (and, where relevant, with neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Development should make efficient use of land making best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford in accordance with RE2 of the Oxford Local Plan 2036. Policy S1 of the Emerging Local Plan 2045 echoes this spatial strategy and is therefore given limited weight at this time.
- 10.4 Policy RE2 requires that development proposals must make best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader consideration of the needs of Oxford. The development proposal must have a density appropriate for the proposed use, with an appropriate scale and massing, maximise the appropriate density with a built form and site layout appropriate to the capacity of the site. Policy HD2 of the Emerging Local Plan 2045 promotes making the most efficient use of land and has limited weight at this time.
- 10.5 The Warneford Hospital site is an allocated development site under policy SP22 of the Oxford Local Plan 2036. Policy SP22 states that planning permission will be granted for healthcare related facilities at Warneford Hospital and, provided adequate accommodation is provided for healthcare facilities, any of the following uses:
- residential development, including employer-linked affordable housing;

- student accommodation;
- hospital and medical research;
- B1(a) and B1(b) provided that they have an operational link to hospital uses;
- academic institutional;
- education

10.6 The site allocation for the Warneford Hospital Site is maintained in Policy SPE18 of the Emerging Local Plan. The Emerging Local Plan policy broadly aligns with the current site allocation policy in that it allows for healthcare facilities and related uses such as extra care accommodation, residential development including affordable housing and student accommodation, employment and research that has a link to healthcare and additional academic institutional and education uses subject to compliance with other relevant local plan policies. Policy SPE18 requires development on the site to retain existing features including mature trees where possible, boundary features and areas of priority habitat woodland present on the site. The loss of the sports facility is considered justified. The policy puts an emphasis on the potential impact of any development on the adjacent Wildlife Site, its species and habitats, the Lye Valley SSSI, groundwater flows, the orchard, protected species and habitats and peat reserves. The emerging site allocation policy for Warneford Hospital has limited weight at this time.

NPPF and housing land supply position

- 10.7 Paragraph 78 of the NPPF requires Local Planning Authorities to identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than 5 years old. The latest published Authority Monitoring Report (AMR) (December 2025) shows the Council is currently only able to demonstrate 2.88 years' worth of deliverable sites.
- 10.8 Subsequently, those policies relating specifically to housing delivery in the Oxford Local Plan 2036 including Policy H1 are currently considered to be out of date. This does not mean they have no weight, but an assessment of consistency will take place throughout this application.
- 10.9 In relation to the draft Oxford Local Plan 2045 this has undergone consultation pursuant to Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The plan has not yet been submitted to the Secretary of State for examination and therefore its Policies carry limited weight.
- 10.10 Paragraph 11 of the NPPF states that decisions should apply a presumption in favour of sustainable development. It goes on to say for decision-taking this means where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- I. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
- II. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

10.11 By virtue of the Council's current housing land supply position, the presumption in favour of sustainable development set out in the NPPF at paragraph 11 is now engaged in the decision-making process. Therefore, an assessment will need to be made as to whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole (the tilted balance). This balancing exercise is undertaken within the planning balance section of this report.

Full Application -The proposed hospital

10.12 Local Plan Policy E1 allows for the intensification of uses on employment sites and 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. Policy E1 of the Emerging Local Plan 2045 follows a similar approach to the current Local plan policy and therefore more weight is given to the existing policy at this time.

10.13 Policy E2 further allows for the growth of the hospitals, through the redevelopment and intensification of their sites in Headington as set out in the site allocations, including to increase their teaching and research function. It goes on to state that applications for all new education, teaching and academic institutional proposals (other than the expansion of schools providing statutory education) should clearly demonstrate how they support the objectives of and accord with the wider policies of this development plan.

10.14 Local Plan Policy V7 states that planning permission will be granted for the alteration and expansion of existing primary healthcare facilities. Planning permission will be granted for new primary healthcare facilities where the City Council is satisfied that the following criteria are satisfied:

- a) the location is easily accessible by walking, cycling and public transport; and
- b) the proposal will meet an existing deficiency in provision or access, or the proposal will support regeneration or new development; and
- c) the proposal will not result in an unacceptable environmental impact.

- 10.15 Policies C3 of the Emerging Local Plan 2045 echoes the above and supports the improvement and expansion of existing facilities providing the location is easily accessible by active modes of travel and that the proposal would not have any unacceptable environmental impact or loss of amenity. The emerging policy is given limited weight at this time.
- 10.16 The proposal seeks to re-develop the existing hospital site to create a new mental health hospital with research and development facilities (subject to the full part of the application) and a student campus (subject to the outline part of the application). The proposed uses are consistent with the Warneford Hospital site allocation (Policy SP22 and SPE18 (of the Emerging Local Plan 2045)) which promotes the re-development of the site to provide a new hospital on the site of the former playing fields, together with the introduction of additional complementary uses such as the college (academic institutional floor space including student accommodation) and medical research facilities. Furthermore, Policy SP22 states that:
- Any development on the site must retain and enhance the listed buildings.
 - The site would only be suitable for academic institutional uses provided that the requirements of Policy H9 are met.
 - Applicants will be expected to demonstrate how the development mitigates against traffic impacts and maximises access by alternative means of transport.
 - The playing fields should be re- provided or a contribution made to another facility.
 - To minimise impact upon the very sensitive Lye Valley SSSI, planning permission will only be granted if it can be proven that there would be no adverse impact upon surface and groundwater flow to the Lye Valley SSSI. Development proposals should reduce surface water run off in the area and should be accompanied by an assessment of groundwater and surface water. Development proposals must incorporate sustainable drainage with an acceptable management plan.
- 10.17 These principles are expanded on in more detail within the emerging site allocation Policy SPE18.
- 10.18 In principle, the provision of a new mental health hospital is supported where it has been demonstrated that the development makes the best and most efficient use of land. In this case the existing listed hospital building has been deemed not fit for purpose and an alternative is needed. The proposal seeks to provide a modern, state of the art hospital. The hospital would accommodate the relocation of the acute adult mental health ward (18xbeds), the psychiatric intensive care ward (11xbeds), and the two Health Based Places of Safety from Littlemore Hospital to Warneford Park (the site). The two older adult wards, offering 31 beds at the Churchill Hospital will also be relocated to Warneford Park. As a result, the proposed hospital would double the number of hospital wards from four to eight, improving operational efficiencies for the NHS by co-locating care provision within Oxford in one main location. The detailed elements of policy SP22 are considered in greater detail within the relevant technical sections of the report below.

- 10.19 In respect to Local Plan Policies V7 and Emerging Local Plan Policies C3 and C4, the alteration and expansion of primary healthcare facilities is acceptable providing the location is easily accessible by walking, cycling and public transport; the proposal would meet an existing deficiency in provision or access, or the proposal will support regeneration or new development and would not result in any unacceptable environmental impacts.
- 10.20 In this case the proposal would be in an easily accessible location and would meet an existing deficiency in provision in that the existing hospital is no longer fit for purpose.

Loss of Sports Facility and Sports Provision

- 10.21 In order to facilitate the development, the proposal would include the loss of an existing sports field/pitch.
- 10.22 Policy G5 of the Oxford Local Plan 2036 seeks to protect existing open space, sports and recreational buildings and land. It goes on to state that existing open space, indoor and outdoors sports and recreational facilities should not be lost unless:
- a) an assessment has been undertaken which has clearly shown the open space, buildings or land to be surplus to requirements; or
 - b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable location; or
 - c) the development is for alternative sports and recreational provision, the benefits of which clearly outweigh the loss of the current or former use
- 10.23 Policy G5 states that for outdoor sports facilities, consideration will be given to the need for different types of sports pitches as identified in the Playing Pitch Study. Any replacement provision should be provided in a suitable location equally or more accessible by walking, cycling and public transport, and accessible to local users of the existing site where relevant. This is echoed in Policy G1 of the Emerging Local Plan 2045 and limited weight is given to the Emerging Local Plan policy at this time.
- 10.24 Policy AMP1 of the Headington Neighbourhood Plan Policy states that existing sports, leisure and community facilities will be protected and opportunities for enhancement will be sought. Planning permission will only be granted for development resulting in the loss of existing sports and leisure facilities if alternative facilities can be provided and if no deficiency is created in the area. Alternative facilities will be required to be provided at a location equally or more accessible to residents of Headington by walking, cycling and public transport.

- 10.25 There is an existing sports ground located to the southeast of the site. The sports ground will be developed as the site of the proposed new Hospital. The site allocation policy, Policy SP22 of the Oxford Local Plan 2036 and Policy SPE18 of the Emerging Local Plan 2045 acknowledges the loss of the playing field to accommodate the new hospital and explicitly states that the playing fields should be re-provided or a contribution made to another facility.
- 10.26 As part of the proposal, the applicant would provide a financial contribution towards another facility. This would accord with Local Plan Policy G5(b). This exact figure and the facilities to which this contribution would go towards is currently under discussion with the applicant and with Sport England. It is acknowledged that given the timescales for the commencement and delivery of the proposed development, that there would be a need for a cascade approach outlining a number of potential community facilities to which the contributions could go towards, depending on the timing. In principle, officers consider that a financial contribution towards the re-provision of alternative sports and recreational provision is acceptable. The details of this would be secured within the S106.
- 10.27 The proposed hospital would comply with Policy V7, E1, G5 and the site allocation policy SP22 of the Oxford Local Plan 2036 and the relevant Emerging Local Plan policies.

Full Application - The proposed Research Centre

- 10.28 Local Plan Policy E1 allows for the intensification of uses on employment sites and 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. Policy E2 further supports new teaching and research floor space as part of the redevelopment and intensification of the hospital sites, including Warneford Hospital.
- 10.29 The site allocation policy SP22 (and SPE18 of the Emerging Local Plan) is consistent with this direction. It provides explicit support for the provision of new hospital and medical research facilities on the site.
- 10.30 The proposed development would include a new building for research and development, office and laboratory space. The Research Centre will accommodate the UK's leading University Psychiatry Department which currently occupies the site and will allow for the department to expand and for other relevant academic teams from different disciplines to co-locate alongside them. The research centre will also provide space for biotech's, spin-outs and start-ups to work alongside the University and collaborate with clinicians and researchers. Commercial businesses would provide resources to develop interventions through clinical trials into new treatments and create opportunities for clinicians to share knowledge and drive breakthroughs in mental health care.

10.31 The intensification of the site for research and development purposes is therefore considered to be acceptable in principle and in line with the site allocation policy SP22 as well as E1 of the Oxford Local Plan 2036 and the relevant policies of the Emerging Local Plan 2045.

Outline Consent – Student Accommodation/ College

10.32 The outline application would comprise the construction of student accommodation and related buildings to the west of the existing hospital which will form part of the new college (Zone 2).

10.33 Policy SP22 (and SPE18 of the Emerging Local Plan) recognises that, as an existing campus site of the Oxford Health NHS Foundation Trust, the application site is suitable for employer-linked housing or student accommodation.

10.34 Policy E2 further states that planning permission will only be granted for new or additional academic or administrative floorspace for educational institutions if it can be demonstrated that Policy H9 is met or, where this policy does not apply, that a suitable form of student accommodation for all students will be provided, with controls in place to ensure that the provision of accommodation is in step with the expansion of student places.

10.35 Policy C4 of the Emerging Local Plan 2045 allows for new learning and non-residential institutions, where these would be accessible by active modes of travel and not create unacceptable traffic impacts, where the proposal would meet local needs or an existing deficiency in provision or access, or the proposal will support regeneration or new development, where it would not result in any unacceptable environmental impact or loss of amenity and where possible, joint user and shared user agreements are made. As explored in more detail in the relevant transport section below, the site is within a highly sustainable location with good access to the site by foot, bus and by bicycle. The proposal seeks to enhance pedestrian permeability and connections through the site and would also seek to provide off-site enhancements to pedestrian, cyclist and bus infrastructure. It is not considered that the proposal would result in any unacceptable environmental impact, nor would it have a detrimental impact on Warneford Meadow, the Boundary Brook or the Lye Valley SSSI.

10.36 Policy H9 of the Oxford Local Plan 2036 states that planning permission will only be granted for new/redeveloped or refurbished academic, research or administrative accommodation for the University of Oxford where it can be demonstrated that the new accommodation would not generate or facilitate any increase in student numbers; or the number of their full-time taught course students living in Oxford in non-university- provided accommodation does not exceed 1,500 at the time of the application. Policy H9 of the Emerging Local Plan 2045 is similar to that of the existing Local Plan Policy however the thresholds have changed from 1,500 to 3,100 students (until the academic year starting 2033). Whilst the thresholds have changed between the existing

and Emerging Local Plan policies, the Emerging Local Plan policy H9 carries little weight at this time.

- 10.37 The new academic accommodation would be for graduate students only. The proposal would generate an increase in student numbers however, as the proposal is for a new student campus, whereby it would provide graduate student accommodation only, the proposal would not result in an increase in students living in non-university provided accommodation. This policy does not apply where graduate accommodation is provided.
- 10.38 Policy H8 states that planning permission will only be granted for student accommodation specific locations, which includes the city centre. Student accommodation must also be managed in a way which complies with the policy; this includes restricting occupation to full- time students enrolled in courses of one academic year or more and subject to a general management regime that has been agreed with the City Council that will be implemented on first occupation of the development (to be secured by a planning obligation). The development must also comply with the relevant car parking standard.
- 10.39 Conditions are proposed to ensure that the accommodation is used for the stated purpose within the application. A condition is proposed requiring the submission of a management strategy for the site. With regard to car parking, it is noted that 44no parking spaces would be provided as part of the outline consent for the college. These parking spaces would be for staff, visitors and for operational/maintenance, including a number of accessible parking spaces. Out of the 44no parking spaces, there would be no parking spaces for students. In order to ensure that none of these 44no. parking spaces would be used by students of the college, a parking management plan detailing how the college proposed to maintain, monitor and enforce the parking spaces has been requested via condition.
- 10.40 Policy H2 states that planning permission for new student accommodation of 25 or more student units (or 10 or more self- contained student units), require a financial contribution towards delivering affordable housing elsewhere in Oxford. The contribution will be required only from the number of units creating a net gain. This affordable housing contribution can be provided on-site where both the City Council and the applicant agree that this provision is appropriate. For mixed-use developments of student accommodation with general housing a pro-rata approach will be used to determine whether a contribution is required, and how much this should be. Contributions towards affordable housing provision from new student accommodation will not be sought where:
- I. The proposal is within an existing or proposed student campus site, as defined in the glossary; or
 - II. The proposal is for redevelopment of an existing purpose-built student accommodation site which at the date of adoption of the Plan is owned by a university and which will continue to be owned by a university to meet the accommodation needs of its students.

10.41 Within Policy H3 of the Emerging Local Plan 2045, the thresholds for requiring affordable housing contributions have changed however there still remains the exemption that affordable housing contributions would not be sought where:

- The proposal is within an existing or proposed university or college campus site, as defined in the glossary; or

10.42 The proposal is for a new student campus (defined as: *accommodation occupied by an educational institution and comprising academic institutional uses including academic (teaching, seminar and lecturing spaces), research (laboratories and special facilities) and/or administrative uses (offices and administrative functions)*) and as such meets the exemptions detailed above. Therefore, an affordable housing contribution as set out in Policy H2 of the Oxford Local Plan 2036 or Policy H3 of the Emerging Local Plan 2045 is not required in this instance.

10.43 The National Planning Practice Guidance (NPPG) requires that student accommodation should now be considered as contributing towards the supply of housing, based on the amount of accommodation it releases onto the housing market.

10.44 The number of residential units proposed in the outline consent includes the conversion of the existing Gate Lodge and the erection of the College/Student accommodation. It is proposed that the Gate Lodge will be converted into 1 no 3-bed house and that purpose-built student accommodation would provide 155 units (175 beds). A total of 143 ensuite rooms, 12 self-contained apartments and 1 x 3 bed house will be delivered by the proposal. A ratio of 2.4 is applied to the communal (ensuite rooms) element as prescribed in the national Housing Delivery Test, to calculate the dwelling equivalent of 60 dwellings. In total the development will therefore contribute 73 dwellings equivalent to the City's housing supply.

Breakdown of homes for outline application stage:

Accommodation block	C3	Sui Gen Generis	Calculation for C3 equivalent for Sui Gen rooms	Total residential supply
Gate Lodge	1 house	n/a		
College South	12 apartments	n/a		
College:	n/a			

Great Court North		16 ensuite rooms		
Great Court West		42 ensuite rooms		
Great Court South		85 ensuite rooms		
Subtotal	13	143 rooms	143 / 2.4 ratio = 60 dwelling equivalent	13 + 60 = 73 dwellings

10.45 Further units would come forward as part of Zone 03 works which relate to the existing hospital building and surrounding land. These units would come forward under a separate planning and listed building application.

10.46 Officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to assess the environmental impact of the proposal.

10.47 In light of the above, the proposed redevelopment of the site to provide a new mental health hospital, research and development, and a college is supported in principle, in accordance with Policies S1, RE2, SP22, E1, E2, V7, G5, H9, H8, H2 and H3 of the Oxford Local Plan 2036 and policies RE2, HD2, SPE18, E1, C3, G1, C4, H9 and H3 of the Emerging Local Plan 2045.

Design

10.48 In relation to design, the NPPF emphasises that high quality buildings are fundamental to achieving sustainable development and good design creates better places in which to live and work and helps make development acceptable to communities. New development should function well, be visually attractive, sympathetic to local character and history, establish or maintain a strong sense of place, optimise the potential of the site and create places that are safe, inclusive and accessible and which promote health and well-being.

10.49 Policy RE2 states that planning permission will only be granted where development proposals make efficient use of land. It also notes that development proposals must make best use of site capacity, in a manner compatible with the site itself, the surrounding area and broader considerations of the needs of Oxford, as well as addressing the following criteria:

- a) the density must be appropriate for the use proposed;

- b) the scale of development, including building heights and massing, should conform to other policies in the plan. It is expected that sites at transportation hubs and within the city and district centres in particular will be capable of accommodating development at an increased scale and density, although this will also be encouraged in all other appropriate locations where the impact of so doing is shown to be acceptable;
- c) opportunities for developing at the maximum appropriate density must be fully explored; and
- d) built form and site layout must be appropriate for the capacity of the site

Policy DH1 of the Oxford Local Plan 2036 states that planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness, and where proposals are designed to meet the key design objectives and principles for delivering high quality development as set out in Appendix 6.1.

10.50 Policies S2 and HD1 of the Emerging Oxford Local Plan 2045 broadly echo the requirements of the existing Local Plan policies in that they promote making the most efficient use of land and providing developments of high-quality design.

10.51 Policy GSP4 of the Headington Neighbourhood Plan states that development will be permitted where its design responds appropriately to the site and the character of the surrounding area.

10.52 Policy CIP1 of the Headington Neighbourhood Plan states that new developments will only be permitted where they respond to and enhance the distinctive local character where it is described in the Character Assessments. This may include consideration of aspects such as materials, scale, siting use, layout, form, design and intensity of activity within the built environment and setting of the Headington Neighbourhood Plan Area.

10.53 Policy CIP3 of the Headington Neighbourhood Plan states that high quality development proposals, which are of an innovative and/or contemporary design will be permitted where they, accord with policies in the Local Plan, respect and take account of local heritage; and enhance the distinctive identity, character and setting in terms of scale, layout, density, orientation and massing.

Full application: the proposed Hospital, Link building and Research Centre

10.54 The existing entrance to the site from Rosevelt Drive would be enhanced to create a more attractive and welcoming arrival. The existing stone boundary walls would be extended and adjusted to create a stronger framed opening for the proposed metalwork gateposts with integral lighting, which would define the pedestrian access points within this entrance.



Visualisation of the Warneford Park entrance with the new POWIC/SANE building (right)

- 10.55 Adjacent to the Rosevelt Drive entrance, the existing building (Green Tree Lodge) would be demolished and the new POWIC/SANE building would be re-located in this location. Given its location along the eastern boundary where it would sit close to the Grays Road/Old Road/Warneford Lane/Rosevelt Drive junction, the proposed building would be highly visible from within the street scene.
- 10.56 The proposed building, given its prominent siting within the historic boundary wall and adjacent to the listed Gate Lodge has been designed to have a more domestic scale than the proposed hospital building and research centre. The proposed building would therefore be of a two storey construction with a multi pitched roof. The roof would feature 5no. 50 degree pitched roofs that form a gable to the north elevation and box gable to the south. The box gable would overhang the south elevation by 0.6m. Solar PV panels would be provided on three of the south west facing roof pitches and air source heat pumps, together with other plant equipment, will be located within a recessed pocket of the central pitched roof.
- 10.57 The overall design of the building draws on the arts and crafts style which was championed by Oxford born and raised architect, Phillip Webb. At ground floor, the building would be finished in rough stone similar to that of the boundary wall, allowing the first floor and roof to be unified and clad in a handmade clay tile. To the rear of the building would be a part two storey part single storey element which would be predominantly glazed. The shallow pitched, hipped roof of the two storey rear element would be finished in standing seam zinc. The single storey elements would feature green roofs.

10.58 The POWIC/SANE would provide flexible office space, meeting rooms, therapy rooms and communal facilities including W/Cs, kitchen space and storage. The extensive glazing would allow for views outside to the shared landscaped space between the POWIC/SANE building and the Gate Lodge. This outside space would also allow for spill out space from the meeting rooms within the POWIC/SANE building.



Proposed view from Warneford Lane and Gipsy Lane

10.59 The LVTIA concludes that whilst larger in scale than the existing Gate Lodge, due to the more domestic scale of the proposed POWIC/SANE building and its varied roof form, the proposal would sit comfortably in views towards the site.

10.60 The POWIC/SANE would contribute to the character of the arrival sequence, framing views south across the lawn to the historic listed building (former hospital).

10.61 As you enter the main entrance from Roosevelt Drive, a tree lined avenue which runs parallel to Roosevelt Drive, will lead visitors southwards towards the hospital and research centre, towards the plaza and eastern entrance. The arrival avenue would be lined with sporadic tree planting which echoes the character of the existing historic landscape with irregular tree planting found throughout the site. Surface level parking (including accessible parking spaces) for visitors of the hospital would also be found the southern end of the approach road. The parking bays are configured with planted screening to avoid large expanses of parked cars. The parking area would be partially interrupted on the western side to permit views and pedestrian access through

to the open grassland of The Lawn from the new entrance piazza. Planting beds will also be used to separate and define the pedestrian routes from vehicles, and mitigate level changes between the road and the entrance. At the south end of the arrival avenue there would be a large sculptural feature, indicating the arrival point and transition to the pedestrian forecourt and entrance to the hospital, link building and research centre. The sculptural feature would act as a wayfinding device with seating around the base also providing space for gathering and for rest. Details of this sculptural figure would be secured via condition.

10.62 The proposal includes the provision on a new bus, taxi and vehicle drop off arrival space along Roosevelt Drive. This arrival space would be connected by accessible routes (both stepped and ramped access) to both the hospital entrance and westwards, around the research centre, connecting to Warneford Green and the wider College. This space would be heavily landscaped with raised beds that double up as proposed seating areas for visitors by virtue of visitors being able to sit on the edge of the planters.



Visualisation of proposed piazza

10.63 The eastern entrance would form the main entrance to the hospital and research centre. The tree line avenue and the new bus stop would meet at a new raised piazza which would have both stair and ramped access from street level. This area has been designed with reflective pools and seating. The large sculptural feature referred to above would form a focal point and create a waypoint at the top of the stairs, signalling the main entrance. The detailed design of this wayfinding feature would be secured via condition.

10.64 The proposed link would provide a conceptual and physical connection between the hospital and research centre providing access to both facilities. The link building is a double height structure that would be primarily glazed, along with vertical planting to allow for a semi-external 'winter garden'. The link would be top lit allowing generous amounts of light into the space. At both the eastern and western ends of the link, the building mass has been stepped down to ensure a more appropriate and welcoming scale for those visiting the site, whilst also breaking up the overall massing of the hospital and the research building. The link would be the main public arrival from the east which would lead through to the reception area to both buildings as well as a shared cafe and facilities. It would provide an east-west connection which would connect visitors to Warneford Green on the western side of the building and to the college beyond.



Visualisation of link building with hospital (left) and research centre (right) including wayfinding totem

10.65 The proposed hospital would be located to the south of the link where it would sit adjacent to Warneford Meadow. The proposed building form has been orientated south to maximise views of the meadow and to improve patients' connectivity to nature.

10.66 The hospital building would consist of a 4 storey rectilinear construction which would run parallel to the link building. The massing of the main body of the building has been stepped down towards the east of the site to respond to the changing land levels and to address potential impacts on the neighbouring care home. The western edge of the hospital has also been stepped down to reduce the scale of the development within the new central public

space/Warneford Green and to mediate and provide relief between the proposal and the existing Grade II Listed Hospital Building. The southern elevation of the hospital would feature four, linear wards which would accommodate patient rooms. The four “wings” would be of a two storey height and would have flat roofs which would feature biodiverse roofs and solar PVs. Between the rear wings, the design incorporates landscaped areas further encouraging this connection with nature. Providing patients with greater proximity to the outdoors and green space is in keeping with the historic ethos of the site.

- 10.67 The hospital is a large structure however, it would allow for the increase in the number of adult wards on site, increasing from four to eight, ensuring better operational efficiency by collating in patient mental health care provision into one central location.
- 10.68 The rear wings have been designed at two storey height to reduce the overall impact of the proposed development on Warneford Meadow to the south. Warneford Meadow is a Town Green, an Oxford City Wildlife Site and has been identified as a non-designated heritage assets in the OHAR (further explored in the heritage asset section of the report below) and therefore views from this space are important. By reducing the wings to two storey the building would step down from its overall four storey height.
- 10.69 The elevations of the main four storey hospital building are formed of terracotta panels and ram pressed terracotta panels, with triple glazed windows and unglazed terracotta vertical fins to provide solar shading. The two storey ‘wings’ are proposed as a prefabricated timber structure, with a combination of stone, render, terracotta tiles and projecting bay windows. The windows would be aluminium and/or timber composite windows. The proposed materials form part of a contemporary palette which is to be used across the hospital, link and research centre which seeks to create a distinct character and contemporary appearance for the new buildings. Subject to further detail being secured by condition the proposed appearance and materials are considered to be acceptable.
- 10.70 Plant, including roof mounted Air Source Heat Pumps (ASHPs), Air Handling Units (AHUs), Solar PV arrays and ancillary plant rooms and equipment would be situated on top of the main hospital building and the research centre. The plant equipment would be screened by a louvered screen. The plant screen on top of the main hospital building would be set back from the building edge, be constructed of an articulated profiled screen in a dark colour to help mitigate the visual impact in long distance views. Whilst the separation of the plant screen goes some way in reducing the overall visual impact and massing of the building, further articulation of the roof plant would be secured via condition to further reduce and mitigate the visual impact of the proposal from Warneford Meadow.



Visualisation of the proposed hospital from Warneford Meadow

10.71 The research centre would be sited to the north of the link building. The building takes on a more organic shape utilising curved edges to create visual interest.

10.72 The building is four storeys at the eastern edge and steps down to a two storey element with a ground level colonnade on the western elevation. The colonnade would provide sheltered access to the western entrances of both the link and the research centre, improving pedestrian connectivity and experience.



Visualisation of the proposed research centre

- 10.73 By reducing the height of the building on the western elevation, this reduces the perceived scale and massing of the building when viewed from Warneford Green to the west and from the Grade II Listed Hospital building.
- 10.74 The Research Building will be constructed of reinforced concrete with a glazed, cast glass and terracotta façade. The proposed materials for the research centre have been carefully considered and provide a contemporary material palette which would be high quality and therefore acceptable.
- 10.75 The roof of the research centre would feature plant, including roof mounted Air Source Heat Pumps (ASHPs), Air Handling Units (AHUs), Solar PV arrays and ancillary plant rooms and equipment would be situated on top of the main hospital building and the research centre. The plant equipment would be screened by a louvered screen which would be set back from the building edge, be constructed of an articulated profiled screen in a dark colour to help mitigate the visual impact and overall massing of the building.
- 10.76 The proposed landscaping proposals are considered to be acceptable, and would provide a mix of functional and amenity spaces which would be beneficial to users and visitors of the site. Notwithstanding this, the current proposed plans show the removal of 2no. trees within the historic bund to the north of the research centre where a proposed new footpath would lead users from the new northern entrance to the research centre. A second path is also proposed from this entrance to the north in an eastwards direction where it passes through 2no parking spaces and then leads along the arrival avenue to the eastern entrance of the hospital. Officers have raised concerns with both of these routes from the north including concerns with the loss of 2no trees and concerns regarding the lack of legibility with the eastern path narrowly passing between 2no. car parking spaces. The agent has agreed to amend these plans post committee and prior to a decision being issued. Subject to these minor revised plans being submitted prior to a decision being issued and the landscaping details being secured by conditions, the proposed landscaping would be acceptable in design terms.
- 10.77 A number of ancillary stores and enclosures are proposed to the north and east of the main building to store bins, bicycles and a substation. The siting of the bicycle stores along the north boundary to serve the POWIC/SANE building and eastern boundaries provides a convenient location next to the proposed pedestrian and cycle access to the site. The proposed stores would all be of an ancillary scale to the building and would have a cohesive design approach with the use of appropriate heights and materials. These would be fully covered and enclosed structures which would ensure that plant is screened and that bin and bicycle storage would be secure.
- 10.78 In light of the above, the proposed development is considered to represent high quality design which responds succinctly to the character and

appearance of the site and the surrounding uses. The proposed development is considered acceptable in accordance with policies DH1 and RE2 of the Oxford Local Plan 2036, S2 and HD1 of the Emerging Local Plan 2045 and policies GSP4, CIP1 and CIP3 of the Headington Neighbourhood Plan and the relevant paragraphs of the NPPF.

Outline: College Buildings

- 10.79 The college (Zone 02) forms part of the outline application with all matters reserved save for access. Therefore, the specific design of the buildings will not be determined until reserved matters stage. Notwithstanding this, to ensure that the site can accommodate the development proposed, and to ensure that there are agreed parameters, a design code and parameter plans have been submitted setting out how the proposed quantum of development can be achieved on the site. The assessment of the application is therefore restricted to issues that may affect the quantum of development rather than detailed points that could be considered as reserved matters.
- 10.80 Illustrative plans have also been included to give an indication of how the site could be laid out within the parameters. This document is for illustrative purposes only and would not form part of the approved drawings.
- 10.81 The parameter plans set limits on the maximum height and maximum developable areas for the site. At the reserved matters stage, it will be important for the design to take a conservation-led approach to ensure any impact on heritage specifically the impact on the setting of the Grade II listed hospital building is minimised.
- 10.82 The submitted parameter plans define the maximum heights of plots A, B and D as having a maximum height of three storeys, with plot C having a maximum height of four storeys. The remaining plots E, F, G, H and I will all be of single storey height. The proposed parameter plans show that the maximum heights would be set in from the parapet by approximately 3m and the drawings indicate that the proposed buildings would feature shallow pitched roofs.
- 10.83 In addition to the parameter plans the application has been submitted with a design code. The design code seeks to secure an overall design approach for the site by looking at the individual character areas and design approaches such as materials, building design, streets, active frontages, neighbouring amenity etc. The design code should be read in conjunction with the parameter plans in order to understand the type of development that will come forward in the reserved matter applications. In addition, the design code seeks to ensure that a high level of design and consideration are applied through the reserved matters applications allowing the site to be developed in a cohesive manner where all plots abide and follow the design code.

10.84 The scheme has been designed in a way to make best use of the site whilst also respecting the historic context of the site to which the buildings would be sited within the historic landscape setting of the Grade II Listed Building.

10.85 Officers are of the opinion that the parameter plans together with the design code would be acceptable at outline stage to set the framework for future development on the site. The reserved matters applications that would follow would deal specifically with the architectural detailing which would then be assessed by the policies set out in the Oxford Local Plan. The overall design strategy is therefore considered acceptable and in accordance with policies DH1 and RE2 of the Oxford Local Plan 2036, S2 and HD1 of the Emerging Local Plan 2045 and policies GSP4, CIP1 and CIP3 of the Headington Neighbourhood Plan and the relevant paragraphs of the NPPF.

Impact on heritage assets

10.86 Policy DH3 states that planning permission or listed building consent 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. Emerging Local Plan policy HD3 is broadly in line with the existing local plan policy and continues to follow the NPPF approach. Policy HD3 has limited weight at this time.

10.87 Policy DH2 states that planning permission will be granted for developments of appropriate height or massing, as demonstrated by the following criteria, all of which should be met:

- a) design choices regarding height and massing have a clear design rationale and the impacts will be positive; and
- b) any design choice to design buildings to a height that would impact on character should be fully explained, and regard should be had to the guidance on design of higher buildings set out in the High Buildings Study TAN. In particular, the impacts in terms of the four visual tests of obstruction, impact on the skyline, competition and change of character should be explained; and
- c) it should be demonstrated how proposals have been designed to have a positive impact through their massing, orientation, the relation of the building to the street, and the potential impact on important views including both into the historic skyline and out towards Oxford's green setting

10.88 Policy HD6 of the Emerging Local Plan is broadly in line with the existing local plan policy and has limited weight at this time.

Significance of assets affected by the proposal

Significance of The Warneford Hospital and curtilage listed structures - Grade II listed:

- 10.89 The Warneford Hospital possesses historic and architectural special interest as an early purpose-built mental health institution, opened in 1826 as the Oxford Lunatic Asylum. Designed by Richard Ingleman, an experienced architect who undertook a number of major commissions for prisons and asylums in the early 19th century, the original building was conceived to resemble a country house located within large landscaped grounds, reflecting contemporary beliefs that therapeutic environments and pleasant surroundings supported patient wellbeing, as well as the middle and upper middle class social status of its fee-paying patients.
- 10.90 The hospital's subsequent extensions in 1852 by J. C. Buckler and in 1877 by William Wilkinson contribute to its historic and architectural special interest, illustrating evolving approaches to asylum design across the 19th century and the expansion of institutional facilities through the century. Wilkinson's east range, carried out in the French Renaissance style, is particularly successful, with the staggered and stepped composition of his new entrance ensuring this large extension, which essentially doubled the size of the hospital, nonetheless retains a human scale.
- 10.91 In the latter half of the twentieth century and in more recent decades, the building has continued to be altered and extended, but often with poor quality and ad-hoc additions. These have been necessary to enable the building to continue in use as a functioning NHS mental health hospital, but are detrimental to the building's significance.
- 10.92 Over the same period, alterations to the grounds in which the hospital is set, including the construction of many temporary and poor quality buildings, particularly to the west side of the listed building, and a proliferation of hardstanding for parking, has eroded the legibility of the hospital's historic landscaped grounds, and detracted from views of the asset, particularly the original Ingleman range.
- 10.93 Nonetheless, the setting of the listed building still makes a very important contribution to its heritage significance. Firstly, as noted above, the hospital was built to resemble a country house set within landscaped gardens, and the surviving high stone boundary wall, together with the parkland setting to the east of the hospital and mature trees within the site means the site still retains much of this character. There are also surviving idiosyncratic features which relate specifically to its purpose-built design as a lunatic asylum, including two large linear bunds which were for patients to be able to see out across the landscape without being able to escape.
- 10.94 Furthermore, the significance of the hospital building is enhanced by the survival of several associated 19th century and early-20th century ancillary

buildings within the grounds, which meet the criteria for being curtilage listed (where not independently listed) and all share a group value. These include a mortuary, chapel, gate lodge, nurses' house, laundry, apple house, stables, farmhouse and a pavilion, as well as large portions of the boundary and airing court walls. The survival of such a collection of asylum buildings is relatively rare, and contributes greatly to our understanding of how the hospital site operated at this time, as well as providing further evidence of the importance of outdoor activity for patient wellbeing.

10.95 The location of the site in Headington is also noteworthy in and of itself, as the asylum was one of a number of hospitals that were set up or moved to Headington in the 19th century - then still an area of open countryside set apart from the city - in the belief that this type of environment was preferential for the treatment of ill health over the unsanitary conditions of the urban environment.

The significance of Warneford Hospital Lodge and Front Garden Area Wall and Gate Piers – Grade II listed

10.96 The gate lodge was designed by N W Harrison in 1910 but partially incorporates an earlier lodge which existed in this location as part of the Regency operation of the hospital. The gate lodge and gates in this location provided access into the eastern part of the hospital site via a sweeping carriage drive which ran along the northern boundary of the parkland before turning south to deliver people in front of the eastern entrance. The early landscape plans show the earlier gate lodge in this location with an associated yard to the south, all intentionally screened from the main hospital by a belt of trees and planting, much of which survives today.

10.97 The gate lodge is constructed of coursed limestone with ashlar dressings and a pitched and gabled clay tile, hipped roof. L-shaped in plan, it has a paired-back Cotswold vernacular revival style with relatively little altered formal elevations built within the continuous boundary wall and incorporating a carriage and pedestrian access gates (which have been infilled). Low level walls to the front add a sense of grandeur and status to the building, although the ironing railings, carriage opening and a gate pier have regrettably been lost.

10.98 The gate lodge's significance derives in large part from its historic built fabric and form and its position within the hospital site's boundary wall, adjacent to the carriage entrance. The contribution made to the asset's significance from its setting is mixed. The building's immediate surroundings have changed considerably over the course of the 20th century and in more recent decades, with the former yard to the south now occupied by a grassed area, driveway and carparking; the loss of the entrance drive; and the conversion of the stables that stood at the end of the yard that has left the stables' original function largely unrecognisable. However, aspects of its setting are also of

considerable importance to its heritage significance, most notably its relationship to the main hospital building and other surviving historic buildings and landscape features associated with the 19th century asylum, with which it shares group value.

The significance of Warneford Hospital Nurses Home, Mortuary, and Chapel – all separately Grade II listed

10.99 The Nurses Home was also built by N W Harrison, in 1913, on the site of a former infirmary to the north of the northeast wing of the hospital. Constructed of brick and stone with a slate hipped roof, its design is in an idiosyncratic stripped Classical style. It is arranged over three storeys plus a basement, with the building originally housing communal rooms on the ground floor and private living accommodation on the upper floors. The building's historic and architectural special interest derives largely from its historic built fabric, form, and its spatial and functional relationship with the main hospital building. The large modern extension that surrounds the building to the north and east is detrimental to its significance and, as noted in the applicants' Heritage Statement, its removal offers the opportunity for enhancement. The contribution made to its significance by its setting is mixed: the building's surroundings have changed considerably over the course of the latter part of the 20th century and in more recent decades, and functional additions of low architectural, including security fencing and temporary buildings, have been installed within the immediate setting of the listed building that detract from the ability to appreciate its significance. Nonetheless, the building still derives significance and shares group value with other historic buildings and remnant landscape features associated with the 19th century asylum.

10.100 The Mortuary pre-dates the Nurses' home, having been built in 1891 to the design of Henry Wilkinson Moore, the nephew and mentee of William Wilkinson, who was responsible for designing the east wing of the main hospital. The mortuary is a charming, and accomplished small scale building and the only one on the hospital site known to be designed by Henry. Its architectural significance is derived from its single room plan, compact form, and carefully detailed elevations, and its historic interest from its function, which is a sober reminder of those patients who died in residency at the hospital. Its position on the edge of the hospital site is notable, and its close spatial relationship to the Chapel contributes to its significance, reflecting how death at the hospital was handled within a Christian moral framework. The mortuary also derives significance and shares group value with other historic buildings and remnant landscape features associated with the 19th century asylum; although, as with the Nurses' Home, its setting makes a mixed contribution to its significance, due to the changes made over the course of the later 20th century and in recent decades, with the carparking, modern security fencing, signage and temporary buildings in close proximity to the mortuary visually discordant with the asset and detracting from the ability to appreciate its significance.

10.101 The Chapel itself is the oldest of these three independently listed structures, having been built between 1841 and 1852 to the designs of Thomas Greenshields and H J Underwood and completed by J. M. Derick. The Chapel faces west and comprises a four-bay nave, chancel and vestry, under a pitched roof. It is constructed from ashlar stone and is a simple Decorated Gothic style, with thick corner buttresses and lancet windows. The chapel possesses significance as a fairly typical example of an early- to mid-19th century institutional religious building and is illustrative of contemporary ideas of moral treatment, where religious observance was considered an essential part of patient care and wellbeing. It shares strong group value with the other surviving 19th century asylum buildings and landscape features on the site, but the hardstanding, car parking and temporary buildings in the chapel's immediate setting detract from the building's prominence and the ability to appreciate its heritage significance.

The significance of Headington Hill Conservation Area

10.102 Headington Hill stands to the East of the Cherwell valley, and when viewed from the west, its hillside forms a green landscape background to the historic city centre in its valley setting. The hillside also provides a number of vantage points giving good views down to the city's skyline. The northern part of the hill, between Marston Road and Headley Way and above Cuckoo Lane, comprises a residential area, which was originally laid out in late Victorian times on a grand scale but subsequently much divided. The southern part of the hill contains the public parks of Headington Hill and South Park, together with Schools and Oxford Brookes University and residential area of the historic Headington Hill hamlet.

10.103 The site of the Warneford Hospital forms part of the setting of the Conservation Area, lying outside of its boundary to the south. It is experienced by people on their way into and out of the Conservation Area, where along Warneford Lane, the high stone boundary wall, glimpses of the historic hospital buildings, and mature trees within the hospital grounds, contribute to the appearance of it as a country house (as Ingleman intended), which in turn contributes to the semi-rural qualities of the Lane that provide a transition between the conservation area and the strongly suburban character of Morrell Avenue and Dinity Road. However, beyond this the hospital site is not considered to make any particular contribution to the character and appearance of the conservation area.

The significance of the Oxford Central (City & University) Conservation Area and View Cones

10.104 The Oxford Central (City & University) Conservation Area comprises the historic centre of Oxford, which up until the early 19th century was a relatively compact settlement centred on Carfax and extending only a short

distance beyond the medieval walls. The central core encompasses an architectural history that spans nearly 1000 years, which includes some exceptional architectural works by some of the most renowned architects of all time. These are evident at the City's core in its townscape and skyline, most notably in the form of the City's iconic collection of 'dreaming spires'. The early-19th century saw the expansion of the city into the suburban areas, creating what was referred to as 'Oxford's base & brickish skirt', following which late-19th and 20th century development subsumed the surrounding medieval villages to form the extent of Oxford City today.

10.105 As detailed in the Oxford Central Conservation Area Appraisal (2023) and the Oxford High Buildings Technical Advice Note (2018) and Evidence Base Report (2018) Oxford's historic built environment, including its central core and surrounding townscape, is intrinsically linked to its landscape setting, with the city's character heavily influenced by its physical and topographical environment, which has three fundamental elements:

- River meadows – these flat open areas permeate the city north to south.
- Wooded farmland, estates & hills – these high and nearby hills form a natural green backdrop and 'amphitheatre' to the east and west of the city.
- Alluvial lowland & vale farmland – these areas of lower lying hills are predominant to the north and south of the city and signal the location of the rivers.

10.106 The landscape and built environment elements identified above and their interrelationship with one another and the intrinsic connection of Oxford's historic development to its landscape setting is fundamental to the significance of the city's Central Conservation Area and can be appreciated both from viewpoints outside of the city looking in (i.e. the view cones) and from high level panoramic viewpoints within the city looking out, including but not limited to Carfax tower, Castle Mound, St George's Tower, St Mary's University Church, St Michael at the North Gate and the Sheldonian Cupola.

Impact of the proposed development on heritage significance

Impact on the Warneford Hospital and curtilage listed structures:

10.107 The proposals do not include any physical alterations to the fabric of the listed Warneford Hospital building itself. However, the provision of a new mental health hospital building would result in the listed building being vacated and no longer used in its original intended function. Often, loss of an original intended function can be detrimental to the conservation of a heritage asset, as vacancy can result in a lack of maintenance and slow deterioration, and the changes needed to bring the asset into a new use can result in the loss of historic fabric and form.

10.108 However, in this instance, the provision of care to mentally ill patients at the hospital has changed beyond recognition since the 19th century and the historic building is clearly no longer fit for this purpose. Successive incremental additions and alterations to the buildings to make them safe for current occupants and staff, including safety windows, security fencing and lighting to name but a few, have had a clear detrimental impact on the historic and architectural special interest of the listed building, and it is clear that use of the building as a mental health hospital is no longer in the best interest of patients, staff, or the long-term conservation of the asset. Through the applicant team's early preparation of a feasibility study demonstrating both the commitment to the future of the listed building and the practicality of its reuse at the heart of a new graduate college for Oxford University, the detail of contractual arrangements which commit the university to the acquisition of the existing hospital buildings once planning consent and funding are achieved for the new hospital, and through the application of a legal agreement that would require the detailed application for the college accommodation buildings (applied for here in outline Zone 02) to be brought forward at the same time as the planning and listed building consent applications for the restoration and reuse of the listed buildings, along with a legal agreement which would prevent the college accommodation being constructed without the restoration of the listed building, Officers have been given confidence that the listed hospital building is not at risk of long-term vacancy and associated neglect. They have also been given confidence that re-use of the listed building and a number of the associated curtilage listed structures as a new graduate college for Oxford University would be possible in a manner that not only preserves, but enhances the significance of the listed building.

10.109 The proposals for which hybrid planning permission is currently sought would see alterations and some demolition to the curtilage listed structures that form part of the listed building, as well as significant changes to its setting.

10.110 In line with the advice of the applicant's heritage consultant and the result of pre-application discussions, the majority of buildings and structures that are curtilage-listed to the Grade II main hospital building will be retained, which will help to preserve understanding of the wider workings of the asylum in the 19th century. The exceptions to this in Zones 1 and 2 are: the late-19th century Farmhouse designed and built by the Organ Brothers as the 'working' part of the 19th-century 'country house' model of asylum; the former Stables (Green Tree Lodge) adjacent to the current main entrance to the site; and small sections of historic walling. A rare surviving 19th century garden pavilion is also proposed to be repositioned, requiring careful demolition and rebuilding. Harm will be caused to the listed building as a result. However, of the surviving 19th century structures, the Farmhouse and Green Tree Lodge are considered to be some of the least valuable, with the Farmhouse lacking special architectural interest and Green Tree Lodge having been so heavily altered as to not be readily legible as a former stables.

- 10.111 Furthermore, it has been demonstrated through the pre-application process that the proposed demolitions are required to deliver the new hospital, research facility, and re-provide the POWIC building for the SANE charity. The less than substantial harm to the listed building is therefore considered to have been clearly and convincingly justified. In moving the pavilion from its original location, an aspect of the original garden design will be lost, but carefully dismantling and rebuilding and restoring it in a prominent new position within the eastern landscape will ensure its future use and provides an opportunity to comprehensively restore what is currently a disused and inaccessible building in poor condition. On balance, the low level of less than substantial harm caused by moving it from its original position is considered to be outweighed by the benefit of its restoration and re-use.
- 10.112 The introduction of a new pedestrian entrance in the northern boundary wall from Warneford Lane would result in the loss of a small amount of original masonry, but its design and location is based on archival information dating to 1837 which shows proposals for an unrealised set of gates in the same location as proposed, and the low level of less than substantial harm that will be caused by this aspect of the proposals is considered to be justified in the interest of delivering improved wayfinding and accessibility for the site's users.
- 10.113 The Zone 1 (detailed) proposals would also see the removal of several modern buildings and areas of hardstanding to the east of the listed building. These buildings and features do not contribute to the significance of the listed building and their loss would cause no harm. These buildings would be replaced by the new hospital and research centre (R&D) building surrounded by a series of landscaped spaces and a formal entrance parallel to Roosevelt Drive. The new hospital and research centre buildings would introduce a scale and massing of building hitherto unseen within the hospital site and on a plot of land once open and used by patients for productive gardens and farming. The legibility of the historic use of this land has already been significantly eroded by the introduction of large areas of car parking and the loss of its kitchen and gardening use, but the scale of the new buildings proposed is such that they will cause visual competition with the listed building – hitherto the largest and most prominent building on the site – and would erode the amount of open space around it, resulting in clear harm to the listed building. The magnitude of this harm would be a moderate level of less than substantial harm, having regard to the existing development within the setting of the listed building, the curved form and stepped back massing of the research centre building (which was introduced in response to the concern Officers raised during the pre-application process), the quality of the design and materials of the new buildings, and the retention of the historic bund and mature trees along the northern elevation of the research centre building, the latter of which will help to some degree to soften its appearance.

- 10.114 The new POWIC/SANE building will also introduce additional massing within the eastern part of the hospital site, again of a larger scale than the building it replaces. As discussed further below, the scale and close proximity of this new building to the listed Gate Lodge will, to some extent, negatively affect its relationship to the listed main hospital building. However, I also agree with the applicant's Heritage Statement that the harm caused to the listed hospital building would be a low level of less than substantial harm.
- 10.115 A number of new ancillary structures including cycle stores are proposed adjacent to the historic boundary walls of the hospital, which will obscure some views of them. However, the walls are extensive and the presence of these structures will not materially impact the ability to appreciate the walls' form or detailing. Unlike a number of existing modern buildings on the site that have essentially subsumed sections of the historic walls, the new structures are designed to have minimal fixings to the walls, which could be removed easily without undue damage to the historic fabric. Therefore, on balance, it is considered that these new ancillary structures would not cause harm.
- 10.116 The Zone 2 (outline) proposals would see the removal of all of the poor quality modern buildings, areas of hardstanding and paraphernalia to the west and southwest of the listed building, which clutter and obfuscate the historic gardens in front of the original Ingleman range and greatly distract from the ability to appreciate the west frontage of the listed hospital building. This would be of clear benefit to its significance. New built form will be introduced to the west of the listed building, in the form of a series of college buildings situated roughly parallel to the perimeter of the boundary walls, as well as to the south of the curtilage-listed Isolation Hospital. As defined on the submitted parameter plans, these buildings will be up to four storeys tall, although the majority will be at least a storey less than this. Officers agree with the applicant's Heritage Statement (Donald Insall Associates) that the disparity in height between the diminutive Isolation Hospital and Apple House (which are curtilage listed and therefore form part of the asset being considered) and the adjacent new buildings will cause less than substantial harm. The height and (indicative) massing of the new buildings as set out in the proposed parameter plans is also such that there will likely be a degree of visual competition between the new buildings and the original Ingleman range of the listed building, which currently benefits from being by far the largest building on the site and therefore naturally the focus of attention. However, the arrangement of the new buildings, together with the proposed use of high quality materials as indicated in the Design Code, means that overall the new buildings would be a moderate enhancement compared to the current situation of randomly placed, poor quality buildings; and one that enables the restoration of an open, formal landscape in front of the west elevation of the Ingleman range, restoring some of the qualities of the original garden in this location and allowing better appreciation of this original frontage of the listed building.

10.117 More generally, the landscaping proposals for both Zones 1 and Zones 2 are considered to be sympathetically designed in response to the historic landscape setting of the listed buildings. The restored formal garden and green setting to the west of the hospital will include reinstated axial paths and a sightline to the surviving bund and tree lined path to the west. The most important veteran trees, including all category A trees, will be retained, which will help to preserve the mature character of the listed building's landscape setting; and although somewhat eroded by new areas of surface level parking, the historic lawn to the east of the listed hospital building will be retained. Pedestrian paths will bisect it, but these are proposed to be surfaced in resin-bound gravel, preserving its naturalistic and pastoral character. Furthermore, although not possible to restore the original route of the main driveway to the east of the listed building due to the impact this would have on tree roots, the proposed relocated driveway will still restore something of the picturesque, oblique angle from which visitors once appreciated the exquisite cascading form of Wilkinson's eastern range as they approach the listed building. Overall, the proposed landscape proposals are considered to result in an enhancement to the setting of the listed building.

10.118 On balance, it is considered that the proposals for Zones 1 and 2 would result in a moderate level of less than substantial harm to the listed building, with a large part of this stemming from the new hospital and research centre buildings in the southeast of the site.

Impact on the Warneford Hospital Lodge and Front Garden Area Wall and Gate Piers

10.119 The comprehensive programme of repairs and restoration proposed to the Gate Lodge (subject to the separate listed building consent application), will be of clear benefit to the historic and architectural special interest of the listed building. The building is currently underutilised and providing it with a sustainable long-term use as part of the redevelopment of the wider site is in the interest of its long-term conservation. The Zone 1 proposals would also see alterations to the listed building's setting, the most notable of which is the demolition of Green Tree Lodge and the construction of the new POWIC/SANE building. The loss of the former stable building will cause a low level of less than substantial harm to the listed building, and the new POWIC/SANE's proximity and disparity in scale to the listed Gate Lodge will also cause a high degree of visual competition and harm to the listed building, as illustrated in the verified photomontage visuals contained in the TVIA, looking towards the site from the Warnford Lane/Gypsy Lane/Roosevelt Drive/Old Road intersection, where the building's strident multi-pitched roof form draws the eye, and from within the site looking northeast towards the Gate Lodge. Indeed, it could be said that the new POWIC/SANE building will supplant the Lodge as the new gateway building to the hospital site. However, it is recognised that the design of the POWIC/SANE building was altered

significantly in response to OCC Officers' and the ODRP panel's concerns that its architectural language did not relate sufficiently to the listed Gate Lodge, and it can now be said to serve as a transition between the 'old' and 'new' architecture on the site. It is also noted that the building does step down in scale where it is closest to the listed Gate Lodge. Overall, it is considered that the harm caused by this element of the proposals to be less than substantial, albeit at the high end of the spectrum of less than substantial. The justification put forward for the harm is that this is the only practicable location for the relocated POWIC/SANE building, and the scale of the building proposed is required in order to meet the brief, including the legal requirements around relocating the POWIC/SANE charity, which is accepted.

10.120 The new hospital and research centre building would also introduce an element of visual competition with the listed Gate Lodge, but due to the greater intervening distance this would not have a greater impact than that caused by the new POWIC/SANE building.

10.121 In relation to landscaping, the Zone 1 proposals include the provision of a new garden area between the rear of the Gate Lodge and the new POWIC/SANE building, incorporating permeable stone paving around the perimeter of the building, resin bound gravel paths, lawn, planting and hedging. Replacing existing areas of hardstanding, this element of the proposal would be of aesthetic benefit to the setting of the listed Gate Lodge; although care must be taken to ensure that unsightly fencing or other such treatment is not introduced over time to provide greater separation between the two buildings and their different users. A condition is recommended to preclude this. The amount of parking in close proximity to the Lodge would also be reduced slightly, which is of minor benefit, although it would have been desirable to reduce this further.

10.122 On balance it is considered that the proposals will result in an adverse impact to the Grade II listed Gate Lodge at the upper end of the spectrum of less than substantial harm, with this stemming mostly from the relationship between the listed building and the new POWIC/SANE building

Impact on the Warneford Hospital Nurses Home, Mortuary, and Chapel

10.123 The proposals do not include any physical alteration to the fabric of any of these listed buildings, but would see alterations to their settings.

10.124 The location of these listed buildings on the hospital site is such that there have only ever been limited views to the wider productive gardens, farm and meadow beyond the hospital to the south and south-east; and due to the intervening built form and mature trees, views of the new hospital and research centre buildings in Zone 1 will likely only be experienced from the wider surrounding grounds rather than from within or directly adjacent to the listed buildings themselves. The Zone 1 proposals will have no impact on their

relationship with the main hospital building, and whilst the new hospital and research centre proposals will undoubtedly introduce a scale and massing hitherto unseen on within these assets' wider settings on a plot of land that once open and used by patients for productive gardens and farming, the legibility of the historic use of this land has already been significantly eroded by the introduction of large areas of carparking and the loss of its kitchen and gardening use. The new POWIC/SANE building requires the demolition of the hospital's former stable building, the loss of which will erode the group value the surviving 19th century asylum buildings share, including these three listed building, causing a low level of less than substantial harm, but is otherwise not considered to affect their significance.

10.125 The Zone 2 (outline) proposals would see the removal of all of the poor quality modern buildings, areas of hardstanding and paraphernalia to the west and southwest of the listed building, which clutter and obfuscate the historic gardens in front of the original Ingleman range and distract from the ability to appreciate the historic and architectural special interest of the listed mortuary and chapel in particular. This would be of benefit to the assets' significance. New built form will be introduced in the form of a series of college buildings situated roughly parallel to the perimeter of the boundary walls extending eastwards towards the main asylum building and chapel to enclose a large quadrangle, as well as to the south of the curtilage-listed Isolation Hospital. These will be notably taller than the existing building (up to 4 storeys). However, this additional height is not considered to be particularly detrimental to the ability to appreciate any of these three listed buildings, with sufficient distance maintained between the nearest new building and the chapel, and their arrangement considered an improvement compared to the ad hoc arrangement of the current buildings, particularly given that it enables the restoration of an open, formal landscape in front of the west elevation of the Ingleman range, restoring some of the qualities of the original garden in this location.

10.126 The proposal to repurpose the historic asylum buildings as a new graduate college for Oxford University is considered to be a 'good fit' for these listed buildings, enabling the chapel to remain as a place of multi faith worship, and providing the opportunity to sensitively re-purpose the mortuary.

10.127 On balance, the proposals are considered to cause no more than a low level of less than substantial harm to the significance of these assets.

Impact on the non-designated Remnant Historic Landscaped Grounds of the Warneford Hospital

10.128 As noted above, the Zone 2 proposals allow for the restoration of a more formal garden setting to the west of the main hospital building, including reinstated axial paths and a sightline through to the historic bund and tree lined path along the western boundary, which are features of high significance

in the non-designated historic landscape. The proposals for the 'Great Court' would also restore the historically open and character of the area in front of Ingleman's range, allowing for greatly improved views of this part of the listed building. The new buildings in Zone 2 have been arranged to retain the most important existing trees, including all category A trees, which will help to preserve the mature character of the landscaped grounds. This element of the landscape scheme would result in a good degree of enhancement to the heritage value of the landscape.

10.129 Within Zone 1, although slightly eroded by surface level parking, the eastern lawn would be retained, incorporate the repaired and restored 19th century pavilion. The relocated driveway would restore something of the picturesque, oblique angle from which visitors will once again be able to appreciate the exquisite cascading form of Wilkinson's eastern range as they approach the listed building, and existing asphalt finishes will be replaced with resin-bound gravel, which are more in keeping with the landscape's naturalistic and pastoral qualities.

10.130 Of the new areas of landscaping proposed, Warneford Green will introduce a new landscape setting to the south of the listed hospital building from which to appreciate its historic and architectural interest, and the hospital ward gardens are intended to actively contribute to the well-being of patients, which is consistent with the ethos of the original 19th century landscape although their character is very different.

10.131 The new hospital and research centre building will, however, undoubtedly introduce a scale of massing hitherto unseen within the landscape and on a plot of land that was historically open and used by patients for productive gardens and agriculture as part of their treatment. Over time the legibility of this function has been eroded by the introduction of car parking and the loss of the historic uses, but a moderate level of less than substantial harm to the remnant landscape will still be caused.

Impact on Warneford Meadow (non-designated heritage asset)

10.132 The development proposals would have no physical impact on the Warneford Meadow, but would alter its setting and historic rural character, with the new hospital building visible above the treeline along the northern boundary of the Meadow, increasing the level of surrounding urban built form, activity and light levels. It is noted, however, that there is already urban built form visible from the meadow, including the Churchill Hospital, and that the proposals seek to perpetuate the relationship between patients and the meadow, thereby sustaining the meadow's historic functional connection to the hospital. Overall, therefore, the harm caused to the heritage significance of the Meadow is low.

Impact on the grade II listed Barn and associated curtilage listed structures at Cheney Farm, Cheney Lane

10.133 It is not considered that the proposals will adversely affect the significance of the listed building or curtilage listed farm structures at Cheney Farm. The positive contribution the Warneford site makes to the significance of the listed building as part of its setting relates to the semi-rural character the Warneford Hospital provides Warneford Lane (where both are visible from). There will be some intervisibility between Cheney Farm, Warneford Lane and the new development on the hospital site (predominantly the outline college buildings), however the retention of the high boundary wall and mature trees within the hospital site will sufficiently preserve this semi-rural character, and hence no harm caused.

Impact on Headington Hill Conservation Area

10.134 With regard to the impact on the Headington Hill Conservation Area, it is evident that the proposed college buildings which form part of the outline consent would be clearly visible from Warneford Lane. The retention of the high stone boundary wall and existing mature trees within the site will preserve the character of this southern edge of the Conservation Area. Issues such as lighting will be dealt with at reserved matters and whilst the proposals for Zone 3 include the replacement of some existing structures built against the boundary wall along Warneford Lane the detailed design of which could affect its character, these issues do not form part of this application and will be subject to separate planning and listed building applications. The submitted TVIA also demonstrates that the development proposals will not be visible in long-distance views from the city centre and will therefore not affect the Conservation Area's role in providing a green backdrop to the historic city centre. The current proposals are therefore not considered harmful to the Headington Hill Conservation Area.

Impact on Oxford Central (City & University) Conservation Area and View Cones

10.135 The application site lies to the south of Headington Hill, which, in views eastward, provides a crucial green landscape backdrop to the historic centre of Oxford in its valley setting.

10.136 It was agreed that the elevated panoramic viewpoint within the city centre the proposals would be most likely to be visible from is St Mary's University Church, and it is this viewpoint that has been tested in the applicant's TVIA. The verified visual produced from St Mary's University Church demonstrates that, although of reasonable height, no aspect of the development proposals would be visible, and officers are satisfied that the application will have no impact on the heritage significance of the Oxford Central (City & University) Conservation Area.

Justification and public benefits

- 10.137 On the basis of above the proposed development would cause a moderate level of less than substantial harm to the significance of the Grade II listed Warneford Hospital, a moderate to high level of less than substantial harm to the significance of the Grade II listed Gate Lodge, and a low level of less than substantial harm to the Grade II listed Warneford Hospital Nurses Home, Grade II listed Mortuary, and Grade II listed Chapel. As per policy DH3 of the adopted Oxford Local Plan and paragraphs 213 and 215 of the NPPF, an assessment must be made as to whether this harm is clearly and convincingly justified, as well as outweighed by the public benefits offered by the scheme, including the instances of heritage benefit identified below. In making this decision great weight must be given to the assets' conservation.
- 10.138 The submitted proposals will also cause some elements of less than substantial harm to the non-designated remnant historic landscape at the Warneford Hospital and a low level of less than substantial harm to the heritage significance of the Warneford Meadow. As per policy DH5 of the adopted Oxford Local Plan and paragraph 217 of the NPPF, a balanced judgement must be made having regard for the significance of the non-designated heritage asset, the magnitude of impact, and the wider benefits of the scheme.
- 10.139 The removal of the curtilage listed buildings is considered justified in the interest of delivering the associated, wider heritage and public benefits of providing a new state of the art mental health hospital. The alterations to the listed boundary walls is considered justified in terms of improving pedestrian connections and legibility through the site.
- 10.140 It is also considered that the harm to the setting of the existing listed building has been justified in the interest of preserving and enhancing the listed building through the creation of a new hospital which frees up the existing hospital, allowing it to be re-paired and re-purposed for an alternative, optimal use.
- 10.141 In this instance, the existing Grade II listed hospital has been deemed not fit for purpose. Over the years, the listed building has been subject to various innervations and ad-hoc extensions to enable the building to continue to be used as a functioning NHS facility. These extensions and additions including safety windows, secure fencing and lighting around garden areas have inevitably resulted in clear harm to the historic and architectural merit of the listed building and its significance.
- 10.142 A new, purpose built facility is required. This would free up the existing listed building and allow for it to be re-stored in a manner that not only preserves, but enhances the significance of the listed building. The existing listed building would also re-purposed as part of graduate college, allowing the

future of the listed building to be secured. Furthermore, by co-locating a new mental health hospital with the proposed research facilities means that patients can benefit from early access to clinical trials and specialist care. The location of the proposed development within Headington where there are wider connections to other healthcare facilities at the John Radcliffe, Churchill Hospital and Nuffield Hospitals creates a uniquely powerful opportunity for clinicians, academics and industry to collaborate, and achieve research and medical breakthroughs.

10.143 A number of other public and heritage benefits are proposed including but not limited to:

- Provision of high-quality research and development lab and office space contributing towards global Oxford as an attractive location for life sciences and Oxford's contribution to global problem solving and medical sciences. A moderate level of weight is afforded to this.
- Provision of a contribution towards active travel improvements, public transport bus services and cycle parking.
- Off site highways improvements to the surrounding highway network.
- Landscape restoration and enhancements.
- Retention of Category A and veteran trees.
- Comprehensive restoration and repairs to the Grade II listed Gate Lodge and reinstatement of historic fabric
- Site wide repairs to boundaries
- Creation of new pedestrian gates which would improve connectivity and permeability through the site
- Introduction of new landscapes which echo the historic landscape setting
- Removal of modern buildings
- Rationalised car access and parking on site including reduction in surface level parking.
- Securing viable long term use of the Grade II listed hospital building as a graduate college.
- Continuation and enhancement of Warneford's historic healthcare legacy through providing a purpose built, state of the arts mental health facility and co-located research centre

10.144 In light of the above, it is considered that the proposed harm to the heritage and non-designated heritage assets has been clearly and convincingly justified and that cumulatively the public benefits identified above would outweigh the moderate level of less-than-substantial harm in this case.

10.145 In assessing the impact of the development, officers have attached great weight and importance to the desirability of preserving the setting of listed buildings and important protected views. Any harm caused has been clearly and convincingly justified. It is considered that the level of less-than-substantial harm that would be caused by the proposed development would be outweighed by the high level of public benefits that would result. As such

the development would in accord with the NPPF and Policies DH1 and DH3 of the Oxford Local Plan 2036, policies HD3, HD4 and HD6 of the Emerging Local Plan 2045, paragraphs 213, 215 and 217 of the NPPF, and the duties set out in Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

10.146 Special attention has been paid to the statutory test of preserving the listed building or its setting under Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development would preserve the setting of the listed building and so the proposal accords with Section 66 of the Act.

Archaeology

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

10.148 Policy HD5 of the Emerging Local Plan 2045 takes a similar approach and has limited weight at this time.

10.149 Paragraph 218 of the NPPF states that where appropriate local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

10.150 This site is of interest because of the potential for prehistoric, Roman and early modern archaeology related to 1) dispersed rural settlement 2) dispersed Roman pottery manufacturing activity and 3) the operation and early waste disposal of the 19th century hospital.

10.151 The site is located on the northern fringe of an extensive Roman field system that has produced fragmentary evidence for pottery manufacturing activity (isolated kiln fragments further to the south-west) and is located to the west of the Churchill Hospital which is the site of one of the Oxford Roman pottery industries best studied pottery manufacturing compounds. The Oxford Roman pottery industry was a regional industry that is of national importance in the field of Romano-British studies.

10.152 The field evaluation undertaken by Pre-Construct Archaeology in the south-east corner of the site, where the new hospital, link building and research centre will be sited (Zone 01), failed to identify any significant archaeology beyond a single 19th century rubbish pit of dump. Operational considerations for the hospital restricted access for trenching in the areas to

the north and around the hospital buildings, therefore a condition to secure further trial trenching and mitigation is requested.

10.153 Given the site and the operational constraints of it being a functioning, mental health hospital this has restricted the evaluation sample size and the results of the evaluation. In line with the advice in the National Planning Policy Framework, a condition has been requested to secure a programme of archaeological trial trenching followed by a second stage of archaeological mitigation (if required)

10.154 Subject to these conditions, the proposal is considered to be in accordance with Policy DH4 of the Oxford Local Plan 2036 and HD5 of the Emerging Local Plan 2045.

Impact on neighbouring amenity

10.155 Policy H14 of the Oxford Local Plan 2036 states that planning permission will only be granted for new development that provides reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Policy H14 sets out guidelines for assessing development in terms of whether it will allow adequate sunlight and daylight to habitable rooms of the neighbouring dwellings. Emerging local plan policy HD8 reinforces the existing local plan policy and as such carries limited weight at this time.

10.156 Policy RE7 of the Oxford Local Plan similarly affords protection to the amenity of surrounding uses, including non-residential uses. Emerging local plan policy R8 also reinforces the existing local plan policy and as such carries limited weight at this time.

10.157 Surrounding the site, there is South Park and Cheney School which sits to the north, Warneford Halls, which forms student accommodation for Oxford Brookes to the east, Headington Care Home and Warneford Meadow to the South and the residential street of Hill Top Road lies to the west.

10.158 A Daylight and Sunlight Assessment has been submitted as part of the Environmental Statement which has been submitted as part of the application. This report assesses the impact of the proposed development on the surrounding neighbouring properties, including the Headington Care Home, Warneford Halls and the residential properties on Divinity Road and Hill Top Road.

10.159 The impact of sunlight, daylight and overshadowing has been assessed using standard Building Research Establishment (BRE) Guidelines. For daylight this assesses both direct daylight on an overcast day and distribution of daylight within a room. Any proportional reduction greater than 20% would result in a noticeable effect. In addition, the average daylight factor assesses the overall amount of diffuse daylight within a room

accounting for external obstructions, the number of windows and their size in relation to the size of the room, the window transmittance and the reflectance of the internal walls, floor, and ceiling. Habitable rooms are considered more important than non-habitable.

10.160 For sunlight, to assess loss of sunlight to an existing building, BRE Guidance states that all main living rooms of dwellings and conservatories should be assessed with bedrooms and kitchens being less important therefore loss of sunlight to these rooms does not normally need to be analysed. Annual probable sunlight hours is assessed, and again any proportional reduction greater than 20% would be noticeable. BRE Guidance states that the annual probable sunlight hours (APSH) is a better way of quantifying loss of sunlight because it takes into account sunlight received over the whole year, not just on one particular date.

10.161 For gardens overshadowing is considered in terms of adequate sunlight. This is taken to be at least half of a garden having at least two hours of sunlight throughout the course of the year or on 21st March (equinox). If this primary criterion is not met then the area that can receive two hours or more of sun on 21st March and any proportional reduction greater than 20% would be noticeable.

10.162 A separate Daylight and Sunlight Assessment which assesses the daylight and sunlight impact of the development upon the sensitive room uses within the proposed hospital has been submitted as part of the application as well. This report concludes that the majority of rooms within the hospital will receive 'good' levels of daylight in excess of the relevant 2022 BRE targets, with 87% of the proposed sensitive rooms will meet or exceed the 2022 BRE targets. Whilst direct sunlight levels are more orientation specific, 77% of the sensitive rooms meet the 2022 BRE targets which is considered to be a 'very good' level of compliance. Overall, the daylight and sunlight results within the proposed sensitive uses indicate an 'excellent' level of compliance. The report also demonstrates that an assessment of sunlight (overshadowing) within the proposed areas of shared amenity space have shown that 96% of the amenity space will receive more than two hours of sunlight on 21st March and thereby exceed the BRE targets.

Full Application: Hospital and Research Centre

10.163 Headington Care Home is situated to the southeast of the application site where it is located at its closest, approximately 5m to the shared boundary. The care home is a part single, part two storey construction with habitable room windows within its west elevation, facing towards the application site. There is an extensive tree lined boundary separating the application site from the existing care home. Given the existing site conditions, the care home sits at a lower level than the proposed application site with the

levels increasing as you move northwards, along Roosevelt Drive from the care home towards Old Road/Warneford Lane.

10.164 The proposed hospital and research centre would be located in the south eastern corner of the site where it would sit adjacent to the care home.

10.165 In relation to the neighbouring properties along Hill Top Road, the intervening distance across the site means that the proposed hospital, research building, POWIC/SANE and ancillary buildings and structures which make up the proposed works within Zone 1/Phase 1 would not have any adverse impacts with regard to neighbouring amenity.

10.166 The proposed main hospital building, link building and research centre would feature solar PV panels. These PV panels would be angled so that they face south and thus receive maximum sunlight. Given the position of the solar PV panels upon the roofs of the 2 storey wing elements to the south and atop of the four-storey main hospital building, link building and research centre coupled with the orientation of the panels where they would face due south towards Warneford Meadow, it is not considered that there would be any adverse impacts in regard to glint or glare.

Overbearing

10.167 At its closest, the proposed hospital would be located approximately 15m from the care home, with these separation distances extending to over 30m.

10.168 As noted above, the Care Home sits at a lower level than the application sit and as such the easternmost wing of the proposed hospital has been set down to reduce its overall impact on the Care Home. The hospital steps down from four storeys to 2 storeys (approximately 9m tall) along this southeastern boundary and the rear wings would also be of a two-storey construction (ranging from 11m to 11.8m tall as the site slopes away to the south). Where the building is at its closest to the care home, the hospital wing has been set back a further 4m – 7m. As a result of the articulation, stepping down of the mass towards the southeast, and the setting back of the easternmost wing, coupled with the existing tree planting and separation distance, officers considered that the proposal would sufficiently mitigate the effect of the new building on the existing care home. As such it is considered that the development would not result in a significantly overbearing effect such to warrant refusal in this case.

10.169 In relation to other neighbouring properties, including Warneford Halls Student Accommodation the intervening distance across Roosevelt Drive means that the development would not be unduly overbearing.

Loss of daylight/sunlight/outlook

- 10.170 The western elevation of the care home is made up of a number of windows which serve resident's bedrooms and communal living spaces. These windows are located approximately 25m away from the nearest part of the hospital building. The windows furthest away within the two storey part of the site serve the reception area and ancillary rooms such as the laundry.
- 10.171 The results from the daylight and sunlight assessment suggests that 35no. (95%) of the 44no. windows at the care home would not experience a noticeable change in Vertical Sky Component (VSC). Of the remaining 9no. windows which would be impacted, 7no. would experience a minor adverse impact. It is noted that these windows also retain an absolute VSC level of at least 20.6%. The other 2no. remaining windows would experience moderate adverse impacts but again retain reasonable VSC levels of at least 26.1% (marginally below the suggested level of 27%).
- 10.172 The results of the No Sky Line (NSL) assessment show that 18no. (72%) of the 25no. rooms tested at the Care Home would not experience a noticeable change in NSL. 1no. room would experience a minor adverse impact of 23%, 5no. rooms would experience moderate adverse impacts between 34% and 40% and 1no. room would experience a major adverse impact of 54%.
- 10.173 All the rooms measured were single aspect and were over 5m deep and as stated in the BRE guidance, a greater movement in no skyline is unavoidable due to the room depths. Therefore, the effect to daylight at the Headington Care Home with the proposed development in place at its maximum parameters is considered to be local, long-term, direct and of minor adverse significance (not significant).

Loss of privacy/overlooking

- 10.174 The east elevation of the proposed hospital and the easternmost wing would feature a number of window openings which would provide some level of overlooking from the proposed hospital towards the Care Home. However, it has been noted that the proposed windows within the easternmost hospital wing, which would serve the patient bedrooms, would feature projecting bays which would allow views south towards Warneford Meadow. These windows would allow oblique views towards the care home however given the separation distance, it is not considered that the proposed levels of overlooking would be significant to warrant refusing the application.
- 10.175 The windows within the eastern end of the main hospital building would have windows which would have fins which would be angled as such to protect the amenity of residents at the care home.

10.176 The eastern end of the building would also feature external terraces at both second floor and third floor. Access to these terraces would be limited to staff only and would be limited due to external safety features and balustrades. As a result of the balustrades, the external terraces would be sited over 26m away from the care home and as such would be sufficiently distanced to not allow for any significant levels of overlooking or loss of privacy towards residents at the Care Home.

Full Application: POWIC/SANE building

10.177 The new POWIC/SANE building would be sited to the north east of the application site where it would sit along the eastern boundary wall along Rosevelt Drive, adjacent to the listed Gate Lodge and Warneford Halls student accommodation.

10.178 The Gate Lodge sits along the north boundary to the site, in the easternmost corner. It is noted that as part of the proposed Outline Consent, the Gate Lodge would be converted into student accommodation, providing a 3 bed dwellinghouse.

10.179 Warneford Halls student accommodation is a three storey building located on the eastern side of Rosevelt Drive, opposite the proposed location for the new POWIC/SANE building.

10.180 The POWIC/SANE building would feature solar PV panels. These PV panels would be positioned on the western facing roof slopes. Given the position and orientation of the panels where they would be located on the western facing roof slopes where they would be angled away from residents within the adjacent Oxford Brookes student accommodation, it is not considered that there would be any adverse impacts in regards of glint or glare.

Overbearing

10.181 At its closest, the proposed POWIC/SANE building would be sited 9m away from the rear of the Gate Lodge. The closest element of the building would be of single storey construction with a maximum height of 3.6m. Given the single storey nature of this element, it is considered that the proposed would not be significantly overbearing on future occupiers of the Gate House.

10.182 The proposed POWIC/SANE building would feature a large two storey rear projection which would have a maximum height of 6.8m. The proposed two storey rear projection would sit approximately 20.5m from the rear of the Gate Lodge. Given the separation distance, it is not considered that the proposed two storey rear projection would not have a significantly overbearing impact on future occupiers of the Gate Lodge.

10.183 With regard to Warneford Halls, given the two storey and single storey nature of the proposed building and the separation distance whereby the student accommodation building sits on the opposite side of Roosevelt Drive, Officers are of the opinion that the proposed POWIC/SANE building would not have an overbearing impact on occupiers of Warneford Halls.

Loss of daylight/sunlight/outlook

10.184 The impact of the proposal on the Gate Lodge were not assessed as part of the submitted Daylight and Sunlight Assessment as the Gate Lodge is part of the application site. Notwithstanding this, the Gate Lodge would be converted to student accommodation and therefore the impact of the proposed development on this property needs to be taken into consideration. The Gate Lodge is served by a number of openings within its rear elevation, which would ultimately face onto the rear of the proposed POWIC/SANE building. At ground floor, the rear elevation contains a number of openings which serve non-habitable rooms and a bay window which serves a kitchen. As the bay window serves a habitable room, the 45/25 degree code of practice has been applied. However, given the back to back orientation of the building in relation to the proposed development, the 25 degree uplift has been applied. A line taken at 25 degrees from the cil height of this bay window would not be contravened by the proposed POWIC/SANE building. In light of this, it is not considered that the proposed building would result in any significant impacts with regard to loss of light and/or outlook.

10.185 At first floor, the Gate Lodge has a number of rear facing windows which serve a bedroom, a landing and a bathroom. A line taken at 25 degrees from the cil height of this bedroom window would not be contravened by the proposed POWIC/SANE building. In light of this, it is not considered that the proposed building would result in any significant impacts in relation to loss of light and/or outlook.

10.186 With regard to the impact of the proposed new POWIC/SANE building on Warneford Halls, the submitted Daylight and Sunlight Assessment shows that out of the total 83no. windows which were assessed, all 83no. windows would achieve or exceed VSC levels suggested in the BRE guidance. These windows would also achieve or exceed NSL levels suggested in the BRE guidance. Therefore, the proposed hospital, link building and research centre, or the new POWIC/SANE building would not impact on the daylight or sunlight received to the student accommodation.

Loss of privacy/overlooking

10.187 The rear elevation of the proposed POWIC/SANE building would be predominantly glass, with windows at ground floor proposed to serve meeting rooms, office spaces as well as a communal lobby and the first floor windows serving additional office and communal spaces. Whilst the extensive glazing

within the rear elevation would inevitably allow for some levels of overlooking between the proposed building and the Gate Lodge, this needs to be considered as part and parcel of the wider site, in that the site is proposed to create a centralised location for enhanced mental health facilities allowing an interconnectedness between the mental health hospital, the research and development and the college. The proposal would therefore have a different relationship to the Gate Lodge (student accommodation) than had the Lodge been used as a general market residential property outside the site. The Gate Lodge would be occupied by post graduate students that study and/or work within the site and therefore it is considered that on balance, a closer relationship between buildings would be acceptable in this instance.

10.188 In relation to the impact on the Warneford Halls, student accommodation, the building sits on the east side of Rosevelt Drive where the halls are located approximately 16m from the proposed POWIC/SANE building. Within the proposed east/side elevation there would be 2no high level windows at ground floor and 1no door. Given the nature and positioning of these openings, it is not considered that these would give rise to any levels of overlooking and/or loss of privacy towards the adjacent building. The rear of the proposed POWIC/SANE building features a two storey glazed element which would feature extensive glazing to the side elevations. Given the separation distance, it is not considered that this element would give rise to any adverse impacts in terms of overlooking towards those rooms within the Warneford Halls.

Outline Application: College Buildings

10.189 The proposed college and its associated buildings including student accommodation and other ancillary buildings would be sited to the west of the application site.

10.190 The closest residential properties to the site are those properties located along Hill Top Road which is situated to the west of the application site.

10.191 A number of objections have been received from residents living in those properties along Hill Top Road raising concerns in relation to the potential impact of the proposed college buildings, mainly the student accommodation in terms of overlooking, loss of privacy and daylight and potential noise disturbance.

Overbearing

10.192 It is noted that there are currently a number of single and two storey buildings located within the western part of the site which are sited approximately 21m to over 50m away from the residential properties along Hill Top Road.

10.193 The proposal seeks to demolish these buildings and erect new buildings within this part of the site. As this part of the site is for Outline Consent only, no detailed plans have been submitted showing the size and scale of these buildings. The outline consent is seeking to establish the principle of the use in this location as opposed to detailed design. The detailed design, including the size, scale and heights of the proposed buildings would be subject to a further Reserved Matters application. However, the submitted parameter plans provide details as to the vertical height limits of each of the blocks. The proposed parameter plans show that Block A would have a maximum eaves/parapet height of 104.45 AOD and an overall maximum height of 106.8 AOD. Blocks B and C would have a maximum eaves/parapet height of 105.5 AOD and an overall maximum height of 107.85 AOD, with an element of Plot C having a slightly taller element which would have a maximum eaves/parapet height of 109.15 AOD and an overall maximum height of 111.5 AOD. Block D would sit slightly lower with a maximum eaves/parapet height of 104.35 AOD and an overall maximum height of 106.7 AOD.

10.194 Based on the AODs, these blocks would all be of a three storey height. Furthermore, to mitigate any potential residential amenity impacts, the submitted design code shows that the full height (maximum height) of the proposed buildings would be inset 3m from the parapet of each building. This would suggest that the building would have a shallow roof pitch which would help reduce the overall scale and mass of the individual blocks.

10.195 There are also Blocks E, F and G which sit along the shared boundary with the rear of the properties along Hill Top Road however these would sit even lower with maximum eaves heights of 95.7 – 96.3 AOD with maximum overall heights of 96.4 0 97.02 AODs. These buildings would all be of a single storey height and are therefore not considered to result in any adverse impacts in regard to being overbearing.

10.196 The proposed buildings would maintain similar distances (ranging from 21.4m to over 50m) away from residential properties as those of the existing buildings. Whilst the proposed buildings would be taller than the existing buildings on site, given the maintained separation distances which are considered to be generous, between the proposed buildings and the residential properties along Hill Top Road, it is not considered that these buildings would be significantly overbearing to the detriment of neighbouring properties.

Loss of daylight/sunlight/outlook

10.197 The submitted daylight and sunlight assessments provides a qualitative summary of the daylight and sunlight potential in relation to the Divinity Road and Hill Top Road properties. It is noted that a full detailed assessment of the

internal daylight and sunlight levels within these buildings will be undertaken at the eventual Reserved Matters Application stage.

10.198 The daylight (VSC and NSL) results indicate that the properties at 196-204 (even numbers only) Divinity Road and 1-43 (odd numbers only) Hill Top Road would fully satisfy the BRE Guidance with the proposed College buildings (Zone 02). Therefore, the overall effect to daylight on the above properties with the proposed development in place is considered negligible (not significant).

10.199 The APSH results indicate that the properties 196-206 Divinity Road (Even), 3-7 Hill Top Road (Odd), 11 Hill Top Road (Odd), 15-19 Hill Top Road (Odd), 27 and 29 Hill Top Road and 33-43 Hill Top Road (Odd) would fully satisfy the BRE Guidance with the proposed College buildings (Zone 02). Therefore, the overall effect to sunlight on the above properties with the proposed development in place is considered to be negligible (not significant).

10.200 A further assessment has been carried out on No. 206 Divinity Road which sits closest to the application site where it sits along the western boundary. The property would be sited just over 21m from the nearest proposed college building. This property has a number of side facing windows which serve habitable rooms including 2no. kitchen windows at ground floor and 3no windows serving 3no separate bedrooms at first floor. It is noted that the northern most first floor window serves a bedroom which also benefits from 2no. front facing windows which would also provide light and outlook to this habitable space.

10.201 The baseline assessment within the submitted Daylight and Sunlight Assessment identifies that 6no existing windows (out of a total of 21no. Windows) that served No. 206 Divinity Road achieve VSC levels below those suggested in the BRE Guidance and none of the 6no. windows are below the 80% well lit threshold. As a result of the Phase 2 works for the proposed college buildings, the submitted Daylight and Sunlight Assessment identifies that 20no out of 21no. Windows would achieve or exceed VSC levels suggested in the BRE Guidance, with just 1no window achieving a minor reduction. The report concludes that No. 206 Divinity Road would not experience a noticeable change in VSC. The results of the NSL assessment show that five (83%) of the 6no. rooms tested within the property would not experience a noticeable change in NSL. The remaining 1no. room is a bedroom that experiences a minor adverse reduction (29%). This reduction would be marginally noticeable in comparison to the existing conditions and therefore would not result in significant harm to warrant refusing the application.

Loss of privacy/overlooking

- 10.202 Whilst not detailed at this stage, it is understood that the bedrooms within the proposed student accommodation blocks would all be served by external balconies. This would mean that there would be balconies on the western elevation of these buildings which would face out towards the rear of the properties along Hill Top Road.
- 10.203 As a general rule of thumb, a 20m separation distance is considered adequate to prevent any unacceptable levels of overlooking. The distance between properties along Divinity Road and the closest proposed building is just over 21m and the distances between the residential properties along Hill Top Road and the proposed development is in excess of 50m. In this case, it is considered that there would be sufficient distance between the college buildings (including balconies) and the neighbouring properties to not result in significant levels of overlooking.
- 10.204 23 Hill Top Road sits within the rear garden of the flats at 21-27 Hill Top Road. This property is sited approximately 6m from the western boundary of the application site and would sit 25m from the nearest college building. Given these separations distances, it is considered that the proposed college buildings (including balconies) would not have a significant impact in terms of overlooking.
- 10.205 It is noted that there is a strong, mature tree line which runs along the western boundary between the application site and the rear of the Hill Top Road properties. The trees along the shared western boundary are not proposed to be removed and would be retained as part of the planning application. Whilst a development cannot solely rely on vegetation to provide a buffer and provide screening, the mature tree line would offer some additional protection between the proposed balconies and the neighbouring properties.
- 10.206 The detail of the college buildings will be determined by the Council at reserved matters stage but the analysis above shows that the application has been carefully prepared and assessed to ensure an acceptable relationship between the proposals and its closest neighbours. Any forthcoming reserved matters application will need to take in account the relevant policies and ensure that future development would not have a detrimental impact on neighbouring amenity.

Summary

- 10.207 In summary the development would not significantly impact on amenity such that it would warrant refusal in this case and subject to conditions, it accords with policies H14 and RE7 of the Oxford Local Plan 2036, policies HD8 and R8 of the Emerging Local Plan 2045 and the relevant paragraphs of the NPPF.

Noise

10.208 Policy RE8 of the Oxford Local Plan 2036 states that planning permission will only be granted for development proposals which manage noise to safeguard or improve amenity, health, and quality of life. Planning permission will also not be granted for development that will generate unacceptable noise and vibration impacts. Planning permission will not be granted for development sensitive to noise in locations which experience high levels of noise, unless it can be demonstrated, through a noise assessment, that appropriate attenuation measures will be provided to ensure an acceptable level of amenity for end users and to prevent harm to the continued operation of existing uses.

10.209 This requirement is echoed in Policy R8 of the Emerging Local Plan 2045.

Full: Hospital, Link, Research and Development and POWIC/SANE building

10.210 The proposed development has been assessed to consider the potential effects of noise on the local amenity and nearest surrounding receptors to the proposed development. This includes noise generated during the construction and operational phases.

10.211 The report establishes the existing ambient noise levels at the nearest noise sensitive receivers (NSR), and calculates the likely 'Rating Level' of the new mechanical plant installation, and determines the likely noise impact resulting from the operation of the new plant.

10.212 In order to reduce noise from mechanical equipment during operation of the proposed development all plant and equipment design and selection should take into account appropriate noise guidelines have been followed such as Noise Policy Statement for England, National Planning Policy Framework (NPPF), Planning Practice Guidance on Noise, British Standard 8233: 2014 "Guidance on sound insulation and noise reduction for buildings and BS4142:2014 +A1:2019 "Methods for rating and assessing industrial and commercial sound" and policy RE8 of the Oxford Local Plan 2036. This will be secured via condition.

10.213 All plant and construction noise level criteria will have to be adequately predicted at suitably identified receptors taking into consideration distance losses, surface acoustic reflections and, where applicable, screening provided by any building.

Outline: College Buildings

10.214 A number of objections have been received in relation to the potential increase in noise disturbance which would result from having student accommodation in such close proximity to the residential properties along Hill

Top Road. The buildings have been designed so to accommodate common rooms and other areas where students may congregate on the eastern side of the building(s), so as to protect the amenity of the residents of Hill Top Road which lie to the west/south west of the application site.

10.215 For the proposed college buildings, Officers would expect to see the following standards achieved internally as the development would be treated as residential:

Activity	Location	07:00 to 23:00	23:00 to 07:00
Resting	Living Room	35 L _{Aeq, 16hour}	-
Dining	Dining Room / Area	40 L _{Aeq, 16hour}	-
Sleeping (daytime resting)	Bedroom	35 L _{Aeq, 16hour}	30 L _{Aeq, 8hour} 45 L _{Afmax}

1. These levels are derived in part from Table 4 of BS8233:2014 and also World Health Organization figures. The figures from BS8233:2014 are themselves derived from World Health Organization values.
2. The notes to Table 4 of BS8233:2014 apply to the interpretation of the above figures.
3. It is also expected that to achieve an acceptable internal noise climate that individual noise events shall not exceed 45dB LAFmax on a frequent basis. The acceptability of the frequency of events will depend on the level of exceedance of the 45dB LAFmax criteria. Up to 10 events may be acceptable for small exceedances (<5dB) whilst for high exceedances (>=5 dB and <10 dB) less than 5 events will be acceptable. Events in excess of 10 dB above 45 dB are not permitted.

10.216 The maximum day time noise level in outdoor living areas exposed to external road traffic noise should not exceed 50dBA Leq 16 hour [free field].

10.217 The applicant will have to ensure that future occupiers are protected from excessive external noise by way of adequate façade and internal envelope unit separation design and this will have to be carried out by way of an adequate submitted acoustic assessment which will need to be submitted as part of any forthcoming reserved matters application.

Summary

10.218 It is considered therefore subject to conditions the development would be acceptable in environmental health terms and not adversely affect neighbouring amenity or future occupiers in accordance with policies RE7 and RE8 of the Oxford Local Plan and policy R8 of the Emerging Local Plan 2045.

Highways and parking

Policy considerations

- 10.219 Oxford has the ambition to become a world class cycling city with improved air quality, reduced congestion and enhanced public realm. Road space within the city is clearly limited and to achieve its ambition there is a need to prioritise road space and promote sustainable modes of travel. For non-residential development, the presumption will be that vehicle parking will be kept to the minimum necessary to ensure the successful functioning of the development. Policies M1, M2, M3, M4 and M5 of the Oxford Local Plan 2036 seek to deliver these objectives.
- 10.220 Policy M1 states that planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport.
- 10.221 In accordance with policy M2, a Transport Assessment for major developments should assess the impact of the proposed development and include mitigation measures to ensure no unacceptable impact on highway safety and the road network and sustainable transport modes are prioritised and encouraged.
- 10.222 Furthermore, Policy M3 states that the parking requirements for all non-residential development, whether this be an expansion of floorspace on existing sites, the redevelopment of existing or cleared sites, or new non-residential development on new sites, will be determined in the light of the submitted Transport Assessment or Travel Plan, which must take into account the objectives of this Plan to promote and achieve a shift towards sustainable modes of travel. The presumption will be that vehicle parking will be kept to the minimum necessary to ensure the successful functioning of the development.
- 10.223 In the case of the redevelopment of an existing or previously cleared site, Policy M3 states that there should be no net increase in parking on the site from the previous level and the Council will seek a reduction where there is good accessibility to a range of facilities.
- 10.224 Where the proposal is for the expansion of an existing operation on an existing large site, Policy M3 states that a comprehensive travel plan should be submitted that looks at the development in the context of the whole site, and demonstrates that opportunities will be sought to enhance and promote more sustainable travel to and from the wider site. The Travel Plan will be kept under review to ensure that future opportunities to encourage a shift towards sustainable modes of travel are taken.
- 10.225 Policy SP22 aligns with the transport policies in that it states that applicants will be expected to demonstrate how the development mitigates against traffic impacts and maximises access by alternative means of transport.

- 10.226 Emerging Local Plan Policy C6 aligns with the existing Local Plan Policy M2 in requiring a Transport Assessment to assess the impact of the proposed development and include mitigation measures to ensure no unacceptable impact on highway safety and the road network and sustainable transport modes are prioritised and encouraged.
- 10.227 Emerging Local Plan Policy C8 requires non-residential development to start with no additional parking except for blue badge and servicing only. The Council will continue to seek a reduction in parking on highly accessible sites. It goes on to state that any additional parking provision above existing levels should be kept to the minimum necessary to ensure the successful functioning of the development, with the need being demonstrated through the submitted Transport Assessment (TA), which should justify proposed parking levels based on the development in the context of the whole site. In addition, a Transport Plan (TP) must take into account the objectives of this Plan to promote and achieve a shift towards sustainable modes of travel, and should set out measures introduced to maximise use of sustainable transport modes, and should demonstrate that there will not be unacceptable impacts on the transport network. The TP will be required to be reviewed to ensure that future opportunities to encourage a shift towards public transport and active travel are taken. The requirements for a TP are set out in Appendix 7.3 of the Plan. This emerging policy takes a similar approach to the existing policy and has limited weight at this time.
- 10.228 Policy TRP1 of the Headington Neighbourhood Plan states that proposals for any net additional car parking spaces for employees, which are accessible during peak periods, at major employment sites in Headington will only be supported if they can demonstrate strong evidence by the submission of a Transport Assessment that Headington's road network has adequate unused capacity at peak times.

Sustainability

- 10.229 The site is located within a densely populated area of the City with a large number of residents within walking and cycling distance to the Warneford site. The site is located outside of a Controlled Parking Zone (CPZ) but the surrounding highways network, including both Warneford Lane and Roosevelt Drive are within the CPZ.
- 10.230 The site is considered to be in a highly sustainable location with good access to public transport in and out of the City. Bus stops along Warneford Lane provide access into the City Centre and out towards Wood Farm whilst the bus stops on Roosevelt Drive provide access into the City Centre and out towards Kidlington, Thornhill Park and Ride and Witney. Further north, the London Road also provides good access to public transport into and out of the

City with services to London, Thame, Aylesbury, Wheatley, Rose Hil and Didcot.

Proposal

10.231 As has been established the proposal seeks to redevelop the site to create a new, mental health hospital, research and development facilities and a new college.

10.232 There are currently 705 employees on site; with the proposed development this will increase to 1950 employees, as well as 450 students of which 272 students will be living on-site.

10.233 A Transport Assessment was originally submitted as part of the application. Oxfordshire County Council as Highways Authority were consulted on the application and initially raised objections for the following reasons:

- Insufficient information was provided on active travel access into the site, as well as on the Warneford Lane vehicular access. It was therefore not demonstrated that safe and suitable access to the site could be achieved for all users, in line with Paragraph 115 of NPPF.
- No information was provided on the provision of electric vehicle charging points. In line with Policy M4 of the adopted Oxford Local Plan, a minimum of 25% of the car parking spaces will need electric vehicle charging points.
- The off-site mitigation proposals were not considered adequate to safely accommodate the increased pedestrian, cycle and vehicle trips resulting from the development proposals. It was not demonstrated that the proposed mitigation measures were deliverable within the space available, the topography and without the loss of mature trees.
- A stage 1 RSA was not been conducted on the new and amended site accesses or the mitigation proposals.
- The vehicle trip calculations were not considered robust and required further amending.
- There were also errors in the junction impact assessments. It was therefore not demonstrated that any significant impacts from the development on the transport network would be effectively mitigated to an acceptable degree, in line with Paragraph 115 of NPPF.

10.234 Following these comments, extensive discussions have been had with the County Council and the applicant's Transport Team to resolve these issues. A further Post Submission Updated Assessment, a Further Addendum Note and a RSA1 and Designers' Response have been submitted to address officers' concerns. Oxfordshire County Council Highways Authority were

reconsulted and have removed their objection to the scheme which is expanded upon below.

Access

- 10.235 The site will have 8no. access points, 2no. pedestrian only accesses onto Warneford Meadow, 4no. accesses onto Roosevelt Drive including 1no all modes access, 1no pedestrian and cycle access, 1no pedestrian only access and 1no vehicle only access into the basement and 2no. onto Warneford Lane including 1no all modes access and 1no. pedestrian only access.
- 10.236 The proposal would enhance pedestrian access to the site. A new pedestrian-only access into the site from Warneford Lane along the northern boundary would be 40m west of the existing westbound bus stop on Warneford Lane and is a key connection to the bus stops.
- 10.237 Further enhancements to the current pedestrian routes and connections through Warneford Meadow would be secured through the S106.
- 10.238 In relation to vehicular access, there are currently four vehicular accesses to the site including three access points off Roosevelt Drive and one off Warneford Lane.
- 10.239 The main vehicular access into the site from Roosevelt Drive in the east will be retained with reduced kerb radii to reduce pedestrian crossing distances. The swept path analysis demonstrates that a refuse vehicle can negotiate this access.
- 10.240 A new access will be constructed onto Roosevelt Drive in the southeastern corner of the site and lead to the basement car park underneath the hospital and research building. This proposed access is 6.9m wide and includes 6m radii. A drawing has been included which demonstrates that 2.4m by 43m visibility splays can be achieved onto Roosevelt Drive. Clear signage will be provided at the entrance to ensure that drivers do not to turn into the site if they do not have a prebooking. On occasions where the barriers may malfunction, access will be controlled manually. This is considered acceptable. However, the operation of the barriers should be monitored and reviewed in the Car Park Management Plan which will be secured via condition. The details of the barrier would also be separately captured by the Security and Access Strategy condition.
- 10.241 In regard to the Warneford Lane access which forms part of the Outline Consent, the applicant has now provided a drawing showing a Copenhagen style crossing at the relocated Warneford Lane entrance with pedestrian priority and visibility splays. The applicant has also submitted a swept path analysis which demonstrates that a delivery vehicle can access and egress this entrance in forward gear. Further information was also requested on daily

and peak hour vehicle trips at this access, to demonstrate there will be no increase in vehicular use. It is understood that, as there will only be 8 car parking bays that can be accessed from this entrance, the estimated daily trips, including servicing, will be in the region of 30 daily two-way movements. This is a reduction compared to the existing 136 vehicle movements at this access.

Mode shares

10.242 Following consultation with the County Council, the mode shares have been revisited and the mode shares for staff living within the county have been amended, which has resulted in a 25% car driver mode share overall. The calculation method is considered suitable and the final overall mode shares are accepted.

Table 2.3: Indicative Updated Mode Share by Location

Mode	City	County	Elsewhere	Overall ¹
Active travel	66%	5%	-	34%
Rail/coach	-	7%	13%	41%
Bus	33%	28%	-	
Park and Ride	-	20%	20%	
Car	-	40%	66%	25%

Traffic/trip generation

10.243 An amended peak hour calculation was requested, consisting of two separate peak hour vehicle trip calculations, the enlarged hospital trips and the research centre building.

10.244 The peak hour trip rate for the commercial research centre section of the research facility has now been based on TRICS person trip rates for Office use, based on 15,134 sqm. However, the occupancy calculations generated a peak number of persons on-site of 458 persons for 15,134 sqm. As there will be 600 people on-site, the trips have been scaled up by 1.31 (600 /458) to generate the peak hour trip generation for the research centre element. This generated 376 AM two-way person trips and 302 PM two-way person trips.

10.245 As 156 car parking spaces are available for the 600 staff, the car mode share for the commercial research centre section has been calculated as 26%. This percentage has been applied and generates 98 AM two-way vehicle trips and 79 PM two-way vehicle trips. This method is considered acceptable.

10.246 Vehicle and person trip generation for all other uses has been based on the current profile but factored up from 280 spaces to 405 spaces (of the 546 total spaces). This calculation is considered acceptable.

10.247 The total peak hour person trip generation is 1,090 AM two-way person trips and 1,072 PM two-way person trips. The total peak hour vehicle trip generation is 272 AM two-way vehicle trips and 270 PM two-way vehicle trips. This is an increase of 151 two-way AM peak hour vehicle trips and 137 two-way PM peak hour trips compared to the existing vehicle trips to and from the site.

Junction modelling

10.248 The surrounding junctions have been modelled and overall it is considered that the proposed development would not result in any severe impacts and/or delays at these junctions.

10.249 The existing Gipsy Lane / Old Road / Roosevelt Drive / Warneford Lane junction and the proposed CYCLOPS junction have been modelled, with and without development traffic and, as there will be a relocation of carriageway space to active travel with the removal of the second traffic lanes, it would result in the junction being significantly closer to capacity. The applicant has also demonstrated with the modelling of the existing junction that the increase in vehicle trips from the development could be accommodated without any changes to the junction and that the introduction of the CYCLOPS is to accommodate the additional cycle trips from the proposed development, not to mitigate the additional vehicle trips. Although the CYCLOPS junction will be at operational capacity, the increase in delay is not significant and it is considered that the active travel benefits significantly outweigh the increase in delay. The junction is situated in a high cycling location, adjacent to a secondary school, 200m from a university, and within 500m radius of two hospitals and an employment campus. It is considered that the redesign of this junction into a CYCLOPS junction, which removes cyclists from the carriageway, is a significant enhancement of the local cycle network.

10.250 The Morrell Avenue / St Clements / Marston Road junction is currently operating over capacity during the evening peak hour, which has been demonstrated through both the modelling and surveys. This junction will continue to operate over capacity in the evening peak hour during the assessment year 2030 without development and 2030 with development scenarios. The proposed development will result in an additional 8no. vehicles at this junction in the evening peak hour. This small increase is within the extent of normal daily variation and is therefore not considered severe from a Highways Safety perspective. It should also be noted that it is anticipated that the operation of this junction will improve with the introduction of the traffic filters.

10.251 The modelling also suggests that all other junctions will operate within capacity with the development traffic in 2030, with no significant increases in delay. The maximum increase on the Old Road / Churchill Drive junction is 19 seconds on Churchill Drive in the AM peak hour and the maximum increase on the Headington Road / Gipsy Lane junction is 10 seconds on Gipsy Lane in the AM peak hour. These increases are considered to be acceptable and are unlikely to affect the operation of the bus network.

Active transport connectivity

10.252 To promote active transport to and from the site, the application proposes a number of off-site improvements which would be secured via the Section 278 agreement. These improvements include:

- A CYCLOPS (a signalised junction with an orbital cycle route) at the Warneford Lane / Old Road / Gipsy Lane / Roosevelt Drive junction.
- An off-road southbound cycle lane on Gipsy Lane.
- An on-road northbound advisory cycle lane on Gipsy Lane
- Off-road sections of cycle lane on Warneford Lane
- Two parallel crossings on Warneford Lane - one near the Divinity Road roundabout on the desire line to the park, and another crossing near Cheney Lane.
- One further uncontrolled crossing across Warneford Lane
- Relining of eastbound on-road advisory cycle lane on Old Road and crossing with Valencia Road.
- Advisory cycle lanes along both sides of Roosevelt Drive and an informal crossing.

Public transport connectivity

10.253 The proposed development relies heavily on bus travel with a 41% Public Transport mode share.

10.254 The submitted transport assessment states that there will be 5,984 two-way daily person trips. This means that there will be 2,454 daily Public Transport trips to and from the site while, currently, the site generates 317 daily Public Transport trips. There will therefore be an increase of 2,137 daily Public Transport trips as a result of the proposed development. Additional information provided by the applicant also shows that in the AM peak hour 447 Public Transport trips are expected and in the PM peak hour 440 trips. During the Warneford peak hour (8.45 - 9.45am), a total of 580 Public Transport trips are expected.

10.255 The applicant has not demonstrated that there is sufficient capacity on the existing services, especially in peak hours and shift change hours to accommodate the proposed increase in users. Therefore, without additional investment, it is unlikely that an additional 580 hourly trips can be accommodated without capacity issues.

10.256 Financial contributions are required towards existing bus routes including the Route 600 which provides direct connections to Thornhill and Redbridge Park and Rides (as well as other parts of the city), route 15 which provides direct access from outside the site to the City Centre and Wood Farm and towards frequency improvements of the Eastern Arc bus services. These contributions will be required to ensure a high bus modal share of journeys associated with the site and to ensure that there is capacity for the additional bus trips. The financial contributions will be secured through the S106.

Vehicle parking

10.257 The existing site currently accommodates 360no. car parking spaces which are made up of both formal and informal car parking spaces.

10.258 The application proposes to increase the number of car parking spaces on site to 546, an increase of 186 spaces. The proposed spaces would be broken down as follows:

Application stage		No. of parking spaces existing	No. of parking spaces proposed
Full Application: Hospital, R&D and POWIC/SANE	NHS Trust	284	272
	University	66	80
	Biotech & Start-Ups	0	140
	POWIC/SANE	10	10
Outline Application	College	0	44
TOTAL		360	546

10.259 Policy M3 of the Oxford Local Plan 2036 states that the parking requirements will be determined in the light of the submitted Transport Assessment (TA), which must take into account the objectives of the Local Plan to promote and achieve a shift towards sustainable modes of travel.

10.260 In their original comments, Oxfordshire County Council Highways Authority explained that it was not possible to make a judgement on whether the overall level of proposed parking was acceptable as the proposals for active travel connectivity in the TA were not considered acceptable or deliverable and further connections were required. In addition, the peak hour vehicle trip generation estimated in the TA was not adequately justified and there were errors with the modelling.

10.261 The proposals for active travel connectivity are now fully agreed and will make necessary improvements to the local cycle network to accommodate the additional cycle trips to and from the development and contribute to the proposed sustainability of the site.

- 10.262 As stated the proposed development relies heavily on bus travel with a 41% Public Transport mode share. The trip calculations have been revised and the junction modelling has been updated. It has now been demonstrated that the impact of the additional vehicle trips, generated by the proposed addition of 186 car parking spaces, is not severe.
- 10.263 To reiterate, Policy M3 states that the parking requirements for all non-residential development, whether expansions of floorspace on existing sites, the redevelopment of existing or cleared sites, or new non-residential development on new sites, will be determined in the light of the submitted Transport Assessment or Travel Plan, which must take into account the objectives of this Plan to promote and achieve a shift towards sustainable modes of travel. The presumption will be that vehicle parking will be kept to the minimum necessary to ensure the successful functioning of the development.
- 10.264 In this case a Transport Assessment has been submitted which seeks to achieve an increased shift towards active and sustainable modes of travel including public transport and cycling which would account for 75% of future mode shares and a reduction in car usage, with a 25% mode share. In this case, the proposal has also demonstrated that the vehicle parking, whilst an increase compared to existing parking levels, will be kept to the minimum necessary to ensure the successful functioning of the proposed hospital, research centre and college in accordance with Policy M3.
- 10.265 Furthermore, in line with Policy SP22 of the Oxford Local Plan 2036, the modelling submitted has demonstrated that the impact of the additional parking on the adjacent highway network would not be severe. The applicant has also proposed various improvements to the highway network which would also improve users experience and the capacity of the surrounding network. These improvements would be secured via the S106 and the S278 agreement.
- 10.266 Paragraph 116 of NPPF states that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.” It is considered that, with suitable mitigation, there would not be an unacceptable impact on highway safety and the impact on the network would not be severe.
- 10.267 In light of the above, Oxfordshire County Council Highways Authority therefore do not object to the proposed development, which includes an additional 186 car parking spaces, if the required mitigation is delivered. This required mitigation includes all requested contributions and delivery of all proposed off-site sustainable travel improvements.

10.268 The management of the parking would be controlled by a parking permit system with only those requiring car access to the site would be permitted parking permits. The transport vision commits to the use of alternative modes where practical so that a parking permit system would ensure that only the following proportions of car mode share would be permitted:

- 0% of all staff and visitor trips from those living within the City (i.e. 100% would be required to access the site by active travel and public transport);
- 50% of those travelling from elsewhere in the County will arrive at Warneford Park by car; and
- 67% of those from beyond the County.

10.269 A Car Parking Monitoring and Review Plan to control parking permit allocation would be secured via the S106 and will include survey data and a review of these allocations.

10.270 It is also noted that the proposal seeks a phased reduction in the number of car parking spaces within the basement. The car parking spaces would be re-assigned to laboratories and specialist equipment with an overall benefit to employment opportunities at the site. A strategy for how this would be achieved can be found in the below diagram:

Step 1 (Application)	
Scanners	996 sqm
Parking Bays	208

Step 2	
Scanners	996 sqm
Labs	1162 sqm
Parking Bays	163

Step 3	
Scanners	996 sqm
Labs	1476 sqm
Parking Bays	150

Step 4	
Scanners	996 sqm
Labs	2146 sqm
Parking Bays	127

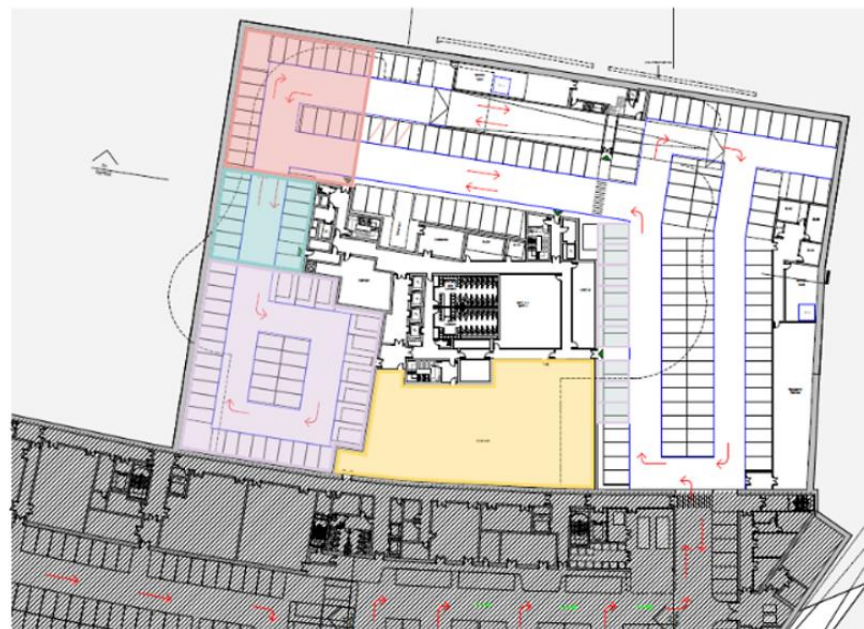


Diagram to show reduction of carparking in steps

- Step 1
- Step 2
- Step 3
- Step 4
- Accessible space relocated in Step 2
- Space lost for ramp access in Step 4

10.271 This phased reduction would see a phased reduction of 82no spaces over time. This would bring the overall number of parking spaces on the site down from 546no. to 465no. The monitoring and phasing of the reallocation and reduction of these parking spaces to create additional lab space is included as part of the S106.

Electric vehicle parking

10.272 Policy M4 of the Oxford Local Plan 2036 states that where additional parking is to be provided in accordance with Policy M3, planning permission will only be granted for non-residential development that includes parking spaces if a minimum of 25% of the spaces are provided with electric charging points.

10.273 The policy would therefore require 136.5 of the parking spaces to be provided with electric vehicle charging points (EVCPs). The application proposes a total of 6 rapid chargers (3 chargers, charging 2 vehicles each) on the on-grade parking area.

10.274 No provision for Electric Vehicle Charging has been provided within the basement car park underneath the hospital and research centre building. It is understood from the submitted Addendum Note provided by I-Transport and the Technical Risk Assessment produced by the University Of Oxford on Below Grade and Enclosed Space Electric Vehicle Charging Point that after consideration of the risk profile, that provision of EVCPs should not be pursued given the importance and critical nature of these new facilities proposed, and the diversity of occupiers, including hospital in-patients, which could be critically and severely impacted in the event of a vehicle fire, and that the project should prioritize above-ground open air charging locations that offer better ventilation, accessibility, and safety assurance.

10.275 It is also understood that the University's position as of 2024 is to prohibit electric vehicle charging within "underground carparks". It was therefore concluded, after considering risk, and in particular the impact of the risks should they materialize, that it is not appropriate for the current project to derogate or move away from this position at the Warneford.

10.276 Furthermore, the basement is subject to being converted to additional lab space in the future. On the basis that officers would want to see this basement converted and the overall number of car parking spaces on site reduced overtime, it would be somewhat unreasonable to require additional EVCPs within the basements, especially as these would need to be removed at a later date to facilitate the conversion of this space.

10.277 In any event, there is scope for additional EVCPs to be installed to the proposed above ground parking spaces and therefore a condition has been recommended requiring further details showing additional EVCPs to be

installed on site. It is acknowledged that even with additional EVCPs above ground, the proposal would still not reach the policy requirement of 25% of the spaces to be provided with EVCPs however, in light of the justification provided regarding the constraints of the site, it is considered that on balance the proposal would be acceptable in this regard.

Cycle Parking

- 10.278 Cycle parking standards are set out in Appendix 7.4 of the Oxford Local Plan. The standards stipulate that proposals for hospitals and R&D developments are required to provide 1no space per 5no members of staff. The standards for higher education are 1no. space per 2no students (based on anticipated peak number of students on-site at any one time) plus 1no space per 5no staff. The standards for student accommodation are at least 4no spaces for every 4no study bedrooms unless site specific evidence indicates otherwise in accordance with Policy M5.
- 10.279 Policy M5 states that provision of bicycle parking lower than the minimum standards may be acceptable for new student accommodation that is located close to the institution where most of its occupants will be studying. The Emerging Local Plan Policy C7 has different standards to that of the existing Local Plan Policy and stipulates that proposals for hospitals are required to provide 1 space 50sqm or 1 per 30 seats capacity. Plus 1 space 5 per employees. R&D developments are required to provide 1 space per 100sqm for staff and 1 space per 250sqm for visitors. The standards for higher education are 1 space per 2 students (based on anticipated peak number of students on-site at any one time), plus 1 space per 5 staff and the standards for student accommodation are at least 1 space per study bedroom.
- 10.280 The TA explains that the Oxford University Estate Services has its own specific cycle parking guidance of 1 space per 2.8 staff and the proposed cycle parking is a mixture of both standards. However, the applicant counts the students visiting the college as visitors with a ratio of 1no. parking space per 5no. visitors rather than students with 1no. parking space per 2no. Students.
- 10.281 In regard to the full detailed planning application for the hospital, research centre and POWIC/SANE building (Zone 01), secure cycle parking for the the new hospital and research centre is located between the new hospital and research building entrance road and Roosevelt Drive and south of the listed wall adjacent to the research building. The POWIC/SANE would be located along the northern boundary wall. Cycle stores for the college (Zone 02) would be located within the north west corner of the site adjacent to the northern boundary wall, with additional cycle parking located in the basement of a number of the proposed student accommodation buildings.
- 10.282 The applicant proposes 898no. spaces based on the following:

Use	Staff	Students	Visitors	Total
Hospital	500		32	107
Research commercial	600		150	150
Research university	600			215
SANE	25		25	10
Student accommodation		272		272
College	150			54
College students		450		90
Total				898

10.283 Based on the cycle parking standards (as set out in Appendix 7.4 of the Oxford Local Plan 2036) a total of 914 would be required.

10.284 However, a large number of the college students / visitors to the college will live on-site and therefore, in line with policy M5, a reduction can be applied. It is therefore considered that the proposed number of cycle parking spaces is in line with policy and therefore appropriate for the proposed development.

10.285 The long stay cycle parking for the hospital and the research building will be located in dedicated bicycle stores and will include a mixture of Sheffield stands and two-tier racks. Although Sheffield stands are preferred over two-tier racks, it is accepted that a large number of spaces needs to be accommodated and Sheffield stands only would be too space consuming.

10.286 The type of cycle parking for the college (Zone 02) has not been specified. Details of secure cycle parking can be secured via condition.

10.287 A total of 37 accessible / non-standard cycle parking spaces have been proposed which is 4% of total spaces. This is considered low and the applicant is requested to increase this to 5%, in line with paragraph 11.3.2 of LTN1/20. Again, this can be secured via condition.

10.288 The proposal includes E-bike charging stations, but no further information has been provided on the number of stations and locations. Further details of E-bike charging stations can be secured by condition.

10.289 Sufficient shower and changing facilities would be provided within the basement of the main hospital, link and research centre to meet the needs of the proposed development.

10.290 In light of the above, and subject to conditions the proposed cycle parking provision is considered to be acceptable and accord with Local Plan Policy M3.

Impact on trees

- 10.291 Policy G7 of the Oxford Local Plan 2036 requires that planning permission will not be granted for development resulting in the loss of trees except in the following circumstances:
- a) it can be demonstrated that retention of the trees is not feasible; and
 - b) where tree retention is not feasible, any loss of tree canopy cover should be mitigated by the planting of new trees or introduction of additional tree cover (with consideration to the predicted future tree canopy on the site following development); and
 - c) where loss of trees cannot be mitigated by tree planting onsite then it should be demonstrated that alternative proposals for new Green Infrastructure will mitigate the loss of trees, such as green roofs or walls
- 10.292 Policy G8 continues that development proposals affecting existing Green Infrastructure features should demonstrate how these have been incorporated within the design of the new development where appropriate.
- 10.293 Policy G1 of the Emerging Local Plan Policy combines policies G7 and G8 of the existing Local Plan and follows a similar approach. The Emerging Local Plan Policy carries limited weight at this time.
- 10.294 Two Tree Preservation Orders (TPOs) affect the site including Oxford City Council Warneford Hospital (no.1) Tree Preservation Order 1994. Area 1, which included '*All trees of whatever species*', present at the time the TPO was made in 1994 (i.e. trees present for 30 or more years) and Oxford City Council Warneford Hospital, (No.1) Tree Preservation Order 1992 (TPO ref no.:92/00014/Q) G1 and G2, which includes '*All trees of whatever species*', present at the time the TPO was made in 1994 (i.e. trees present for 32 or more years).
- 10.295 The trees on site are mature and due to their visibility, both from the public realm and from within the site, contribute significantly to the visual character and appearance of the site. The trees are contemporaneous to the historic listed buildings and key to their landscape setting. In particular, this includes the trees delineating the site's boundary and the picturesque parkland to the west of Roosevelt Drive.
- 10.296 The proposed development originally sought the removal of 99no. trees. The application's arboricultural consultants have assigned the following categorisations under BS5837 criteria:
- Category A (i.e., high-quality): 0no. trees to be removed
 - Category B (i.e., moderate-quality): 60no. trees to be removed;

- Category C (i.e., low-quality): 33no. trees to be removed; and
- Category U (i.e., poor-quality): 6no. trees to be removed.

10.297 However, following discussions with the applicant, 4no. additional Category B trees on site would be retained including Trees T75 (Silver Birch) and T76 (Robinia) which sit within the historic embankment to the north of the research centre, Tree T65 (Scots Pine) to the east of the historic embankment/adjacent to the proposed new driveway and Tree T245 (Hornbeam) within Zone 02 (outline consent). The proposal now results in the loss of 95no trees across the site, with 50no. trees (category B, C and U) to be removed as part of the full planning permission (Zone 01) and 45no. (category B, C and U trees) to be removed as part of the Outline Consent (Zone 02).

10.298 An updated Arboricultural Impact Assessment has not been submitted at this time and would be required to be submitted alongside updated landscape plans and any other affected plans prior to the decision being issued.

10.299 A number of trees including two established, mature trees would be removed along Roosevelt Drive to make way for the proposed new entrance piazza. These trees are considered to have a positive amenity value and cumulatively provides greenery to Roosevelt Drive. The removal of these trees along this boundary are regrettable however, the retention of these trees is not feasible given this space would provide a new arrival space for the Hospital, providing a new taxi drop off and bus stop for visitors. Policy G7 does allow for the removal of trees where the retention of that tree is not feasible providing any any loss of tree canopy cover is mitigated by the planting of new trees or the introduction of additional canopy cover. In this case, additional trees would be planted throughout the site and as explained in more detail below, the proposal would result in a net increase in tree canopy cover across the site.

10.300 The proposal includes the planting of 182no. new trees, which includes 159no. within the full planning permission (Zone 01) and 23no. within the outline component (Zone 02).

10.301 The proposed hospital, link building and research centre are largely located beyond the RPAs of retained trees, or else involve incursions of only approx. 5% in a few situations, which is considered tolerable. Where development works would be carried out within the root protection areas of a number of trees these outbuildings are by comparison lighter single-storey structures, which may provide greater flexibility regarding their construction. Indicative low-impact designs have been provided that on balance are considered to offer sufficient information to properly evaluate the impacts of these outbuildings partially within the Root Protection Areas (RPAs) of retained trees, and are acceptable. The protection of these trees and the works within the Root Protection Areas will be protected and secured via condition.

- 10.302 Where paths are provided within close proximity to retained trees, no-dig designs are considered acceptable and would be conditioned.
- 10.303 The proposal would require the pruning of 26no. trees, The pruning specifications comprise lateral pruning from proposed buildings (in 15no. instances), and crown lifting above proposed outbuildings, and above vehicular and pedestrian elements (in 15no. instances). Certain trees are subject to both lateral pruning and crown lifting - specifically, this affects 4no. trees (T4, T5, T7, & T186). Where trees have been specified as requiring pruning to facilitate the construction of proposed buildings, at least in the cases where lateral pruning is specified, this will need to be repeated cyclically (every 3-5no. years).
- 10.304 Concerns have been raised by Friends of Warneford Meadow regarding the impact of the proposed development, mainly the basement and the impact it would have on groundwater levels and conditions, on the historic orchard located to the south of the application site (to the north of Warneford Meadow). As discussed below in the relevant flooding and drainage section of this report, the proposed basement would result in some changes to the existing groundwater conditions both on site and off site at Warneford Meadow. A '*Peer Review of the Ecological Baseline and Consideration of the Key Concerns Raise in Consultation*' has been submitted as part of the application and the ecological expert confirms that apple and domesticated varieties are by comparison shallow rooted and many orchards are set out on south facing slopes to maximise warmth and ripening of the associated fruit and are therefore not reliant on reaching groundwater. Therefore, while there is some potential for changes to the groundwater levels as the flows pass beneath Warneford Meadow, it is concluded that the proposed change would not give rise to significant ecological effects or impacts to the orchard trees.

Tree canopy cover assessment

- 10.305 A detailed Tree Canopy Cover Assessment has been submitted to provide information pursuant to the Green Spaces Technical Advice Note (TAN) 9 in regard to tree canopy coverage assessment and mitigation. Warneford Hospital site covers an area amounting to 91,464 square metres. In the absence of development, the existing trees cover approximately 22.7% of Warneford Park at the current time (baseline), which will increase to approximately 26.2% after 25no. years and thereafter to approximately 26.5% after a period of 30no. Years.
- 10.306 In terms of the submitted Tree Canopy Cover Assessment the application reports a relatively small initial impact of 3% loss (23% to 20%, i.e. a 3% Tree Canopy Cover loss), this will be more than set-off by +25 years post development because of replacement tree planting. This off-set amounts to a net increase, giving a site tree canopy cover of nearly 30% at 30 years.

This therefore meets the requirements that are set out in Green Spaces Technical Advice Note (TAN) 9.

10.307 The Tree Canopy Cover Assessment has not been updated to reflect the additional 4no. Trees which are to be retained on site however, in any event, given that the submitted assessment demonstrates a relatively small impact loss and an overall net increase in cover, it is reasonable to assume that the additional tree retention would also result in an even smaller impact loss and a slightly larger increase in the overall canopy cover on site. An amended Tree Canopy Cover Assessment to demonstrate compliance with the requirements that are set out in Green Spaces Technical Advice Note (TAN) 9 would need to be submitted and considered acceptable prior to a decision being issued.

10.308 Subject to the recommended conditions, revised arboricultural technical documents and plans, the proposal would be considered to accord with Policies G7, G8, DH1 and DH3 of the Oxford Local Plan 2036 and Policies G1, S2 and HD3 of the Emerging Local Plan 2045.

Flooding and Drainage

10.309 Policy RE3 of the Oxford Local Plan 2036 states that planning permission will not be granted for development in Flood zone 3b except where it is for water-compatible uses or essential infrastructure; or where it is on previously developed land, and it will represent an improvement for the existing situation in terms of flood risk. Minor householder extensions may be permitted in Flood Zone 3b, as they have a lower risk of increasing flooding. Proposals for this type of development will be assessed on a case-by-case basis, considering the effect on flood risk on and off site.

10.310 Development will not be permitted that will lead to increased flood risk elsewhere, or where the occupants will not be safe from flooding.

10.311 Policy G7 of the Emerging Local Plan 2045 broadly follows the same approach to the existing Local Plan Policy RE3 and is therefore given limited weight at this time.

10.312 Policy RE4 of the Oxford Local Plan 2036 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. Surface water runoff should be managed as close to its source as possible, in line with the drainage hierarchy outlined in the policy. Applicants must demonstrate that they have had regard to the SuDS Design and Evaluation Guide SPD/ TAN for minor development and Oxfordshire County Council guidance for major development.

- 10.313 Policy RE4 also states that within the surface and groundwater catchment area for the Lye Valley Site of Special Scientific Interest (SSSI), development will only be permitted if it includes SuDS and where an assessment can demonstrate that there will be no adverse impact on the surface and groundwater flow to the Lye Valley SSSI.
- 10.314 Policy R5 of the Emerging Local Plan 2045 requires developments that utilise water supplies prudently and protects water quality and to demonstrate compliance with the policy through a water awareness statement. In regard to drainage, the policy seeks to separate foul and surface water drainage with no surface water from new development to be discharged to the public foul or combined sewer system. This policy is given little weight at this time.
- 10.315 Policy G2 states that planning permission will not be granted for any development that would have an adverse impact on sites of national or international importance (the SAC and SSSIs), and development will not be permitted on these sites, save where related to and required for the maintenance or enhancement of the site's importance for biodiversity or geodiversity. It also notes that development proposed on land immediately adjacent to the SSSIs should be designed with a buffer to avoid disturbance to the SSSIs during the construction period.
- 10.316 A number of objections have been received from internal drainage colleagues, the LLFA and other consultees such as BBOWT and Friends of Warneford Meadow in relation to the proposed impact of the development on surface water, ground water and the impact on the SSSI and Warneford Meadow.
- 10.317 During the course of the application, additional surface water calculations, infiltration testing, Drainage Strategy Plans have been submitted to address these concerns. Further, a Hydrogeological Impact Assessment was also submitted.

Flood risk

- 10.318 A Flood Risk Assessment has been submitted with the application that concludes that the site is located within Flood Zone 1 and is therefore not at risk of fluvial flooding. However, some discrete areas of the site are shown to be susceptible to surface water flooding, particularly in the western half. This is acknowledged within the Flood Risk Assessment and Drainage Strategy section 3.11, where it is reasoned that this is in areas of topographical low-spots, and that the long-term-flood-risk mapping does not take into account any existing surface water drainage serving the site. These low spots are not part of a surface water flow route, and therefore it is reasonable to conclude that this water will be contained on site, and will be dealt with via on-site drainage.

10.319 An updated Flood Risk Assessment & Drainage Strategy document has been submitted to collate the revised design and the information contained within the more recently submitted response documents.

Surface water drainage and groundwater conditions

10.320 A site wide drainage strategy which covers the area of the detailed full planning permission for the hospital and research centre (Zone 01), the outline consent (Zone 02) and the existing listed hospital building which falls within the heritage area (Zone 03) whereby no development is proposed at this time.

10.321 The drainage strategy includes self-draining permeable surfaces throughout the external landscaping, with roof water to be infiltrated through the permeable paving. The roofs of the main hospital building and research centre would be drained into an attenuation tank which would sit below the basement where the water would then pump up to a soakaway for infiltration to ground. The proposal would incorporate some elements of rainwater harvesting for irrigation purposes only.

10.322 The use of a pumped system to drain the main hospital building and research centre (Zone 01) is considered suboptimal due to the reliance on mechanical, energy-dependent components rather than natural gravity which can lead to higher long-term risks by means of pump failure, costs, and environmental impacts. The pump will have a fall-back supply and would include features that would mitigate flood risk in the event of failure. In this instance it has been demonstrated that a gravity-fed solution cannot be delivered and as such the Council's Drainage Officers are of the opinion that the pumped system is acceptable in this regard.

10.323 The drainage design of the student accommodation (Zone 02) is preliminary at this stage but it is envisaged that the system would be in the form of a single, holistic design which would be interconnected with the heritage zone (Zone 03) which is not part of this application and will come forward once the existing hospital has been decanted into the new hospital (Zone 01). A detailed drainage strategy would be required as part of any forthcoming reserved matters application. Further, given the proposals form a single drainage design for the college including the heritage zone (Zone 03) it is important that future development on the heritage zone (Zone 03) comes forward and is developed at the same time as the student accommodation (Zone 02). This will be secured via the S106.

10.324 The site investigations indicate shallow groundwater within the southeast section of the site, and that this may lead to ground water flooding in this area. The southeast section of the site is the location of the proposed main building, and a basement impact assessment has been submitted to assess the potential impacts.

- 10.325 During the course of the application further groundwater and infiltration testing has been carried out which has resulted in amendments to the proposed surface water drainage design to suit the worst-case infiltration rates at each location. The proposed drainage has been redesigned to suit the potential future higher groundwater levels anticipated. Network calculations have been re-run to address this change.
- 10.326 The Council's internal drainage officers raised numerous concerns with the submitted modelling and drainage information provide, particularly in relation to the groundwater conditions and the impacts any proposed changes to these conditions would have on the Lye Valley SSSI.
- 10.327 Various documents including a Hydrogeological Impact Assessment (HIA) were submitted to address officers' concerns. The HIA confirm that there would be ground water changes on site with groundwater potentially rising up to 0.45m immediately north (up-gradient) of the main hospital building with a 0.2m rise more generally, tapering out to zero impact beyond the site limits. South (down-gradient) of the proposed hospital building it is expected that there could be up to a 1.0m drop in groundwater levels immediately adjacent to the proposed main building, tapering to zero change at the Boundary Brook. It should be noted that the Hydrogeology experts have advised that these changes would represent a worse case scenario.
- 10.328 The 'Summary Response to drainage Comments from Oxfordshire City Council's Flooding & Environment Officer (Dated 01/04/2026 Rev D) propose that water levels will be monitored at three monthly intervals until the start of the RIBA Stage 3 design, anticipated to commence in mid-2027. At that time, a monitoring regime would be agreed that was appropriate to the design requirements but would be at least three monthly. This monitoring would continue through the design and construction phases to ensure correct sizing of soakaways. Details of these assessments and the results of the ongoing groundwater monitoring reports have been secured via condition.
- 10.329 The proposal demonstrates that the potential effects of the changes in groundwater levels on any heritage assets on the site have been considered. Following review for the applicant by a structural engineer, heritage architect and landscape architect, the applicant has drawn the conclusion that there will be no adverse impacts due to the development on the historic embankment, historic boundary wall, or the main listed building.
- 10.330 The Lead Local Flood Authority (LLFA) have not objected to the principle of the strategy subject to a full detailed drainage strategy being secured via condition. Officers consider that on this basis, and subject to further details being secured by condition the proposals would be acceptable.

Impact on Lye Valley SSSI

- 10.331 The site lies within the catchment area for the Lye Valley SSSI, an area which is highly dependent on its supply of groundwater, is affected by surface water discharge to the sewer catchment and to watercourses that discharge through the SSSI, and is sensitive to any changes in the water quality of any of these sources. As such it must be demonstrated that there will be no negative impact on the SSSI due to the proposed development, in accordance with Policy G2 of the Oxford Local Plan, and the National Planning Policy Framework (NPPF).
- 10.332 The proposal does not make any connections to surface water sewers or to streams, and therefore will not increase the run-off peak discharge rates, or change their water quality.
- 10.333 An updated Hydrological Impact Assessment has been submitted which concludes that the previous modelling is only valid close to the proposed basements, and that farther from the development the model results are not reliable and exaggerate the drawdown effect. This logic is used to reason that there will not be an adverse impact on the Lye Valley SSSI, as flow volumes to the Boundary Brook will not be changed overall, and that the watercourse itself forms a boundary condition to the modelling where water will continue to flow because it is groundwater-fed - i.e. the drawdown effect cannot extend beyond the watercourse.
- 10.334 It has been demonstrated that the proposed development would not have an adverse impact on the Lye Valley SSSI, and therefore this requirement of Policies RE4 and SP22 is met.

Summary

- 10.335 Whilst it is therefore noted that public comments were received objecting to the application on the potential impact to the Lye Valley SSSI, as well as objections from the Friends of Warneford Meadow, BBOWT and Headington Heritage, for the reasons outlined above, Officers consider the proposal would be acceptable and comply with Policies RE3, RE4, G2 and SP22 of the Oxford Local Plan 2036, *Policies G5, G7 and SPE18* of the Emerging Local Plan 2045, the NPPF as well as Policy GSP3 of the Headington Neighbourhood Plan. It must be stressed that this conclusion has only been reached through multiple revisions to the drainage strategy proposed and meetings held between the Council and the applicant and their consulting team, as the original submitted documentation for this application lacked consideration of the potential impact upon the Lye Valley SSSI, assessment of the impact of the development on groundwater, and how the proposal would be drained via SuDS. This has now been suitably overcome subject to planning conditions for the submission of a final detailed drainage strategy, groundwater flood mitigation details, and further groundwater monitoring.

Ecology and Biodiversity

- 10.336 Policy G2 states that development that results in a net loss of sites and species of ecological value will not be permitted. Compensation and mitigation measures must offset any loss and achieve an overall net gain for biodiversity. For all major developments proposed on greenfield sites or brownfield sites that have become vegetated, this should be measured through use of a recognised biodiversity calculator. To demonstrate an overall net gain for biodiversity, the biodiversity calculator should demonstrate an improvement of 5% or more from the existing situation. Offsetting measures are likely to include identification of appropriate off-site locations/projects for improvement, which should be within the relevant Conservation Target Area if appropriate, or within the locality of the site. When assessing whether a site is suitable for compensation, consideration will be given to the access, enjoyment and connection to nature that the biodiversity site to be lost has brought to a locality. A management and monitoring plan might be required for larger sites. The calculation should be applied to the whole site.
- 10.337 Policy G1 of the Emerging Local Plan 2036 has a similar approach to existing Local Plan Policy G2 and therefore has limited weight at this time.
- 10.338 Policy SP22 of the Oxford local Plan states that development on site must minimise impact upon the very sensitive Lye Valley SSSI. Planning permission will only be granted if it can be proven that there would be no adverse impact upon surface and groundwater flow to the Lye Valley SSSI.
- 10.339 Headington Neighbourhood Plan Policy GSP3 states that development proposals that seek to conserve and enhance land which has a significant wildlife or ecological value will be welcomed. Development proposals which may result in significant harm to sites and/or species of ecological value will not be permitted, unless the developer can demonstrate that the benefits of the development clearly outweigh the loss, and this can be mitigated against and compensated for elsewhere within the HNPA by providing a replacement habitat on an equivalent or higher ecological value.
- 10.340 All species of bats and their roosts are protected under the Wildlife and Countryside Act 1981 and The Conservation of Habitats and Species Regulations 2017 (as amended). All wild birds, their nests and young are protected under The Wildlife and Countryside Act 1981 (as amended).
- 10.341 Paragraph 187 of the NPPF states that planning decisions should contribute to and enhance the natural and local environment by minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures and incorporating features which support priority or threatened species.

Protected species

10.342 An Ecological Impact Assessment (EclA) has been included as part of the submitted Environmental Statement. This report confirms the presence of numerous protected species on site including bats, birds and badgers. There is also a possibility that there are reptiles and amphibians also on site, including Great Crested Newts (although this is not yet confirmed).

Bats

10.343 In relation to bats, a preliminary roost assessment (PRA) was undertaken. A total of 29no. buildings were surveyed, split into a total of 53no. sections, 40no. of which have roost potential or a confirmed roost, 3no buildings had the potential for hibernating bats and twelve trees were considered to have roosting potential. Given the number of buildings with moderate potential for bats, further surveys are required. However, these have not been carried out at this time.

10.344 The survey methodology used within the PRA relied on transects which was queried by officers as it was not considered standard practice and deviated from standard survey methods. However, further correspondence from the project ecologists justified there was a need for a non-standard approach given that this scheme would be coming forward in a series of phases which would expand over a lengthy timeframe, with works predicted to start on the hospital and research centre (Zone 01) not predicting to start until Q3 in 2028 and the college (Zone 02) predicted to commence in Q3 2024. This means that any further survey works that are carried out at this time, would be out of date by the time of the works commencing, requiring additional survey work to be re-carried out prior to works commencing. Officers agree to this approach and have conditioned the phasing of these surveys to be carried out and for the CEMP: Biodiversity and Biodiversity Methods Statement to be revised and updated as required at each phase.

Badgers

10.345 Badgers and their setts are protected under the Protection of Badgers Act 1992. The legislation was a response to the persecution of the species rather than its conservation status; badgers are not a priority species, nor are they endangered. Nevertheless, they contribute to the biodiversity and ecological value of the application site.

10.346 A number of badger setts have been identified on site, with evidence also suggesting that badgers are entering the site from Warneford Meadow to the South.

10.347 The mitigation hierarchy requires the applicant to first avoid impacting such features, then mitigate and, only as a last resort, to compensate for any impacts. The development proposals would result in the loss of a single sett (which would be close under license from Natural England).

10.348 Territorial boundaries have not currently been estimated, so it is not clear whether Sett 1 is linked to the badger community associated with Setts 3, 4 and 5 or whether these badgers are entering from the eastern/ southern side of the site and are part of a different group. Further surveys will be undertaken to ensure that any mitigation plans use up-to date information. A precautionary approach to badger territories will also be taken if territories cannot be conclusively established in further surveys, as follows: Sett 1 would be assumed to be within a different badger cete to the Setts 2, 3, 4, 5. Therefore, if badgers need to be excluded from Sett 1, an artificial badger sett will be required to provide alternative shelter. The details of the survey method, findings, and mitigation approach will be submitted within a CEMP:Biodiversity which has been secured via condition.

Other species

10.349 The submitted EIA summarises the possible protected and principal species of conservation importance (priority species) on site and within the Zone of Influence (Zol) including: great crested newt and other amphibians, reptiles, wild birds, invertebrates and hedgehogs.

10.350 Nature Space have been consulted on the application and have requested a Preliminary Working Statement (PWS) condition to be added to the consent. Officers have considered this and given that the potential for amphibians could equally be applied to reptiles and therefore the inclusion of a CEMP: Biodiversity would effectively combine conditions requiring Precautionary Work Method Statement(s) with respect to reptiles, amphibians and other wildlife.

Impact on the Lye Valley SSSI and Warneford Meadow

10.351 Warneford Meadow (*Oxford City Wildlife Site (OCWS)*) a natural grassland habitat, with the Lye Valley SSSI containing calcareous valley fen. Both areas are dependent on ground water levels to sustain habitats. The Lye Valley fen is particularly sensitive to alterations in groundwater.

10.352 The statutory protection provided to the Lye Valley SSSI under the Countryside and Rights of Way Act (2000) and Wildlife and Countryside Act (1981) particularly with respect to a public body carrying out or authorising operations likely to damage an SSSI, failing to minimise any damage to an SSSI and if there is any damage, failing to restore it to its former state so far as is reasonably practical and possible, or any person intentionally or

recklessly damaging, destroying or disturbing any of the habitats or features of an SSSI.

- 10.353 The groundwater modelling submitted as part of the application indicates a decrease of up to 1 metre across the neighbouring green infrastructure including Warneford Meadows and the Lye Valley SSSI. The Council's ecologist raised concerns in regards to this and the lack of information submitted to demonstrate that these changes in groundwater conditions would not result in an adverse impact on the SSSI or Warneford Meadow.
- 10.354 Further information was submitted in the form of additional hydrogeological impact assessments and ecological reviews.
- 10.355 The new Hydrological Impact Assessment (JD Solutions) concludes that the previous modelling is only valid close to the proposed basements, and that farther from the development the model results are not reliable and exaggerate the drawdown effect. This logic is used to reason that there will not be an adverse impact on the Lye Valley SSSI, as flow volumes to the Boundary Brook will not be changed overall, and that the watercourse itself forms a boundary condition to the modelling where water will continue to flow because it is groundwater-fed - i.e. the drawdown effect cannot extend beyond the watercourse. As a result, officers are of the opinion that it has been suitably demonstrated that the proposed development would not have an adverse impact on the Lye Valley SSSI, and therefore this requirement of Policies RE4 and SP22 is met.
- 10.356 A Peer Review of the Ecological Baseline and Consideration of the Key Concerns Raised in Consultation, Bennu Environmental was submitted during the course of the application. This review has collated information on the Warneford Meadow habitats and concludes that:
- From some of the consultation responses, the grassland contains areas of wet grassland with potential to be of greater importance. However, there is no evidence in the material provided to suggest that these areas are anything more than impeded drainage and probably Oxford clay substrates closer to the soil surface.... And that existing neutral to improved grassland habitats are not reliant on a high water table and its robust nature provides an ability to withstand significant changes to management or effects brought about by other influences.*
- 10.357 The Peer Review notes the presence of an orchard, and woodland with species poor ground cover. The review recognises the significance of Warneford Meadow as a green link to Oxford City Centre, but that none of the current vegetation communities found across Warneford Meadow are reliant on groundwater levels and that while there is some potential for change to

ground water levels as the flows pass beneath Warneford Meadow, such a change would not give rise to significant ecological effects.

10.358 The findings of the review demonstrate that there would be no loss in habitats or significant impact on Warneford Meadows, in accordance with Policies G1, G2 and SP22 of the Oxford Local Plan 2036, policies G1 and SP18 of the Emerging Local Plan 2036 and Wildlife and Countryside Act (1981).

Biodiversity Net Gain (BNG)

10.359 Biodiversity Net Gain (BNG) is mandatory under Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021). Developers of major developments must deliver a BNG of 10%. This means a development will result in more or better quality natural habitat than there was before development.

10.360 A statutory BNG metric has been submitted for the full application for the hospital, research centre and POWIC/SANE (Zone 01) and a separate statutory BNG metric has been submitted for the outline consent for the proposed college and student accommodation (Zone 02). An overall BNG assessment for the whole site has not been submitted. Officers consider that there is a clear indication of the BNG requirements for both on-site and off-site contributions and in line with the Planning Advisory Service (PAS) guidance the applicant would need to provide an Overall Biodiversity Gain Plan (OBGP) for the whole site and subsequently Phased Biodiversity Gain Plans for each phase of works within that OBGP. The OBGP should be supported by a single metric which combines the habitat delivery for the overall development, because although officers need to understand how much BNG is to be delivered in each phase officers also need the overall metric to demonstrate 10% BNG is delivered (these values will be submitted in the OBGP which is separate from each phase biodiversity gain plans). Calculations should show the pre-development biodiversity value and the proposed post-development biodiversity value of the entire development and for each phase to support each Phased Biodiversity Gain Plan. This has been secured via condition.

10.361 A post-development BNG metric to demonstrate that 10% BNG has been submitted however this will need to be updated to align with the Oxford Local Nature Recovery Strategy published in November 2025 which will slightly adjust the current projected biodiversity net gain delivery onsite.

10.362 A single Habitats Management and Monitoring Plan (HMMP) should be provided for the implementation of the OBGP, but include the proposed phases. This has been secured via condition.

10.363 Furthermore, in order to secure the onsite delivery of biodiversity net gain an obligation is recommended via a S106 agreement as well as a

contribution towards monitoring costs which would cover the LPAs role in reviewing monitoring reports over a 30 year period. The applicant has agreed to this obligation and contribution.

10.364 Subject to conditions and informatives the proposals accord with Policy G2 of the Oxford Local Plan 2036, Policy GSP3 of the Headington Neighbourhood Plan, the NPPF, The Conservation of Habitats and Species Regulations 2017 (as amended), Wildlife and Countryside Act 1981 (as amended), and Schedule 7A of the Town and Country Planning Act 1990 (as inserted by Schedule 14 of the Environment Act 2021).

Sustainable design and construction

10.365 The Council is committed to tackling the causes of climate change by ensuring developments use less energy and assess the opportunities for using renewable energy technologies. As such, policy RE1 of the Oxford Local Plan 2036 requires schemes to incorporate a number of sustainable design and construction principles.

10.366 Proposals for development are expected to demonstrate how sustainable design and construction methods will be incorporated in line with Policy RE1 of the Oxford Local Plan. All development must optimise energy efficiency by minimising the use of energy through design, layout, orientation, landscaping and materials, and by utilising technologies that help achieve Zero Carbon Developments.

10.367 Policy RE1 requires that planning permission will only be granted for development proposals for new build residential developments which achieve at least a 40% reduction in the carbon emissions from code 2013 Building Regulations, which has now been superseded by the 2021 Part L Building Regulations. Given that the previous regulations have been superseded, it is a requirement that new planning applications are measured against the 2021 Part L standards for the purposes of considering carbon reduction against Policy RE1.

10.368 New build non-residential development of over 1,000sq. m. must also achieve at least a 40% reduction in carbon emissions from a 2013 Building Regulations (or future equivalent legislation) compliant base case as well as a BREEAM Excellent accreditation.

10.369 Policy R1 of the Emerging Local Plan 2045 requires all new buildings to be net zero carbon in operation. At the time of determining this application this policy has little weight and so the application has not be considered against this policy requirement.

10.370 The NHS Net Zero Carbon Standard (“the Standard”), published on 22nd February 2023, provides technical guidance to support the development

of sustainable, resilient, and energy efficient buildings that meet the needs of patients now and in the future. The standard sets out how the NHS will commit to becoming net zero by 2045. The requirements set out within the standard are to be applied to the proposed hospital.

10.371 Oxford University Estates Sustainability Design Guide (SDG-24) also sets two ambitious targets: to achieve net zero carbon and to achieve biodiversity net gain, both by 2035. The research centre will be required to follow the standards set out within the SDG-24.

10.372 An Energy Strategy and Sustainability Strategy has been submitted in support of the application. The energy statement sets out a fabric first approach to construction through the use of high standard fabric performance, efficient lighting and optimised ventilation systems with heat recovery to enhance energy savings. The proposal would also utilise both Air Source Heat Pumps (ASHP) providing heating and cooling, and Solar Photovoltaics (PV).

Full: Hospital, Link, Research Centre and POWIC/SANE building

10.373 The hospital building has been designed in line with the NHS Net Zero Carbon Building Standard which broadly aligns with the intent of Policy RE1 in terms of reducing operational building energy demands, embodied carbon in construction and the whole life carbon of building elements used within them.

10.374 Despite the comprehensive measures proposed, the proposed hospital and link building would fail to achieve the 40% reduction in carbon emissions required by Policy RE1. This is due to the conflicting and unique needs of providing the healthcare facility which requires high levels of glazing to provide a better connection with nature and regular air changes for a healthy environment for patients. The optimum energy strategy for the proposed hospital would achieve a 20.3% carbon reduction when compared to the current Part L 2022 Building Regulations.

10.375 Furthermore, BREEAM Excellent will be targeted for the Hospital and Link Building, which will include a minimum of 4 credits under BREEAM Wat 01 for water efficiency in accordance with Policy RE1. At this stage of the design, the targeted BREEAM credits give a score of 73.53%, providing a 3.53% buffer over the Excellent boundary (70%).

10.376 In this case, given the competing needs of the hospital, the Council accepts the NHS Net Zero Building Standard as an exception to Policy RE1 and compliance with the standard is considered acceptable in this instance. A condition has been recommended which seeks confirmation from an independent expert that the bespoke energy limits are acceptable and that the Standard has been applied appropriately.

10.377 SDG-24 states that all capital projects with a construction value over £1m are required to be designed using the Passivhaus methodology. As a result, Passivhaus principles and methodologies have been embodied into the design of the building of the proposed research centre.

10.378 In accordance with Policy RE1, the proposed Research Centre also achieves a 41.7% reduction in carbon emissions compared with a 2021 Building Regulations compliant base case, exceeding the 40% target set in Policy RE1. The Research Centre will also seek certification under BREEAM New Construction V6.1, targeting a baseline score of BREEAM Excellent, which will include achieving a minimum of 4 credits under BREEAM Wat 01 for water efficiency. The use of efficient water flow fittings will enhance overall water efficiency within the building. The proposed research centre will also comply with the water consumption guidelines set out in the SDG-24. At this stage of the design, the targeted BREEAM credits give a score of 73.30%, providing a 3.30% buffer over the Excellent boundary (70%).

10.379 The POWIC/SANE building is under 1,000m² and therefore is not required to comply with Policy RE1. Notwithstanding this, the design will be informed by both BREEAM and Oxford Universities Estates Sustainability Design Guide. This is considered to be acceptable in accordance with Local Plan Policy RE1.

10.380 During the construction phase, it is proposed that the contractor is required to implement rigorous pollution prevention and management policies to ensure existing site conditions are upheld and any potential for air, water, and noise pollution minimised. This could be secured by condition.

Outline: College Buildings

10.381 A separate energy statement, to be secured by condition, would need to be submitted as part of a forthcoming reserved matters application in relation to the outline part of the application for the college buildings.

Summary

10.382 Whilst the proposed hospital cannot achieve a 40% reduction in carbon emissions, the proposal has demonstrated that it would be possible to achieve a BREEAM Outstanding rating. The research centre would result in a carbon reduction of over 40% and would also achieve a BREEAM Outstanding rating and is therefore compliant with Policy RE1. Officers are satisfied that the proposals maximise the opportunity for energy efficiency and carbon reduction, as much as can be achieved considering the specific nature of the site/use, as well as delivering a range of other significant benefits as highlighted within this report. In light of the above and subject to the relevant conditions, the proposed development would accord with policy RE1 of the Oxford Local Plan 2036.

Air Quality

- 10.383 Policy RE6 of the Oxford Local Plan 2036 states that planning permission will only be granted where the impact of new development on air quality is mitigated and where exposure to poor air quality is minimised or reduced. Additionally, applications for major proposals (10 or more dwellings or 1000 square metres) which would carry a risk of exposing individuals to unacceptable levels of air pollution must be accompanied by an Air Quality Assessment (AQA). Where the Air Quality Assessment indicates that a development would cause harm to air quality, planning permission will not be granted unless specific measures are proposed and secured to mitigate those impacts.
- 10.384 Policy R4 of the Emerging Local Plan 2045 reinforces the requirements of the current Local Plan Policy RE6 and is given limited weight at this time.
- 10.385 The baseline assessment shows that the application site is located within the Oxford city-wide Air Quality Management Area (AQMA), declared by Oxford City Council for exceedances of the annual mean NO₂ air quality objective (AQO).
- 10.386 The air quality baseline desk assessment shows that current air quality levels at the application site are well below relevant air quality objectives for NO₂, PM₁₀ and PM_{2.5} concentrations. Therefore, the location of the application site is considered suitable for its intended use and the introduction of future residents (new receptors) without mitigation.
- 10.387 According to the site's energy statement, the proposed energy strategy is expected to be all electric, utilising a zero-combustion emission technology. Air source heat pumps (ASHPs) are proposed to provide heating and cooling. All buildings will also include solar photovoltaic arrays at roof level. As no combustion sources are proposed for the primary energy supply, no local air quality impacts are anticipated and a detailed assessment of impacts of combustion emissions from the energy plant will not be required.
- 10.388 The impacts of demolition and construction work on dust soiling and ambient fine particulate matter concentrations have been assessed on the AQ Assessment. This has identified that the site is found to be at high risk for dust soiling and low for human health. The risk of dust causing a loss of local amenity and increased exposure to PM₁₀ concentrations has been used to identify appropriate dust mitigation measures. Subject to a condition requiring these measures to be implemented and included within a dust management plan, the residual impacts are considered to be not significant.
- 10.389 According to the transport assessment, traffic impacts will be minimal in terms of operation. The site currently has significant car dependency, with

67% of trips made by private car and 360 surface parking spaces. The site expects to implement a transport strategy that aims to increase public transport and cycling mode shares and reduce car usage. Key measures to support sustainable travel include the provision of 898 cycle parking spaces, a new basement car park for staff which will reduce surface parking, new pedestrian and cycle links to improve connectivity alongside bus service improvements, in collaboration with local operators.

10.390 The main potential air quality impact once the proposed development is complete and occupied is likely to be emissions from road traffic (i.e. changes in traffic flow volume and distribution) associated with the proposed development. Air pollutant concentrations were predicted at the most relevant receptor locations using ADMS-Roads dispersion model for the base year 2023, for the proposed opening year 2030 with and without the proposed development (phase 1 only and phases 1 & 2) in place. The impact of the proposed development on NO₂, PM₁₀ and PM_{2.5} concentrations at existing and proposed sensitive human receptors, without mitigation, was 'negligible' at all locations when the development is operational. Therefore, it is not considered that any specific mitigation measures will be required for the operational phase.

10.391 Oxfordshire County Council's initial concerns regarding vehicle trip calculations have been addressed through significant updates to the transport assessment and those do not produce any meaningful impact on the conclusions of the air quality assessment, for the following reasons:

- The proposed car driver mode share has been reduced from approximately 30% to 25%, which lowers overall daily traffic flows and ensures that the air quality assessment reflects a robust, worst-case scenario.
- An updated trip generation assessment has also been undertaken, confirming that daily development traffic flows remain unchanged or are likely to decrease.
- Junction modelling has been independently reviewed, with minor adjustments improving operational performance. These revisions demonstrate that the development's transport impacts have been adequately assessed and mitigated, and the air quality modelling remains valid without requiring further reassessment.

10.392 In light of the above, it is considered that the proposed development complies with Local Plan Policy RE6, subject to suggested conditions set out at the end of this report.

Land Contamination

10.393 Policy RE9 of the Oxford Local Plan 2036 states that planning applications where proposals would be affected by contamination or where

contamination may present a risk to the surrounding environment, must be accompanied by a report which fulfils the relevant criteria set out in the policy. Where mitigation measures are needed, these will be required as a condition of any planning permission.

10.394 Policy R7 of the Emerging Local Plan 2045 reinforces the requirements of Policy RE9 of the Oxford Local Plan 2036 and is given limited weight at this time.

10.395 The site has been in use as a hospital for almost two centuries and as a result there is the potential for localised contamination risks to be present at the site. The site may present an unacceptable risk of contamination that could be mobilised during site works and construction, potentially leading to pollution of controlled waters. Controlled waters are particularly sensitive in this location because the proposed development site is located upon a secondary aquifer A.

10.396 The site investigation report completed by RSK Environment Limited did not identify any significant soil, groundwater or ground gas contamination at the locations sampled and the report concluded that no remedial works are considered necessary.

10.397 Despite the above conclusions within the RSK reports, there are large areas of the site that have not been investigated for potential ground contamination risks, in particular the locations where buildings are due to be demolished. It is therefore considered necessary to undertake some further testing of soils and groundwater in these areas once the buildings have been removed to confirm absence of significant contamination risk and to update the conceptual site model. Adoption of a watching brief is not considered sufficient in isolation to confirm absence of contamination risks within the footprint of buildings that are to be demolished.

10.398 It is also considered necessary to undertake testing on topsoils utilised within any new open landscaped areas of the site, to ensure that soil materials used (including any site won soils) are free from significant contamination risks.

10.399 Both the Council's Land Contamination officer and the Environment Agency have been consulted on the application and have raised no objections subject to conditions requiring the submission and validation of a detailed land contamination management strategy for unsuspected contamination during the enabling, construction and/or development works. These conditions would ensure that further site investigation work is completed and landscaping soils are tested appropriately.

10.400 Subject to these conditions, the proposed development would be acceptable in regards to Policy RE9 of the Oxford Local Plan 2036, Policy R6 of the Emerging Local Plan 2045 and paragraph 196 of the National Planning Policy Framework.

Utilities

10.401 Local Plan Policy V8 requires developers to explore existing capacity (and opportunities for extending it) with the appropriate utilities providers.

10.402 Emerging Local Plan Policy S3 goes further than just utilities and seeks opportunities to enhance the city's rail and bus networks and public transport accessibility within the south-east of the city. This emerging policy has limited weight at this time.

10.403 A Utilities Report has been submitted in support of the application which demonstrates that discussions have been commenced with Scottish & Southern Electricity Networks (SSE), British Telecom (BT) / Openreach, Virgin Media and Thames Water.

10.404 Several utilities cross the site and serve buildings which are proposed to be demolished and would therefore be disconnected.

10.405 The proposed development would require a diversion for 2 No. 150mm 11kV cables which routes across the research development plot from Roosevelt Drive to serve the Warneford MRI Substation & Highfield Substation. In addition to the diversion, new supplies will be required to serve the Research, Link & Hospital Buildings. The proposed design includes for upgrading the existing switchgear within the Union Street Primary Substation and then routing new High Voltage mains along Warneford Lane and Roosevelt drive to terminate at new Secondary Substations adjacent to the Research Building and Hospital. SSE have confirmed that the provision of the power supplies is reliant on other planned SSE reinforcement works being completed, which are planned for completion in 2030. As for the college (Zone 02) and the conversion of the existing hospital (Zone 03), this will likely require a High Voltage supply to the site to cater for this, details of this would accompany any forthcoming reserved matters and planning applications.

10.406 There are no proposals for gas to be utilised in either the new hospital, research centre and POWIC/SANE buildings (Zone 01), the proposed student accommodation and college buildings (Zone 02) or the refurbished Heritage buildings (Zone 03).

10.407 Water supply would be provided by Thames Water. Thames Water have commented on the application sufficient capacity would be ensured via conditions.

10.408 The existing BT and Virgin Media provisions on site will need to be modified and extended to suit the new development.

10.409 In light of the above, it is considered that the proposed development complies with policy V8 of the Oxford Local Plan 2036.

Health, Wellbeing, and Health Impact Assessments

10.410 Policy RE5 of the Oxford Local Plan 2036 states that planning applications for major proposals, the Council will require a Health Impact Assessment to be submitted, which should include details of implementation and monitoring. This must provide the information outlined in the template provided at Appendix 4.

10.411 Policy HD7 of the Emerging Local Plan echoes Policy RE5 and is given limited weight at this time.

10.412 Paragraph 96 of the NPPF states that planning decisions should aim to achieve healthy, inclusive and safe places which:

- a) promote social interaction, including opportunities for meetings between people who might not otherwise come into contact with each other – for example through mixed-use developments, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages;
- b) are safe and accessible, so that crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion – for example through the use of well-designed, clear and legible pedestrian and cycle routes, and high quality public space, which encourage the active and continual use of public areas; and
- c) enable and support healthy lives, through both promoting good health and preventing ill-health, especially where this would address identified local health and well-being needs and reduce health inequalities between the most and least deprived communities – for example through the provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage walking and cycling.

10.413 Paragraph 135 (f) of the NPPF also states that planning decisions should ensure that developments 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.

10.414 A health impact assessment has been submitted with the application which aligns with the requirement for major developments as

stipulated in Policy RE5. Overall, the assessment concludes there would be positive health impacts arising from the development and as such no mitigation implementation nor monitoring is proposed. Officers are satisfied that the proposals would help promote social interaction, would be safe and accessible, and enable and support healthy lives, and as such the development would have a positive health impact.

10.415 To enhance the wellbeing of staff and visitors, the proposed hospital building has been orientated to maximise views of Warneford Meadow, and the wider proposal includes landscaped gardens, terraces and spaces for visitors and staff to congregate and collaborate.

10.416 Inclusive design has been considered both internally and externally throughout the scheme with wheelchair accessibility and flexibility available.

10.417 As above, the scheme would provide employment locally in both the construction and operational phases and the applicant has committed to entering into a Community Employment Procurement Plan.

10.418 The Thames Valley Police Designing Out Crime Officer (TVP) was consulted on the application and raised no objection subject to additional information being submitted prior to determination and numerous conditions. TVP have requested that a physical barrier (e.g. a security rated gate or shutter with a secondary raising arm barrier) is installed at the basement car park to prevent unauthorised vehicular and pedestrian entry. The applicant has advised that this cannot be achieved due to the impact that this would have in terms of causing congestion on the access road into the site which may back up onto Roosevelt Drive, particularly at peak hours. Instead, a proposal for an ANPR Raising arm barrier, with additional gated barrier would be installed to provide additional security to this development. The proposed details of this would be secured via the security and access condition. TVP have also requested conditions requiring a Security and Access Strategy and details of security lighting to be provided prior to commencement. Subject to these conditions, the proposed development would be acceptable in this regard.

10.419 In light of the above, and the contents of this report as a whole, it is considered that the proposed development would comply with policy RE5 of the Oxford Local Plan 2036.

CONCLUSION AND PLANNING BALANCE

10.420 Having regard to the matters discussed in the report, the starting point for the consideration 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.

10.421 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.

10.422 As the Council cannot demonstrate a five year supply of housing, paragraph 11(d) of the Framework indicates that planning permission should be granted unless: (i) the application of policies in the Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or (ii) any adverse impacts of doing so significantly and demonstrably outweigh the benefits, when assessed against policies in the Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.

Compliance with development plan policies

10.423 It is necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole.

10.424 In summary the proposed full application (Zone 01) development is acceptable in regards of its design and would not cause any detrimental harm upon the special and historic character and appearance of the existing listed hospital building and surrounding heritage context. The proposals would not cause any detrimental impacts upon the amenity of any neighbouring dwellings, and nor would the proposals cause any impacts in regards to drainage, trees, sustainability or ecology. In addition the proposal would not cause any detrimental impacts associated with vehicle parking nor highways safety. As such the proposals are considered to comply with the policies of the Oxford Local Plan, and the NPPF.

10.425 Whilst the housing policies which are important for determining the Outline Application are out of date by virtue of the absence of a 5 year housing land supply, that does not mean the policies carry no weight. The weight attached to the development plan policies is a matter for the decision maker(s).

10.426 The benefits and disbenefits associated with the application are:

Economic:

- 10.427 The provision of a new state of the art mental health facility which would co-locate care provision within Oxfordshire in one main location. This is afforded significant weight.
- 10.428 The research centre would allow for offices, teaching spaces and biomedical laboratories for use by the University of Oxford, the NHS and complementary commercial start-ups, spin-out and biotech research and development companies providing research into mental health and related disciplines. This would constitute a public benefit and this is afforded a high level of beneficial weight.
- 10.429 In redeveloping the site, the proposal would make a positive contribution to Oxford's significant housing need by effectively releasing existing housing stock back into circulation for the general population. This would constitute a public benefit and given the need for housing in Oxford this is afforded a high level of beneficial weight;
- 10.430 Use of site for University residential purposes supporting the active use of the city centre including shops and recreational activities. This is given a high level of beneficial weight.
- 10.431 The development would support on and off site construction jobs over an extensive construction period.
- 10.432 The development would provide a new college which would generate significant employment as part of the new college and the interconnection with the hospital and research and development centre on site allows for knowledge to expand and grow.

Social:

- 10.433 The linking of the hospital with the research centre will create opportunities for clinicians to share knowledge and drive improvements in clinical practices, treatments which could result in better patient outcomes. This is afforded a moderate level of beneficial weight in this case;
- 10.434 The hospital wards have been located adjacent to the Meadow to allow patients to benefit from views and proximity to the green space; in keeping with the historic ethos of the site where the therapeutic benefits of nature were well understood. This is afforded a moderate level of beneficial weight in this case;
- 10.435 Provision of purpose-built student accommodation to promote the education including community courses to the benefit of the City, regional and UK economy. This is afforded a moderate level of beneficial weight in this case;

10.436 Provision of accommodation on site to improve the health and wellbeing of its students and is afforded a moderate level of beneficial weight;

10.437 The impact of the development on the historical significance and the setting of the listed hospital, curtilage listed buildings and surrounding heritage assets is afforded a moderate level of disbenefit.

Environmental:

10.438 The Hospital and Research Centre will be BREEAM Outstanding and is afforded a moderate level of beneficial weight;

10.439 The development would result in a total of 416 cycle parking spaces for staff and students of the college, promoting active forms of travel. Officers attribute moderate weight to these public benefit

10.440 No car parking would be provided for students of the college, further promoting students to use sustainable and active modes of travel. Officers attribute moderate weight to this public benefit.

10.441 All other material planning consideration matters where no harm has been identified are neutral in the planning balance. Overall, it is considered that the benefits would outweigh the harms (none identified by Officers) of the scheme.

Material considerations

10.442 The principal material considerations which arise are addressed above, and follow the analysis set out in earlier sections of this report.

10.443 Officers consider that the proposed application would accord with the overall aims and objectives of the NPPF for the reasons set out in the report. Therefore, in such circumstances, paragraph 11 is clear that planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.

10.444 Officers would advise members that, having considered the application carefully, including all representations made with respect to the application, the proposal are considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Local Plan 2036, and that there are no material considerations that would outweigh these policies.

10.445 Having assessed the submitted application, officers are satisfied that the Environmental Statement and further information provided complies with the 2011 EIA Regulations and that sufficient information has been provided to

assess the environmental impact of the proposal, taking account of cumulative impacts of other planned development.

10.446 It is recommended that the Committee resolve to grant planning permission for the development proposed subject to the satisfactory completion (under authority delegated to the Head of Planning Services) of a legal agreement under section 106 of the Town and Country Planning Act 1990.

APPENDICES

Appendix 1 – Site location plan

Appendix 2 – Conditions

HUMAN RIGHTS ACT 1998

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.

SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

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This drawing is to be read in conjunction with all other contract documents and specifications and all other consultants drawings.

All levels and dimensions should be checked on site and any discrepancies notified to the Architect prior to proceeding with works.

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NOTE:
Existing site & building information based on survey information drawing 4230485/4101, dated November 2023, as provided by Glanvilles

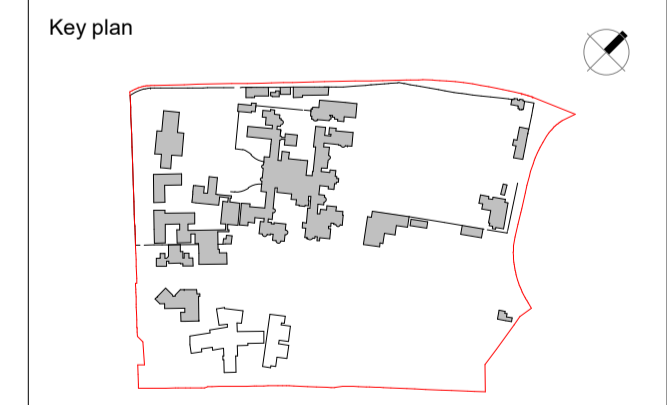
- KEY**
- Planning application boundary
 - No development proposed
 - Existing buildings
 - Site access/ egress points



135

For Planning Approval

Rev	Description	Date	By	Chk
C00	For Planning	03/07/25	CH	JM



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client
Oxford Health NHS Foundation Trust

project
Warneford Park Masterplan

status description
For Planning

status code
A1

drawing title
Existing Masterplan Location Plan

scale
1:1250 @ A1

revision
C00

EXISTING



WPO-EPA-Z00-RF-DR-AR-050010

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CONDITIONS

WHOLE SITE

THE FOLLOWING CONDITIONS RELATE TO THE WHOLE SITE.

Phasing:

Prior to commencement of development, including enabling infrastructure works, a site wide Phasing and Implementation Strategy, to include timescales or sequences for development, shall be submitted to and approved in writing by the Local Planning Authority. The development shall be phased and carried out in accordance with the approved details and amendments to the Phasing and Implementation Strategy shall be subject to obtaining prior written approval from the Local Planning Authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policies S1, DH1 and RE7 of the Oxford Local Plan 2036 and confirm that the development is to be a phased planning permission for purposes of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended).

Signage

Prior to the installation of any external signage of each phase, as identified on the Phasing and Implementation Strategy, large scale details (1:50), including, location, images and specifications shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with approved details unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure high quality design in accordance with policy DH1 of the Oxford Local Plan 2036.

Cycle parking – additional information

Prior to occupation of each phase of the development, as identified on the Phasing and Implementation Strategy, details of the cycle parking areas, including dimensions and means of enclosure, shall be submitted to and approved in writing by the Local Planning Authority. The development shall not be brought into use until the cycle parking areas and means of enclosure have been provided within the site in accordance with the approved details and thereafter the areas shall be retained solely for the purpose of the parking of cycles.

Reason: To encourage the use of sustainable modes of transport in line with policy M5 of the Oxford Local Plan 2036.

Dust management plan

No development shall within each phase of the development, as identified on the Phasing and Implementation Strategy, take place until the complete list of site-specific dust mitigation measures and recommendations that are identified on

Appendix C (pages 58-61) of the Air Quality Assessment submitted with this application, are included in the current site's Construction Environmental Management Plan (CEMP). The new (updated) version of the CEMP will need to be submitted to and approved in writing by the Local Planning Authority. The CEMP shall be adhered to at all times during the construction of the development.

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

Phased Protected Species Surveys

If any phase of the development does not commence within a year of any protected species surveys for that phase, or having commenced is suspended for more than one year, then further survey work shall be commissioned to establish if there have been any changes in the presence of protected species, and identify any likely new ecological impacts that might arise from any changes. The surveys shall be of an appropriate type for the protected species and survey methods shall follow national good practice guidelines. Where the survey results indicate that changes have occurred that will result in ecological impacts not previously addressed in the approved scheme, new ecological measures, and a timetable for their implementation, will be submitted to and approved in writing by the local planning authority prior to the commencement of the relevant phase of the development. Works will then be carried out in accordance with the approved ecological measures, any required protected species licences and timetable. New and revised ecological measures can be submitted as part of a revised CEMP: Biodiversity and Biodiversity Method Statement for each phase of works.

Reason: To comply with The Conservation of Habitats and Species Regulations 2017 (as amended), The Wildlife and Countryside Act 1981 (as amended), Policy G1 of the Oxford Local Plan 2036 and Policy G2 of the Oxford Local Plan 2036

Submission of Licence and/or Authorisation for Protected Species: Bats

Where there are works which have the potential to impact protected bat species, such works should not take place until the applicant has provided the Local Planning Authority with either a copy of:

- a) the licence issued by Natural England pursuant to Regulation 55 of The Conservation of Habitats and Species Regulations 2017 authorising the specified activity/development to go ahead; or
- b) the Natural England confirmation of the Authorised Site Registration Form indicating that they are satisfied that the works fall within the remit of 'WML-CL47 Bat Earned Recognition (ER) Class Licence' or similar, together with the Site Name, Bat ER Site Registration number and the period the site registration is valid for.

Reason: To conserve protected species and allow the Local Planning Authority to discharge its duties under the Conservation of Habitats and Species Regulations

2017 (as amended), the Wildlife & Countryside Act 1981 (as amended) and Policy G2 of the Oxford Local Plan 2036 (2020).

Submission of Licence and/or Authorisation for Protected Species: Badgers

Prior to any works involving badgers and their setts the applicant will demonstrate they have appropriate licences and permissions, including species, site-specific licence(s) or a copy of appropriate registration confirmation (or similar) from Natural England.

Reason: to ensure that sett closure has been undertaken in accordance with the Protection of Badgers Act (1992) and the Wildlife and Countryside Act (1981), and to ensure that sufficient information is provided to ensure an informed decision in respect to Policy G2 of the Oxford Local Development Plan.

CEMP: Biodiversity

Prior to the commencement of development (including ground works and vegetation clearance) a Construction Ecological Management Plan (CEMP: Biodiversity) shall be submitted to and approved in writing by the Local Planning Authority for each phase of works. The CEMP shall include the following:

- a) Risk assessment of potentially damaging construction activities.
- b) Identification of "biodiversity protection zones".
- c) Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on biodiversity during construction (may be provided as set of method statements).
- d) The location and timing of sensitive works to avoid harm to biodiversity features.
- e) The times during construction when specialist ecologists need to be present on site to oversee works.
- f) Responsible persons and lines of communication
- g) The role and responsibilities on site of a qualified ecological clerk of works (ECoW) or similarly competent person.
- h) Use of protective fences, exclusion barriers and warning signs where required.

The submitted CEMP: Biodiversity should be provided in a format with separate pullout Precautionary Work Methods Statements for reptiles, amphibians, bats, wild birds, invertebrates, hedgehogs and badgers with the risk assessment (a.) on one side and information concerning b., c., d. and e. on other sheets as required to allow distribution and ease of access to construction staff.

The approved CEMP: Biodiversity shall be adhered to and implemented throughout the site preparation and construction period strictly in accordance with the approved details, unless otherwise agreed in writing by the Local Planning Authority.

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

Amending of CEMP Biodiversity

Works of vegetation clearance, demolition and construction shall be carried out in accordance with the details set out in the submitted Construction Ecological Management Plan: Biodiversity (CEMP: Biodiversity) for each phase of works (as amended by Phased Protected Species Surveys as necessary) agreed with the Local Planning Authority

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy G2 the Oxford Local Plan 2036 and to ensure the survival of protected and notable species protected by legislation that may otherwise be affected by the development.

Biodiversity Method Statement

No development shall take place (including any demolition, ground works, site clearance) until a phased method statement for the creation of new wildlife features that include bat roost devices (boxes, bricks or slates) on buildings/ structures, artificial annex badger set (of at least 2 chambers and two entrances), bird nesting devices (boxes, shelves, terraces and/ or structures) on buildings/structures and maintenance and creation of suitable forage habitat (linked to BNG condition) for reptiles, amphibians, invertebrates, wild birds and mammals (including bats, hedgehogs and badgers) has been submitted to and approved in writing by the local planning authority. The content of the method statement shall include the:

- a) purpose and objectives for the proposed works;
- b) detailed design(s) and/or working method(s) necessary to achieve stated objectives (including, where relevant, type and source of materials to be used);
- c) extent and location of proposed works shown on appropriate scale maps and plans;
- d) timetable for implementation, demonstrating that works are aligned with the proposed phasing of construction;
- e) persons responsible for implementing the works;
- f) initial aftercare and long-term maintenance (where relevant);
- g) disposal of any wastes arising from works.

The works shall be carried out strictly in accordance with the Local Planning Authority approved details and shall be retained in that manner thereafter. Proof of installation (photo, site visit invitation, etc) shall be provided to the Local Planning Authority no later than 12 months following installation.

Amending of Biodiversity Method Statement

Biodiversity mitigation and enhancement works shall be carried out in accordance with the details set out in the submitted Biodiversity Method Statement for each phase of works (as amended by Phased Protected Species Surveys as necessary) agreed with the Local Planning Authority

Reason: In the interests of improving the biodiversity of the City in accordance with NPPF and policy G2 the Oxford Local Plan 2036 and to ensure the survival of

protected and notable species protected by legislation that may otherwise be affected by the development.

Lighting Strategy

Prior to occupation, a lighting design strategy for bats in accordance with Guidance Note 08/23 Bats and Artificial Lighting at Night, Bats Conservation Trust and Institute of Lighting Professionals, and using an Ecological Constraints and Opportunities Plan (ECOP), shall be submitted to and approved in writing by the local planning authority. The strategy shall:

- a) identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging/ commuting; on the ECOP; and
- b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places (overlaid on ECOP).

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy (as advised by Guidance Note 08/23), and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework.

Further BNG documents

Prior to discharging the deemed biodiversity gain condition, the LPA requires the submission of supporting Biodiversity Net Gain documents which demonstrate that the development is capable of delivering a 10% minimum biodiversity net gain.

The submitted documents shall include:

- A completed Statutory Biodiversity Metric which reflects onsite pre- and post-development calculation, and where appropriate offsite biodiversity net gain delivery when details are known. This should reflect overall BNG delivery for the site in the scenario of a phased development.
- Post-development habitat map based on final landscape design;
- An updated Biodiversity Net Gain Report including information on post-development habitat delivery onsite and how the scheme plans to deliver the 10% biodiversity net gain; and
- A draft Biodiversity Gain Plan may also be submitted.

It is advised that these documents are submitted alongside the conditioned HMMP document to support the assessment.

Please note, this condition does not discharge the deemed biodiversity gain condition.

Reason: To ensure that the proposed development is capable of delivering the statutory 10% biodiversity net gain, to avoid delays at point of discharging the biodiversity gain condition, and to ensure compliance with Schedule 7A of the Town and Country Planning Act 1990 (as amended) and the Environment Act 2021.

Mandatory BNG delivery by development phase

Any phase biodiversity gain plan shall be in accordance with the Overall Biodiversity Gain Plan approved for the purposes of paragraph 13 of Schedule 7A of the Town and Country Planning Act or such revised version of the Overall Gain Plan submitted to and approved in writing by the local planning authority. No phase of development shall commence until the Habitat Management and Monitoring Plan (the HMMP), prepared in accordance with the approved Overall Biodiversity Gain Plan and Phase Biodiversity Gain Plan for that phase has been submitted to and approved in writing by the local planning authority and including:

- a. a non-technical summary;
- b. the roles and responsibilities of the people or organisation(s) delivering the HMMP;
- c. aims and objectives of management and monitoring derived from the approved Phased Biodiversity Gain Plan.
- d. the planned habitat creation and enhancement works to create or improve habitat to achieve the biodiversity net gain in accordance with the approved Phase Biodiversity Gain Plan for that phase;
- e. the management measures to maintain habitat in accordance with the approved Phase Biodiversity Gain Plan for that phase for a period of 30 years from the completion of development;
- f. a work schedule (including an annual work plan capable of being rolled forward over a 30 year period).
- g. ecological trends and constraints on site that might influence management and require adaptive management with contingency options.
- h. Details of the body or organization responsible for implementation of the HMMP.
- i. the monitoring methodology and frequency in respect of the created or enhanced habitat, together with framework to inform adaptive management and contingency remedial measures, to be submitted to the local planning authority.

The HMMP shall also include details of the legal and funding mechanism(s) by which the long-term implementation of the plan will be secured by the developer with the management body(ies) responsible for its delivery. No subsequent phase of works shall take place until:

1. the habitat creation and enhancement works set out in the approved [HMMP] for that phase have been completed; and

2. a completion report, evidencing the completed habitat enhancements for that phase, has been submitted to, and approved in writing by the Local Planning Authority.

Monitoring reports shall be submitted to the local planning authority in writing in accordance with the methodology and frequency specified in the approved [HMMP] for that phase.

Reason: To ensure the development delivers a biodiversity net gain on site in accordance with Schedule 7A of the Town and Country Planning Act 1990 and policy G2 of the Oxford Local Development Plan 2036 (2020).

Landscape Details

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

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

Landscape Proposals: Implementation

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

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

Landscape Proposals: Reinstatement

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

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

Arboricultural Method Statement (AMS) 1

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

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

Tree Protection Plan (TPP)

For each phase of the development, as identified on the Phasing and Implementation Strategy, no development, including demolition or enabling works, shall take place until a Tree Protection Plan (TPP) has been submitted to, and approved in writing by the Local Planning Authority. The TPP shall include such details as are appropriate for the protection of retained trees during development, and shall where appropriate be in accordance with the current BS. 5837: "Trees in Relation to Design, Demolition and Construction – Recommendations" unless otherwise agreed in writing by the Local Planning Authority.

The TPP shall include a scale plan indicating the positions of barrier fencing and/or ground protection materials to protect Root Protection Areas (RPAs) of retained trees and/or create Construction Exclusion Zones (CEZ) around retained trees. The approved physical protection measures shall be in place prior to the commencement of any development, including demolition or enabling works, and shall be retained for the duration of construction, unless otherwise agreed in writing beforehand by the Local Planning Authority.

The Local Planning Authority shall be informed in writing when physical measures are in place, and a photographic record demonstrating compliance will be submitted to the Council prior to the commencement of development. No works or other activities including storage of materials shall take place within designated Construction Exclusion Zones unless otherwise agreed in writing beforehand by the Local Planning Authority.

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

Arboricultural Monitoring Programme (AMP)

Development, including demolition and enabling works, shall not begin until details of an Arboricultural Monitoring Programme (AMP) have been submitted to and approved in writing by the Local Planning Authority. The AMP shall include a

schedule of a monitoring and reporting programme of all on-site supervision and checks of compliance with the details of the Tree Protection Plan and/or Arboricultural Method Statement, as approved by the Local Planning Authority. The AMP shall include details of an appropriate Arboricultural Clerk of Works (ACoW) who shall conduct such monitoring and supervision, and a written and photographic record shall be submitted to the LPA at scheduled intervals in accordance with the approved AMP.

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

EV Charging

Prior to the first occupation of the Research and Hospital buildings, a scheme for the provision of vehicular electric charging points to serve the development shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the following provision:

- Location of EV charging points;
- Appropriate cable provision to prepare for increased demand in future years.

The electric vehicle infrastructure shall be formed and laid out in accordance with the approved details before the development is first in operation and shall remain in place thereafter.

Reason: To contribute to improving local air quality in accordance with policy M4 of the Oxford Local Plan 2036 and enable the provision of low emission vehicle infrastructure.

Delivery and Servicing Management Plan

The development shall not be occupied within any phase, as identified on the Phasing and Implementation Strategy, until a delivery and servicing management plan has been submitted to and approved in writing by the Local Planning Authority. The Delivery Servicing and Management Plan shall be prepared in accordance with the measures contained in the Site Wide Framework Delivery and Servicing Management Plan (July 2025) and the development shall be operated in accordance with the approved details thereafter. The delivery and servicing management plan will include details of delivery times which must be outside network peak hours. The development shall thereafter be carried out strictly in accordance with the approved delivery and servicing management plan.

Reason: In the interests of highway safety in accordance with policy RE7 of the Oxford Local Plan 2036 and to comply with Government guidance within the National Planning Policy Framework,

Car Park Management Plan

The Research and Hospital building shall not be occupied until a Car Park Management Plan has been submitted to and approved in writing by the Local

Planning Authority. This plan shall stipulate the number of spaces and areas available on site for both staff and visitors and how parking will be allocated, monitored and enforced. The development shall be occupied in accordance with the approved Car Park Management Plan thereafter unless otherwise agreed beforehand in writing by the Local Planning Authority.

Reason: To ensure adequate car parking provision is made, but that does not cause an increase in the trip rate approved as part of the planning permission and accord with policy M3 of the Oxford Local Plan 2036.

Travel Plan

Prior to the first occupation of each phase of the development, as identified on the Phasing and Implementation Strategy, hereby approved, a Travel Plan, prepared in accordance with the Department of Transport's Best Practice Guidance Note "Using the Planning Process to Secure Travel Plans" and the Site Wide Framework Travel Plan (December 2025), shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the development shall be implemented and operated in accordance with the approved details.

Reason: In the interest of promoting sustainable modes of transport in accordance with policy M1 of the Oxford Local Plan 2036, with Government guidance contained within the National Planning Policy Framework.

Construction Traffic Management Plan

A Construction Traffic Management Plan (CTMP) shall be submitted to and approved in writing by the Local Planning Authority prior to commencement of works of each phase of the development, as identified on the Phasing and Implementation Strategy. This shall identify;

- The CTMP must be appropriately titled, include the site and planning permission number.
- Routing of construction traffic and delivery vehicles is required to be shown and signed appropriately to the necessary standards/requirements. This includes means of access into the site.
- Details of and approval of any road closures needed during construction.
- Details of and approval of any traffic management needed during construction.
- Details of wheel cleaning/wash facilities – to prevent mud etc, in vehicle tyres/wheels, from migrating onto adjacent highway.
- Details of appropriate signing, to accord with the necessary standards/requirements, for pedestrians during construction works, including any footpath diversions.
- The erection and maintenance of security hoarding / scaffolding if required.
- A regime to inspect and maintain all signing, barriers etc.
- Contact details of the Project Manager and Site Supervisor responsible for onsite works to be provided.
- The use of appropriately trained, qualified and certificated banksmen for guiding vehicles/unloading etc.

- No unnecessary parking of site related vehicles (worker transport etc) in the vicinity – details of where these will be parked and occupiers transported to/from site to be submitted for consideration and approval. Areas to be shown on a plan not less than 1:500.
- Layout plan of the site that shows structures, roads, site storage, compound, pedestrian routes etc.
- A before-work commencement highway condition survey and agreement with a representative of the Highways Depot – contact 0845 310 1111. Final correspondence is required to be submitted.
- Local residents to be kept informed of significant deliveries and liaised with through the project. Contact details for person to whom issues should be raised with in first instance to be provided and a record kept of these and subsequent resolution.
- Any temporary access arrangements to be agreed with and approved by Highways Depot.
- Details of times for construction traffic and delivery vehicles, which must be outside network peak hours.

The approved CTMP shall be adhered to at all times during the construction of the development.

Reason: In the interests of highway safety and to mitigate the impact of construction vehicles on the surrounding highway network, road infrastructure and local residents, particularly at morning and afternoon peak traffic times.in accordance with policies M2 and RE7 of the Oxford Local Plan 2036.

Surface Water Drainage Strategy:

Prior to the commencement of development of each phase, as identified on the Phasing and Implementation Strategy, plans, calculations and drainage details to show how surface water will be dealt with on-site through the use of sustainable drainage methods (SuDS) shall be submitted to and approved in writing by the Local Planning Authority (LPA). The plans, calculations and drainage details will be required to be completed by a suitably qualified and experienced person in the field of hydrology and hydraulics.

The plans, calculations and drainage details submitted shall demonstrate that;

- I. The drainage system is to be designed to control surface water runoff for all rainfall up to a 1 in 100 year storm event with a 40% allowance for climate change.
- II. The rate at which surface water is discharged from the site may vary with the severity of the storm event but must not exceed the greenfield runoff rate for a given storm event.
- III. Excess surface water runoff must be stored on site and released to receiving system at greenfield runoff rates.
- IV. Where sites have been previously developed, discharge rates should be at greenfield rates.

Any proposal which relies on infiltration will need to be based on on-site infiltration testing in accordance with BRE365 or alternative suitable methodology, details of

which are to be submitted to and approved by the LPA. Consultation and agreement should also be sought with the sewerage undertaker where required.

A SuDS maintenance plan shall also be submitted and approved by the LPA. The Sustainable Drainage (SuDS) Maintenance Plan will be required to be completed by a suitably qualified and experienced person in the field of hydrology and hydraulics. The SuDS maintenance plan will be required to provide details of the frequency and types of maintenance for each individual sustainable drainage structure proposed and ensure the sustainable drainage system will continue to function safely and effectively in perpetuity.

Reason: To ensure compliance with Policy RE4 of the Oxford Local Plan 2016 - 2036 and Policy SP22 of the Oxford Local Plan 2016-2036.

Groundwater Flood Mitigation

Prior to the commencement of development, plans and details to show how groundwater ingress into the development will be mitigated against shall be submitted to and approved in writing by the Local Planning Authority (LPA). The plans and details will be required to be completed by a suitably qualified and experienced person.

Reason: To manage flood risk in accordance with the NPPF and Policy RE3 of the Oxford Local Plan 2016 - 2036.

Groundwater Monitoring:

Groundwater monitoring must continue on site at three monthly intervals as specified in the submitted Glanville document (Summary Response to Drainage Comments for Oxfordshire City Council's Flooding & Environment Officer (Dated 01/04/2026 Rev D)) until completion of the final phase of construction.

Monitoring results shall be assessed by the applicant for any changes and resulting potential impacts on groundwater flooding, the surface water drainage strategy, and ecology. Should any mitigation measures be required as a result of such changes, details must be submitted and approved in writing in by the LPA.

Reason: To manage flood risk in accordance with the NPPF and Policy RE3 of the Oxford Local Plan 2016-2036, to ensure compliance with Policy RE4 (groundwater flow and surface water drainage) of the Oxford Local Plan 2016-2036, to ensure compliance with Policy SP22 of the Oxford Local Plan 2016-2036 (assessment of groundwater), and to ensure compliance with Policy G1 (no harm to the Green & Blue Infrastructure network) of the Oxford Local Plan 2016-2036.

SuDS As Built and Maintenance Details

Prior to first occupation, a record of the installed SuDS and site wide drainage scheme shall be submitted to and approved in writing by the Local Planning Authority for deposit with the Lead Local Flood Authority Asset Register. The details shall include:

- (a) As built plans in .pdf file format;
- (b) Photographs to document each key stage of the drainage system when installed on site;
- (c) Photographs to document the completed installation of the drainage structures onsite;
- (d) The name and contact details of any appointed management company information.

Reason: To ensure compliance with policy RE4 of the Oxford Local Plan 2036.

Piling

No piling shall take place within each phase of the development, as identified on the Phasing and Implementation Strategy until a piling method statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the works) and piling layout plan including all Thames Water wastewater assets, the local topography and clearance between the face of the pile to the face of a pipe has been submitted to and approved in writing by the Local Planning Authority. Any piling must be undertaken in accordance with the terms of the approved piling method statement and piling layout plan.

Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure. Piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure in accordance with the NPPF and with Policy V9 of the Oxford Local Plan 2036.

Water mains

No construction shall take place within 5m of the water main. Information detailing how the developer intends to divert the asset / align the development, so as to prevent the potential for damage to subsurface potable water infrastructure, must be submitted to and approved in writing by the Local Planning Authority in consultation with Thames Water. Any construction must be undertaken in accordance with the terms of the approved information. Unrestricted access must be available at all times for the maintenance and repair of the asset during and after the construction works.

Reason: The proposed works will be in close proximity to underground strategic water main, utility infrastructure. The works has the potential to impact on local underground water utility infrastructure in accordance with Policy V9 of the Oxford Local Plan 2036.

Water upgrades

No development shall be occupied within each phase of the development, as identified on the Phasing and Implementation Strategy until confirmation has been provided that either:- all water network upgrades required to accommodate the

additional demand to serve the development have been completed; or - a development and infrastructure phasing plan has been agreed with Thames Water to allow development to be occupied. Where a development and infrastructure phasing plan is agreed no occupation shall take place other than in accordance with the agreed development and infrastructure phasing plan.

Reason: The development may lead to no / low water pressure and network reinforcement works are anticipated to be necessary to ensure that sufficient capacity is made available to accommodate additional demand anticipated from the new development in accordance with Policy V9 of the Oxford Local Plan 2036.

Contamination

If, during development, contamination not previously identified is found to be present at the site then no further development in the immediate vicinity of the contamination found (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until further investigation and a remediation strategy detailing how this contamination will be dealt with has been submitted to and approved in writing by the Local Planning Authority. The remediation strategy shall be implemented as approved.

Reason: To ensure that the development does not contribute to, and is not put at unacceptable risk from or adversely affected by, unacceptable levels of water pollution from previously unidentified contamination sources at the development site. In accordance with Policy RE9 of the Oxford Local Plan 2036 and with paragraphs 187 and 196 of the National Planning Policy Framework.

Security and Access Strategy

Prior to each phase of the development, as identified on the Phasing and Implementation Strategy, a Security and Access Strategy, detailing measures for security and crime prevention (including lighting, CCTV, access control, and physical security measures including car park security) shall be submitted to and approved in writing by the Local Planning Authority. The approved measures shall be implemented prior to occupation of the development and maintained for the lifetime of the development.

Reason: To ensure a safe, secure environment and reduce crime, in accordance with Policy DH1 of the Oxford Local Plan 2036 and the National Planning Policy Framework.

External Lighting

Prior to commencement of each phase of the development, as identified on the Phasing and Implementation Strategy above slab level, details of a proposed external lighting scheme shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall set out the steps that will be taken to ensure that external lighting, including zonal/security lighting and column lighting within parking courts promotes a secure environment and does not cause a nuisance

to local residents. The development shall only be implemented in accordance with the approved details and maintained as such thereafter.

Reason: To ensure effective street lighting creates a safe, secure environment and reduce crime, in accordance with Policy DH1 of the Oxford Local Plan 2036 and the National Planning Policy Framework.

Archaeology (WSI)

No development shall take place in each phase of the development, as identified on the Phasing and Implementation Strategy, until a written scheme of investigation (WSI) has been [submitted to and] approved by the local planning authority in writing. For land that is included within the WSI, no development shall take place other than in accordance with the agreed WSI, which shall include the statement of significance and research objectives, and

- The programme and methodology of site investigation encompassing 1) trial trenching and 2) further archaeological recording if required and the nomination of a competent person(s) or organisation to undertake the agreed works.
- The programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition of resulting material. This part of the condition shall not be discharged until these elements have been fulfilled in accordance with the programme set out in the WSI

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including Roman and early modern remains. In accordance with Policy DH4 of the Oxford Local Plan 2036.

CONDITIONS

FULL APPLICATION

THE FOLLOWING CONDITIONS RELATE TO THE FULL APPLICATION – THE HOSPITAL, LINK BUILDING, RESEARCH AND DEVELOPMENT, THE SANE BUILDING AND ASSOCIATED WORKS AND INFRASTRUCTURE

Time Limit

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

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

Approved plans

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

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

Samples (hospital, link and research centre)

Prior to the commencement of works above ground floor slab level of each phase, as identified on the Phasing and Implementation Strategy, large scale sample panels (minimum of 1m x 1m) of external materials shall be erected on site and approved in writing by the Local Planning Authority. Only the approved materials shall be used.

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

Wayfinding feature

Prior to the commencement of the Research and Hospital buildings, details of the proposed wayfinding feature positioned on the centreline of the eastern courtyard where it meets the axis of the eastern approach road shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with approved details unless otherwise approved in writing by the Local Planning Authority.

Reason: To ensure high quality design in accordance with policy DH1 of the Oxford Local Plan 2036.

Roof plant - further articulation details

Prior to installation of roof plant at each phase, as identified on the Phasing and Implementation Strategy, large scale details (1:50) of the design, size and finished appearance of all visible mechanical plant and plant screen(s) shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details upon installation.

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

Further details – glass balustrades

Prior to installation, full design and material details of the glass balustrades on the new hospital elevations shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in accordance with the approved details upon installation.

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

Boundary treatment – southern boundary

Prior to its installation, a detailed plan showing the southern boundary treatment adjacent to the Hospital building shall be submitted to and approved in writing by the Local Planning Authority. The development shall be carried out in strict accordance with the approved details upon installation.

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

Boundary details - gate lodge

Notwithstanding the approved plans or the provisions of Part 2, Class A of Schedule 2 of the Town and Country Planning (General Permitted Development) Order 2015 (as amended) prior to the first use of the Gate Lodge, a detailed plan showing all boundary treatments shall be submitted to and approved in writing by the Local Planning Authority. The boundary treatments as approved shall be installed prior to the first use of the approved development and thereafter maintained, retained and only replaced on a like for like basis with no additional boundary treatments installed unless otherwise first agreed in writing by the Local Planning Authority.

Reason: To enable the Local Planning Authority to give further consideration to the detailed appearance of the approved works, in the interest of protecting the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

Green roofs

Prior to installation of green roofs within each phase of the development, as identified on the Phasing and Implementation Strategy, specifications of and a maintenance plan for the proposed green roofs shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall be implemented prior to occupation and maintained thereafter.

Reason: To ensure the longevity of this new green infrastructure in accordance with policy G8 of the Oxford Local Plan 2036.

Energy Statement

The development shall be implemented in strict accordance with the approved Sustainability Strategy (Hoare Lea, 01 July 2025, Revision 06). Prior to the first occupation of each phase of the development, as identified on the Phasing and Implementation Strategy, evidence (including where relevant Energy Performance Certificate(s) (EPC), Standard Assessment Procedure (SAP) and Building Regulations UK, Part L (BRUKL) documents) shall be submitted to and approved in writing by the Local Planning Authority to confirm that the energy systems have been implemented according to details laid out in the approved Energy Statement and that they achieve the target performance as approved.

Reason: To ensure that the proposed development sufficiently incorporates sustainable design and construction principles in accordance with policies S1 and RE1 of the Oxford Local Plan 2036.

BREEAM

Prior to first occupation of the Research and Hospital buildings hereby approved, the full BREEAM assessment (or recognised equivalent assessment methodology), confirming the achievement of a level of Excellent for the Research and Hospital buildings (certified separately) shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To ensure the development incorporates sustainable construction and operational measures in compliance with policy RE1 of the Oxford Local Plan 2036.

Noise

The noise emitted from the proposed installations located at the site shall not exceed the existing background level at any noise sensitive premises when measured and corrected in accordance with BS4142:2014 +A1:2019 “Methods for rating and assessing industrial and commercial sound,” with all machinery operating together at maximum capacity.

Reason: To ensure that the amenity of occupiers of surrounding premises is not adversely affected by noise from plant/mechanical installations/ equipment in accordance with policies RE7 and RE8 of the Oxford Local Plan 2036.

Noise – Anti vibration

Prior to use, machinery, plant or equipment at the development shall be mounted with proprietary anti-vibration isolators and fan motors shall be vibration isolated from the casing and adequately silenced and maintained as such.

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

CONDITIONS

OUTLINE APPLICATION

THE FOLLOWING CONDITIONS RELATE TO THE OUTLINE APPLICATION – THE GRADUATE STUDENT ACCOMODATION AND INFRASTRUCTURE.

Commencement – Time Limit

The development hereby permitted, excluding that part of development for which full planning permission is hereby granted, shall be begun either before the expiration of ten years from the date of this permission, or before the expiration of the three years from the date of the last approval of reserved matters, whichever is the later.

Reason: To prevent the accumulation of planning permissions and to enable the local planning authority to review the suitability of the development in the light of altered circumstances. The extended period is justified by the phased development of the site and the necessary sequence of development which means that Phase 2 cannot come forward until Phase 1 is complete.

Approved Plans

The development hereby permitted shall be carried out in accordance with the following:

Parameter Plan 1: Location Plan
Parameter Plan 2: Existing Site Features
Parameter Plan 4: Existing Key Levels
Parameter Plan 5: Building Plots and Number of Levels
Parameter Plan 6: Land Use
Parameter Plan 7: L00 Deviation Limits
Parameter Plan 8: L01 and L02 Deviation Limits
Parameter Plan 9: L03 Deviation Limits
Parameter Plan 10: B1 Deviation Limits
Parameter Plan 11: Vertical Limits
Parameter Plan 12: Pedestrian Access
Parameter Plan 13: Green Infrastructure
Parameter Plan 14: Secure Lines and Vehicular Access
Development Specification
Design Code

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policies DH1 and RE7 of the Oxford Local Plan 2036 and confirm that the development is to be a phased planning permission for purposes of the Community Infrastructure Levy (CIL) Regulations 2010 (as amended).

Reserved Matters Application

Approval of the details of the layout, scale, landscaping and appearance (hereafter called "the reserved matters") of development within the areas highlighted in green by drawing number WPO-EPA-Z00-RF-DR-AR-050502 (Planning Application Zones) but excluding that part of the development for which full planning permission is hereby granted, shall be obtained in writing from the Local Planning Authority before that part of the development commences. The development shall not be carried out otherwise than in accordance with the approved details.

Reason: The application is for outline planning permission and to enable the Local Planning Authority to consider these Reserved Matters in accordance with the development plan and any other material planning considerations. To accord with the provisions of Section 92 of the Town and Country Planning Act 1990 and Article 5(1) of the Town and Country Planning (Development Management Procedure) (England) Order 2015 (as amended).

Energy Statement

An energy statement shall be submitted as part of the application package for any reserved matters application which includes design details.

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

Noise Impact Assessment

A Noise Impact Assessment shall be submitted as part of the application package for any reserved matters application which includes mitigation details where required.

Reason: To ensure that the proposed development would not result in any adverse noise impacts to neighbouring properties in accordance with policy RE7 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Student accommodation management plan

Prior to first occupation, a Student Management Plan (SMP) shall be submitted to and approved in writing by the Local Planning Authority which shall include but not limited to how the students shall be managed, point of contact including out of hours and emergencies, code of conduct for students and visitors. The

accommodation shall be occupied in accordance with the SMP on first occupation and at all times thereafter.

Reason: In the interest of neighbouring amenity in accordance with Policies H8 and RE7 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

Student – no cars

Prior to occupation, details of a tenancy/ occupation agreement that includes a clause under which the study bedrooms shall be occupied restricting students resident at the premises (other than those registered disabled) from bringing or keeping a motor vehicle in the city and consequences for breaching this clause (for example loss of place at the academic institution) shall be submitted to and approved in writing by the Local Planning Authority. Any disabled parking shall be within designated parking spaces only. The study bedrooms shall only be let in accordance with the approved agreement including out of term time occupation.

Reason: To ensure that the development does not generate a level of vehicular parking which would be prejudicial to highway safety, or cause parking stress in the immediate locality, in accordance with policies RE7, M2 and H8 of the Oxford Local Plan 2036 or such policy requirements which apply at the time of construction.

INFORMATIVES:

1. **NPPF** - In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accords with the Development Plan and national planning policy objectives. This includes the offer of pre-application advice and, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application. However, development that is not sustainable and that fails to accord with the requirements of the Development Plan and/or relevant national policy guidance will normally be refused. The Council expects applicants and their agents to adopt a similarly proactive approach in pursuit of sustainable development.
2. **CIL** - This development is liable for CIL.
3. **Work hours construction** - Construction and demolition works and associated activities at the development, audible beyond the boundary of the site should not be carried out other than between the hours of 07:00 – 19:00 Monday to Friday daily, 08:00 – 13:00 on Saturdays and at no other times, including Sundays and Public/Bank Holidays, unless otherwise agreed with the Environmental Health Officer.
4. **Neighbour notification** - t least 21 days prior to the commencement of any site works, all occupiers surrounding the site should be notified in writing of

the nature and duration of works to be undertaken. The name and contact details of a person responsible for the site works should be made available for enquiries and complaints for the entire duration of the works and updates of work should be provided regularly. Any complaints should be properly addressed as quickly as possible.

5. **Waste** - All waste materials and rubbish associated with demolition and/or construction should be contained on site in appropriate containers which, when full, should be promptly removed to a licensed disposal site.
6. **Contamination** - Where a site is affected by contamination responsibility for securing a safe development rests with the developer and/or landowner. Developers should:
 - Follow the risk management framework provided in Land Contamination: Risk Management, when dealing with land affected by contamination
 - Consider using the National Quality Mark Scheme for Land Contamination Management which involves the use of competent persons to ensure that land contamination risks are appropriately managed
 - Refer to the contaminated land pages on gov.uk for more information
7. **Protected species** - All species of bats and their roosts are protected under The Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2017 (as amended). Please note that, among other activities, it is a criminal offence to deliberately kill, injure or capture a bat; to damage, destroy or obstruct access to a breeding or resting place; and to intentionally or recklessly disturb a bat while in a structure or place of shelter or protection. Occasionally bats can be found during the course of development even when the site appears unlikely to support them. In the event that this occurs, work should stop immediately and advice should be sought from a suitably qualified ecologist. A European Protected Species Mitigation Licence (EPSML) may be required before works can resume.
8. **Birds** - All wild birds, their nests and young are protected under The Wildlife and Countryside Act 1981 (as amended). Occasionally nesting birds can be found during the course of development even when the site appears unlikely to support them. If any nesting birds are present then the buildings works should stop immediately and advice should be sought from a suitably qualified ecologist.
9. **Biodiversity Net Gain**: The applicant has provided separate information for individual phases of works. The following should be noted: Local Nature Recovery Strategy (LNRS) - The Oxfordshire LNRS has not been included correctly within the metric(s). LNRS information needs to reflect the situation at the point of the biodiversity gain plan submission. So The applicant should take this opportunity to correct the omission (see BNG administration, above and notes on need for overall metric, below).
10. **Metric** - A single metric which combines the habitat delivery for the development is requested, because although we need to understand how

much is delivered in each phase we will also need the overall metric to demonstrate that 10% BNG is delivered (these values will be submitted into the Overall Biodiversity Gain Plan which is separate from each phase biodiversity gain plans which the current metrics relate to). Calculations should show the overall pre-development biodiversity value and the proposed overall post-development biodiversity value of the entire development along with calculations for each phase.

11. **HMMP** - There should be one HMMP, within which it should reference the different proposed phases. It is noted that LEMPs are traditionally more used by Landscape Architects. From a planning ecology perspective, a HMMP should sufficiently do the job as long as it reflects the agreed biodiversity net gain delivery. To this end, the PAS draft conditions utilise either an HMMP or a LEMP depending on the type of development.
12. **Mapping/calculation check** – the OBGp should be accompanied by a post-development habitat/ biodiversity gain map to confirm the post-development calculation.
13. **Street naming/numbering** -Due to the nature of your application you will need to apply for Street Naming & Numbering: https://www.oxford.gov.uk/info/20000/planning/324/street_naming_and_numbering

You can only request a new address or property name after you have received approved planning permission for your development: we cannot accept a street/property naming/numbering application without this permission. For further information, please contact the team at snn@oxford.gov.uk

2.2 It also considers the impact of the proposed interventions on the significance of other listed buildings and non-designated heritage assets on the Warneford Hospital site, the settings of which would be affected by the works.

2.3 The key matters for assessment set out in this report include the following:

- What is the special significance of the listed building, curtilage listed buildings, and non-designated heritage assets that are affected by the proposals;
- Whether the proposals would harm, preserve or enhance the significance of the affected heritage assets;
- If harm would be caused to the significance of the assets, whether that harm has been justified;
- If the harm that would be caused has been clearly and convincingly justified, whether there would be sufficient public benefits that would arise directly from the proposals that would outweigh the level of harm that would be caused;
- Whether the proposed works of repair, demolition and alteration meet the objectives of both local and national planning policies.

3. LEGAL AGREEMENT

3.1 This application is subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

4.1 The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

5.1 This application concerns the site of the Warneford Hospital, which is located approximately 2.4km east of the city centre, to the south of Headington Hill. The site is bounded to the north by Warneford Lane, across which lies the top corner of South Park and the site of Cheney Farm, formerly occupied by TOAD distillery. It is bounded to the west by the residential properties at the northern end of Divinity Road and Hill Top Road, and to the south by Warneford Meadow, which is a designated Town Green and included on the Oxford Heritage Asset Register (OHAR). To the east of the site lies residential development and student accommodation along Roosevelt Drive and Headington Care Home, beyond which is located the Old Road Campus.

5.2 The Warneford Hospital itself occupies much of the north-eastern quarter of the site. The building dates from the 19th century and was purpose-built as a 'lunatic asylum' for fee-paying patients on open land beyond the unsanitary conditions of the city centre. It is listed at Grade II.

5.3 The 19th century Mortuary, Chapel, and early-20th century Nurses' Home associated with the asylum and located to the north of the main hospital building are also independently listed at Grade II; as is the early-20th century Gate Lodge and Front Garden Area, Wall, and Gate Piers located in the north-eastern most corner of the site, near the junction of Warneford Lane and Roosevelt Drive, where the entrance to the site was once located.

- 5.4 In addition to the above, there are also a number of other surviving 19th century ancillary buildings and structures associated with the asylum on the site which are not listed in their own right, but meet the criteria to be considered curtilage listed to the Grade II main hospital building. These include: an Isolation Hospital, Apple Store House, former Laundry, Farmhouse, former Stables, and sections of original boundary wall.
- 5.5 There is a large area of formal lawn planted with belts of mature trees to the east of the main hospital building, occupying most of the northeastern quarter of the site. This was laid out in the later 19th century to provide a picturesque parkland setting to the hospital, and continues to serve this function today. Originally, there were formal gardens to the west of the main hospital building too, but these have been eroded by successive development through the later 20th and early 21st centuries.
- 5.6 The south-western quarter of the site is occupied by various areas of hardstanding and the recent Highfield Adolescent Inpatient Unit, whilst the south-eastern quarter of the site is largely an open grassed area of land, with sizeable areas of car parking to the west and north, and the early-2000s POWIC building – occupied by the SANE charity - located near to the main hospital building.
- 5.7 Within the hospital grounds there are rare idiosyncratic features surviving from the 19th century asylum gardens, including remnants of ‘airing court’ walls and historic bunds, and as a whole the site merits consideration as a non-designated historic landscape.
- 5.8 See Appendix 1 for a map of heritage assets on and near the site.
- 5.9 See block plan below:



6. PROPOSAL

6.1 Listed Building Consent is sought for a range of repair, alteration and demolition works to listed and curtilage listed structures on the Warneford hospital site as part of a set of wider proposals for the redevelopment of the site, which will include construction of a new hospital and research and development building, re-provision of the POWIC building, and the creation of a new graduate college for the University of Oxford. These redevelopment proposals are the subject of a separate hybrid planning application (ref. 25/01859/OUTFUL).

6.2 Listed Building Consent is sought for:

- comprehensive repair works to the exterior of the Grade II listed *Lodge and Front Garden Area Wall and Gate Piers* (NHLE ref. 1245350), including repointing and stonework repairs, and repairs to rainwater goods and windows;
- a programme of repair works to the historic listed and curtilage-listed boundary walls on the site, as detailed in the submitted *Perimeter Wall Conditions Survey* (Brink Architects, Revision D May 2025). Although it should be noted that the 'immediate' and 'medium term' actions set out in this document are due to be carried out independently by the NHS, subject to separate listed building consents (ref. 26/00085/LBC and 26/00433/LBC) and therefore only the remaining longer term works set out in this document form part of this application;
- repairs to curtilage listed boundary walls where modern buildings and structures attached to the wall are due to be demolished as part of the wider redevelopment of the site;
- demolition of the curtilage-listed Farmhouse and former Stables building (Green Tree Lodge), and the careful dismantling, relocation and restoration of a surviving curtilage-listed 19th-century garden pavilion, to enable the construction of the new hospital, R&D and POWIC buildings;
- demolition of limited sections of the curtilage listed boundary walls to enable the new hospital, R&D and POWIC buildings, as indicated on the *Demolition Masterplan Zone 01, 02* (drawing WPO-EPA-Z00-RF-DR-AR-05000) and other submitted drawings;
- the introduction of a new pedestrian gate in the northern curtilage-listed boundary wall to improve wayfinding and access to the redeveloped site from Warneford Lane.

7. RELEVANT PLANNING HISTORY

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

52/02307/A_H - Alterations to stables to form living accommodation. PER 29th May 1952.
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72/27065/A_H - New access road.. PER 27th February 1973.

94/01312/NF - Enlargement of existing opening during construction of Wellcome Building (NF/226/94) and reconstruction of wall afterwards. (Amended plan). PER 1st December 1994.

14/01902/FUL - External alterations involving the replacement of existing corrugated sheeting with 1 x pedestrian gate and 1 x vehicular gate to the boundary wall and 1 x pedestrian gate to the front entrance of the lodge.. APPRET .

14/01903/LBC - Removal of corrugated metal sheets for two gate openings and insertion of new metal gates. Insertion of new metal gates to front entrance of the lodge.. APPRET .

14/02012/LBC - External alterations involving the replacement of existing corrugated sheeting with 1 x pedestrian gate and 1 x vehicular gate to the boundary wall and 1 x pedestrian gate to the front entrance of the lodge.. APPRET .

25/00322/LBC - Installation of 1no. external intercom and access control reader to the Out-Patients Building. PER 16th April 2025.

25/01859/OUTFUL - (i) Outline application (with all matters reserved save for "access"), for the demolition of existing buildings and erection of a graduate college for the University of Oxford comprising Student accommodation (Sui Generis), ancillary college buildings (Sui Generis), provision of landscaping, bin and cycle parking, car parking, public realm and open space.
(ii) Full application for demolition of existing buildings and partial demolition of existing walls, erection of a hospital building (Use Class C2), a research building (Use Class E(g)(ii)), a hospital research link building (C2/E(g)(ii)), and erection of relocated SANE building (Use Class E(g)(i)and (ii)) and pavilion building. Provision of associated car parking, cycle parking, bin storage, access, landscaping, public realm works and associated infrastructure works. Refurbishment and repair of the Gate Lodge and use for residential accommodation associated with the College (Use Class Sui generis) (Amended documents and additional transport documents). PDE ..

26/00085/LBC - Alterations and repairs to limestone perimeter wall.. PCO .

26/00432/FUL - Repair of existing lintel, installation of 3no. buttresses.. PCO .

26/00433/LBC - Repair of existing lintel, installation of 3no. buttresses.. PCO .

8. RELEVANT PLANNING POLICY

- 8.1 The Submission Draft Oxford Local Plan 2045 was approved at Council on 26th January 2026 for Regulation 19 consultation and submission to the Secretary of State. This emerging plan includes relevant draft policies, which are a material consideration and in most cases support the approach of the referenced Oxford Local Plan 2036 policies.
- 8.2 The application site is also within the Headington Neighbourhood Plan Area.
- 8.3 The following policies are relevant to the application.

Topic	National Planning Policy Framework	Local Plan	Neighbourhood Plans:	Emerging Local Plan 2045
Conservation / Heritage	Section 16	DH3 – Designated Heritage Assets DH4 - Archaeological assets DH5 – Non Designated Heritage Assets	Headington Neighbourhood Plan CIP1, CIP4.	HD3 - Designated Heritage Assets HD4 – Non Designated Heritage Assets HD5 - Archaeology

9. CONSULTATION RESPONSES

- 9.1 Site notices were displayed around the application site on 27th August 2025 and an advertisement was published in The Oxford Times newspaper on 28th August 2025.

Statutory and non-statutory consultees

The Georgian Group

- 9.2 By email dated 19th September:
‘We are grateful for the opportunity to comment, however as the listed buildings affected by the application are outwith our statutory period remit (1700-1837)we do not wish to offer comments, and we defer to The Victorian Society and other consultees for their expert advice on the application.’

The Victorian Society were also consulted, but did not provide any comments on the application.

Historic England Commission

- 9.3 In a letter dated 2nd September:
‘Historic England provides advice when our engagement can add most value. In this case we are not offering advice. This should not be interpreted as comment on the merits of the application. We suggest you seek the views of your specialist conservation and archaeological advisers’.

Oxford Preservation Trust

- 9.4 In a letter dated 24th September:
‘This is a significant scheme for Oxford. We commend its vision, ambition and coherence and the detailed preparatory work that has been undertaken to inform it.

We note that the site is allocated within the adopted Local Plan 2036 (Policy SP22) and that any future development should provide “healthcare related facilities”.

We acknowledge the benefits the scheme proposes which include:

- A purpose-built mental health hospital for the 21st century

- A major new mental health and brain science research centre
- A post-graduate medical college
- The conservation, repair and sustainable adaption of a number of listed buildings
- Removal of unsympathetic additions to existing listed buildings
- Improved landscaping, including reinstatement of some historical features
- Improved public realm and accessibility across the site as a whole.

...We note the proposed removal of several curtilage listed buildings, such as the farmhouse and former stables. Having reviewed the Heritage Impact Assessment (HIA) we can see that these two buildings (when compared to other listed buildings across the site) are of less architectural interest due to alterations and conversions into alternative uses over the years. Whilst we regret their loss, we accept the conclusions in the HIA that their removal will result in less than substantial harm to the main hospital building and the wider site.’

Other detailed comments contained within the consultation response related solely to the design of the main hospital and research centre, re-use of the main listed hospital building, demolition of more recent buildings and the need for a whole life carbon assessment of these, and the impact of surface and groundwater flow on the Lye Valley SSSI, which either do not form part of this Listed Building Consent application or are not relevant to it and will therefore not be reproduced in full in this report.

Divinity Road Resident’s Association

- 9.5 In a response through the planning portal during the public consultation period: A number of concerns were raised by the Association including overdevelopment of the site, parking and increased traffic flows, and the impact on the character of the Warneford Meadow. However, these relate to the wider development proposals for which planning permission is sought and not to the particular works that are the subject of this Listed Building Consent application. The comments will therefore not be reproduced in full in this report.

Internal – Archaeology

- 9.6 In a response through the planning portal dated 12th September: ‘This application is of interest because it involves the demolition of a number of ancillary structures to the 19th century Warneford Hospital, the renovation of the Grade II listed early 20th century Gate Lodge and small-scale demolition and repair works to the 19th century perimeter walls.

The initial Warneford Asylum was built to designs by architect Richard Ingleman in the 1820s within an extensive perimeter wall. Initially named the Oxford Asylum it was soon renamed the Radcliffe Asylum. The hospital was a paying hospital for the middle classes, although in due course a fund for poor patients was established. Men and women were strictly segregated, with a male side of the hospital and a female side, until the late 1950s. Over time the Warneford Committee of Management purchased surrounding land and established a perimeter enclosing about 150 acres. The extensive grounds were not only pleasure and exercise grounds for the patients but also provided flowers for the hospital rooms and fruit and vegetables for the kitchens. After WWII the hospital passed into public hands under the NHS.

The buildings to be demolished are 1) the late 19th century asylum farmhouse 2) the late 19th century pavilion (noted to be rare example in an asylum context) to be recorded and rebuilt in a new location and 3) the late 19th century former Stables (Green Tree Lodge). Whilst these ancillary buildings have been heavily altered by NHS

activities and upgrades over the years they would warrant appropriate recording, analysis and contextualisation in a standardised reporting format (Historic England 2016 Understanding Historic Buildings). In this instance a level 4 record is recommended.

The Grade II listed gate Lodge built in 1910 is to be renovated, with works including structural repairs to the gables, replacement windows, render removal and the rebuilding of dwarf garden walls and gate piers. A level 3 record is recommended in this instance.

A level 2 record is suggested for the minor demolition and repair works to the 19th century stone perimeter wall.

Advice: In this case bearing in mind the scope of proposed demolition and other works, I would request that, in line with the advice in the National Planning Policy Framework, any consent granted for this application should be subject to a condition to secure historic building recording'.

Public representations

- 9.7 Three local people commented on this application from addresses in Old Road, Hill Top Road and Apsley Road.
- 9.8 In summary, the main points of objection (two residents) were:
- The impact of the wider redevelopment on the character of Warneford Meadow
 - Traffic levels and road safety
 - Loss of privacy due to the proposed student housing proposed in outline as part of the planning application.

Officer response

- 9.9 It is noted that none of the main points of objection from the public representations or areas of concern raised by the Oxford Preservation Trust relate specifically to the works for which Listed Building Consent are being sought under this application.
- 9.10 In line with the advice given by the Planning Archaeologist it is recommended that a condition should be applied to this Listed Building Consent, should it be granted, as follows:

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

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including early modern historic fabric (Local Plan Policies DH3 & 4).

The scope of the archaeological investigation should consist of a Level 4 historic building report (Historic England 2016 Understanding Historic Buildings) for those historic buildings being demolished, a Level 3 record for Gate House which is to be refurbished and a Level 2 record for the works to the perimeter walls. The historic building recording should be undertaken by a professionally qualified archaeologist working to a brief issued by the Local Planning Authority'."

10. PLANNING MATERIAL CONSIDERATIONS

Policy Context

- 10.1 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, when considering whether to grant listed building consent, to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.
- 10.2 The National Planning Policy Framework (NPPF) makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development, through meeting the three overarching objectives categorised as economic, social and environmental objectives. These objectives should be delivered in decision making and collectively form the heart of the NPPF as the presumption in favour of sustainable development.
- 10.3 This presumption in favour of sustainable development is reflected in policy S1 of the Local Plan, which states "When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF." The policy goes on to state that "It will work proactively with applicants to find a solution jointly which mean that applications for sustainable development can be approved where possible, and to secure development that improves the economic, social and environmental conditions in the area."
- 10.4 The NPPF recognises that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations (paragraph 202).
- 10.5 In determining applications, paragraph 210 of the NPPF requires local planning authorities to take account of:
 - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness."
- 10.6 When considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 212 of the NPPF requires great weight to be given to the asset's conservation (and the more important the asset, the greater the weight should be), irrespective of the level of harm to its significance. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or

destruction, or from development within its setting), should require clear and convincing justification (paragraph 213), and any development causing less than substantial harm to a designated heritage asset only being permitted if the proposal offers public benefits that outweigh the harm (paragraph 214).

- 10.7 These requirements are reflected in Policy DH3 of the adopted Oxford Local Plan, and Policy HD3 of the emerging Local Plan, and apply to curtilage-listed structures too.
- 10.8 When considering the impact of the proposed development on the significance of a non-designated heritage asset, paragraph 216 requires a balanced judgement to be made, having regard for the scale of any harm or loss and the significance of the heritage asset.
- 10.9 This is also a requirement of Policy DH5 of the adopted Oxford Local Plan 2036, and a requirement of Policy HD4 of the emerging Local Plan, which concern non-designated heritage assets.
- 10.10 Finally, paragraph 218 of the NPPF states that local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.
- 10.11 Officers consider the determining issues to be:
 - The significance of the affected heritage assets and whether the proposals would harm, preserve or enhance the significance of the affected heritage assets;
 - If harm would be caused to the significance of the assets, whether that harm has been clearly and convincingly justified;
 - If the harm caused is considered to be less than substantial, whether there would be sufficient public benefits that would arise directly from the proposals that would outweigh the level of harm that would be caused.

Significance of the affected heritage assets

- 10.12 The Warneford Hospital site contains a collection of listed and curtilage listed structures relating to its history as a purpose-built Regency and Victorian asylum, together with remnant historic landscaped grounds, the historic and architectural significance of which are interwoven and - with the survival of so many parts of a historic asylum being rare - share considerable group value.
- 10.13 The Grade II listed Warneford Hospital building possesses historic and architectural special interest as an early purpose-built mental health institution, opened in 1826 as the Oxford Lunatic Asylum. Designed by Richard Ingleman, an experienced architect who undertook a number of major commissions for prisons and asylums in the early 19th century, the original building was conceived to resemble a country house located within large landscaped grounds, reflecting contemporary beliefs that therapeutic environments and pleasant surroundings supported patient wellbeing, as well as the middle and upper middle class social status of its fee-paying patients.

- 10.14 The hospital's subsequent extensions in 1852 by J. C. Buckler and in 1877 by William Wilkinson contribute to its historic and architectural special interest, illustrating evolving approaches to asylum design across the 19th century and the expansion of institutional facilities through the century. Wilkinson's east range, carried out in the French Renaissance style, is particularly successful, with the staggered and stepped composition of his new entrance ensuring this large extension, which essentially doubled the size of the hospital, nonetheless retains a human scale.
- 10.15 In the latter half of the twentieth century and in more recent decades, the building has continued to be altered and extended, but often with poor quality and ad-hoc additions. These have been necessary to enable the building to continue in use as a functioning NHS mental health hospital, but are detrimental to the building's significance.
- 10.16 Over the same period, alterations to the grounds in which the hospital is set, including the construction of many temporary and poor quality buildings, particularly to the west side of the listed building, and a proliferation of hardstanding for parking, has eroded the legibility of the hospital's historic landscaped grounds, and detracted from views of the asset, particularly the original Ingleman range.
- 10.17 Nonetheless, the setting of the listed building still makes a very important contribution to its heritage significance. Firstly, as noted above, the hospital was built to resemble a country house set within landscaped gardens, and the surviving high stone boundary wall, together with the parkland setting to the east of the hospital and mature trees within the site means the site still retains much of this character. There are also surviving idiosyncratic features within the non-designated remnant historic landscaped grounds of the hospital which relate specifically to its purpose-built design as a lunatic asylum, including two large linear bunds that were for patients to be able to see out across the landscape without being able to escape. The survival of such features on a historic asylum site is rare, and where they survive here, they are of significance in and of themselves, as well as contributing to the setting of the listed Hospital buildings.
- 10.18 The independently Grade II listed Gate Lodge in the northeast corner of the site was designed by N W Harrison in 1910 but partially incorporates an earlier lodge which existed in this location as part of the Regency operation of the hospital. The gate lodge and gates in this location provided access into the eastern part of the hospital site via a sweeping carriage drive which ran along the northern boundary of the parkland before turning south to deliver people in front of the eastern entrance. The early landscape plans show the earlier gate lodge in this location with an associated yard to the south, all intentionally screened from the main hospital by a belt of trees and planting, much of which survives today. The gate lodge is constructed of coursed limestone with ashlar dressings and a pitched and gabled clay tile, hipped roof. L-shaped in plan, it has a paired-back Cotswold vernacular revival style with relatively little altered formal elevations built within the continuous boundary wall and incorporating a carriage and pedestrian access gates (which have been infilled). Low level walls to the front add a sense of grandeur and status to the building, although the ironing railings, carriage opening and a gate pier have regrettably been lost. The gate lodge's significance derives in large part from its historic built fabric and form and its position within the hospital site's boundary wall, adjacent to the carriage entrance, but also from its relationship to the main hospital building and other surviving historic buildings and landscape features associated with the 19th century asylum, with which it shares group value.

- 10.19 The independently Grade II listed Nurses Home was also built by N W Harrison, in 1913, on the site of a former infirmary to the north of the northeast wing of the hospital. Constructed of brick and stone with a slate hipped roof, its design is in an idiosyncratic stripped Classical style. It is arranged over three storeys plus a basement, with the building originally housing communal rooms on the ground floor and private living accommodation on the upper floors. The building's historic and architectural special interest derives largely from its historic built fabric, form, and its spatial and functional relationship with the main hospital building. The large modern extension that surrounds the building to the north and east is detrimental to its significance and the contribution to its significance by its setting is mixed, with the functional additions of low architectural value that have been made to its immediate setting, such as security fencing and temporary buildings, detracting from the ability to appreciate its significance, but its relationship to the surviving historic buildings and remnant landscape features associated with the 19th century asylum making a significant positive contribution.
- 10.20 The Grade II listed Mortuary pre-dates the Nurses' home, having been built in 1891 to the design of Henry Wilkinson Moore, the nephew and mentee of William Wilkinson, who was responsible for designing the east wing of the main hospital. The mortuary is a charming, and accomplished small scale building and the only one on the hospital site known to be designed by Henry. Its architectural significance is derived from its single room plan, compact form, and carefully detailed elevations, and its historic interest from its function, which is a sober reminder of those patients who died in residency at the hospital. Its position on the edge of the hospital site is notable, and its close spatial relationship to the Chapel contributes to its significance, reflecting how death at the hospital was handled within a Christian moral framework. The mortuary also derives significance and shares group value with other historic buildings and remnant landscape features associated with the 19th century asylum; although, as with the Nurses' Home, its setting makes a mixed contribution to its significance, due to the changes made over the course of the later 20th century and in recent decades, with the carparking, modern security fencing, signage and temporary buildings in close proximity to the mortuary visually discordant with the asset and detracting from the ability to appreciate its significance.
- 10.21 The Grade II Chapel itself is the oldest of these three independently listed structures, having been built between 1841 and 1852 to the designs of Thomas Greenshields and H J Underwood and completed by J. M. Derick. The Chapel faces west and comprises a four-bay nave, chancel and vestry, under a pitched roof. It is constructed from ashlar stone and is a simple Decorated Gothic style, with thick corner buttresses and lancet windows. The chapel possesses significance as a fairly typical example of an early- to mid-19th century institutional religious building and is illustrative of contemporary ideas of moral treatment, where religious observance was considered an essential part of patient care and wellbeing. As with mortuary, it shares strong group value with the other surviving 19th century asylum buildings and landscape features on the site, but the hardstanding, car parking and temporary buildings in the chapel's immediate setting detract from the building's prominence and the ability to appreciate its heritage significance.
- 10.22 The collective heritage significance of the historic hospital site is further enhanced by the survival of several associated 19th century and early-20th century ancillary buildings within the grounds, which meet the criteria for being curtilage listed. These include a former laundry, apple storage house, stables, farmhouse and a garden pavilion. Of these, the oldest part of the former laundry, apple house, and pavilion are of greatest architectural interest, but to have so many elements of an historic asylum

site survive is rare, and all contribute positively to our understanding of how the site operated in the 19th and early 20th centuries.

Impact of the proposals on heritage significance, and the magnitude of any harm caused

- 10.23 The works proposed to the exterior of the Grade II listed Gate Lodge and the adjacent wall and gate piers includes repairs to existing original leaded light windows, minor roof repairs, the replacement of defective leadwork, masonry cleaning and stonework repairs to the elevations, and the repair and replacement of defective rainwater goods, and refurbishment of the existing timber front door. Masonry cleaning is also proposed. The schedule of works to the listed building has been informed by a detailed survey of the condition of the building, and has been appropriately specified. Should consent be granted, conditions should be applied securing the submission and approval of mortar and stone samples for the repairs, samples of the the new cast iron rainwater goods and low level iron vents, as well as large-scale drawn details and a manufacturers' specification for any replacement windows that may be required should any of the noted opening lights be beyond repair, to ensure these closely match the existing historic fabric of the listed building in appearance. It is also recommended that a condition should be applied requiring a 1m² trial area of the proposed method of masonry cleaning is carried out and approved prior to the whole building being cleaned, to ensure the chosen method does not damage the face or carved detailing of the stonework. However, subject to these conditions, it is considered that these works would result in a clear enhancement to the significance of the listed building, both improving its appearance, which is currently somewhat tired, and helping to ensure the building is watertight and in a suitable condition for continued use, which is in the interest of its long-term preservation.
- 10.24 The proposal to record, carefully dismantle and then rebuild parts of the listed garden wall, to introduce a damp proof course below the coping, would cause a low level of less than substantial harm, with a risk of damage to the original stone during the course of dismantling. However, the new damp proof course would help with water shedding, which would improve the condition of the wall in the long-term, and the benefits of reintroducing cast iron railings and a gate to the wall in a design based on the original lost railings would result in a clear enhancement to the listed wall.
- 10.25 Overall, the proposed works to the Grade II listed Gate Lodge and adjacent garden walls would result in a moderate to high enhancement to its significance. The works are also considered to result in a low level of enhancement to the significance of the other listed and curtilage-listed structures on the site, as well as the non-designated remnant historic landscape, on account of the group value they share.
- 10.26 The programme of repair works proposed to the curtilage-listed high stone boundary walls surrounding the site are similarly considered to be beneficial, both to the significance of the Grade II listed main Hospital Building (to which the walls are curtilage listed), and to other associated heritage assets on the site all of which are enclosed within and share a strong visual connection to the boundary wall.
- 10.27 The introduction of a new pedestrian gate in the northern boundary wall, near to the Grade II listed Gate Lodge would result in the loss of a localised section of original masonry. However, its design and location is based on archival information dating to 1837 which shows proposals for an unrealised set of gates in the same location, and therefore overall the magnitude of harm caused is only a low level of less than substantial harm.

- 10.28 The localised demolition of small sections of historic boundary walls to the south of the main lawn would, again, cause a low level of less than substantial harm. However, elsewhere on the site, larger sections of these walls that have previously been subsumed within the fabric of modern buildings would be revealed when the buildings are removed, with works proposed to make good and infill some non-original openings that have been made in them, which would be beneficial to the ability to appreciate their extent and historic and architectural special interest.
- 10.29 The Farmhouse proposed to be demolished dates from the late-19th century and was designed and built by the Organ Brothers, who were local Oxford builders, based on the Cowley Road. It was built to form part of a farmstead where male patients worked as a form of therapy, as well as serving a practical purpose of providing food for the hospital, and therefore provides some of the only remaining physical evidence on the Warneford site of this popular contemporary approach to mental health treatment. However, in its current setting the legibility of the building's former use is greatly eroded, and of all the surviving curtilage listed ancillary structures it is of the least architectural interest. Therefore, whilst the total loss of the Farmhouse would result in harm to the Grade II listed main hospital building and the other surviving 19th century asylum buildings with which it shares group value, our understanding of the operation of the asylum in the 19th century, the harm caused would be a relatively low level of less than substantial harm.
- 10.30 Similarly, whilst Green Tree Lodge holds some historic value through its function as part of the 19th century 'country house' model of asylum, its legibility as a former stable has been substantially eroded due to the level of alteration that has occurred both internally and externally, including the introduction of domestic scaled windows in the eastern elevation. Therefore, even accounting for the cumulative impact of the loss of both the Farmhouse and former stables, the harm arising from these demolitions is considered to be at most a low to moderate level of less than substantial harm.
- 10.31 The 19th century pavilion building was constructed as a place of shelter and recreation within the landscaped grounds of the hospital, and was later used as a sports pavilion. Although modest in scale, it retains attractive decorative elements including decorative roof tiles, barge boards and a veranda, demonstrating the high level of consideration given to the design of the asylum buildings and providing the structure with a good deal of aesthetic value. The pavilion is a rare survival of this type of building in an asylum setting, but is in very poor condition and requires considerable investment and refurbishment to bring it back into use. Therefore, whilst dismantling it temporarily to move it elsewhere in the garden risks some further damage to the historic fabric and would also result in a degree of harm due to the loss of its original location, this does offer a unique opportunity for comprehensive repair and sensitive refurbishment. Therefore, the harm caused to the Grade II listed hospital building (to which it is curtilage listed) and the other associated heritage sets with which it shares group value, is considered to be balanced by the benefits, and overall the proposals would have a neutral impact. Notwithstanding this, it would be important to ensure the work to the structure is carried out in a careful manner in line with best conservation practices, and to this end a condition should be applied to consent, if granted, requiring the submission and approval of a detailed method statement for the building's dismantling, temporary safe storage on site, and reconstruction.

Justification for the harm identified

- 10.32 As identified above, a low level of less than substantial harm would be caused to the Grade II listed garden boundary wall adjacent to the Gate Lodge as a result of carefully dismantling sections of it to fit a damp proof course beneath the coping. However, this harm is considered to be clearly and convincingly justified because the new damp proof course is required to help with water shedding, which the wall does poorly at present, and will continue to exacerbate its deterioration if not addressed.
- 10.33 The low level of less than substantial harm that would be caused as a result of the introduction of a new pedestrian entrance in the northern boundary wall from Warneford Lane is clearly and convincingly justified in the interest of delivering improved wayfinding and accessibility for the site's users, which was supported by the ODRP panel.
- 10.34 Furthermore, having discussed the layout of the wider redevelopment of the site extensively at pre-application stage, and in particular the siting of the relocated POWIC building, Officers are satisfied that the demolition of the Farmhouse, Green Tree Lodge, and some small sections of historic boundary wall, which occupy strategic positions in terms of their proximity to Roosevelt Drive and the large area of land that is currently underutilised and is the proposed location for the new hospital and research and development building, is justified to successfully deliver the wider scheme.

Whether the harm is caused is less than substantial and there are sufficient public benefits to outweigh it

- 10.35 In all instances the harm caused is less than substantial in magnitude.
- 10.36 The harm caused to the Grade II listed garden wall adjacent to the Gate Lodge would be easily outweighed by the heritage benefit that would arise from its repair and the reinstatement of cast iron railings and a gate to match the originals that have been lost.
- 10.37 The harm arising from the introduction of the pedestrian gate in the northern boundary wall would be outweighed by the benefit of improving wayfinding and access to the site from Warneford Lane as part of the wider redevelopment scheme, which, providing a new state-of-the-art mental health hospital and research facility, offers a substantial level of public benefit that clearly outweighs both the low level of harm arising to the boundary wall and that stemming from the demolition of the curtilage-listed Farmhouse, former stables, and small sections of boundary wall.

11. CONCLUSION

- 11.1 Whilst Officers have identified that aspects of the proposals would result in less than substantial harm to the Grade II listed Warneford Hospital building as a result of works of alteration and demolition to curtilage-listed structures; to the Grade II listed Gate Lodge and Boundary Wall stemming from works to introduce a damp proof course; and to the Grade II listed Chapel, Mortuary, and Nurses' Home, and the non-designated remnant historic landscape because of some erosion of the group value they share due to works of demolition, each harmful intervention has been clearly and convincingly justified, and there would be sufficient public benefits stemming from the proposals and the wider redevelopment they are associated with, to outweigh the less than substantial harm, having regard for the great weight that must be given to the preservation of designated heritage assets.

- 11.2 It is therefore considered that the proposed development would meet the objectives of policies DH3, DH4 and DH5 of the adopted Oxford Local Plan 2036. In addition, the proposals for which Listed Building Consent is being sought are considered to meet the principles of planning policies set out in section 16 of the National Planning Policy Framework, and in granting Listed Building Consent, subject to the recommended conditions, it is considered that the Local Planning Authority would meet the duty placed upon decision makers in section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which seeks to “ pay special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.
- 11.3 It is recommended that the Committee resolve to grant Listed Building Consent for the development proposed subject to the recommended conditions set out in section 12 of this report.

12. CONDITIONS

1. Time Limit

The works permitted shall be begun not later than the expiration of three years from the date of this consent.

Reason: In accordance with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in accordance with policy DH3 of the Adopted Oxford Local Plan 2036

2. Works as approved only

This Listed Building consent relates only to the works specifically shown and described on the approved drawings. Any other works, the need for which becomes apparent as alterations and repairs proceed, are not covered by this consent and details of any other works must be submitted to the council as Local Planning Authority and approved before work continues.

Reason: For the avoidance of doubt and to protect the special interest of the historic building in accordance with policies DH3 and DH4 of the adopted Oxford Local Plan 2036

3. Historic Building Recording

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

The scope of the archaeological investigation should consist of a Level 4 historic building report (Historic England 2016 Understanding Historic Buildings) for those historic buildings being demolished, a Level 3 record for Gate House which is to be refurbished and a Level 2 record for the works to the perimeter walls. The

historic building recording should be undertaken by a professionally qualified archaeologist working to a brief issued by the Local Planning Authority.

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, including early modern historic fabric, in accordance with policies DH3 and DH4 of the adopted Oxford Local Plan 2036.

4. Scope of repairs to boundary wall

The scope of repair works to be carried out to the historic boundary wall shall be carried out strictly in accordance with the drawings and *Perimeter Wall Conditions Survey* (Brink Architects, Revision D May 2025) hereby approved, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the extent of repair works is appropriate, in the interest of preserving the historic fabric and significance of the listed and curtilage-listed boundary wall, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

5. Stonework repairs - samples

Samples of the stone(s), mortar(s), render and any other materials proposed to be used for the approved stonework and façade repairs to the listed Gate Lodge and all boundary walls on the Warneford site shall be made available for inspection on site and approved in writing by the Local Planning Authority before the start of relevant works on the site and only the approved materials shall be used. This shall include a sample panel, no larger than 0.5m x 0.5m, of repointing demonstrating texture, colour and finished appearance that shall be retained and serve as a reference point of a minimum standard of work.

Reason: To enable the Local Planning Authority to give further consideration to the appearance of the approved works, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

6. Stone cleaning – sample panel

A sample panel no larger than 1m x 1m of the proposed method(s) of stonework cleaning shall be undertaken on site and made available for inspection, and approval in writing, by the Local Planning Authority before the start of relevant works. Only the approved method(s) shall be used.

Reason: To ensure that the methods employed do not have an adverse impact on the historic fabric, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

7. Rainwater goods and vents – samples

Samples of the new rainwater goods and low level iron vents to be installed on the listed Gate Lodge shall be made available for inspection on site and approved in writing by the Local Planning Authority before they are installed on the building, and only the approved products shall be installed, unless otherwise agreed in

writing by the Local Planning Authority. These should illustrate the profiles of the rainwater goods and the proposed colour and finish of the items.

Reason: To enable the Local Planning Authority to give further consideration to the appearance of the approved works, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

8. Windows – further details

Manufacturer's specifications and, if required, samples of any new windows or leaded lights to be installed in the listed Gate Lodge shall be made available to, and approved in writing by, the Local Planning Authority before they are installed.

Reason: To ensure these have an appropriate appearance in the interest of preserving the significance of the listed building, in accordance with Policy DH3 of the adopted Oxford Local Plan 2036.

9. Railings and garden gate – further details

The following details of the new railings and gate to the front of the Grade II listed Gate Lodge shall be submitted to, and approved in writing by, the Local Planning Authority prior to the installation of the railings and gate, and the works shall be carried out strictly in accordance with the approved details only:

- a) elevation drawings of the new railings at a scale of at least 1:20
- b) either by sample or by large-scale drawings, profiles and sections of the different elements of the new railings and gate
- c) material, colour and finish of the new railings
- d) fixings of the new railings and gate to the boundary wall

Reason: To enable the Local Planning Authority to give further consideration to the detailed appearance of the approved works, in the interest of protecting the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

10. Northern access gate – further details

The following details of the new pedestrian gate in the northern boundary wall shall be submitted to, and approved in writing by, the Local Planning Authority prior to commencement of relevant works, and the works shall be carried out strictly in accordance with the approved details:

- a) Large-scale (i.e. 1:10 or 1:5) drawn details of the proposed new masonry posts;
- b) either by sample or by large-scale drawings, profiles and sections of the different elements of the new bespoke metal gate and railings;
- c) stone samples for the new gate posts;
- d) samples of the metal, glass and vitreous enamel to be used for the bespoke metalwork, gate and overthrow lamp, demonstrating colour and finish.

11. Demolition method statements

No elements of demolition shall be carried out to the pavilion or any modern buildings attached to the curtilage-listed boundary wall before the following are submitted to, and approved in writing by, the Local Planning Authority:

- a) A contractor's method statement(s) for the demolition of all modern buildings attached to sections of the historic boundary walls clearly demonstrating how the historic fabric of the walls will be protected from harm during the course of the demolition works;
- b) A detailed contractor's method statement for the dismantling and rebuilding of the pavilion. This method statement shall include, but not be limited to
 - (i) a photographic and drawn record of all elements to be dismantled, including elevations, sections, details, and numbered stone/brick/structural timber schedules;
 - (ii) a systematic numbering and tagging system for each component to ensure accurate reassembly of the building in its new location;
 - (iii) details of storage arrangements, including where the materials will be stored, including environmental controls, security and protection measures to prevent damage, decay or loss prior to and during reconstruction;
 - (iv) A precise reinstatement methodology, demonstrating how each element will be reconstructed in its original location, orientation and sequence within the building, using traditional materials and techniques that match the existing fabric;
 - (v) Specification of any repair, consolidations or replacements proposed, with justification and details of materials and workmanship;
 - (vi) Supervision arrangement, demonstrating the work will be carried out and overseen by suitably qualified conservation professionals.

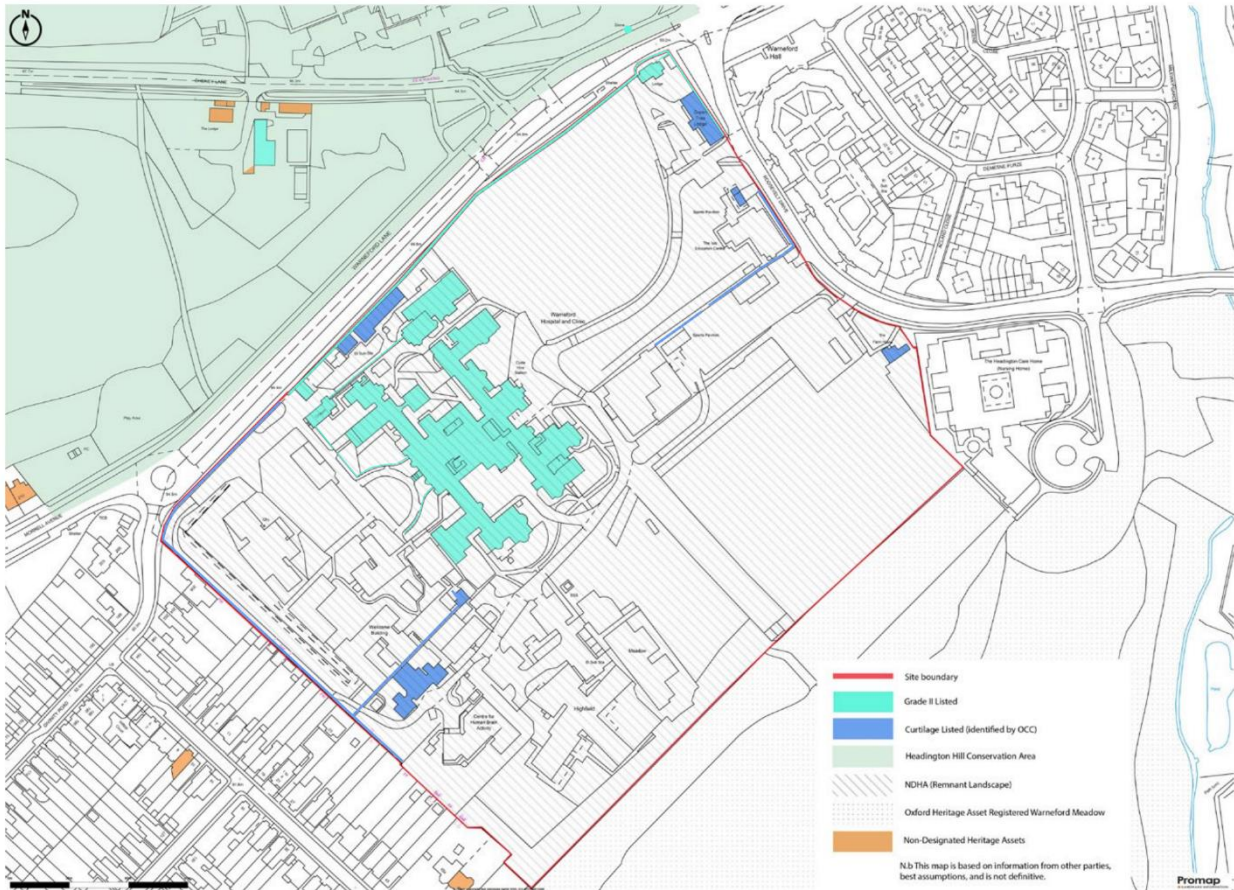
The work shall be carried out strictly in accordance with the approved method statements.

Reason: To ensure that no undue harm is caused to the historic fabric of the walls or pavilion, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

13. APPENDICES

Appendix 1 – Site location plan

Appendix 2 – Heritage asset location plan taken from p.5 of the submitted Built Heritage Statement (Donald Insall Associates Ltd, June 2025).



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 listed building consent, officers consider that the proposal will not undermine crime prevention or the promotion of community.

Oxford Planning Committee

21st April 2026

Application number: 25/02642/FUL

Decision due by 4th December 2025

Extension of time 24th April 2026

Proposal Amalgamation and extension of two basement flats to form one flat. Enlargement of front and rear lightwells. Demolition of ground floor rear conservatory and ground floor side lean-to. Erection of a two storey rear side extension. Erection of a single storey rear extension. Alterations to fenestration. Alterations to driveway and associated landscaping and boundary treatments. Provision of bin and cycle storage. (Amended description) (Amended plans)

Site address 10 Park Town, Oxford, Oxfordshire OX2 6SH – see **Appendix 1** for site plan

Ward North Ward

Case officer Eva Bryant

Agent: Mr Kieron Roberts **Applicant:** Araminta Hoyer Millar

Reason at Committee This application was called in by Councillors Fry, Pressel, Taylor, Chapman, Munkonge and Corais due to its impact on the neighbouring property and the impact on the significance of the listed building and conservation area.

1. RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject to the required planning conditions set out in section 12 of this report and grant planning permission.

1.1.2. **agree to delegate authority** to the Head of Planning and Regulatory 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 and Regulatory Services considers reasonably necessary.

2. EXECUTIVE SUMMARY

- 2.1. This report considers the amalgamation of the two basement flats on the site to form one single separate basement flat. This is also proposed to be enlarged via excavation and enlargement of lightwells. The main dwelling, occupying the ground, first and second floors, is also proposed to be altered through the demolition of an existing lean-to and conservatory, and the erection of a two-storey side and rear extension, and the erection of a replacement 'conservatory-style' single-storey rear extension. Associated landscaping is also proposed with this application, including changes to the layout of the driveway, and construction of bin and bike stores.
- 2.2. Officers recommend that the proposal is acceptable in principle and with regards to its design and impact on designated heritage assets, subject to the recommended conditions. The proposal would not cause unacceptable harm to the amenity of residential neighbours and would be acceptable in terms of its impact on trees, ecology, biodiversity, flooding and drainage. As such it accords with Policies H5, H15, H16, RE2, RE3, RE4, DH1, DH3, DH4, G2 and G7 of the Oxford Local Plan 2036.
- 2.3. The emerging Oxford Local Plan 2045 commenced Regulation 19 consultation beginning 30th January 2026. The NPPF gives guidance on when weight can be attached to policies in emerging Local Plans. At paragraph 49 the NPPF states that local planning authorities may give weight to relevant policies in emerging plans according to:
 - a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
 - b) the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
 - c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

The policies in the emerging plan are a material consideration, however they have very limited weight at this stage of the process. Notwithstanding this, the proposal accords with Policies H6, HD9, HD10, HD2, G7, R5, G8, G1, G6, HD1, HD3 and HD5 of the emerging Oxford Local Plan 2045.

3. LEGAL AGREEMENT

- 3.1. This application is not subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

- 5.1. The application site is located to the east of Banbury Road, within the planned estate of Park Town and the North Oxford Victorian Suburb Conservation

Area (NOVSCA). Park Town, which was designed by Samuel Lipscombe Seckham, dates from 1853 and comprises four groups of houses, all of which are grade II listed, sited around three ornamental pleasure grounds which are a grade II registered park and garden. The grounds are landscaped with trees and flowering shrubs and are used as communal gardens for the residents of Park Town.

- 5.2. No.10 Park Town is part of the western part of Park Town, where the villa-style homes are detached and rise to three-storeys in height. No. 10 itself is designed in an Italianate architectural style, with a red brick exterior accented by stone detailing which is unusual within Park Town.
- 5.3. The home was originally built by and for a prominent local builder, James Gardiner, and since its construction has seen a number of uses, including use as a school, an orphanage, and was later associated with the prominent Photographer, Sarah Acland, for whom a blue plaque has been sited on the building.
- 5.4. Despite the variety of uses, a substantial amount of the buildings original internal and external fabric and features, and its original planform have survived. With the exception of the lower ground floor where the original planform has suffered the most alteration as a result of the subdivision into two separate residential units.
- 5.5. The plan of the property aligns closely to the c.1910 District Valuation, with a belvedere tower at third floor level, four bedrooms, a bathroom and separate wc at second floor level, four bedrooms, a bathroom and separate wc at first floor level, and a kitchen, lounge, wc, storeroom and double drawing room at ground floor level. At lower ground level the current layout is as two flats, each with a living room, kitchen, bathroom and bedroom, rather than the kitchen, scullery and storerooms described in 1910.
- 5.6. This lower ground floor layout results from a 1980s permission for the subdivision of the basement to form a separate residential unit, and then later in the early 1990s for the basement to be subdivided to create two separate residential units. This layout and use, of the main dwelling and two separate basement level flats, therefore constitutes the lawful use of the site.
- 5.7. Aside from this subdivision other alterations to the site include a two-storey extension to the south-western elevation of the property, which has meant that the previously detached property was built up to the boundary with 8 Park Town. This range was added at circa 1904-05 and includes the main entrance to the dwelling as well as an arched garden gateway. In the 19th century a storey 'lean-to' style store was added to the north-western side elevation, alongside a now lost glasshouse. At the rear of the dwelling a mid-twentieth century conservatory has also been added. A detached shed of unknown date is located at the south-eastern end of the rear garden.
- 5.8. To the rear of the application site is the 1960s building of the Maison Française, an institution established for cultural exchange and academic

research, and recognised by the University of Oxford as an associated institution.

5.9. The significance of 10 Park Town lies in the group value it holds as part of the Park Town Estate and wider NOVSCA, which evidence the history of Victorian suburban residential development. It has high historic significance due to its strong associations with notable occupants, including academics, educational and charitable institutions, and Sarah Acland, a pioneer of colour photography, as well as with the influential architect Samuel Seckham and the high-quality builder James Gardiner. Architecturally, the building has a well-preserved planform and external and internal features, which contribute to the character of Park Town, evidence the wealth and status of its original occupants and demonstrate the 19th- and early-20th-century social hierarchy and patterns of domestic life.

5.10. The site is not located in a Flood Zone.

5.11. See block plan below:



6. PROPOSAL

6.1. The application proposes the amalgamation of the two existing basement flats to form a single self-contained basement flat. The internal alterations required for this amalgamation would not in themselves require planning permission, although an extension to the rear of this flat and enlargement of its access lightwells are included in the application.

- 6.2. The application proposes the demolition of an existing single-storey 'lean-to' on the north-eastern side elevation and the demolition of a brick and glass single-storey conservatory on the rear elevation.
- 6.3. At the rear of the property a single-storey extension is proposed, to replace the existing conservatory. This would have a flat-roof and an 'orangery' style design and would constitute a small enlargement in comparison to the floorspace provided by the existing structure.
- 6.4. Also at the rear of the property, a two-storey side extension is proposed. This would extend 2.03 metres along the south-western boundary with No. 8.
- 6.5. At the front and rear of the property, new and enlarged lightwells are proposed. On the south-western side of the site a new glass-covered lightwell is proposed, while enlargements are proposed to two existing lightwells on the eastern side of the site. These lightwells would include access and would be enclosed by new railings. An access lift is also proposed to be installed within the lightwell at the front of the property.
- 6.6. Within the roof at the rear of the property, an existing flat-roof dormer window is proposed to be replaced with a pitched-roof dormer window.
- 6.7. Other changes are also proposed to the fenestration including the insertion of a new window on the front of the property, in place of an existing gated opening. Throughout the property the application proposes the renovation of all windows, with the existing glass replaced with double-glazed panes.
- 6.8. Additional landscaping is proposed within this application, including the removal of a small group of young trees at the rear of the property in order to facilitate the enlargement of a lightwell in this position. Additionally, at the front of the property changes are proposed to the layout of the driveway with new planting and parking areas.

7. PLANNING HISTORY

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

87/01226/NFH - Change of use of domestic basement to flat. PER 21st December 1987.

87/01234/U - Application for Established Use Certificate for use of 2nd floor as flat (not self-contained). WDN 5th January 1988.

90/01077/L - Listed Building consent for glazed way against boundary with No.12 Park Town and rebuilt glazed fanlight to living room. Internal alterations to basement to convert to 2 flats. PER 25th March 1992.

90/01078/NFH - Change of use of basement from storage/ancillary rooms to main house to 2 flats. Glazed covered way against boundary with No.12 Park Town and rebuilt glazed fanlight to living room. PER 25th March 1992.

97/01317/CAT - Remove elm in the North Oxford Victorian Suburb Conservation Area. RNO 5th August 1997.

07/01244/CAT - Fell holly tree in the North Oxford Victorian Suburb Conservation Area at 10 Park Town. RNO 2nd July 2007.

09/02017/CAT - Fell x2 Cherry trees in the North Oxford Victorian Suburb Conservation Area. RNO 29th October 2009.

16/00570/LBC - Installation of memorial plaque to commemorate Sarah Acland. PER 28th April 2016.

25/00590/CAT - Fell 1no. Monkey Puzzle tree as specified by Tree Frontiers Ltd in the North Oxford Victorian Suburb conservation area. RNO 23rd April 2025.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Emerging Local Plan
Principle	Paragraphs 11, 61, 129, 135(a) and 135(f)	S1 – Presumption in favour of sustainable development H5 – Development involving loss of dwellings H15 – Internal space standards H16 – Outdoor amenity space standards RE2 – Efficient use of land	S1 – Spatial strategy and presumption in favour of sustainable development H6 – Development involving loss of dwellings HD9 – Internal space standards for residential development HD10 – Outdoor amenity space HD2 – Efficient use of land
Design	Paragraph 135	DH1 – High quality design and placemaking	HD1 – Principles of high-quality design
Conservation/Heritage	Paragraphs 210 and 212-215	DH3 – Designated heritage assets DH4 – Archaeological remains	HD3 – Designated heritage assets HD5 - Archaeology

Amenity	Paragraphs 135(a) and 135(f)	H14 – Privacy, daylight and sunlight	HD8 – Privacy, daylight and sunlight
Natural environment	Paragraphs 136, 187 and 193	G2 – Protection of biodiversity and geo-diversity G7 – Protection of existing Green Infrastructure features	G1 – Protection of Green Infrastructure G6 - Protecting Oxford's Biodiversity including the ecological network
Miscellaneous	Paragraphs 181 and 182	RE3 – Flood risk management RE4 – Sustainable and foul drainage, surface and groundwater flow	G7 - Flood Risk and Flood Risk Assessments (FRAs) G8 – SuDS R5 – Water resource and quality

9. CONSULTATION RESPONSES

- 9.1. Site notices were displayed around the application site on 24th October 2025 and an advertisement was published in The Oxford Times newspaper on 30th October 2025.
- 9.2. Following the submission of revised plans and further information by the applicant, the application has been through further consultation. Pink site notices were displayed around the application site on 20th December 2025 and an advertisement was published in The Oxford Times newspaper on 8th January 2026, and a final consultation was carried out in March with site notices and an advertisement published in The Oxford Times on the 5th March 2026.
- 9.3. Minor revisions were submitted to officers on 2nd April 2026 to show the retention of stone balustrades and the external staircase at the front of the property, and to show internal ceiling heights retained. This constitutes an overall reduction in development and further consultation would not be required.

Statutory and non-statutory consultees

- 9.4. William Lucy Way Residents Association – no comments received.

The Gardens Trust - We have considered the information provided and we do not wish to comment on the proposals at this stage. We would, however, emphasise that this does not in any way signify either our approval or disapproval of the proposals. If you have any further queries, please contact us at this email address. We would be grateful to be advised of the outcome of the application in due course.

Public representations

- 9.5. One public representation (8 Park Town) was received in objection to the application
- 9.6. In summary, the main points of objection were:
- Incorrect application form submitted
 - Issues in relation to boundary and ownership
 - Overshadowing and overbearing impact of proposed rear western extension
 - Loss of detached nature of dwellings
 - Harm to stone quoins of application dwelling
 - Impact of basement excavation on character of application site and stability of neighbouring properties
 - Harm to appearance of the listed building resulting from enlarged lightwells
- 9.7. Two public representations (37 Park Town and 52 Park Town) were received in support of this application
- 9.8. In summary the main points of support were:
- Support for repair and renovation of the building
 - Proposed works constitute a sensible approach to updating historic buildings for modern living
- 9.9. Two local amenity groups, the Park Town Trust and Oxford Preservation Trust, commented on this application.
- 9.10. In summary, comments from one amenity group (Oxford Preservation Trust) were:
- Design of railings should follow the North Oxford Railings Guide
- 9.11. In summary, the main points of objection (Park Town Trust) were:
- Harm to listed building from loss of original form, harm to stone quoins and reduction of gap between neighbouring properties
 - Impact of railings for new lightwells in street scene
 - Concern regarding detailing of fenestration for the garden room extension

Second consultation

- 9.12. Following the submission of revised plans further comments were received (8 Park Town) in objection to the application:

- Inaccurate plans
- Issues in relation to boundary and ownership
- Loss of detached nature of dwellings
- Poor visual relationship between 8 and 10 Park Town resulting from rear western extension
- Overbearing effect of proposed side extension
- Amenity concerns around basement construction
- Harm to listed building from alterations to existing side extension
- Harm to listed building from loss of existing glasshouse greenhouse
- Harm to listed building from changes to rear dormer
- Harm to listed building from changes to driveway layout

Third consultation

9.13. Following the submission of further revised plans, comments were received from one amenity group and one public representation was made.

9.14. The main points of objection (Park Town Trust) were:

- Continued objection to the loss of original form of the house
- Continued objection to the loss of detached character of house

9.15. The main points of objection (8 Park Town) were:

- No justification for proposed extension
- Tunnelling effect from proposed side extension
- Harm to both listed buildings resulting from proposed side extension
- Detailing of proposed parapet unclear and relates poorly to both listed buildings
- Amenity concerns around construction
- Confusion around amended plans

Officer response

9.16. Comments regarding the design and scale of the proposal as well as its impact upon the conservation area, listed building, and neighbouring properties are addressed within the following report.

9.17. The application form originally submitted with this application was a 'householder' application form. However, article 2 (b) of the Town and

Country Planning (Development Management Procedure) (England) Order 2015 specifically excludes development which involves an application to change the number of dwellings in a building from the definition of householder development. An application for 'full' planning permission has been submitted and a new consultation carried out on this basis.

- 9.18. Certificate A has been submitted with the application, confirming that the applicant has ownership of all land to which the application relates, and amended plans have been submitted correcting the boundary line on existing and proposed plans. The Local Planning Authority is entitled to rely on the information submitted with an application and has no reason to doubt the accuracy of the certificate for the purposes of determining this application. Any matters relating to land ownership, boundary position or private access rights are civil matters and do not form part of the planning assessment.
- 9.19. As is noted in the representations received, part of the parapet detailing of the existing 1904–05 side extension oversails the boundary with No. 8 Park Town. To ensure that the proposed development is contained entirely within the applicant's land, the extension at this boundary would not replicate this detailing.
- 9.20. Officers have measured the submitted plans against plans held by the Council for development undertaken at 8 Park Town. Both sets of elevation plans align, with No. 10 shown to have an overall height approximately 2 metres above that of No. 8 (at the boundary). Officers have also undertaken site visits to both properties and consider that the submitted plans accurately reflect existing built form and can be used to assess the impact of this proposal.
- 9.21. Given that the works proposed include excavations in close proximity to a number of listed buildings and within a relatively constrained site with close residential neighbours, it is considered proportionate to ensure appropriate construction management via condition 15.
- 9.22. In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accords with the Development Plan and national planning policy objectives. This includes, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application.

10. PLANNING MATERIAL CONSIDERATIONS

- 10.1. Officers consider the determining issues to be:
 - i. Loss of Dwelling
 - ii. Design and Impact on Designated Heritage Assets
 - iii. Impact on Archaeology

- iv. Impact on Neighbouring Amenity
- v. Impact on Protected Trees
- vi. Ecology
- vii. Flooding and Drainage
- viii. Planning Balance

i. Loss of Dwelling

- 10.2. Usually the internal re-configuration of flats/dwellings would not be classed as development as per Section 55 of The Town and Country Planning Act 1990. However, case law such as the Richmond Case (2000) and Kensington Case (2016) have established that local planning authorities can consider the effects of amalgamation on housing supply when determining whether such works constitute a material change of use. Given the acute shortage of housing in Oxford, and the cumulative impact of amalgamation on housing supply, the Council requires planning permission to be sought for development involving the amalgamation of dwellings, even where no external works are proposed.
- 10.3. Policy H5 of the Oxford Local Plan 2036 states that planning permission will not be granted for any development that results in the net loss of one or more self-contained dwellings on a site, including family homes (loss of an HMO converted from a self-contained dwelling would be considered a loss of a self-contained dwelling), except in one of the circumstances outlined in the policy.
- 10.4. In the case of this proposal, the applicant has submitted an application for the change of use of the two lower ground floor flats to create one lower ground floor flat. Officers consider that this change would be material and the application needs to be assessed against the above-mentioned development plan policies. In making this assessment, it is important to consider that the property was originally built as a single dwellinghouse, but was modified subsequently, to create first a single separate basement level flat, and later two independent units at basement level. Planning permission was sought and granted for this subdivision in 1992 (reference 90/01078/NFH), and this layout therefore represents the continued lawful use of the site.
- 10.5. Policy H5 outlines certain instances in which a net loss of dwellings is considered acceptable. This includes:
- a) where essential modernisation is proposed to make living accommodation acceptable and it can be shown that loss of a unit is essential for operational reasons or to secure space standards; or
 - b) Change of use of a C3 dwelling or dwellings to a non-self-contained C2 extra care, specialist or supported housing, sheltered accommodation or care home is proposed; or

- c) a change of use of a dwelling to form a primary health care facility, children's nursery or community hub providing community benefits and for which the applicant can demonstrate a local need.
- 10.6. Assessed against these rules for exception, it is clear that neither case (b) or (c) apply, as the unit would continue to be used as a dwelling (Use Class C3).
- 10.7. Turning then to part (a) of the policy; as outlined in Policy H15 of the Local Plan, Oxford has adopted the MCHLG's Nationally Described Space Standards in order to ensure that homes in the city provide good quality living accommodation for residents. This is therefore the relevant criteria against which the lower-ground floor level flats should be measured.
- 10.8. Measurements of the larger of the two flats (occupying the southern half of the floor space) shows that the internal space measures at 53.5m², meeting and exceeding the space standards for a one-bedroom (two person) single storey dwelling. Measurements of the smaller of the two flats demonstrate an internal floor space of 44.2m², which meets and exceeds the space standards for a one-bedroom (one person) single storey dwelling.
- 10.9. Therefore, whilst at present the flats are dated and neglected, and modernisation and improvements are required to bring them to a suitable standard, such as to meet current fire regulations, improve light quality, and provide direct access to amenity space, at present it is considered that such changes could be made without the need to amalgamate the dwellings.
- 10.10. Accordingly, the proposal does not fall within any of the exceptions set out in Policy H5, and the resulting loss of a single dwelling conflicts with policy.
- 10.11. However, in exercising its functions the Council must have due regard to the Public Sector Equality Duty (Equality Act 2010, s149). This requires that decision makers give due regard to the need to eliminate discrimination, advance equality of opportunity, and foster participation in public life. The Public Sector Equality Duty is a duty of due regard and the weight given to it is a matter for the decision-maker.
- 10.12. In this instance the applicant has provided evidence to the Council demonstrating that occupation of the property by a person with a protected characteristic requires reconfiguration of the property at lower-ground level to form a single dwelling of a suitable size and layout. This includes the need for adapted kitchen and bathroom facilities, widened doorways and level access throughout, the installation of a lift for independent access, as well as additional space for support staff or carers.
- 10.13. Having reviewed the submitted confidential information, officers are satisfied that the proposed amalgamation is reasonably necessary to meet the occupier's needs, and that those needs cannot be met through a less harmful alternative that would avoid the loss of a dwelling.
- 10.14. Having considered the above, while significant weight is given in favour of Policy H5, having due regard to the Council's duties under section 149 of the

Equality Act 2010, and on the basis of the specific and evidenced circumstances of the applicant, officers consider that there are material considerations which outweigh the conflict with Policy H5 in this instance.

ii. Design and Impact on Designated Heritage Assets

- 10.15. Policy DH1 of the Oxford Local Plan 2036 states that planning permission will only be granted for development of high-quality design that creates or enhances local distinctiveness. Proposals must be designed to meet the key design objectives and principles for delivering high quality development, set out in Appendix 6.1.
- 10.16. Policy DH3 of the Oxford Local Plan 2036 states that planning permission will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance character and distinctiveness of the heritage asset and locality. For all planning decisions, 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. Where a development proposal will lead to less-than-substantial harm to a designated heritage asset, this harm must be weighed against the public benefits of the proposal, which should be identified by the applicant.
- 10.17. Externally the works proposed in this application amount to the demolition of two existing structures, a single-storey 'lean-to' on the eastern side elevation, and a twentieth century conservatory on the rear elevation. Extensions are proposed to the basement unit, a single-storey orangery-style 'garden room' is proposed at the rear of the property, and a two-storey extension is proposed on the rear-side elevation adjacent to the boundary with 8 Park Town. Other works include alterations to a dormer within the rear roof elevation, changes to the glazing and fenestration throughout, the creation of enlarged and altered lightwells at the front and rear of the building, and landscaping of the driveway.

Two-storey rear side extension

- 10.18. The existing two-storey extension was constructed circa 1904-1905 during Sarah Acland's occupancy, to designs by Langland Cole and has moderate heritage significance for its association with Sarah Acland and its fairly successful design, architectural qualities and relationship to the principal listed building. The proposal to extend it rearwards with a new two-storey extension 2.03m in depth, would conceal part of the original west side elevation of the principal building and would result in the loss of part of the brickwork at ground floor level adjacent to the chimney through the creation of a new jib doorway into the new kitchen, causing a low level of less than substantial harm to the listed building.
- 10.19. While the proposed new two-storey extension would increase the massing of the existing extension, it would retain subservience to the principal building by being set in from the rear elevation and stone quoins and maintaining the same lower parapet height.

- 10.20. Existing development has closed the original gap between 10 and 8 Park Town, and it is appreciated that when the rears of the properties are viewed, it could be perceived that the properties are semi-detached rather than detached due to their existing siting and relationship. However, when seen in context with the wider plots and front elevations, the original detached nature of the buildings can be readily appreciated.
- 10.21. This element of the proposed works would be substantially screened from public view with only distant and glimpsed views of the site possible, during winter months, from Norham Road. Within this context it is considered that the two-storey rear extension whilst increasing the depth of the rear extension, would not make a discernible difference to the ability to appreciate and understand the detached nature of the buildings in comparison to the existing situation, nor would it impact on the ability to appreciate the architectural significance of both 10 and 8 Park Town or the special interest and significance of the wider Park Town estate. Therefore, the setting of 8 Park Town and the special character and appearance of the NOVSCA would not be adversely impacted by its siting, massing and size.
- 10.22. The existing ground floor arched opening on the front elevation would be retained and infilled with an arched window to replicate the existing arched window on the rear elevation. The existing gated passageway which runs through this arched opening would be infilled to become part of the internal floor area, and the ground floor arched window and first floor sash window in the existing rear elevation reused in the new rear elevation. The ground floor passageway, whilst providing some visibility through to the rear garden of No.10 if stood up close to it, does not make a meaningful contribution to the detached appearance of the property and therefore, the principle of its loss would not cause harm to the significance of the listed building or the special character and appearance of the NOVSCA.
- 10.23. The form and design of the two-storey extension has been chosen to replicate that of the existing extension (excepting the cornice detail on the west side elevation), and a number of existing features are proposed to be re-used in the development. This is an approach which is considered appropriate and which preserves the significance of the 1904-05 extension. Conditions attached to the associated listed building consent would secure a quality of detailing expected for the listed building.
- 10.24. The removal and blocking up of the 20th century lightwell on the west side elevation would not result in the loss of fabric or floorplan of significance.
- 10.25. Officers consider the two-storey western rear extension would cause a low level of less than substantial harm to the architectural or historic significance of the listed building and would cause no harm to the significance or setting of 8 Park Town or the special character and appearance of the NOVSCA.

Rear garden room

- 10.26. The existing rear glasshouse is of limited significance, being a crude construction and in a deteriorating condition. Its replacement with a new

single-storey extension of slightly larger footprint, is appropriate in terms of its massing, size, design and improved relationship to the principal listed building. A very low level of less than substantial harm would be caused by the removal of the existing glasshouse removing the limited significance it holds as a representation of the trends in domestic living during the early-mid 20th century and its loose association with Sarah Acland and a known architect.

- 10.27. In contrast to the relatively unsympathetic conservatory, the proposed garden room would use materials and detailing to match the existing building. The flat roof and parapet detailing mirror the existing side extension, while the stonework and fenestration respect the character of the original dwelling. Taken as a whole this is considered to be a proportionate addition which appears sympathetic to the style and character of the listed building.

Lightwells

- 10.28. The changes to the front lightwells would involve the amalgamation and enlargement of the two existing lightwells, the removal of a coal store and the installation of a platform lift to enable an accessible entrance into the basement flat. The existing rear lightwell has undergone alteration in the past, and the current scheme proposes to alter it further by enlarging it to the same depth as the adjacent extension to provide direct access into the garden area.
- 10.29. The removal of the former coal store and enlargement of the lightwells would result in a low level of less than substantial harm to the original character and significance of the basement as a lower social status level of the property. However, the size of the lightwells would not be to such an extent that would confuse or prevent appreciation and understanding of the historic lower social status of the basement level.
- 10.30. The proposal to enlarge the lightwells would result in longer sections of railings running along the base of the building's front and rear elevations. The railings at the front would reflect the staggered nature of the building's two bays, and at the rear they would surround the central window of the building's eastern bay. The railings would be a simple traditional design, similar to the existing historic railings currently surrounding the lightwells, but dissimilar to the more ornate pattern for the Park Town railings which demarcate the front boundaries adjacent to the street. The proposed simple railing design for the lightwells is considered appropriate in that it would not be a detracting feature from the architectural character of the building, and historically the ornate 'Park Town' pattern would not have been used for railings in this location.
- 10.31. Additional planting is proposed within the landscaping scheme in order to enhance the appearance of the frontage of the site, and subject to condition 10 this would offer some screening and softening of any views of the railings and lightwells from the street.

Windows

- 10.32. To improve the buildings thermal performance, the upgrading of the existing windows is proposed. This involves, in most instances, the repair and refurbishment of the windows through the introduction of single or double-glazed histoglass into the existing frames. This is a high-quality form of development which allows for the retention of a large amount of historic fabric and secures the appearance of the building, whilst creating substantial improvements to the thermal efficiency of the home.
- 10.33. The second floor rear elevation windows and the windows in the belvedere, due to the condition of their timber frames are proposed to be replaced in their entirety with new windows of a matching design fitted with 12mm double glazed histoglass.
- 10.34. The proposals would result in a low level of less than substantial harm to the listed building, due to the loss of historic fabric by the removal of the existing original windows at the upper levels and the removal of the historic hand drawn glass from the existing retained windows. This harm would be mitigated by the proposed replication of the existing window designs and the use of histoglass to mimic the appearance of the existing hand drawn glass, and also by the thermal efficiency enhancements, ensuring the special character and appearance of the building and NOVSCA is maintained.

Dormer

- 10.35. It is proposed to replace the existing flat roof dormer, a Sarah Acland intervention, with a gabled dormer. The width, depth and window design would remain the same, with a pitched roof and gable added above. The pitch of the roof would match that of the gable roof pitch to the eastern bay and would not detract from the architectural significance of the building. The replacement of the existing dormer fabric, which is in need of refurbishment or replacement, and the addition of a gable roof pitch, would not erode the association with Sarah Acland to a degree that would harm the historic significance of the listed building.

Driveway landscaping

- 10.36. The existing front garden layout references the historic layout with a turning circle as shown in the 1876 Town Map, which also shows the turning circles in the adjacent neighbouring properties, although these have since been lost. The proposals include the removal of the turning circle to facilitate the front gardens use as a driveway, with cars parked to the west side of the garden. The landscaping scheme for the front garden also involves the retention of established hedging along the west and north boundaries and introduction of new hedging to the east boundary and new planting beds in front of the lightwell and behind the north boundary hedging.
- 10.37. The loss of the turning circle would cause a low level of less than substantial harm to the setting of the listed building and special character and appearance of the NOVSCA. The loss is considered clearly and convincingly justified by the need to create a functional driveway, and the harm would be

mitigated by the improved visibility of the listed building in street views as a result of the parking being moved to the west side of the front garden.

- 10.38. The frontage of number 10, as with the rest of the properties in Park Town, frames and lies within the setting of the grade II listed registered park and garden. Within this context it is appropriate to secure full details via condition of the landscaping of the driveway, in order to ensure that planting which is appropriate for this setting is utilised.

Other works

- 10.39. Detailed control over external materials, windows, doors, rainwater goods, lightwells and railings would be secured through conditions attached to the Listed Building Consent, which provides the appropriate mechanism for controlling works affecting the special architectural and historic interest of the building. It is therefore not necessary to duplicate these matters through the planning permission.
- 10.40. Given the outlined impacts of the proposal, and subject to the proposed conditions, the application is considered to be a well-considered and proportionate development, which would appear sympathetic to the character of the listed building and its sensitive setting. As such it accords with Policies DH1 and DH3 of the Oxford Local Plan 2036 as well as Policies HD1 and HD3 of the emerging Local Plan 2045.
- 10.41. Regard has been paid to paragraph 212 of the NPPF in reaching a decision. When applying the test outlined in paragraph 215, it is considered that the proposal would cause less-than-substantial harm to the significance of the designated heritage assets; however this would be outweighed by the public benefits of improved accessibility, improved thermal performance and energy efficiency, and the need to ensure the continued use and maintenance of the building, securing the future of the listed building. Therefore, the proposals would be acceptable in terms of their impact on this designated heritage asset.
- 10.42. Special attention has been paid to the statutory test of preserving the listed building or its setting under Section 66 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development would preserve the setting of the listed building and the register park and garden and so the proposal accords with Section 66 of the Act.
- 10.43. Special attention has been paid to the statutory test of preserving or enhancing the character and appearance of the conservation area under Section 72 of the Planning (Listed Building and Conservation Areas) Act 1990, which it is accepted is a higher duty. It has been concluded that the development would preserve the character and appearance of the Conservation Area, and so the proposal accords with Section 72 of the Act.

iii. Impact on Archaeology

- 10.44. Policy DH4 of the Oxford Local Plan 2036 states that where archaeological deposits that are potentially significant to the historic environment of Oxford are known or suspected to exist anywhere in Oxford, planning applications should include sufficient information to define the character, significance, and extent of such deposits as far as reasonably practical. Proposals that will lead to harm to the significance of non-designated archaeological remains or features will be resisted unless a clear and convincing justification through public benefit can be demonstrated to outweigh that harm.
- 10.45. This application requires the excavation of small areas to the front and rear of the property, in order to enlarge existing lightwells and the basement unit.
- 10.46. The application site consists of previously developed land and the excavations proposed under this application for planning permission are small-scale and localised. There is considered to be a low likelihood of archaeological records on the site and the application therefore accords with Policy DH4 of the Oxford Local Plan 2036 and Policy HD5 of the emerging Local Plan 2045.

iv. Impact on Amenity

- 10.47. Policy H14 of the Oxford Local Plan 2036 states that planning permission will only be granted for new development that provides reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Policy H14 sets out guidelines for assessing development in terms of whether it will allow adequate sunlight and daylight to habitable rooms of the neighbouring dwellings.

Light

- 10.48. Two extensions are proposed as part of this application, both to the rear of the dwelling. The single storey 'orangery-style' rear extension would be positioned 3.8 metres from the western boundary and 6.7 metres from the eastern boundary. It would have a maximum height of 4.1 metres, a slight reduction in comparison to the existing glasshouse conservatory. This extension is compliant with the 45-degree rule for access to light and would not lead to a loss of light to any neighbouring properties.
- 10.49. A two-storey extension is also proposed to the rear of the property, adjacent to the western boundary with 8 Park Town. This extension would extend 2 metres from the rear elevation of the existing early 20th century side extension.
- 10.50. This element of the proposal would sit forward of the neighbouring property by approximately 1.7 metres at first floor level, and 0.4 metres at ground floor level.
- 10.51. Applying the 45 degree code, it is shown that the proposed extension would lead to some loss of light to a first floor window in the neighbouring property (No.8). However, this window serves a bathroom, and as outlined in Appendix 3.7 of the OLP, a bathroom is not considered a habitable room for the

purposes of H14 and the overshadowing would not be considered to cause a degree of harm which would warrant refusal.

Privacy

- 10.52. It is noted that there would be some alterations to the fenestration of the existing house and additional window openings within the extensions. However, it is considered that views from these windows would be similar to the views offered from the existing windows and would not be materially more intrusive to neighbours' privacy. Therefore, the proposal would be acceptable in this regard.

Overbearing

- 10.53. The proposed extension on the western side of the site would be set across two storeys, adjacent to an existing extension constructed at 8 Park Town.
- 10.54. Given the design of the two neighbouring properties, as well as the fluctuating ground levels between the two sites, there is a visible difference in the floor levels between the two homes. As a result, the proposed side extension would have a height approximately 1.8 metres greater than the neighbour.
- 10.55. However, the elements of the extension perceptible from No. 8 are modest in scale, comprising an approximate 1.7 m projection at first-floor level and 0.4 m at ground-floor level. Within the spatial context of the two sites, specifically that of No. 8 which benefits from an unusually large plot and generous garden, alongside the uses of the closest internal spaces, this degree of projection would not be reasonably expected to materially harm the outlook from the obscurely glazed windows closest to the boundary or to create a sense of enclosure or a "tunnelling" effect.
- 10.56. Officers consider the proposal would not appear visually intrusive or harmful to neighbouring amenity in this regard, and the principal amenity space of the neighbouring property would remain functional and capable of being enjoyed.
- 10.57. Given the above considerations, it is considered that the development proposed would not have an unacceptable impact on the amenity of neighbours and would thereby accord with Policy H14 of the Oxford Local Plan 2036 and Policy HD8 of the emerging Local Plan 2045.

v. Impact on Protected Trees

- 10.58. Policy G7 of the Oxford Local Plan 2036 states that planning permission will not be granted where development would result in the loss of green infrastructure features such as hedgerows, trees or woodland, where this would have a significant adverse impact upon public amenity or ecological interest. It must be demonstrated that their retention is not feasible and that their loss will be mitigated. Planning permission will not be granted for development resulting in the loss or deterioration of ancient woodland or ancient or veteran trees except in wholly exceptional circumstances.

- 10.59. This application requires the loss of a small group of young trees located within the rear garden and labelled as (G010) on submitted arboricultural plans. These small trees, located away from any public views, and with limited arboricultural value, offer no public amenity significance and make a negligible contribution to canopy cover and ecosystem services. Within the context of this well-treed site the loss of these trees is considered acceptable.
- 10.60. In order to protect the significant mature trees located elsewhere on the site it is considered reasonable to secure the implementation of the submitted tree protection plan via condition 4.
- 10.61. The recent loss of the mature Monkey Puzzle tree from the front of the garden, prior to the submission of this application, is proposed to be mitigated against by the planting of a new tree as part of a wider plan for the layout of the driveway. This includes new beds and hedging, that, whilst acceptable require further detail in the form of a landscaping plan. It is therefore, as per Policy G7, considered reasonable to apply a condition, 10, requiring a landscaping scheme to be submitted to ensure an enhancement to the frontage.
- 10.62. With conditions 4, 10, 11 and 12 in place, it is recommended that the proposed development would not result in unacceptable harm to protected trees and the landscaping proposal would respond sufficiently to the character of the area so as to be acceptable and compliant with Policy G7 of the Oxford Local Plan 2036 and Policy G1 of the Emerging Local Plan 2045.

vi. Ecology

- 10.63. Policy G2 of Oxford Local Plan 2036 states that important species and habitats will be expected to be protected from harm, unless the harm can be appropriately mitigated. It also outlines that, where there is opportunity, it will be expected to enhance Oxford's biodiversity. This includes taking opportunities to include features beneficial to biodiversity within new developments throughout Oxford.
- 10.64. The extensions, including the creation of enlarged lightwells at the rear of the dwelling, in total impact an area of vegetated garden measuring 21.5m, none of which includes priority habitats. This level of development falls within the de minimis exemption so that no biodiversity net gain requirement applies to this application.
- 10.65. The works proposed in this application, including works to the roof, may have implications in terms of bats, a species protected under the Wildlife and Countryside Act 1981 and The Conservation of Habitats and Species Regulations 2017 (as amended). Detailed information has been submitted with the application including a Preliminary Roost Assessment, a Hibernation Assessment, a Bat Survey Report and a Precautionary Works Method Statement.
- 10.66. The Council's ecologist has reviewed this information and determined that a robust assessment of the site has been undertaken and subject to the

imposition of relevant conditions protected species would be protected in accordance with Policy G2 and The Conservation of Habitats and Species Regulations 2017 (as amended) and The Wildlife and Countryside Act 1981 (as amended).

- 10.67. In accordance with Policy G2 biodiversity enhancements will be secured via condition, including bat roosting devices and sparrow features.
- 10.68. The proposal is therefore considered acceptable in terms of its ecological impact and would comply with Policy G2 of the Oxford Local Plan 2036 and Policy G6 of the Emerging Local Plan 2045.

vii. Drainage

- 10.69. Policy RE4 of the Oxford Local Plan 2036 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. RE4 also states that planning permission will not be granted for development that would have an adverse impact on groundwater flow.
- 10.70. The application site is located in Flood Zone 1 and is at a low risk of flooding from any source. However, this proposal includes the enlargement of the existing basement unit, as well as the enlargement of two existing lightwells which raise specific drainage considerations.
- 10.71. The proposed extension does not require any increase in the depth of the basement and based upon groundwater levels in the vicinity of the site it is reasonable to conclude that groundwater is not flowing around the existing basement structure, and that an extension to the basement would therefore not impact on groundwater flow. As such this element of the proposal complies with Policy RE4.
- 10.72. The proposed large open lightwells introduce an increased vulnerability to surface water ingress, as water can flow overland into them during periods of heavy rainfall, and improper drainage solutions can lead to water ingress into the property.
- 10.73. However, the lightwells already exist on the site, albeit at a smaller scale, and it is considered that the limited increase in surface water ingress resulting from this element of the proposal can be adequately mitigated through the provision of further details via condition. Subject to condition 13 the development would not place the basement accommodation at risk of flooding or increase flood risk elsewhere.
- 10.74. The application includes some landscaping of the site, including a limited amount of hardstanding at the rear of the property, and redesign of the layout of the driveway. The site presently offers a mixture of compacted gravel, hedging and turf and the landscaping shown on the submitted plans indicates that an increase in planting, particularly at the front of the property, would take place. In order to secure the use of permeable materials and ensure

sustainable drainage systems are utilised, it is considered reasonable to attach conditions for the provision of a landscaping plan, condition 11, as well as for the use of SuDs, condition 14.

- 10.75. The proposal is acceptable in terms of its impact on flood risk and drainage and would comply with Policies RE3 and RE4 of the Oxford Local Plan 2036, as well as Policies G7 and G8 of the Emerging Local Plan 2045.

viii. Planning Balance

- 10.76. Paragraph 78 of the NPPF requires LPAs to identify a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than 5 years old. The latest published Authority Monitoring Report (AMR) (December 2025) shows the Council is currently only able to demonstrate 2.88 years' worth of deliverable sites.
- 10.77. While the Council's current housing land supply position is noted, officers consider that the presumption in favour of sustainable development at paragraph 11(d) of the National Planning Policy Framework is not engaged in this case. The proposal does not involve the provision of new housing nor does it contribute to housing delivery, rather it concerns the amalgamation of existing residential units resulting in the net loss of a dwelling. The relevant policy is H5 of the Oxford Local Plan 2036, which seeks to protect the existing housing stock. This policy remains consistent with the objectives of the Framework and is not rendered out of date by the Council's housing land supply position.

11. CONCLUSION

- 11.1. Having regard 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.
- 11.3. While the Council's housing land supply position is acknowledged, in this instance the proposal does not involve the provision of new housing and is not therefore assessed under the tilted balance of paragraph 11(d) of the NPPF. The application must therefore be determined in accordance with the development plan unless material considerations indicate otherwise.

- 11.4. In this instance, while the proposal conflicts with Policy H5 due to the net loss of one dwelling, officers consider that the specific material considerations set out, including the Council's duties under the Equality Act 2010, demonstrate that permission should be granted in this case.
- 11.5. In summary, the proposed development would be an acceptable addition to and change of use of the site. The proposed loss of a dwelling is considered acceptable in this case as the material considerations set out in the report outweigh policy H5. The proposals are suitable in design and heritage terms and comply with policies DH1 and DH3 of the Oxford Local Plan 2036. The proposals would not result in unacceptable harm to neighbouring amenity and are compliant with H14 of the Oxford Local Plan. The proposal would also not lead to unacceptable harm to protected trees or cause ecological harm and thereby complies with Policies G2 and G7. The proposal would not result in a flood risk nor would it obstruct groundwater flow and it therefore complies with Policies RE3 and RE4 of the Oxford Local Plan 2036. It also accords with the relevant policies of the emerging Local Plan 2045, Policies H6, HD9, HD10, HD2, G7, R5, G8, G1, G6, HD1, HD3 and HD5.

Material consideration

- 11.6. The principal material considerations which arise are addressed below, and follow the analysis set out in earlier sections of this report.
- 11.7. National Planning Policy: the NPPF has a presumption in favour of sustainable development.
- 11.8. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted.
- 11.9. Equality Act 2010: this requires that decision makers give due regard to the need to eliminate discrimination, advance equality of opportunity, and foster participation in public life. The Public Sector Equality Duty is a duty of due regard and the weight given to it is a matter for the decision-maker.
- 11.10. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF for the reasons set out within the report. Therefore in such circumstances, paragraph 11 is clear that planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.
- 11.11. Officers would advise members that, having considered the application carefully, the proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework and accords with Oxford Local Plan 2036, when considered as a whole,.

- 11.12. Therefore 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

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

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

- 2 The development permitted shall be constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the local planning authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy DH1 of the Oxford Local Plan 2036.

- 3 The development shall be carried out in accordance with the materials and external appearance approved under Listed Building Consent ref. 25/02643/LBC.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policies DH1 and DH3 of the Adopted Oxford Local Plan 2036.

- 4 The development shall be carried out in strict accordance with the tree protection measures contained within the planning application, including the details shown on drawing referenced - Tree Retention & Protection Plan 182954-693-DWG-TRRP, 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.

- 5 If the development hereby approved does not commence by April 2027, further ecological survey(s) should be considered, in accordance with Chartered Institute of Ecology and Environmental Management (CIEEM) Advice Note on the Lifespan of Ecological Reports and Surveys to establish if there have been any changes in the presence of roosting bats, and identify any likely new ecological impacts that might arise from any changes through professional validation or additional surveys. The results of professional validation and/ or the survey(s) shall be submitted to the local planning authority.

Where validation and/ or survey results indicate that changes have occurred that will result in impacts not previously addressed in the approved scheme, a mitigation and compensation scheme will be submitted to and approved in writing by the local planning authority prior to the commencement of development. Works will then be carried out in accordance with the approved

scheme, under licence from Natural England.

Reason: To ensure bats are protected in accordance with The Conservation of Habitats and Species Regulations 2017 (as amended) and The Wildlife and Countryside Act 1981 (as amended).

- 6 The development shall be carried out strictly in accordance with the Precautionary Works Method Statement (Windrush Ecology, January 2026). Prior to the commencement of any works on site, a bat box suitable for crevice-roosting species shall be installed within the site in accordance with the specifications and location set out in the approved Method Statement, or alternatively in accordance with details submitted to and approved in writing by the Local Planning Authority.
- The bat box shall be retained and maintained thereafter. This provision shall be in addition to any ecological enhancement measures proposed to be implemented on completion of the development.

Reason: To ensure bats are protected in accordance with The Conservation of Habitats and Species Regulations 2017 (as amended) and The Wildlife and Countryside Act 1981 (as amended).

- 7 Prior to occupation of the development, at least 1 x bat roost device (brick or box) suitable for cavity/ crevice roosting bats shall be installed on the building by being positioned at a height of 3-6 metres in an open location, with a clear flight path to and from the entrance, away from and unlit by artificial light and not above any windows, placed in a sunny position (6-8 hours of direct sunlight, or in a location where it receives the morning sun). If this is not possible, then close to the eaves or apex of a gable end on the building in a south- south westerly direction. The approved measures shall be incorporated into the scheme and shall be installed under the guidance of a suitably qualified ecologist prior to completion of the development and retained thereafter. Proof of installation (photo, site visit invitation, etc) shall be provided to the local planning authority no later than 12 months following installation.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework and Policy G2 of the Oxford City Council Local Plan 2036 (2020).

- 8 Prior to occupation of the development, 2 x nest feature (box, shelf or terrace) suitable for house sparrow shall be installed on the building, by being placed as high as possible (under the eaves) ideally with the entrance hole pointing north-east but sheltered from prevailing wind and rain. Avoid obvious sun traps, such as south-facing walls. Ideally a sparrow brick placed in the fabric of the property during renovations is recommended. The approved measures shall be incorporated into the scheme and shall be installed under the guidance of a suitably qualified ecologist prior to completion of the development and retained thereafter. Proof of installation (photo, site visit invitation, etc) shall be provided to the local planning authority no later than 12 months following installation.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework and Policy G2 of the Oxford City Council Local Plan 2036 (2020).

- 9 If external lighting is to be used, prior to occupation, a lighting design strategy for bats in accordance with Guidance Note 08/23 Bats and Artificial Lighting at Night, Bats Conservation Trust and Institute of Lighting Professionals, and using an Ecological Constraints and Opportunities Plan (ECOP), shall be submitted to and approved in writing by the local planning authority. The strategy shall:
- a) identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging/ commuting on the ECOP; and
 - b) show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places (overlaid on ECOP).
- All external lighting shall be installed in accordance with the specifications and locations set out in the strategy (as advised by Guidance Note 08/23), and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework and Policy G2 of the Oxford Local Plan 2036 (2020).

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

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

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

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

- 12 Any existing retained trees, or new trees or plants planted in accordance with

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

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

- 13 Prior to the commencement of the approved development, full details of the proposed basement lightwells shall be submitted to and approved in writing by the Local Planning Authority. These details shall include:
- Finished floor and ground levels in relation to the surrounding land
 - Details of drainage from the lightwell, including any gullies, channels, pumps or connections to the drainage system
 - Measures to prevent overland surface flows entering the lightwell
 - Maintenance arrangements

The lightwell shall be constructed in accordance with the approved detailed prior to first occupation of the basement and shall thereafter be retained.

Reason: To ensure that the dwelling is not at risk of surface water flooding in accordance with Policies RE3 and RE4 of the Oxford Local Plan.

- 14 All Impermeable areas of the proposed development, including roofs, driveways, and patio areas should be drained using Sustainable Drainage measures (SuDS).

This may include the use of porous pavements and infiltration, or attenuation storage to decrease the run off rates and volumes to public surface water sewers and thus reduce flooding.

Soakage tests should be carried out in accordance with BRE Digest 365 or similar approved method to prove the feasibility/effectiveness of soakaways or filter trenches.

Where infiltration is not feasible, surface water should be attenuated on site and discharged at a controlled discharge rate no greater than prior to development using appropriate SuDS techniques and in consultation with the sewerage undertaker where required.

If the use of SuDS are not reasonably practical, the design of the surface water drainage system should be carried out in accordance with Approved Document H of the Building Regulations.

The drainage system should be designed and maintained to remain functional, safe, and accessible for the lifetime of the development.

Oxford City Council SuDS Design Guide can be found at www.oxford.gov.uk/floodriskforplanning

Reason: To avoid increasing surface water run-off and volumes to prevent an increase in flood risk in accordance with Policy RE4 of the Oxford Local Plan 2036

- 15 No development shall take place until a Construction Management Plan (CMP) has been submitted to and approved by the Local Planning Authority. The CMP shall be proportionate to the scale of the development and shall include details of:
- i. construction traffic routes to and from the site
 - ii. parking and turning of operative, construction and visitor vehicles
 - iii. deliveries, loading and unloading of plant and materials
 - iv. on-site storage of plant, equipment and materials
 - v. timing and duration of construction works, including hours of work and any measures to minimise disturbance to neighbouring occupiers.
- The approved CMP shall be adhered to for the duration of the construction of the development.

Reason: To ensure that construction works are carried out in a manner that safeguards the special architectural and historic interest of the listed building, does not prejudice highway safety, and minimises disturbance to neighbouring occupiers, in accordance with Policies RE7, DH1 and DH3 of the Oxford Local Plan 2036.

Informatives:

- 1 In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accords with the Development Plan and national planning policy objectives. This includes the offer of pre-application advice and, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application. However, development that is not sustainable and that fails to accord with the requirements of the Development Plan and/or relevant national policy guidance will normally be refused. The Council expects applicants and their agents to adopt a similarly proactive approach in pursuit of sustainable development.
- 2 Any damage caused to the building as a result of the works hereby approved shall be made good to match the existing original work in respect of materials used, detailed execution and finished appearance
- 3 All species of bats and their roosts are protected under The Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2017 (as amended). Please note that, among other activities, it is a criminal offence to deliberately kill, injure or capture a bat; to damage, destroy or obstruct access to a breeding or resting place; and to intentionally or recklessly disturb a bat while in a structure or place of shelter or protection. Occasionally bats can be found during the course of development even when the site appears unlikely to support them. In the event that this occurs, work should stop immediately and advice should be sought from a suitably qualified ecologist. A European Protected Species Mitigation Licence (EPSML) may be required before works can resume.

- 4 All wild birds, their nests and young are protected under The Wildlife and Countryside Act 1981 (as amended). Occasionally nesting birds can be found during the course of development even when the site appears unlikely to support them. If any nesting birds are present then the building works should stop immediately and advice should be sought from a suitably qualified ecologist.
- 5 Your attention is drawn to the provisions of the Party Wall Act 1996. A copy of an explanatory booklet is available to download free of charge from the following website
<http://www.communities.gov.uk/publications/planningandbuilding/partywall>

13. APPENDICES

- **Appendix 1** – Site location plan

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

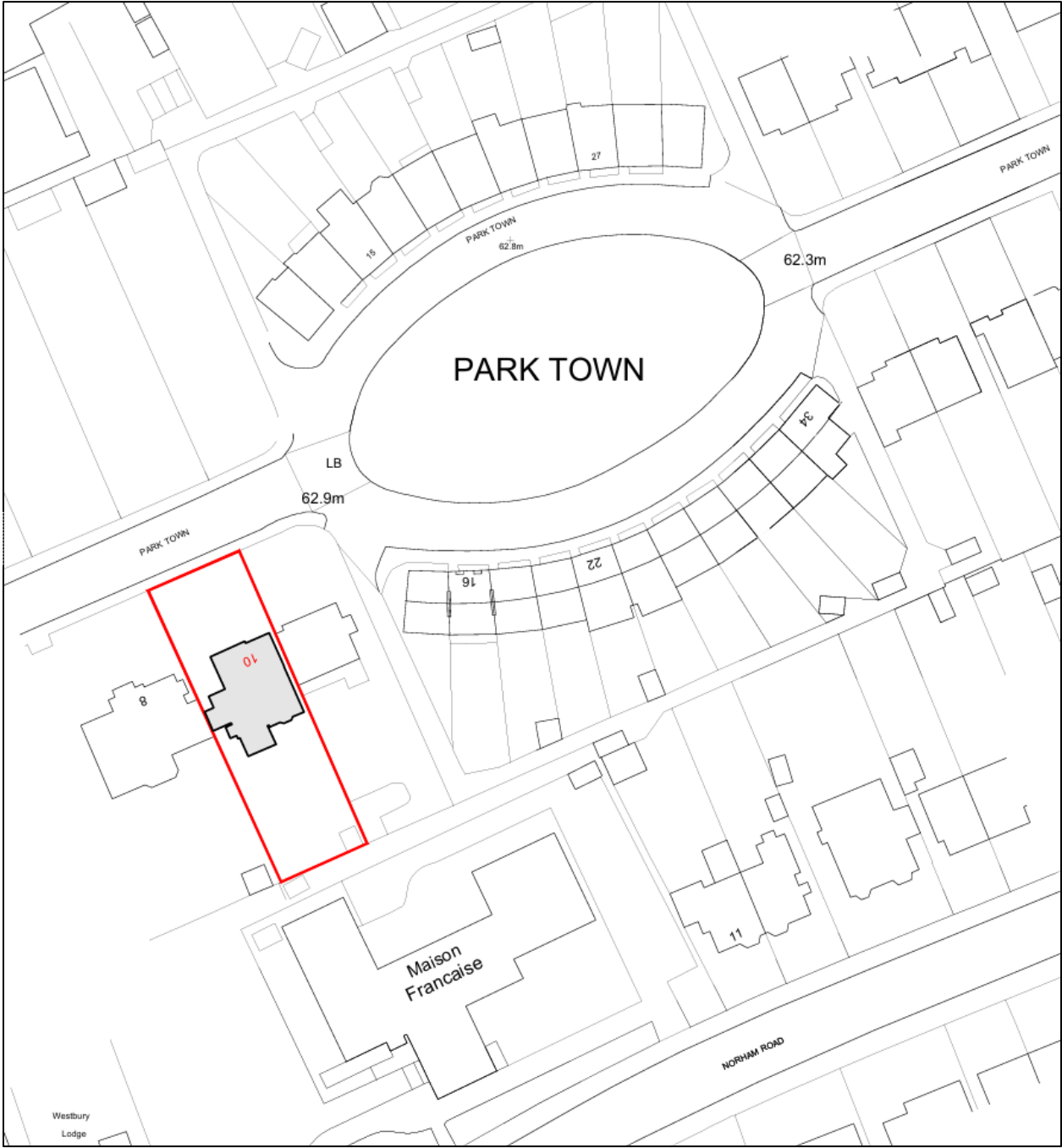
16. EQUALITIES ACT 2010

- 16.1. The application has been assessed against the relevant sections of the Equalities Act 2010, and it is not considered that the application discriminates against people with protected characteristics specified in the Act. The protected characteristics are:

- Age
- gender reassignment
- being married or in a civil partnership
- being pregnant or on maternity leave

- disability
- race including colour, nationality, ethnic or national origin
- religion or belief
- sex
- sexual orientation.

Appendix 1 – Site Plan 10 Park Town (25/02642/FUL)



Extract from Location Plan (Riach Architects, 2025)

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Oxford City Planning Committee

21st April 2026

Application number: 25/02643/LBC

Decision due by 4th December 2025

Extension of time 24th April 2026

Proposal Enlargement of front and rear lightwells; platform lift to front lightwell. Demolition of ground floor rear conservatory and ground floor side lean-to. Erection of a part single, part two storey rear and side extensions, including basement extension. Alterations and upgrades to fenestration throughout, including replacement windows. External alterations and repair works to roof, masonry, rainwater goods and fenestration. Alterations and repairs to boundary walls. Internal alterations to all floors including alteration of basement floorplan and damp proofing works in association with amalgamation of two basement flats to form one flat; installation of underfloor heating; alterations to existing door openings; new door openings; removal and heightening of ceilings and removal of partitions on second floor; new lightwell and balustrade, repairs and thermal upgrade to belvedere; new and upgraded mechanical, electrical and plumbing services throughout. (Amended description) (Amended plans)

Site address 10 Park Town, Oxford, Oxfordshire OX2 6SH – see **Appendix 1** for site plan

Ward North Ward

Case officer Amy Ridding

Agent: Mr Kieron Roberts **Applicant:** Araminta Hoyer Millar

Reason at Committee This application was called in by Councillors Fry, Pressel, Taylor, Chapman, Munkonge and Corais due to its impact on the neighbouring property and the impact on the significance of the listed building and conservation area.

1. RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to:

1.1.1. **approve the application** for the reasons given in the report and subject

to the required listed building conditions set out in section 12 of this report and grant listed building consent.

1.1.2. **agree to delegate authority** to the Director of Planning and Regulation to:

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

2. EXECUTIVE SUMMARY

- 2.1. This report considers the impact of proposed interventions, alterations and additions, including the repair of the Grade II listed building 10 Park Town which forms part of the listing for 1-47 and 49-64 Park Town (NHLE ref. 1047179), on the historic and architectural special interest of the listed building.
- 2.2. The proposed works involve works to the lower ground floor in association with its amalgamation from two flats to one single separate lower ground floor flat and includes alterations to its floorplan via an extension to the rear and enlargement of lightwells. The main dwelling, occupying the ground, first and second and third floors, is also proposed to be altered through external works including the demolition of an existing lean-to and conservatory, and the erection of a two-storey side and rear extension, the erection of a replacement single-storey rear extension, alterations to the rear dormer, and the replacement and upgrading of the existing windows. Internal works include alterations to the floorplan through the removal of partitions and the creation of new openings, replacement of existing fittings, alterations to the third floor (belvedere). Repair and refurbishment works to existing fabric are proposed throughout.
- 2.3. The key matters for assessment set out in this report include the following:
- The significance of the affected heritage assets
 - The impact of the proposals on heritage significance, and the magnitude of any harm caused
 - Justification for the harm identified
 - Whether there would be sufficient public benefits to outweigh the less than substantial harm identified
 - The impact on European Protected Species
- 2.4. Whilst Officers have identified that aspects of the proposals would result in a low level of less than substantial harm to the special interest of the listed building 10 Park Town which forms part of the group listing of 1-47 and 49-64 Park Town, each harmful intervention has been sufficiently mitigated by the reversal of previous unsympathetic interventions and appropriate design choices, clearly and convincingly justified, and there would be sufficient public benefits stemming from improved accessibility, improved thermal performance and energy efficiency. In addition, the need to ensure the continued use and maintenance of the listed building, and securing its future would outweigh the less than substantial harm, having regard for the great weight that must be given to the preservation of designated heritage assets.

3. LEGAL AGREEMENT

- 3.1. This application is not subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is not liable for CIL.

5. SITE AND SURROUNDINGS

- 5.1. The application site is located to the east of Banbury Road, within the planned estate of Park Town and the North Oxford Victorian Suburb Conservation Area (NOVSCA). Park Town, which was designed by Samuel Lipscombe Seckham, dates from 1853 and comprises four groups of houses, all of which are grade II listed, and sited around three ornamental pleasure grounds which are a grade II registered park and garden. The grounds which were originally laid out by Seckham and landscaped by William Baxter, are landscaped with trees and flowering shrubs and are used as communal gardens for the residents of Park Town.
- 5.2. No.10 Park Town is part of the western part of Park Town, where the villa-style homes are detached and rise to three-storeys in height. No. 10 itself is designed in an Italianate architectural style, with a red brick exterior accented by stone detailing which differs from the Seckham designed properties which make up the other three building groups of Park Town.
- 5.3. The home was originally built by and for a prominent local builder, James Gardiner, and since its construction has seen a number of uses, including use as a school, an orphanage, and was later associated with the prominent Photographer, Sarah Acland, for whom a blue plaque has been sited on the building. More recently, it has been used as single dwelling and family home, with the lower ground floor converted to a single separate residential unit in the 1980s and further subdivided to create two separate residential units in the 1990s.
- 5.4. Despite the variety of uses, a substantial amount of the buildings original internal and external fabric and features, and its original planform have survived. With the exception of the lower ground floor where the original planform has suffered the most alteration as a result of the subdivision into two separate residential units.
- 5.5. The current plan of the building aligns closely to the c.1910 District Valuation, with a belvedere tower at third floor level, four bedrooms, a bathroom and separate wc at second floor level, four bedrooms, a bathroom and separate wc at first floor level, and a kitchen, lounge, wc, storeroom and double drawing room at ground floor level. At lower ground floor level the current layout is as two flats, each with a living room, kitchen, bathroom and bedroom, rather than the kitchen, scullery and storerooms described in 1910.
- 5.6. Aside from the lower ground floor subdivision other alterations to the site include a two-storey extension to the south-western side elevation of the property, which has resulted in the previously detached property being built up

to the neighbouring boundary with 8 Park Town. This range was added circa 1904-05 and includes the main entrance to the dwelling as well as an arched garden gateway. In the 19th century a single-storey 'lean-to' style store was added to the north-western side elevation, alongside a now lost glasshouse. At the rear of the dwelling a conservatory was also added in the mid-twentieth century. A detached shed of unknown date is located at the south-eastern end of the rear garden.

- 5.7. To the rear of the application site is the 1960s building of the Maison Française, an institution established for cultural exchange and academic research, and recognised by the University of Oxford as an associated institution.
- 5.8. The significance of 10 Park Town lies in the group value it holds as part of the Park Town Estate and wider NOVSCA, which evidence the history of Victorian suburban residential development. It has high historic significance due to its strong associations with notable occupants, including academics, educational and charitable institutions, and Sarah Acland, a pioneer of colour photography, as well as with the influential architect Samuel Seckham and the high-quality builder James Gardiner. Architecturally, the building has a well-preserved planform and external and internal features, which contribute to the character of Park Town, evidence the wealth and status of its original occupants and demonstrate the 19th- and early-20th-century social hierarchy and patterns of domestic life. The significance of the listed building is addressed further in section 10.
- 5.9. See block plan below:



6. PROPOSAL

- 6.1. The application proposes external and internal additions and alterations to the property, some of which are in association with the amalgamation of the two existing lower ground floor flats to form a single self-contained lower ground floor flat. This change of use requires planning permission and is dealt with as part of the associated planning application.
- 6.2. The application proposes the demolition of an existing single-storey 'lean-to' on the north-eastern side elevation and the demolition of a brick and timber framed glass single-storey conservatory on the rear elevation.
- 6.3. At the rear of the property a single-storey extension is proposed, to replace the existing conservatory. This would have a flat-roof and an 'orangery' style design and would constitute a small enlargement in comparison to the floorspace provided by the existing structure.
- 6.4. Also at the rear of the property, a two-storey side extension is proposed. This would extend 2.03 metres from the existing side extension along the south-western boundary with No. 8 Park Town.
- 6.5. At the front and rear of the property, new and enlarged lightwells are proposed. On the south-western side of the site a new glass-covered lightwell is proposed, while enlargements are proposed to two existing lightwells on the eastern side of the site. These lightwells would include access and would be enclosed by new railings. An access lift is also proposed to be installed within the lightwell at the front of the property.
- 6.6. Within the roof at the rear of the property, an existing flat-roof dormer window is proposed to be replaced with a pitched-roof dormer window.
- 6.7. Other changes are also proposed to the fenestration including the insertion of a new window on the front of the property, in the place of an existing gated opening. Throughout the property the application proposes the renovation of all windows, with the existing glass replaced with double-glazed panes.
- 6.8. Additional landscaping is proposed within this application, including the removal of a small group of young trees at the rear of the property in order to facilitate the enlargement of a lightwell in this position. Additionally, at the front of the property changes are proposed to the layout of the driveway with new planting and parking areas.

7. PLANNING HISTORY

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

87/01226/NFH - Change of use of domestic basement to flat. PERMITTED 21st December 1987.
--

87/01234/U - Application for Established Use Certificate for use of 2nd floor as flat (not self-contained). WITHDRAWN 5th January 1988.

90/01077/L - Listed Building consent for glazed way against boundary with No.12 Park Town and rebuilt glazed fanlight to living room. Internal alterations to basement to convert to 2 flats. PERMITTED 25th March 1992.

90/01078/NFH - Change of use of basement from storage/ancillary rooms to main house to 2 flats. Glazed covered way against boundary with No.12 Park Town and rebuilt glazed fanlight to living room. PERMITTED 25th March 1992.

97/01317/CAT - Remove elm in the North Oxford Victorian Suburb Conservation Area. RAISE NO OBJECTION 5th August 1997.

07/01244/CAT - Fell holly tree in the North Oxford Victorian Suburb Conservation Area at 10 Park Town. RAISE NO OBJECTION 2nd July 2007.

09/02017/CAT - Fell x2 Cherry trees in the North Oxford Victorian Suburb Conservation Area. RAISE NO OBJECTION 29th October 2009.

16/00570/LBC - Installation of memorial plaque to commemorate Sarah Acland. PERMITTED 28th April 2016.

25/00590/CAT - Fell 1no. Monkey Puzzle tree as specified by Tree Frontiers Ltd in the North Oxford Victorian Suburb conservation area. RAISE NO OBJECTION 23rd April 2025.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Emerging Local Plan
Conservation/Heritage	Paragraphs 210, 212-215 and 218	DH3 – Designated heritage assets	HD3 – Designated heritage assets
Natural environment	Paragraphs 136, 187 and 193	G2 – Protection of biodiversity and geo-diversity	G6 - Protecting Oxford's Biodiversity including the ecological network

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 24th October 2025 and an advertisement was published in The Oxford Times newspaper on 30th October 2025.

9.2. Following the submission of revised plans and further information by the applicant, the application has been through further consultation. Pink site

notices were displayed around the application site on 20th December 2025 and an advertisement was published in The Oxford Times newspaper on 8th January 2026, and a final consultation was carried out in March with site notices displayed and an advertisement published in The Oxford Times on the 5th March 2026.

Statutory and non-statutory consultees

Historic England

- 9.3. In a letter dated 23rd December 2025, Historic England referred to their published advice regarding historic staircases and their significance:

“It should not be assumed that secondary and/or modestly constructed staircases are of lesser significance. These staircases can often survive when a primary staircase is replaced. Where decorative details are minimal, the materiality and patina of a secondary staircase can contribute to aesthetic value.

Often, staircases are key to understanding contribution to the special architectural and historic interest of a listed building and where possible, should be retained and conserved.

...We also suggest that you seek the views of your specialist conservation and archaeological advisers, as relevant.”

National Amenity Societies

- 9.4. In a letter dated 19th March 2026, The Gardens Trust provided no comment:

“We have considered the information provided and we do not wish to comment on the proposals at this stage. We would, however, emphasise that this does not in any way signify either our approval or disapproval of the proposals. If you have any further queries, please contact us at this email address. We would be grateful to be advised of the outcome of the application in due course.”

Similarly worded responses from The Gardens Trust were provided via letters dated 18th November 2025 and 27th January 2026.

William Lucy Way Residents Association

- 9.5. No comments received.

Public representations

Oxford Civic Society

- 9.6. In a letter dated 28th November 2025, the Society objected to the initial proposals stating:

We have concerns relating to the enlarging of the side extension. This is currently recessive at the rear, and the proposal is to move this out to almost align with the main rear elevation. This should remain recessive and set back

more than proposed so that the main existing building remains the dominant form.

Oxfordshire Architectural and Historical Society

9.7. In a letter dated 3rd February 2026, the Society objected to the first set of amendments, specifically:

- The scale and character of the proposals, and
- In agreement with the Oxford Civic Society's objection, the enlarging of the side extension which should remain recessive and set back so that the main existing building remains the dominant form.

No further comments were received as part of the second and final set of amendments.

Park Town Trust

9.8. In comments received on 18th November 2025, 29th January 2026 and 27th March 2026, the Trust objects to the size and positioning of the proposed west side extension for the following reasons:

- *Extending it to the south so as to align with the south elevation loses the coherence and symmetry of the shape of the house. The existing extension is set back to north and south in such a way as to leave the original shape clear.*
- *Some space between the two houses was always intended. The proposed extension to the back wall of the house will create a wall effect when viewed from the rear. This is to be regretted and the Trust opposes it.*

9.9. The Trust sought clarification on the proposed windows to the new garden room and the lightwell platform lift and railings. Following the submission of supplementary information from the agents, the Trust stated in comments received on 29th January 2026 that '*we make no further comment and leave decisions on these matters to the Heritage Officers.*'

8 Park Town

9.10. One public representation (8 Park Town) was received on 7th November 2025 in objection to the application.

9.11. In summary, the main points of objection were:

- Incorrect application form submitted
- Issues in relation to boundary and ownership
- Overshadowing and overbearing impact of proposed rear western extension
- Loss of detached nature of dwellings as a result of the proposed rear western

extension

- Concerns regarding the lack of setback from, and harm to the stone quoins of the principal dwelling as a result of the proposed rear western extension
- Lack of detailed information concerning the impact of the basement works on the character of the listed building and the stability of neighbouring properties
- Harm to the character and appearance of the listed building resulting from the proposed enlarged lightwells
- There are no overriding public benefits for the proposed works
- Appropriate conditions to protect the amenities of the occupier of No.8 should be imposed as part of any successful applications.

9.12. A second public representation (8 Park Town) was received on 21st January 2026 in objection to revised plans, and the main points of objection were:

- Issues in relation to boundary and ownership
- Inaccurate plans concerning the design of the western rear extension and the ground levels of Nos 8 and 10 Park Town
- Poor visual relationship and unsightly junctions between 8 and 10 Park Town resulting from rear western extension
- Harm to the listed buildings (Nos 8 & 10) due to the loss of the detached nature of dwellings, harm to stone quoins and poor detailing as a result of the proposed rear western extension.
- Overbearing impact of proposed rear western extension
- Same concerns remain regarding the impact of the lightwells, basement works and desire for conditions to be imposed to protect neighbours amenity and integrity of the listed buildings.

9.13. A third public representation from a historic buildings consultant on behalf of the owners of 8 Park Town was received on 5th February 2026 in objection to revised plans, and the main points of objection were:

- The supporting evidence includes no assessment of the importance of Langton Cole, architect for the western side extension
- The assessment of significance and phasing plans mislead and understate the significance of the house and its fittings (associated with Sarah Acland)
- The relationship between 8 and 10 Park Town is pleasing and an important aspect of their significance, and the existing extension respects the rear elevations of both 8 and 10 Park Town by being set back.
- Harm would be caused to 10 Park Town and the setting of 8 Park Town by the removal of the garden passage and the infill of part of the gap between the two houses.
- The proposed extensions will cause significant harm to the Cole extension and its balanced relationship with the original house and with that of 8 Park

Town.

- The drawings should be amended to indicate the retention of all historic features. If these are not retained on site the special interest and significance of 10 Park Town would be harmed.
- The existing glasshouse is part of the buildings strong association with Sarah Acland and is unusual in that an architect is associated with its design. Its removal would harm the special interest and significance of 10 Park Town.
- The two new openings formed in the original rear elevation of the principal building in conjunction with the new garden room would cause harm to the special interest and significance of 10 Park Town.
- The new garden room would be of an inappropriate design, sit ill with the planform of the original house and together with the enlarged rear lightwell would be out of character and dominate the rear elevation of the house.
- The proposed removal of the belvedere floor infill and replacement of the rear dormer, by reason of their strong association with Sarah Acland, would harm the special interest and significance of 10 Park Town.
- The proposed alteration of the front garden area and loss of the turning circle layout would harm the special interest and significance of 10 Park Town, its setting and the conservation area.
- The removal / alteration of the original basement staircase would harm the evidence of the social hierarchy.
- The proposals do not bring any public benefits.
- The proposals would erode evidence of the buildings history and confuse the relationship between the architectural elements of the structure, and affect the setting of the neighbouring property, No.8.

9.14. A fourth public representation (8 Park Town) was received on 23rd March 2026 in objection to revised plans, and the main points of objection were:

- The in principle objections raised previously to the western rear extension remain.
- There is unconvincing and no justification for the western rear extension. The personal circumstances advanced should be given no weight at all.
- At no stage has a conservation officer visited No.8 to assess the impact of the extension.
- The proposed western rear extension, if the detailing is designed to match existing, would project onto the land of No.8 and no notice has been served. If the detailing is truncated, it would appear crude and detract from both 8 and 10 Park Town.
- Conditions should be imposed regarding the quality of the work, and safeguards for the amenity and structural integrity of 8 Park Town.

12, 52 & 53 Park Town, 11A Charlbury Road, 12 Northmoor Road

- 9.15. Five public representations (12 Park Town, 52 Park Town, 53 Park Town, 11A Charlbury Road and 12 Northmoor Road) were received in support of this application.
- 9.16. In summary the main points of support were:
- The necessary repair and renovation of a neglected building.
 - The proposed works constitute a sensible approach to updating historic buildings for modern living and the needs of the owner.
 - The proposed works will enhance the buildings appearance and Park Town as a whole.

Officer response

- 9.17. Comments regarding the impact of the proposed works on the special interest of the listed building and the setting of the neighbouring listed buildings are addressed within the following report. The impact of the proposed works on the conservation area, the setting of the registered park and garden, and neighbouring properties are addressed in the associated planning application.
- 9.18. The new joint application form for 'full' planning permission and listed building consent was submitted in accordance with article 2 (b) of the Town and Country Planning (Development Management Procedure) (England) Order 2015, and a new consultation carried out on this basis.
- 9.19. Certificate A has been signed in relation to this application, which declares that the applicant owns all of the land subject to this application. As is noted in the representations received, part of the parapet detailing of the existing 1904–05 side extension oversails the boundary with No. 8 Park Town. To ensure that the proposed development is contained entirely within the applicant's land, the extension at this boundary would not replicate this detailing. Further disputes over ownership of the boundary fall outside of the realms of the planning process.
- 9.20. Officers have measured the submitted plans against plans held by the council for development undertaken at 8 Park Town. Both sets of elevation plans align, with No. 10 shown to have a height 2 metres above that of No. 8 (at the boundary). Officers have also undertaken site visits to both properties and are confident that the submitted plans accurately reflect existing built form and can be used to assess the impact of this proposal.
- 9.21. A Heritage Officer site visit to the neighbouring property at 8 Park Town is not considered necessary given the visibility of the application site, its relationship to its neighbouring properties and the wider conservation area available from the application site itself and the surrounding publicly accessible land. This taken in conjunction with the documentary research and evidence available to officers regarding the heritage significance of the buildings and the wider Park Town estate, has enabled a fully informed assessment to be made of the impact of the proposed scheme on the special interest of the listed building,

the settings of nearby listed buildings and the registered park and garden, and the special character and appearance of the conservation area. A Planning Officer visited the neighbouring property at 8 Park Town to inform the assessment of impact of the scheme on that neighbour's amenity as part of the associated planning application considerations.

- 9.22. Regarding Historic England's advice, and following officer feedback, the removal of the basement staircase and the new openings in the original rear elevation of the principal building have been omitted from the proposed plans.
- 9.23. Officers recommend applying a condition regarding the approval of a construction management plan prior to the commencement of development to ensure the structural integrity and unaffected fabric of the listed buildings remains unharmed.

10. PLANNING MATERIAL CONSIDERATIONS

Policy Context

Designated Heritage Assets

- 10.1. Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities, when considering whether to grant listed building consent, to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.
- 10.2. The National Planning Policy Framework (NPPF) makes clear that the purpose of the planning system is to contribute to the achievement of sustainable development, through meeting the three overarching objectives categorised as economic, social and environmental objectives. These objectives should be delivered in decision making and collectively form the heart of the NPPF as the presumption in favour of sustainable development.
- 10.3. This presumption in favour of sustainable development is reflected in policy S1 of the Local Plan, which states "When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the NPPF." The policy goes on to state that "It will work proactively with applicants to find a solution jointly which mean that applications for sustainable development can be approved where possible, and to secure development that improves the economic, social and environmental conditions in the area."
- 10.4. The NPPF recognises that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations (paragraph 202).
- 10.5. In determining applications, paragraph 210 of the NPPF requires local planning authorities to take account of:

- a) “the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness.”
- 10.6. When considering the impact of a proposed development on the significance of a designated heritage asset, paragraph 212 of the NPPF requires great weight to be given to the asset’s conservation (and the more important the asset, the greater the weight should be), irrespective of the level of harm to its significance. Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification (paragraph 213), and any development causing less than substantial harm to a designated heritage asset only being permitted if the proposal offers public benefits that outweigh the harm (paragraph 214).
- 10.7. These requirements are reflected in Policy DH3 of the adopted Oxford Local Plan, and Policy HD3 of the emerging Local Plan.
- 10.8. Finally, paragraph 218 of the NPPF states that local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.

European Protected Species

- 10.9. All species of bat and their roosts are protected under the Wildlife and Countryside Act 1981 and The Conservation of Habitats and Species Regulations 2010. The Local Planning Authority, in exercising any of its functions, has a legal duty to have regard to the requirements of The Conservation of Habitats and Species (Amendment) (EU Exit) Regulations 2019, which identifies four main offences for development affecting European Protected Species (EPS):
- 1. Deliberate capture, injuring or killing of an EPS
 - 2. Deliberate disturbance of an EPS, including in particular any disturbance which is likely
 - a) to impair their ability –
 - i. to survive, to breed or reproduce, or to rear or nurture their young; or
 - ii. in the case of animals of a hibernating or migratory species, to hibernate or migrate; or
 - b) to affect significantly the local distribution or abundance of the species to which they belong.
 - 3. Deliberate taking or destroying the eggs of an EPS
 - 4. Damage or destruction of a breeding site or resting place of an EPS.

10.10. It is also an offence under the Wildlife and Countryside Act 1981 to intentionally or recklessly:

- disturb them while they occupy a structure or place used for shelter or protection
- obstruct access to any structure or place used for shelter or protection
- possess or transport them (or any part, alive or dead)
- sell, offer or publish an advert to sell them

10.11. Similarly, all wild birds are protected under the Wildlife and Countryside Act 1981. It is an offence to:

- kill, injure or take wild birds
- take, damage or destroy the nests of species that reuse them, such as osprey
- take, damage or destroy a nest that's in use or being built
- take or destroy the egg of any wild bird
- possess or control any wild bird (or any part, alive or dead)
- possess or control an egg or any part of an egg of a wild bird
- sell, offer, or publish an advert to sell them

Additional protection applies to birds listed in schedule 1 of the Wildlife and Countryside Act 1981.

10.12. Several species of bats and birds are included on the list of species of principal importance in England under section 41 of the Natural Environment and Rural Communities Act (2006). Local Planning Authorities must consider the conservation of bat species as part of planning decisions, in accordance with the biodiversity duty.

10.13. Policy G2 of Oxford Local Plan 2036 states that important species and habitats will be expected to be protected from harm, unless the harm can be appropriately mitigated. It also outlines that, where there is opportunity, it will be expected to enhance Oxford's biodiversity. This includes taking opportunities to include features beneficial to biodiversity within new developments throughout Oxford.

10.14. Officers consider the determining issues to be:

- i. The significance of the affected heritage assets
- ii. The impact of the proposals on heritage significance, and the magnitude of any harm caused
- iii. Justification for the harm identified
- iv. Whether there would be sufficient public benefits to outweigh the less than substantial harm identified

v. The impact on European Protected Species

i. Significance of the affected heritage assets

- 10.15. The affected designated heritage assets include 10 Park Town which forms part of the grade II listing for the Park Town estate (NHLE ref. 1047179, 1-47 and 49-64 Park Town), and the North Oxford Victorian Suburb Conservation Area (NOVSCA), the special interest of which is addressed in the associated planning application.
- 10.16. 10 Park Town, also known as 'Clevedon House', dates from circa 1855, and comprises high historic and architectural significance for the following reasons, summarised below:
- 10.17. No.10's historical significance lies primarily in its representation of the history of Victorian suburban residential development in the NOVSCA and Park Town estate. It has an association with a prominent architect, Samuel Seckham and is an example of his influence in the creation of Park Town. It has an association with a quality builder, James Gardiner. It is evidence of the social history of the mid-late 19th and early 20th centuries, as a home for wealthy professionals and academics, and the hierarchical social structure of the wealthy classes.
- 10.18. It has an association with significant occupants from the mid-19th century to early-20th century (pre-war), when the building was used as a private family residence with staff, a school, and a boys orphanage.
- The first recorded residents, in 1857, were Professor Montague Burrows and his wife Mary Ann. He was a Professor of Modern History.
 - In 1871 the property was occupied by Edwin Hatch and family, the Vice Principal of St Mary Hall and an Oxford Clergyman. Also in the house at that time were three pupil students, nurse, housemaid, cook and undermaid. One of the students was George S. B. Baden-Powell, (1847-98) who went to Balliol College in 1871, later to become Sir George Smyth Baden-Powell. His father was Rev. Professor Baden Powell, who held the Savilian Chair of Geometry at the University of Oxford 1827 to 1860. He held the office of Member of Parliament (M.P.) (Conservative) for Liverpool, Kirkdale Division between 1885 and 1898. He was appointed Knight Commander, Order of St. Michael and St. George (K.C.M.G.) in 1888.
 - From 1886-1890 the building is known as 'Clevedon House School', preparatory to Magdalen College School and other public schools with headmaster Rev. John W. B. Bell M.A.
 - In 1891 the building is occupied by the Church of England Sisters of Charity with Sister Sarah F Ashdown the head and seven nuns, and the Orphanage for Destitute Boys was established.

- In 1901 Sarah Acland takes up occupancy where she lived until her death in 1930. A significant female figure in Oxford's history, she was a pioneer of photography with an entry in the Oxford Dictionary of National Biography, her collection of colour photographs is held at the Museum of the History Science, and her monochrome studies and papers are kept in the Bodleian. She was active in her charity work and was secretary of the Acland Home for nurses. In 2016 a Blue Plaque for Sarah Acland was placed on the building.
- 10.19. The building has high architectural significance. Designed in the Italianate style, it reinforces the architectural and historic character of Park Town and the NOVSCA. The use of red brick with stone detailing sets it out as a superior residence in relation to the brick and stucco properties throughout the rest of Park Town and indicates the wealth of the owner and quality of the builder, James Gardiner.
 - 10.20. Of high architectural interest is in the survival of a substantial amount of its original planform, and original external and internal fabric and features, exhibiting high quality materials, craftsmanship and elegant detailing, which demonstrate the hierarchal social structure in the mid-late 19th and early-20th centuries and how the wealthy classes lived, and relate to the origins of the planned Park Town estate.
 - 10.21. Of moderate significance, are the architectural elements which evidence the buildings association with Sarah Acland, a female figure of historic importance. The two-storey side extension, constructed circa 1904-05 during Aclands occupancy by architect Langton Cole, is of moderate significance. Cole is a known competent architect but his work in this extension is not exceptional, rare or outstanding. Externally it relates fairly successfully to the principal building, but internally there are elements that are clumsily and awkwardly detailed.
 - 10.22. Whilst there is evidence of a glasshouse drawing dated 1923 by Langton Cole and commissioned by Sarah Acland, the existing structure on site is crudely constructed, and with detailing that does not match that by Cole. Its association with Sarah Acland is limited as evidence suggests a glasshouse was not constructed in this location until after 1937 which is after her death in 1930. The glasshouse represents the trends in domestic living during the early-mid 20th century for these structures, and is loosely associated with Sarah Acland and a known architect. For these reasons the existing glasshouse is of limited significance.
 - 10.23. The visual distinction between the different building groups contributes to the significance and special interest of the Park Town estate, with their plot siting, materials, design and size emphasising the zones of the estate and the status of the first occupiers. There are uniform architectural designs and a distinctive material palette used throughout the estate (slate, clay tiles, stucco, yellow brick and red brick) and whilst the other building groups are largely uniform in their architectural design and restrained in the use of materials from this palette, there is wider variety in the designs and materials used for the detached western-most building group. They are all, however, characterised

by their three-storey scale and size, their detached appearance and their siting back from the street with sizable front gardens. The exact relationship of these buildings to their side plot boundaries varies as result of differences in their original construction and design, and various extensions which have been added throughout the years.

- 10.24. In the case of No.10, there is a very narrow gap between its original east side elevation and that of No.12, which has been partially infilled by a small single-storey lean-to. The gap between No.10's original west side elevation and that of No.8 is larger but since partially infilled by the early-20th century two-storey western side extension of No.10 and a two-storey addition to the east side of No.8. However, due to the subservient nature of these additions, the detached appearance of the properties when viewed from the street is maintained.

ii. Impact of the proposals on heritage significance, and the magnitude of any harm caused

External works

Two-storey western rear extension

- 10.25. The existing two-storey extension, as discussed above, is of moderate heritage significance for its association with Sarah Acland and its fairly successful design, architectural qualities and relationship to the principal listed building. The proposal to extend it rearwards with a new two-storey extension 2.03m in depth, would conceal part of the original west side elevation of the principal building which consists of a plain facing brick wall with a simple stone band detail, and would result in the loss of part of the brickwork at ground floor level adjacent to the chimney through the creation of a new jib doorway into the new kitchen, causing a low level of less than substantial harm to the listed building.
- 10.26. Whilst the proposed new two-storey extension would increase the massing of the existing extension, its subservience to the principal building would remain, with the new extension being set in from the rear elevation and the stone quoins and maintaining the same lower parapet height.
- 10.27. The existing extension has closed the original gap between 10 and 8 Park Town, and it is appreciated that when the rears of the properties are viewed, it could be perceived that the properties are semi-detached rather than detached due to their existing siting and relationship. However, when seen in context with the wider plots and front elevations, the original detached nature of the buildings can be readily appreciated. The two-storey rear extension whilst increasing the depth of the rear extension, would not make a discernible difference to the ability to appreciate and understand the detached nature of the buildings in comparison to the existing situation, nor would it impact on the ability to appreciate the architectural significance of both 10 and 8 Park Town or the special interest and significance of the wider Park Town estate. Therefore, the setting of 8 Park Town and the special character and appearance of the NOVSCA would not be adversely impacted by its siting, massing and size.

- 10.28. The existing ground floor arched opening on the front elevation would be retained and infilled with an arched window to replicate the existing arched window on the rear elevation. The existing gated passageway which runs through this arched opening would be infilled to become part of the internal floor area, and the ground floor arched window and first floor sash window in the existing rear elevation reused in the new rear elevation. The ground floor passageway, whilst providing some visibility through to the rear garden of No.10 if stood up close to it, does not make a meaningful contribution to the detached appearance of the property and therefore, the principle of its loss would not cause harm to the significance of the listed building or the special character and appearance of the NOVSCA.
- 10.29. The architectural form and design details of the two-storey extension replicate that of the existing extension (albeit the cornice detail on the west side elevation) with their success dependant on the quality of the craftsmanship during the construction phase which can be ensured through the implementation of relevant conditions. Officers consider the character and appearance of the proposed extension could be improved by continuing the existing profiled stone cornice detailing on the west side elevation along the new extension, rather than the proposed flush stone banding, but are aware that this would result in new structure overhanging the neighbours boundary line.
- 10.30. The external alterations to the existing extension and the new two-storey addition have been designed to reflect the existing architectural form and design details of the existing, re-using features and fabric where possible. This would ensure that the existing character, appearance and significance of the extension is maintained and its associative value with Sarah Acland would not be eroded.
- 10.31. The removal and blocking up of the 20th century lightwell on the west side elevation would not result in the loss of fabric or floorplan of significance.
- 10.32. Officers consider the two-storey western rear extension would cause a low level of less than substantial harm to the architectural or historic significance of the listed building, and would cause no harm to the significance or setting of 8 Park Town or the special character and appearance of the NOVSCA.

Rear garden room

- 10.33. The existing rear glasshouse is of limited significance, of crude construction and in a poor deteriorating condition. Its replacement with a new single-storey extension of slightly larger footprint, is appropriate in terms of its massing, size, design and improved relationship to the principal listed building. A very low level of less than substantial harm would be caused by the removal of the existing glasshouse removing the limited significance it holds as a representation of the trends in domestic living during the early-mid 20th century and its loose association with Sarah Acland and a known architect.
- 10.34. *Lightwells*

- 10.35. The changes to the front lightwells would involve the amalgamation and enlargement of the two existing lightwells, the removal of the former coal store and include the installation of a platform lift to enable an accessible entrance into the basement flat. The existing rear lightwell has undergone alteration in the past, and the current scheme proposes to alter it further by enlarging it to the same depth as the adjacent extension to provide direct access into the garden area. The removal of the former coal store and enlargement of the lightwells would result in a low level of less than substantial harm to the original character and significance of the basement (lower ground floor) as a lower social status level of the property. However, the size of the lightwells would not be to such an extent that would confuse or prevent appreciation and understanding of the historic lower social status of the basement level.
- 10.36. The proposal to enlarge the lightwells would result in longer sections of railings running along the base of the buildings front and rear elevations. The railings at the front would reflect the staggered nature of the buildings two bays, and at the rear they would surround the central bay window of the buildings eastern bay. The railings would be a simple elegant traditional design, similar to the existing historic railings currently surrounding the lightwells, but dissimilar to the more ornate pattern for the Park Town railings which demarcate the front boundaries adjacent to the street. The proposed simple railing design for the lightwells is considered appropriate in that it would not be a detracting feature from the architectural character of the building, and historically the ornate 'Park Town' pattern would not have been used for railings in this location.

External repair and maintenance works

- 10.37. The proposed external repair and maintenance works to the building fabric in the form of repairs to the brick and stonework, refurbishment of the joinery and rainwater goods, and the refurbishment of the existing roof finish through the relaying of the slate and leadwork, are welcomed necessary works that will help secure the longevity of the building.

Windows

- 10.38. To improve the buildings thermal performance, the upgrading of the existing windows is proposed informed by a detailed condition survey and analysis of the different types, condition and significance of the windows carried out by the agents. It is proposed to retain and refurbish the majority of the existing windows including all of the windows to the principal ground and first floor rooms, remove the existing glass and replace it with either single glazed 4mm histoglass or double glazed 12mm histoglass, dependent on the depth of their frames and glazing bars. The second floor rear elevation windows and the windows in the belvedere, due to the condition of their timber frames are proposed to be replaced in their entirety with new windows of a matching design fitted with 12mm double glazed histoglass.
- 10.39. The proposals would result in a low level of less than substantial harm to the listed building, due to the loss of historic fabric by the removal of the existing original windows at the upper levels and the removal of the historic hand drawn glass from the existing retained windows. This harm would be mitigated by the

proposed replication of the existing window designs and the use of histoglass to mimic the appearance of the existing hand drawn glass, ensuring the special character and appearance of the building and NOVSCA is maintained.

Dormer

- 10.40. It is proposed to replace the existing flat roof dormer, a Sarah Acland intervention, with a gable dormer. The width, depth and window design would remain the same, with a pitched roof and gable added above. The pitch of the roof would match that of the gable roof pitch to the eastern bay and would not detract from the architectural significance of the building. The replacement of the existing dormer fabric, which is in need of refurbishment / replacement, and the addition of a gable roof pitch, would not erode the association with Sarah Acland to a degree that would harm the historic significance of the listed building.

Internal works

- 10.41. The association of the property with Sarah Acland contributes to its special historic interest, however this does not imply that all interventions introduced by her should be preserved as a memorial to her. Indeed, there are some interventions where the evidence of the association with Sarah Acland is weak, as they could be associated with former owners.

Lower ground floor

- 10.42. The lower ground floor level has suffered changes to its original floorplan in the late-20th century in association with its conversion to one and then two separate flats, including the addition of modern partitions, and modern floor finishes and build-ups, which detract from the significance of the building. The proposals would remove the modern partitions and raised floors, largely returning the planform back to its original layout, with the exception of the installation of a new partition to create an entrance hall, the removal of a section of central wall to create a usable hallway / storage area, and the creation of a new western rear extension (level with the enlarged lightwell) including the removal of the majority of existing rear western retaining wall. The proposals also include the installation of underfloor heating throughout, and changes to wall, floor and ceiling finishes.
- 10.43. The proposed alterations would cause a low level of less than substantial harm to the listed building through the removal of original historic fabric and alterations to the buildings original planform. Officers recommend conditions are imposed to ensure excavation levels and finishes are sympathetic to the historic fabric and construction, and carried out in accordance with approved details.
- 10.44. *Ground floor*
- 10.45. The works to the ground floor would remove later alterations and additions of no significance, and in some cases unsympathetic to the heritage significance of the building, including the removal of partitions and doorways surrounding

the staircase and blocking the opening previously created in between the front principal rooms. These works would be beneficial and help better reveal the original floorplan and significance of the building.

10.46. *First floor*

10.47. The changes to the first floor floorplan include the proposed creation of a new centralised opening in the wall between the rear two principal rooms, and the blocking up of an existing opening that has been previously made in this wall. There would be a very low level of less than substantial harm caused by the loss of some original wall fabric, but this would be outweighed by centralising the opening between the rooms which would relate better to the proportions and character of the spaces. This change is one that has been frequently made throughout the Park Town properties. The harm would be mitigated by the new opening matching the existing door openings in terms of height and architrave detailing, which can be secured by condition.

10.48. The removal of the altered partition which houses a WC, would cause a very low level of less than substantial harm through the loss of altered suspected 19th century wall fabric. These works would open up the landing space and benefit the setting and appreciation of the elegantly detailed staircase, outweighing the low level of harm caused.

10.49. The principle of using the smaller first floor rooms as ensuite bathrooms is acceptable, but officers recommend the detailing of the floor treatments be resolved by condition to ensure the retention of the existing floorboards.

10.50. *Second floor*

10.51. The second floor, historically used by staff serving the wealthy owners, is of a lower social status than the ground and first floor levels and this is reflected in the fact it is within the roof space and the sizes and proportions of the rooms, particularly the low ceiling heights, and the simple detailing of joinery.

10.52. The replacement of a mid-20th century partition would not cause harm. The removal of part of the partition between the rear rooms, small areas of partition to provide access into the eaves storage space, and the heightening of the ceilings in the rear rooms would cause a low level of less than substantial harm.

10.53. *Belvedere*

10.54. The belvedere, part of the buildings original construction, is a unique and distinctive feature within the Park Town estate and offers spectacular views southwards towards the city centre. The proposals seek to upgrade its thermal performance in a sympathetic manner, through installing insulation from the exterior, with the internal finishes (internal boarding and exposed rafter and sarking) remaining in situ. There would be a slight change to the existing detailing of the exterior cladding and eaves which would need to be re-laid to accommodate the new insulation.

- 10.55. Originally designed to be open to the central staircase below, the floor of the belvedere had been infilled during Sarah Aclands occupancy, with a later glazed light inserted, and research suggests it was used as a bedroom. The proposals seek to remove the inserted floor and glazed lights and install a new railing around the perimeter of the opening with lean seat incorporated. The removal of the floor would cause a low level of less than substantial harm to the buildings associative value with Sarah Acland but would be outweighed by the restoration of the belvedere to its original design form and the upgrading of its performance and refurbishment of fabric. Subject to its design and appearance, which officers recommend is approved by condition, the new railing and lean seat would not cause harm to the special interest of the belvedere.
- 10.56. *Two-storey extension*
- 10.57. The internal alterations to the existing two-storey extension would involve the removal of three sections of wall to create a larger bathroom at ground floor level, and a dressing room with access through to the master bedroom at first floor level. This would impact historic fabric and planform in areas of moderate significance, and impact a small area of high significance fabric and change to the original buildings planform, which would still remain discernible with the changes. A low level of less than substantial harm would be caused.
- 10.58. *Fixtures and fittings*
- 10.59. There are several historic fittings within the building which contribute to its significance which include two historic kitchen ranges, original chimney pieces and fireplaces, later chimney pieces and fireplaces, and servants bells.
- 10.60. The historic ranges and original fireplaces are proposed to remain in situ, albeit with the ranges boarded over. Officers recommend a condition is imposed requiring the approval of further details to ensure the fixtures, including the servants bells are retained in an appropriate manner in the building so as not to compromise their significance.
- 10.61. There are three replacement glazed tiled fireplaces with carved timber chimney pieces on the ground floor which could date either to the early-20th century and be associated with Sarah Aclands occupancy or the late-19th century and be associated with the Church of England Sisters of Charity occupancy. The timber mantel pieces are carved with inscriptions reflecting themes of faith, survival, gratitude and finding peace after hardship. Whilst the fireplaces and chimney pieces are constructed from high quality materials and craftsmanship, they exhibit a particularly heavy and ponderous design which is at odds with the lighter more elegant architecture of the original build period.
- 10.62. Their removal would cause a low level of less than substantial harm to the associative historic significance of the building, but this would be outweighed by their replacement with fireplaces to match the design and materials of the existing original fireplaces which would enhance the buildings architectural significance and its special interest as part of the planned estate of Park Town.

iii. Justification for the harm identified

- 10.63. The low level of less than substantial harm that would be caused by the proposed two-storey rear western extension is clearly and convincingly justified by the need for the owners, who will be making a considerable investment in necessary maintenance and refurbishment works, to adapt this historic building in a sensitive manner to meet their needs, to secure its future as a designated heritage asset.
- 10.64. The very low level of less than substantial harm that would be caused by the removal of the existing glasshouse is clearly and convincingly justified by the need to improve the performance and aesthetics of the existing structure and is mitigated by the improved design and relationship of the new garden room to the principal building.
- 10.65. The historic associative value of the listed building with Sarah Acland, would be retained through the retention of the two-storey side extension and rear dormer. The alterations and additions to these elements would be sympathetic to the character and appearance of the architectural significance of the building and not erode the association with Sarah Acland to such a degree that would harm the historic significance of the listed building.
- 10.66. The low level of less than substantial harm that would be caused by the proposed replacement windows and replacement glass is clearly justified by the need to improve the buildings thermal performance and energy efficiency. These works, together with the introduction of roof and floor insulation and new mechanical and electrical services, are considered to be the most sympathetic means of achieving improved efficient building performance.
- 10.67. In exercising its functions the Council must have due regard to the Public Sector Equality Duty (Equality Act 2010, s149). This requires that decision makers give due regard to the need to eliminate discrimination, advance equality of opportunity, and foster participation in public life. The applicant has provided evidence to the Council demonstrating that occupation of the property by a person with a protected characteristic requires reconfiguration of the property at lower-ground level to form a single dwelling of a suitable size and layout. This includes the need for adapted kitchen and bathroom facilities, widened doorways and level access throughout, the installation of a lift for independent access, as well as additional space for support staff or carers.
- 10.68. The low level of less than substantial harm that would be caused by the enlarged lightwells and removal of the coal store is considered clearly and convincingly justified by the need to create an accessible entrance to the lower ground floor flat and provide direct garden access, suitable and appropriate for the proposed separate residential use of the lower ground floor level.
- 10.69. The low level of less than substantial harm that would be caused by the removal of original historic fabric and alterations to the buildings original planform at the lower ground floor level are clearly and convincingly justified by the need to adapt to requirements of the new occupant with a protected

characteristic. The harm would be mitigated through the use of materials (such as limecrete and lime plaster) appropriate for the buildings historic fabric.

10.70. The low level of less than substantial harm caused to the floorplan and some of the ceiling heights at second floor level is considered justified by the need to enable the second floor rooms and areas to become usable and functioning spaces. A section of the partition in between the rear rooms would remain enabling the former planform to remain read, and the areas of ceiling to be affected by the height change comprise modern gypsum plaster, with the areas comprising historic lime plaster in the front rooms remaining untouched.

iv. Whether there would be sufficient public benefits to outweigh the less than substantial harm identified

10.71. The National Planning Policy Guidance (NPPG) states: “Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit” (paragraph 020).

10.72. The proposed scheme has been informed by a detailed understanding and knowledge of the buildings special architectural and historic interest and its heritage values. The low level of less than substantial harm caused by the proposed works, as addressed in the above sections, would be outweighed by the public benefits of improved accessibility, improved thermal performance and energy efficiency, and the need to ensure the continued use and maintenance of the building, securing its future as a designate heritage asset.

10.73. Because the proposed works cover a range of interventions that would affect the interest of the house and may result in exposure of historic fabric, officers recommend a programme of Historic Building Recording works is carried out and secured by condition in accordance with Local Plan policy DH3 and NPPF paragraph 218.

v. The impact on European Protected Species

10.74. The extensions, including the creation of enlarged lightwells at the rear of the dwelling, in total impact an area of vegetated garden measuring 21.5m, none of which includes priority habitats. This level of development falls within the de minimis exemption so that no biodiversity net gain requirement applies to this application.

10.75. The works proposed in this application, including works to the roof, may have implications in terms of bats, a species protected under the Wildlife and Countryside Act 1981 and The Conservation of Habitats and Species Regulations 2017 (as amended). Detailed information has been submitted with the application including a Preliminary Roost Assessment, a Hibernation Assessment, a Bat Survey Report and a Precautionary Works Method Statement.

- 10.76. The councils ecologist has reviewed this information and determined that a robust assessment of the site has been undertaken and subject to the imposition of relevant conditions (Nos. 25 - 29) protected species would be protected in accordance with Policy G2 and The Conservation of Habitats and Species Regulations 2017 (as amended) and The Wildlife and Countryside Act 1981 (as amended).
- 10.77. In accordance with Policy G2 biodiversity enhancements will be secured via condition, including bat roosting devices and sparrow features.
- 10.78. The proposal is therefore considered acceptable in terms of its ecological impact and would therefore comply with Policy G2.

11. CONCLUSION

- 11.1. Whilst Officers have identified that aspects of the proposals would result in a low level of less than substantial harm to the special interest of the listed building 10 Park Town which forms part of the group listing of 1-47 and 49-64 Park Town, each harmful intervention has been sufficiently mitigated by the reversal of previous unsympathetic interventions and appropriate design choices, clearly and convincingly justified, and there would be sufficient public benefits stemming from improved accessibility, improved thermal performance and energy efficiency, and the need to ensure the continued use and maintenance of the building, securing the future of the listed building that would outweigh the less than substantial harm, having regard for the great weight that must be given to the preservation of designated heritage assets.
- 11.2. The proposed scheme achieves an acceptable balance between maintaining and enhancing the buildings special historic and architectural significance as representative of the historic development of the Park Town Estate and the social history of the mid-late 19th and early 20th centuries including the hierarchical social structure of the wealthy classes and its association with influential architect Samuel Seckham and quality builder James Gardiner, which is evidenced in the original architectural features and fabric of building, along with its association with historic figure Sarah Acland whose occupancy is evidenced in the two-storey side extension and rear dormer, through sensitive adaption, extension and refurbishment works to meet modern living requirements and to secure the future of the building.
- 11.3. It is therefore considered that the proposed development would meet the objectives of policy DH3 of the adopted Oxford Local Plan 2036 and policy HD3 of the emerging Local Plan. In addition, the proposals for which listed building consent is being sought are considered to meet the principles of planning policies set out in section 16 of the National Planning Policy Framework, and in granting listed building consent, subject to the recommended conditions, it is considered that the Local Planning Authority would meet the duty placed upon decision makers in section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 which seeks to “pay special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.

- 11.4. It is recommended that the Committee resolve to grant Listed Building Consent for the development proposed subject to the recommended conditions set out in section 12 of this report.

12. CONDITIONS

1. Time limit

The works permitted shall be begun not later than the expiration of three years from the date of this consent.

Reason: In accordance with Section 18(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 in accordance with policy DH3 of the Adopted Oxford Local Plan 2036

2. Works as approved only

This Listed Building Consent relates only to the works specifically shown and described on the approved drawings, unless specifically excluded by or subject to subsequent conditions attached to this consent. Any other works, the need for which becomes apparent as alterations and repairs proceed, are not covered by this consent and details of any other works must be submitted to and approved in writing by Local Planning Authority before work continues.

Reason: For the avoidance of doubt and to protect the special interest of the historic building in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

3. Historic Building Recording

No development shall take place otherwise than in accordance with the programme of historic building recording work contained in the approved written scheme of investigation document titled 'Building Recording: 10 Park Town, Oxford', ref: WA 260410 v3 by Worledge Associates. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

Reason: Because the development may have a damaging effect on known or suspected elements of the historic environment of the people of Oxford and their visitors, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

4. Construction Management Plan

No development shall take place until a Construction Management Plan (CMP) has been submitted to and approved by the Local Planning Authority.

The CMP shall be proportionate to the scale of the development and shall include details of:

- a) A detailed method statement for all excavation and basement works, including underpinning and piling, demonstrating how the structural stability and fabric of the listed building will be safeguarded at all times;
- b) Measures for the protection of historic fabric, including walls, floors, architectural features and finishes, during construction;

- c) A programme of structural and vibration monitoring before, during and after the works, including threshold levels and actions to be taken should these be exceeded;
- d) Details of temporary works, shoring, support systems and sequencing of construction to minimise risk to the listed building;
- e) Proposals for construction access, contractor parking, plant and machinery, storage of materials and waste, ensuring minimal impact on the setting of the listed building;
- f) Measures to control noise, vibration, dust and hours of working, with specific regard to the sensitivity of the listed building and adjoining properties;
- g) Procedures for dealing with unexpected historic features or fabric discovered during the works.

The approved CMP shall be implemented in full for the duration of the works, unless otherwise agreed in writing by the Local Planning Authority.

The approved CMP shall be adhered to for the duration of the construction of the development.

Reason: To ensure that construction works are carried out in a manner that safeguards the special architectural and historic interest of the listed building and neighbouring listed buildings in accordance with policy DH3 of the Oxford Local Plan 2036.

5. Lightwells

Prior to the commencement of development, scale drawings, sections and details of the new enlarged lightwells, external lightwell elevations including new doors and windows, steps and proposed platform lift showing the design, materials and finished appearance shall be submitted to and approved in writing by the Local Planning Authority and only the approved materials shall be used.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policies DH1 and DH3 of the Adopted Oxford Local Plan 2036.

6. Re-use of external features and fabric

The existing windows, stonework (including window surrounds, stone banding and corncicing) and bricks in the existing rear elevation of the two-storey extension shall be carefully dismantled, cleaned off, stored under cover on site and re-used in the construction of the rear elevation of the new two-storey extension unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the preservation and protection of original, weathered materials and features(s) of historic interest and their reinstatement as part of this contract, and to preserve the significance of the listed building, in accordance with its special architectural and historic interest and with policy DH3 of the Adopted Oxford Local Plan 2036.

7. Sample materials

Samples of all exterior materials proposed to be used, including but not limited to, bricks, stone and slate shall be made available for inspection on site and details shall

be submitted to and approved in writing by the Local Planning Authority before the start of the relevant work and only the approved materials shall be used.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

8. Sample panels

Sample panels of brickwork and stonework demonstrating the colour, texture, face bond, mortar and pointing for the rear extensions, boundary wall and masonry repair works shall be erected on site and approved in writing by the Local Planning Authority before relevant parts of the work are commenced. The approved samples shall be constructed with a lime mortar mix, shall represent the minimum standard and any pointing shall at least match the standard of the sample, to the satisfaction of the Local Planning Authority. The development shall be completed in accordance with the approved sample panels which shall remain on site for the duration of the development works.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

9. Masonry cleaning sample panel

Sample panels no larger than 1m x 1m of the proposed method(s) of brickwork and stonework cleaning shall be undertaken on site and made available for inspection, and approval in writing, by the Local Planning Authority before the start of relevant works. Only the approved method(s) shall be used.

Reason: To ensure that the methods employed do not have an adverse impact on the historic fabric, in the interest of preserving the special historic and architectural interest of the listed building, in accordance with policy DH3 of the adopted Oxford Local Plan 2036.

10. Rainwater goods

All existing cast iron rainwater goods shall be retained, repaired and re-used on the building wherever possible. Any required replacement and new rainwater goods shall match the existing original work in terms of materials, design, profile and finished appearance.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

11. Windows

The existing windows shall be refurbished in accordance with the approved method statements and drawings and for Type A windows fitted with Histoglass 4mm MONO RT+ and Type B and C windows fitting with Histoglass HD12 with hand-drawn glass unless otherwise approved in writing by the Local Planning Authority. Details of any changes or deviations from approved method statements shall be provided to and approved in writing by the Local Planning Authority prior to the relevant works being

carried out and the works shall be carried out in accordance with the approved details only.

Large scale drawn joinery details including existing and proposed elevations and sections showing the detailed design, profiles and finished appearance of the Type C replacement windows on the second and third floors as shown in approved drawing 2075_W.100 B shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

12. New fenestration joinery details

Large scale drawn joinery details including elevations and sections showing the detailed design, profiles, materials and finished appearance of the new fenestration in the external lower ground floor elevations and the new garden room shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

13. Railings

Details of the fixings into the lightwell walls, the material, colour and finish of the new lightwell railings and gates shall be submitted to, and approved in writing by, the Local Planning Authority prior to the installation of the railings and the works shall be carried out in accordance with the approved details only.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

14. External fixtures

Details of the siting, size, design and finished appearance of the following external fixtures, shall be submitted to, and approved in writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only:

- a) New or replacement ventilation grilles and extracts
- b) New or replacement boiler flues and new soil and vent pipes
- c) CCTV cameras
- d) Lighting fixtures
- e) Alarm boxes
- f) Bird and bat boxes

Existing openings shall be re-used wherever possible. All existing redundant non-original external fixtures and associated wiring and ducting shall be removed from the

building and the affected areas of fabric made good to match the existing original work in respect of materials used, detailed execution and finished appearance.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

15. Structural works

Details in the form of drawings, method statements, schedules of works and structural engineers reports of any necessary structural repair or replacement works to the roof or other areas of building fabric shall be submitted to and approved in writing by the Local Planning Authority before the start of the relevant works. The works shall only be carried out in accordance with the approved details.

Reason: To preserve the significance of the listed building, in accordance with its special architectural and historic interest and with policy DH3 of the Adopted Oxford Local Plan 2036.

16. Preservation of internal features

All original and existing internal features of historic interest such as plaster work, floorboards, metalwork, fireplaces, doors, windows, staircase balustrading and other woodwork, shall remain undisturbed in their existing position, and shall be fully protected during the course of works on site unless expressly specified to the contrary in the approved drawings. Any as yet unknown features of historic interest discovered during the progress of the works shall be retained in situ or relocated elsewhere on the site and preserved to the satisfaction of the Local Planning Authority. The Local Planning Authority shall be notified of their discovery and details of their preservation in situ or preservation in a new location shall be submitted to, and approved in writing by, the Local Planning Authority before any relevant works take place.

Reason: To ensure the preservation of valuable features of historic interest, which might otherwise be harmed or lost during the proposed works in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

17. Retained historic fittings

Further details in the form of drawings and a schedule of works detailing any proposed alterations to or the relocation of the retained historic features of interest including but not limited to, historic kitchen ranges and servant bells, shall be submitted to and approved in writing by the Local Planning Authority before the relevant works are commenced and shall be carried out in accordance with the approved details only.

Reason: To ensure the preservation of valuable features of historic interest, which might otherwise be lost during the proposed works in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

18. Doors

Notwithstanding the hereby approved documents, a revised and updated door schedule to include the following details, shall be submitted to, and approved in

writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only:

- a) Details of the doors proposed to be removed, replaced, retained and relocated;
- b) Details of any proposed upgrading works for fire resistance and acoustic purposes;
- c) Details of any proposed upgrading works for access control purposes;
- d) Large scale drawn details of all proposed new replacement doors.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

19. MEP services

The following details, shall be submitted to, and approved in writing by, the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only:

- a) Plans showing the distribution and locations of new mechanical, electrical and plumbing services,
- b) Method statement and schedule of works for the proposed installation of new mechanical, electrical and plumbing services, and
- c) Details of the size, design and finished appearance of any new associated internal fixtures including ventilation and extraction equipment and ductwork.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

20. Basement floors

The proposed floor build-ups and levels throughout the lower ground floor shall be carried out in accordance with approved drawings 2075_P.218, 2075_P.213, 2075_P.214 and 2075_P.215, unless alterations as specified by structural engineers and waterproofing specialists are necessary and submitted to and agreed in writing by the Local Planning Authority prior to the commencement of the relevant works.

Details of any proposed damp proofing methods shall be submitted to and agreed in writing by the Local Planning Authority prior to the commencement of the relevant works and shall be carried out in accordance with the approved details only.

Notwithstanding the hereby approved drawings and documents, the existing flagstones in the lower ground floor shall be reused as the floor finish, unless otherwise agreed in writing by the Local Planning Authority.

Details of the proposed new floor finishes throughout the lower ground floor shall be submitted to and agreed in writing by the Local Planning Authority.

The works shall be carried out in accordance with the approved details only.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policies DH1 and DH3 of the Adopted Oxford Local Plan 2036.

21. New openings

All new internal openings shall be same height and detailing as existing original internal openings in the same room unless otherwise agree in writing by the Local Planning Authority.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

22. Replacement fireplaces

Drawn details showing the design and materials of the replacement fireplaces on the ground floor shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

23. First floor bathroom flooring

Notwithstanding the hereby approved plans, drawn details of the proposed works and alterations to the first floor bathroom floors shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only.

Reason: To preserve the significance of the listed building, in accordance with its special architectural and historic interest and with policy DH3 of the Adopted Oxford Local Plan 2036.

24. Belvedere railings

Large scale drawn details including elevations and sections showing the siting, size, design, profiles, materials and finished appearance of the new railings and lean seat in the belvedere shall be submitted to and approved in writing by the Local Planning Authority before the relevant parts are installed and the works shall be carried out in accordance with the approved details only.

Reason: To ensure a sympathetic appearance for the new work and in the interest of the special character of the listed building, in accordance with policy DH3 of the Adopted Oxford Local Plan 2036.

25. Ecology survey time limit

If the development hereby approved does not commence by April 2027, further ecological survey(s) should be considered, in accordance with Chartered Institute of Ecology and Environmental Management (CIEEM) [Advice Note on the Lifespan of Ecological Reports and Surveys](#) to establish if there have been any changes in the presence of roosting bats, and identify any likely new ecological impacts that might arise from any changes through professional validation or additional surveys. The results of professional validation and/ or the survey(s) shall be submitted to the local planning authority.

Where validation and/ or survey results indicate that changes have occurred that will result in impacts not previously addressed in the approved scheme, a mitigation and compensation scheme will be submitted to and approved in writing by the local planning authority prior to the commencement of development. Works will then be carried out in accordance with the approved scheme, under licence from Natural England.

Reason: To ensure bats are protected in accordance with The Conservation of Habitats and Species Regulations 2017 (as amended) and The Wildlife and Countryside Act 1981 (as amended).

26. Precautionary Work Method Statement

The development shall be carried out strictly in accordance with the Precautionary Works Method Statement (Windrush Ecology, January 2026). Prior to the commencement of any works on site, a bat box suitable for crevice-roosting species shall be installed within the site in accordance with the specifications and location set out in the approved Method Statement, or alternatively in accordance with details submitted to and approved in writing by the Local Planning Authority.

The bat box shall be retained and maintained thereafter. This provision shall be in addition to any ecological enhancement measures proposed to be implemented on completion of the development.

Reason: To ensure bats are protected in accordance with The Conservation of Habitats and Species Regulations 2017 (as amended) and The Wildlife and Countryside Act 1981 (as amended).

27. Ecology enhancement - bats

Prior to occupation of the development, at least 1 x bat roost device (brick or box) suitable for cavity/ crevice roosting bats shall be installed on the building by being positioned at a height of 3-6 metres in an open location, with a clear flight path to and from the entrance, away from and unlit by artificial light and not above any windows, placed in a sunny position (6-8 hours of direct sunlight, or in a location where it receives the morning sun). If this is not possible, then close to the eaves or a pex of a gable end on the building in a south- south westerly direction. The approved measures shall be incorporated into the scheme and shall be installed under the guidance of a suitably qualified ecologist prior to completion of the development and retained thereafter. Proof of installation (photo, site visit invitation, etc) shall be provided to the local planning authority no later than 12 months following installation.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework and Policy G2 of the Oxford City Council Local Plan 2036 (2020).

28. Ecology enhancement – sparrows

Prior to occupation of the development, 2 x nest feature (box, shelf or terrace) suitable for house sparrow shall be installed on the building, by being placed as high as possible (under the eaves) ideally with the entrance hole pointing north-east but sheltered from prevailing wind and rain. Avoid obvious sun traps, such as south-facing walls. Ideally a sparrow brick placed in the fabric of the property during renovations is recommended. The approved measures shall be incorporated into the

scheme and shall be installed under the guidance of a suitably qualified ecologist prior to completion of the development and retained thereafter. Proof of installation (photo, site visit invitation, etc) shall be provided to the local planning authority no later than 12 months following installation.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework and Policy G2 of the Oxford City Council Local Plan 2036 (2020).

29. Ecology – lighting strategy

If external lighting is to be used, prior to occupation, a lighting design strategy for bats in accordance with Guidance Note 08/23 Bats and Artificial Lighting at Night, Bats Conservation Trust and Institute of Lighting Professionals, and using an Ecological Constraints and Opportunities Plan (ECOP), shall be submitted to and approved in writing by the local planning authority. The strategy shall:

- a. identify those areas/features on site that are particularly sensitive for bats and that are likely to cause disturbance in or around their breeding sites and resting places or along important routes used to access key areas of their territory, for example, for foraging/ commuting on the ECOP; and
- b. show how and where external lighting will be installed (through the provision of appropriate lighting contour plans and technical specifications) so that it can be clearly demonstrated that areas to be lit will not disturb or prevent the above species using their territory or having access to their breeding sites and resting places (overlaid on ECOP).

All external lighting shall be installed in accordance with the specifications and locations set out in the strategy (as advised by Guidance Note 08/23), and these shall be maintained thereafter in accordance with the strategy. Under no circumstances should any other external lighting be installed without prior consent from the local planning authority.

Reason: To enhance biodiversity in Oxford City in accordance with paragraph 187(d) of the National Planning Policy Framework and Policy G2 of the Oxford Local Plan 2036 (2020).

Informatives:

- 1 In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accords with the Development Plan and national planning policy objectives. This includes the offer of pre-application advice and, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application. However, development that is not sustainable and that fails to accord with the requirements of the Development Plan and/or relevant national policy guidance will normally be refused. The Council expects applicants and their agents to adopt a similarly proactive approach in pursuit of sustainable development.

- 2 Any damage caused to the building as a result of the works hereby approved shall be made good to match the existing original work in respect of materials used, detailed execution and finished appearance.
- 3 All species of bats and their roosts are protected under The Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2017 (as amended). Please note that, among other activities, it is a criminal offence to deliberately kill, injure or capture a bat; to damage, destroy or obstruct access to a breeding or resting place; and to intentionally or recklessly disturb a bat while in a structure or place of shelter or protection. Occasionally bats can be found during the course of development even when the site appears unlikely to support them. In the event that this occurs, work should stop immediately and advice should be sought from a suitably qualified ecologist. A European Protected Species Mitigation Licence (EPSML) may be required before works can resume.
- 4 All wild birds, their nests and young are protected under The Wildlife and Countryside Act 1981 (as amended). Occasionally nesting birds can be found during the course of development even when the site appears unlikely to support them. If any nesting birds are present then the buildings works should stop immediately and advice should be sought from a suitably qualified ecologist.

13. APPENDICES

- **Appendix 1** – Site location plan

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 listed building consent, officers consider that the proposal will not undermine crime prevention or the promotion of community.

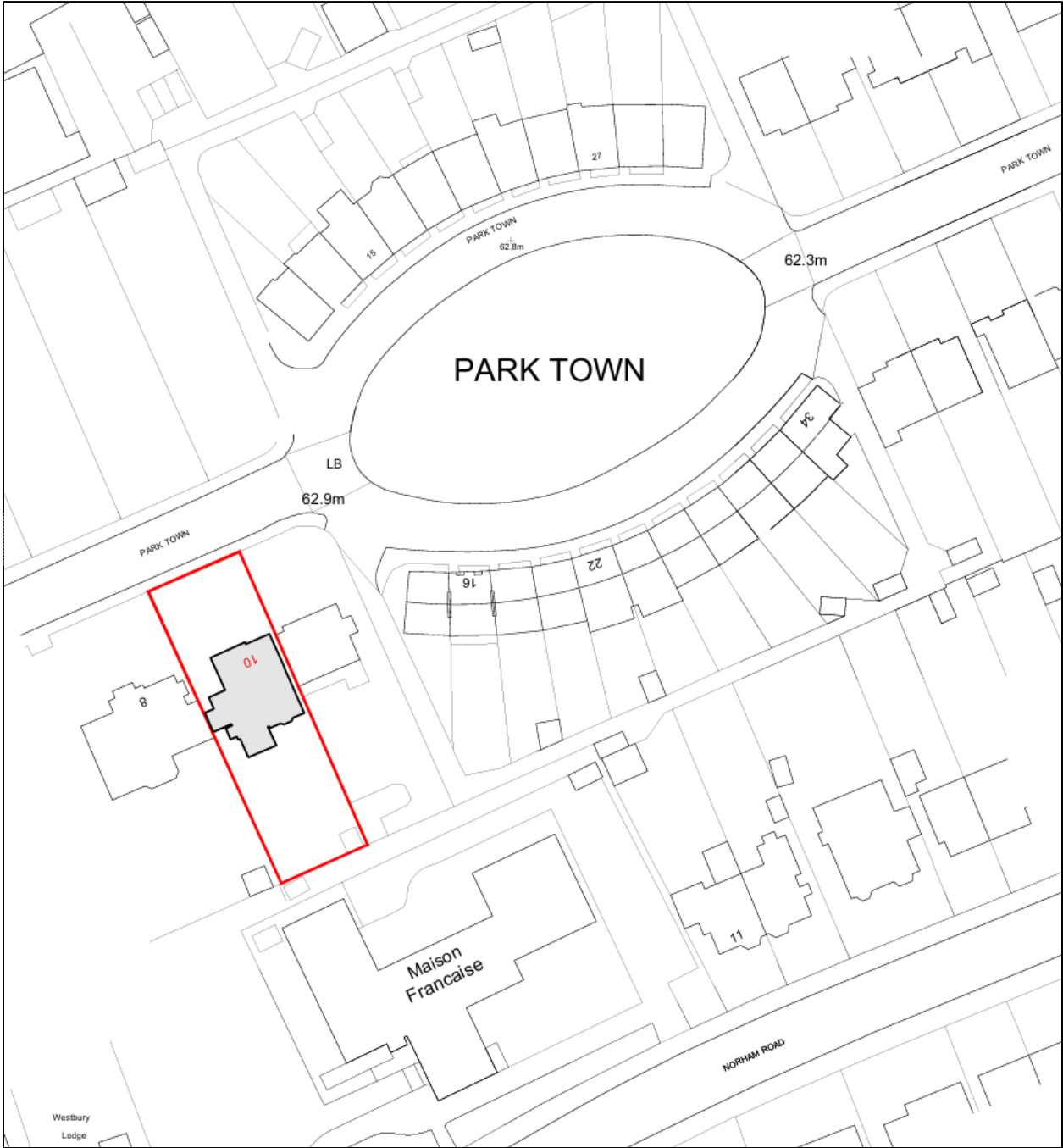
16. EQUALITIES ACT 2010

- 16.1. The application has been assessed against the relevant sections of the Equalities Act 2010, and it is not considered that the application discriminates

against people with protected characteristics specified in the Act. The protected characteristics are:

- Age
- gender reassignment
- being married or in a civil partnership
- being pregnant or on maternity leave
- disability
- race including colour, nationality, ethnic or national origin
- religion or belief
- sex
- sexual orientation.

Appendix 1 – Site Plan 10 Park Town (25/02643/LBC)



Extract from Location Plan (Riach Architects, 2025)

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Oxford City Planning Committee

24th February 2026

Application number: 25/02880/FUL

Decision due by 31st December 2026

Extension of time 30th April 2026

Proposal Change of use of dwellinghouse (Use Class C3) to a House in Multiple Occupation (Use Class C4. Alterations to existing single storey rear extension flat roof eaves detail and amendments to the doors and windows in the rear elevation. Insertion of four windows in the North side elevations at ground and first floor. Provision of bin and bike stores. Part retrospective. (Amended Description) (Amended Drawings)

Site address 2 Steep Rise, Oxford, OX3 9QG. – see **Appendix 1** for site plan

Ward Headington Hill and Northway

Case officer Tim Hunter

Agent: Mr Robin Akers **Applicant:** Mr Proko

Reason at Committee Delegated Application called in by Councillors Chapman, Clarkson, Lygo, Pressel, Taylor and Munkonge for reasons relating to proliferation of HMOs in the local area and lack of communal and cooking areas.

1. RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to:

- i 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
- ii agree to delegate authority to the Director of Planning & Regulation to:
 - finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as requested by the Lead Local Flood Authority and as the Director of Planning and Regulation considers reasonably necessary; and
 - and issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers the minor amendments to the previously approved development of the site under planning permission 24/01687/FUL to include

alterations to the existing single storey rear extension flat roof and eaves detail and amendments to the doors and windows in the rear elevation, insertion of four windows in the North side elevations at ground and first floor and the provision of bin and bike storage, all in association with a proposed change the use of the dwellinghouse (Use Class C3) to a House in Multiple Occupation (Use Class C4). Some works have already been undertaken and therefore the application is part retrospective.

- 2.2. The development would make the best and most efficient use of the site and provide a high quality and sustainable development. The principle of the use on this site in this location is acceptable. It would meet the demand for high quality shared accommodation.
- 2.3. The amendments to the design and appearance of the development would not materially alter or diminish the previously approved development.
- 2.4. There would be no change in car parking, sufficient cycle parking would be provided and there would be no adverse impact on the highway in terms of traffic generation subject to condition.
- 2.5. In terms of impact on residential amenity, there would be no detrimental impact on neighbours in terms of overbearing or loss of privacy, outlook or sunlight and daylight.

3. LEGAL AGREEMENT

- 3.1. This application is not subject to a legal agreement.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is not liable for a CIL payment.

5. SITE AND SURROUNDINGS

- 5.1. The site is located in the Northway residential area of Headington, Oxford on the western side of Steep Rise, see figure 1 below. A passageway along the northern boundary gives access to the rear gardens of 50 Foxwell Drive. The site slopes downwards from the southern side to the northern side. Extensions to the side and rear of the house have been constructed under permission granted by 24/01687/FUL and at the time of a site visit were approaching completion.
- 5.2. The site is in a sustainable location with good public transport into and out of the city and access to Headington.
- 5.3. The house is semi-detached and has a two-storey side extension, along with a single storey rear extension with a smaller first floor extension above constructed and substantially completed under planning permission 24/01687/FUL.

5.4. The surrounding area is characterised by a mix of residential properties.



Fig.1 Existing Site Plan

6. BACKGROUND AND PROPOSAL

6.1. Oxford City is subject to an Article 4 direction that came into force on 25 February 2012 which removed permitted development rights to change the use from Use Class C3 dwelling house to a Use Class C4 House in Multiple Occupation (HMO). Planning permission is therefore required for this development.

6.2. The application proposes change of use from the existing Use Class C3 dwelling house to a Use Class C4 HMO.

6.3. It also proposes amendments to the previously proposed development; these include the proposed bin storage turned through 90 degrees and an enclosed area for bin storage is shown built onto to the rear corner of the house, which has already been constructed. Further changes relate to the windows and doors to the rear extension including reducing two French doors to a single bifold door and changing the shape/ orientation of the window from vertical/ portrait to horizontal/ landscape. In addition four new windows to the side elevations at both ground and first floors have been inserted. The roof detail and eaves of the rear extension have been amended and are also shown as built.

6.4. A detached garden building is also shown on the revised drawings, however the applicant believes this to be Permitted Development under the General

Permitted Development Act 2015 and this element, whilst built, is not included in the application..

6.5. The proposed description of development and the proposed drawings have been amended since first submission to reflect the fact that the proposals include amendments to previously approved development and those changes have been consulted on for a period of 21 days.

7. RELEVANT PLANNING HISTORY

7.1. The relevant planning history for the application site is set out below:

24/01081/FUL - Demolition of existing side extension and erection of a two storey side and a part single, part two storey rear extension. Sub-division of existing dwelling to create a 1 x 1-bed dwelling (Use Class C3). Provision of private amenity space and bin and cycle storage. Formation of dropped kerb. WDN 21st June 2024.

24/01687/FUL - Demolition of existing side extension. Erection of a two storey side and a part-single, part two-storey rear extension. Provision of bin and bike stores. Extension of dropped kerb and installation of new boundary fence. (amended description and plans). PER 24th October 2024. Implemented.

24/02905/FUL - Demolition of existing side extension. Erection of a two storey side extension and a part single, part two storey rear extension. Sub-division of existing dwellinghouse to create a 1 x 1-bed dwelling (Use Class C3). Provision of private amenity space and bin and cycle storage. Extension of existing dropped kerb.. REF 29th January 2025.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Emerging Oxford Local Plan 2045
Design	131 – 141	DH1 - High quality design and placemaking DH7 - External servicing features and stores	DH1 - Design HD1 – Principle of design
Residential Amenity		H14 - Privacy, daylight and sunlight	R8 – Amenity HD1 –Privacy, light
Natural environment	161 – 186, 187 - 201	RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface	G8 – Sustainable drainage systems
Social and community	86 – 87		
Transport	109 -118	M1 - Prioritising walking, cycling and public transport	C8 – Car parking

		M3 - Motor vehicle parking M5 - Bicycle Parking	
Environmental	187 – 201	RE1 - Sustainable design and construction RE4 - Sustainable and foul drainage, surface	

8.2. Other relevant documents and considerations:

- Town and Country Planning Act 1990
- National Planning Policy Framework (NPPF)
- Planning Practice Guidance

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 18th November 2025. Following changes to the Description and the proposed drawings, further site notice were displayed on the 17th March 2026. No further comments were received.

Statutory consultees

9.2. Local Highway Authority: No objection, subject to a condition removing eligibility for parking permits.

Public representations

9.3. Public comments have been received from 2 Steep Rise. These can be characterised as an objection for the following reasons:

- Overdevelopment
- Overconcentration of HMOs
- Impact on hared water supply and infrastructure
- Effect on parking and highway issues
- Effect on adjacent properties
- Effect on character of area
- Effect on existing community facilities
- Effect on pollution
- Effect on traffic
- Increase in noise and disturbance
- Damaging to local community
- Disturbance during construction
- Effect on highway safety
- Poor quality accommodation
- Noise and disturbance

Officer response

9.4. The points raised above are dealt with in the report below.

10. PLANNING MATERIAL CONSIDERATIONS

- 10.1. Officers consider the determining issues to be:
- a. Design
 - b. HMO Density
 - c. Facilities and amenities
 - d. Residential amenity
 - e. Flooding and drainage
 - f. Car parking

a) Design

- 10.2. In relation to design the NPPF emphasises that high quality buildings are fundamental to achieving sustainable development and good design creates better places in which to live and work and helps make development acceptable to communities. New development should function well, be visually attractive, sympathetic to local character and history, establish or maintain a strong sense of place, optimise the potential of the site and create places that are safe, inclusive and accessible and which promote health and well-being
- 10.3. The Council expects new development to enhance the quality of the environment, and with this Policy DH1 of the Oxford Local Plan (OLP) 2036 is central to the purpose. This policy states that planning permission will only be granted for development of high quality design that creates or enhances local distinctiveness where this is informed and inspired by the unique characteristics of the site and its setting.
- 10.4. The external changes proposed to the house are limited and already in situ on site. The brick built bin storage would have limited impact on the public domain, being mainly apparent from the alleyway to the side. This element is limited in scale, reflects the rest of the house in terms of materials and is acceptable in visual terms.
- 10.5. The re-siting of the already approved cycle store would marginally reduce its visual impact 48 and 50 Foxwell Drive to the north with the gable siding onto the side alleyway along the northern boundary, thus reducing its visible width about the 1.8m high boundary fence. It is considered that this change would not materially alter the previously approved store, other than orientation, and is therefore acceptable.
- 10.6. The change to the eaves and the roof detail of the single storey rear extension are consistent with the current architectural design of the extension and would not result in unacceptable harm to visual amenity. Similarly, the minor amendments to the number and style of doors and the orientation of the single window in the rear of the extension would not be easily apparent from vantage points outside the site and are acceptable in visual terms.
- 10.7. The newly proposed and inserted windows to the side help to break up the blank expanse of the side elevations, according with the general style and appearance of the extensions, and are acceptable in visual terms.

10.8. It is considered that the proposed amendments to the approved development are minor in nature and would not individually or cumulatively result in materially significant alterations to the approved scheme such that the original design and appearance would be materially diminished. Neither would the proposed changes be visually harmful from the public realm. As such the development accords with PolicyDH1 of the OLP 2036.

b) HMO density

10.9. Oxford has a large number of HMOs and in some areas of the city, high concentrations of HMOs are resulting in changes to the character of the local area. These changes in character has been actively addressed by Oxford City Council, firstly by the removal of permitted development rights to change the use of a single dwelling to an HMO, and also by the OLP, which directly addresses the issue of overconcentration of HMOs in Policy H6 and its accompanying text. The OLP states that the Council will prevent over concentration of HMO in areas where there are already significant numbers. Policy H6 states that permission for a change of use to an HMO will only be granted where the proportion of buildings used as an HMO within 100m of street length of the application site does not exceed 20%.

10.10. There are 24 buildings within 100m street length of the site. Of these, licensing records indicate that 1 of these has, or have applied for, an HMO license. The actual number may be higher, due to some HMOs not being licensed, but the figures indicate that 8.3% of buildings in the relevant area would be HMOs, (including the proposed HMO on the application site), below the 20% concentration defined in Policy H6.

10.11. The surrounding area does not therefore show a significant concentration of HMOs, and the current proposal for a change of use to a Use Class C4 House in Multiple Occupation (HMO) would not materially harm the overall mix of housing in the local area and the application complies with Policy H6 of the OLP 2036.

c) Facilities and amenities

10.12. Policy H6 of the OLP 2036 also states that permission for a change of use to an HMO will only be granted where the applicant has demonstrated compliance with the City Council's good practice guide on HMO amenities and facilities and the accompanying text makes it clear that adequate provision should be made for refuse storage and collection, whilst cycle and car parking policy for HMOs are set out in Policies M3 and M5.

10.13. The proposed plans show six acceptably sized bedrooms, all of which would be en-suite and provide at least 8.5 square metres of floorspace. A communal area of 24.6m² to provide a kitchen diner is provided which would be in excess of the 10m² required by the Facilities and Amenities Guide for two storey dwellings with 6 occupants where all single rooms have a floorspace of at least 8.5m².

- 10.14. A further communal space is also proposed along with a utility area off of the kitchen.
- 10.15. The accommodation of the proposed HMO house is acceptable for at least six occupants and the principle of the proposed change of use to a small Use Class C4 HMO (in terms of facilities) is acceptable in accordance with Policies H6 and M5 of the OLP 2036.
- 10.16. There is also an acceptable area of private amenity garden space to the rear. The provision of bin and cycle storage in the rear garden has been approved under the approved permission, currently being implemented, and accords with the HMO guidance. As such the development accords with Policies H6 and M5 of the OLP 2036.

d) Residential amenity

- 10.17. Policy H14 of the Oxford Local Plan 2036 states that planning permission will only be granted for new development that provides reasonable privacy, daylight and sunlight for occupants of both existing and new homes. Policy H14 sets out guidelines for assessing development in terms of whether it will allow adequate sunlight and daylight to habitable rooms of the neighbouring dwellings. Policy RE7 of the Oxford Local Plan 2036 states that planning permission will only be granted for development that ensures that standards of amenity are protected.
- 10.18. The proposed external changes are already in situ on site. The brick built bin storage to the rear corner of the house measures approximately 2.5m in height and would from the boundary on to the public alleyway along the northern side. It is set well away from the western and southern boundaries of the site and separated from Foxwell Drive properties by the alleyway. Whilst visible from the alleyway it would not have an adverse impact on neighbouring amenities of Foxwell Drive in terms of overbearing, overlooking or loss of sunlight/ daylight, privacy or outlook.
- 10.19. The re-siting of the already approved cycle store would marginally reduce its visual impact on adjacent occupiers on Foxwell Drive, with the gable siding onto the alleyway along the northern boundary which divides the properties. As such there would be a reduced width visible on that boundary and as such no adverse impact on neighbouring amenities in terms of overbearing, overlooking or loss of sunlight/ daylight, privacy or outlook.
- 10.20. The change to the eaves and the roof of the single storey rear extension would increase the height by approximately 20cm and includes a soffit detailing. This is a minor change and would not materially result in unacceptable harm to the residential amenity of adjacent occupiers in terms of overbearing or loss of sunlight/ daylight or outlook. The ground floor changes to the windows/ doors to the extension would not result in increased overlooking.

- 10.21. The newly proposed windows to the side elevations would at ground floor face onto the alleyways and are to the lounge and toilet. At first floor these are to be subject to bathrooms. All windows are shown to be obscure glazed and fixed shut to 1.7m high from finished floor level. Subject to a condition securing the obscure glazing and no opening below 1.7m, it is considered that there would be no unacceptable increase in overlooking of occupier on Foxwell Drive to the north.
- 10.22. The development would not result in unacceptable harm to neighbouring residential amenity and the proposal accords with Policies H14 and RE7 of the OLP.

e) Flooding and drainage

- 10.23. Policy RE4 of the OLP 2036 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.
- 10.24. The development would add to the level of non-porous surfaces on the site, resulting in an increased level of rain water run-off. However, the increase would be relatively modest (limited to cycle and bin stores) and subject to a condition to ensure the development is carried out in accordance with the principles of Sustainable urban Drainage Systems, the development would not result in an unacceptable risk of flooding and comply with Policy RE4 of the OLP 2036.

f) Car Parking

- 10.25. Policy M3 of the OLP 2036 states that for development within Controlled Parking Zones (CPZs) where the site is within 800m of a local shop and 400m of a frequent bus service, the development should be car free, however the relevant technical Advice Note makes it clear that where existing sites are being redeveloped, there should be no net increase in the number of parking spaces.
- 10.26. The house is within a CPZ but is within 800m of a local shop and 400m of a frequent bus service. The house has one parking space on plot, which is proposed for retention.
- 10.27. Officers note that use of the house as an HMO may result in a larger number of adult residents and the possibility of more cars being associated with the house.
- 10.28. No net increase in parking is proposed to the site. The Local Highway Authority has indicated that they have no objection, subject to the house being removed from eligibility for parking permits in the local Controlled Parking Zone (CPZ) to prevent the subdivision and change in use resulting in an unacceptable increase in pressure for on street parking in the area. On this

basis it is considered acceptable in accordance with Policy M3 of the OLP 2036.

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 has a presumption in favour of sustainable development. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted. Policy S1 of the OLP 2036 repeats this.
- 11.3. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF and policy S1 for the reasons set out within the report. Therefore in such circumstances, planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.
- 11.4. Officers would advise members that having considered the application carefully including all representations made with respect to the application, that the proposal is considered to be acceptable in terms of the aims and objectives of the National Planning Policy Framework, and relevant policies of the Oxford Local Plan 2016-2036, when considered as a whole, and that there are no material considerations that would outweigh these policies.
- 11.5. 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

Time

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

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

Plans

2. Subject to conditions requiring updated or revised documents submitted with the application, the development permitted shall be

constructed in complete accordance with the specifications in the application and approved plans listed below, unless otherwise agreed in writing by the Local Planning Authority.

Reason: To avoid doubt and to ensure an acceptable development as indicated on the submitted drawings in accordance with policy SR1 of the Oxford Local Plan 2036.

Materials

3. Unless otherwise approved in writing by the Local Planning Authority, the materials to be used in the external elevations of the new development shall be as specified in the approved drawings and associated submission documents.

Reason: To ensure that the new development is in keeping with existing building(s) in accordance with policy DH1 of the Oxford Local Plan 2036.

Sustainable drainage

4. All Impermeable areas of the proposed development, including roofs, driveways, and patio areas shall be drained using Sustainable Drainage measures (SuDS). This may include the use of porous pavements and infiltration, or attenuation storage to decrease the runoff rates and volumes to public surface water sewers and thus reduce flooding. Soakage tests shall be carried out in accordance with BRE Digest 365 or similar approved method to prove the feasibility/effectiveness of soakaways or filter trenches. Where infiltration is not feasible, surface water shall be attenuated on site and discharged at a controlled discharge rate no greater than prior to development using appropriate SuDS techniques and in consultation with the sewerage undertaker where required. If the use of SuDS are not reasonably practical, the design of the surface water drainage system shall be carried out in accordance with Approved Document H of the Building Regulations. The drainage system shall be designed and maintained to remain functional, safe, and accessible for the lifetime of the development.

Reason: To avoid increasing surface water run-off and volumes to prevent an increase in flood risk in accordance with policy RE4 of the Oxford Local Plan 2036.

Parking permits

5. The use hereby permitted shall not be occupied until the Order governing parking at 2 Steep Rise has been varied by the Oxfordshire County Council as highway authority to exclude the site, subject to this permission, from eligibility for resident's parking permits and residents' visitors' parking permits unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the development does not generate a level of vehicular parking which would be prejudicial to highway safety, or cause parking stress in the immediate locality, in accordance with policy M3 of the Oxford Local Plan 2023.

Obscure glazing

6. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking or enacting that Order), the ground and first floor side facing windows shall be glazed in obscure glass and be non-opening below 1.7 metres above finished floor levels in the room(s) they serve and thereafter retained as such.

Reason: To safeguard the amenities of the adjoining occupiers in accordance with policy H14 of the Oxford Local Plan 2036.

Informatives

1. In accordance with guidance set out in the National Planning Policy Framework, the Council tries to work positively and proactively with applicants towards achieving sustainable development that accords with the Development Plan and national planning policy objectives. This includes the offer of pre-application advice and, where reasonable and appropriate, the opportunity to submit amended proposals as well as time for constructive discussions during the course of the determination of an application. However, development that is not sustainable and that fails to accord with the requirements of the Development Plan and/or relevant national policy guidance will normally be refused. The Council expects applicants and their agents to adopt a similarly proactive approach in pursuit of sustainable development.

2. This permission relates only to the granting of planning permission. The use of the property as an HMO also requires a separate Houses in Multiple Occupation Licence.

14. APPENDICES

- **Appendix 1** – Site location plan

15. HUMAN RIGHTS ACT 1998

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

16. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

Appendix 1

Site Location Plan



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