

West Area Planning Committee

11th August 2015

Application Number: 15/01152/FUL

Decision Due by: 22nd July 2015

Proposal: Part demolition of "1928 Building" and various outbuildings. Erection of 4 storey extension to Colin Sanders Building to provide Sixth Form Centre. Alterations to entrance quad incorporating revised car and cycle parking layout for 34 cars and 80 cycles. (Amended plans)

Site Address: Magdalen College School, Cowley Place, **Appendix 1.**

Ward: St Marys Ward

Agent: Mr Tim Ronalds

Applicant: Mr Harold Caldwell

Recommendation: West Area Planning Committee are recommended to approve the planning application.

Reasons for Approval

1. The proposed development would create much improved sixth form facilities at the School, without harming the special character or appearance of the St Clements and Iffley Conservation Area or the setting of listed buildings. The demolition of the southern section of the 1928 Building is accepted subject to recording prior to demolition. There would be no harm to residential amenities. For these reasons it is considered that the development is acceptable in terms of the relevant policies of the Development Plan and NPPF.
2. The Council considers that the proposal accords with the policies of the development plan as summarised below. It has taken into consideration all other material matters, including matters raised in response to consultation and publicity. Any material harm that the development would otherwise give rise to can be offset by the conditions imposed.

Conditions.

1. Development within time limit
2. Develop in accordance with the approved plans
3. Samples of materials
4. Landscape Plan required
5. Landscape carry out after completion
6. Car/cycle parking provision before use
7. Further cycle parking provision

8. Cycle parking details required
9. Construction Traffic Management Plan (further details including Tree Protection Measures where appropriate)
10. Construction Environmental Management Plan.
11. Drainage Strategy (inc SUDS) and detailed drainage design.
12. Travel Plan.
13. Details of biodiversity enhancement (bats)
14. Recording of the section of the 1928 Building which is to be demolished.
15. Details of further design details (openings (windows & doors) and eaves details).

Legal Agreement:

The Community Infrastructure Levy (CIL) is a standard charge on new development. The amount of CIL payable is calculated on the basis of the amount of floor space created by a development. CIL applies to developments of 100 square meters or more, or to new dwellings of any size. The reason that CIL has been introduced is to help fund the provision of infrastructure to support the growth of the city, for example transport improvements, additional school places and new or improved sports and leisure facilities. CIL is being brought in by councils across the country, although each local council has the ability to set the actual charges according to local circumstances.

This planning application will trigger CIL and the liability will be £30,019.12.

Principal Planning Policies:

Oxford Local Plan 2001-2016

- CP1** - Development Proposals
- CP5** - Mixed-Use Developments
- CP6** - Efficient Use of Land & Density
- CP8** - Design Development to Relate to its Context
- CP9** - Creating Successful New Places
- CP10** - Siting Development to Meet Functional Needs
- CP11** - Landscape Design
- CP13** - Accessibility
- CP17** - Recycled Materials
- CP18** - Natural Resource Impact Analysis
- CP20** - Lighting
- TR1** - Transport Assessment
- TR2** - Travel Plans
- TR3** - Car Parking Standards
- TR4** - Pedestrian & Cycle Facilities
- NE15** - Loss of Trees and Hedgerows
- HE2** - Archaeology
- HE3** - Listed Buildings and Their Setting
- HE7** - Conservation Areas

HE9 - High Building Areas

Core Strategy

CS2_ - Previously developed and Greenfield Land

CS9_ - Energy and natural resources

CS10_ - Waste and recycling

CS11_ - Flooding

CS12_ - Biodiversity

CS13_ - Supporting access to new development

CS16_ - Access to education

CS17_ - Infrastructure and developer contributions

CS18_ - Urban design, town character, historic environment

CS19_ - Community safety

Other Planning Documents

Supplementary Planning Documents:

- National Planning Policy Framework
- Planning Obligations Supplementary Planning Document
- Natural Resource Impact Analysis
- Parking Standards, Transport Assessment and Travel Plans.

Public Consultation:

Statutory Consultees Etc.

- Historic England Commission- Comment that their specialist staff have considered the information received and we do not wish to offer any comments on this occasion. They recommend that the application should be determined in accordance with national and local policy guidance and on the basis of the City Councils specialist conservation advice.
- Oxfordshire County Council Highways Authority- Comment that Magdalen College is in a highly sustainable location and it is not considered that the proposed development will lead to any increase in the number of pupils, staff or visitors, and therefore no additional vehicle trip generation is anticipated. The proposed additional cycle parking spaces are welcomed, but more should be provided. The existing vehicle access arrangements and revised car park layout is acceptable. Outline details of construction traffic has been provided. A detailed CTMP will be required prior to commencement. It is also requested that a Legal Agreement be arranged to secure Travel Plan monitoring fees of £1240. They also advise that a condition should be imposed requiring a detailed CTMP to be submitted to Oxfordshire County Council for approval prior to commencement.

- Thames Water Utilities Limited- Thames Water would advise that with regard to sewerage infrastructure capacity, they do not have any objections. With regard to surface water drainage it is the responsibility of a developer to make proper provision for drainage to ground, water courses or a suitable sewer. In respect of surface water it is recommended that the applicant should ensure that storm flows are attenuated or regulated into the receiving public network through on or off site storage. On the basis of information provided, Thames Water would advise that with regard to water infrastructure capacity, we would not have any objection to the above planning application.
- Environment Agency Thames Region- Consider this application to have a low environmental risk.
- Iffley Fields Residents' Association- comment that they are neither in favour nor against the proposals but raise concerns regarding 1) the height of the building and the scale of development within the school site. 2) the School Travel Plan excludes mention of pupils driving themselves to school. IFRA is especially concerned about this as several MCS pupils park for a whole day Iffley Fields. IFRA request that MCS specifically surveys its sixth formers on how many of them drive themselves to school. MCS sixth formers use Iffley Fields (particularly Stratford Street) as park and ride. 3). We are also concerned about access to the building work given the major roadworks and other building projects on at the school, disruption for local residents and health issues of static traffic. We would like to be reassured that deliveries will not take place at peak times and whether the works will be accessed from Iffley Rd or Cowley Place. 4) Finally, we note that the application states that the school has 'no neighbours'. There is a row of houses facing the school gates and St Hilda's College next door.

Individual Comments.

- No comments received from individuals or owners of neighbouring properties.

Relevant Site History:

00/00351/NFH - Extension to tennis courts area and realignment to provide 3 additional courts. 3 m high fencing and floodlight columns.. PER 3rd June 2000.

48/00001/A_H - Reconstruction of premises at Magdalen College School. PER 24th September 1948.

54/00272/D_H - New school building to replace some existing at Magdalen College School (in principle). PER 27th July 1954.

55/04562/A_H - New school building at Magdalen College School. PER 28th June 1955.

56/00537/DO_H - Science labs at Magdalen College School (outline). PER 9th October 1956.

56/05704/A_H - New two storey school science block at Magdalen College School. PER 11th December 1956.

62/12838/A_H - Outline permission for school assembly hall and chapel at Magdalen College School. PER 13th November 1962.

63/13060/A_H - School assembly hall and chapel at Magdalen College School. PER 22nd January 1963.

63/13502/A_H - Extension to pavilion to form lavatories and refreshment room at Magdalen College School. PER 8th May 1963.

64/13060/A_H - School assembly hall and chapel, (Revised).. PER 26th May 1964.

71/24594/A_H - Erection of additional teaching accommodation comprising classrooms music room and science laboratories with connecting links at Magdalen College School. PER 27th July 1971.

73/00304/A_H - Erection of additional teaching accommodation including landscaping access (amendment to approved plan No 24594) at Magdalen College School. REF 8th May 1973.

73/00940/A_H - Erection of additional teaching accommodation including landscaping at Magdalen College School (revised plan). PER 10th July 1973.

81/00861/NFH - Two storey classroom block at Magdalen College School. PER 16th December 1981.

83/00820/NFH - Erection of single storey dining and kitchen block on site of demolished concrete building at Magdalen College School. PER 15th December 1983.

90/00064/NFH - Erection of 3 new teaching laboratories (plus ancillary accommodation) as an extension to existing buildings on Iffley Road frontage at Magdalen College School (amended plans). PER 16th March 1990.

96/01784/NFH - Construction of 3 storey extension to provide additional teaching accommodation at Magdalen College School (Amended Plans). PER 11th April 1997.

99/00894/NFH - New sports hall incorporating 2 storey extension to existing changing rooms.. PER 1st April 2000.

06/01530/FUL - Planning permission for erection of three storey building incorporating catering and dining facilities, staff common room, art and design and technology rooms and teaching accommodation. Reconfiguration of car park. PER 9th November 2006.

11/00508/FUL - First and second floor extensions to provide multi-purpose sports hall at first floor and classroom and office at second floor.. PER 6th July 2011.

11/01497/FUL - Erection of 2 single storey temporary buildings for 3 years to be used as music rehearsal rooms. (Additional Info). PER 2nd September 2011.

14/00717/FUL - Erection of rear single storey building with connecting enclosed walkway.. PER 18th June 2014.

Background to proposals.

A masterplan was drawn up for the site in February 2014 setting out a plan for future physical development. This describes qualitatively and quantitatively the facilities that the school needs and a plan for the sequence of building projects to meet these needs.

The applicant held pre-application discussions with the City Council in December 2015. It was considered that the proposal would generally be supported on the basis of the information then submitted.

The Oxford Design Review Panel were also consulted on the proposed scheme in May 2015. The ODRP support the application for the new building, and as a first

phase of the masterplan, feel it sets a precedent for design quality of the following phases. Recommendations were made for improvements to the southern elevation such as placement of staircase windows to help to animate the elevation. Further alterations were suggested regarding the landscaping proposals around the entrance.

Site Description:

1. Magdalen College School is located at The Plain to the south east of the City Centre. It is situated on the junction of Cowley Place and Iffley Road, bounded to the east by playing fields. The existing buildings and outdoor spaces at the school are of varying age, quality and condition.
2. The school complex is sited in the St Clement's and Iffley Road Conservation Area, and is within the vicinity of several grade II listed buildings including St Hilda's College (Old Hall, library and walls), St Hilda's Garden Building, Magdalen College School, and 2 & 3 Cowley Place.
3. The site for the proposed extension is set within the Magdalen College School site at the western end of Cowley Place, away from The Plain. Although not prominent within the street scene of The Plain or Iffley Road, the site is visible in a variety of views including across the playing field to the south, across Christ Church Meadow to the west, from Iffley Road to the south east and from Cowley Place to the north east.
4. The school currently has 765 Senior School pupils. In 2010, female students were accepted into the sixth form and this currently comprises 313 pupils-215 boys and 98 girls. The new sixth form centre will not give rise to any increase in the number of students or visitors to the school.
5. The sixth form are currently housed in the 1928 building and this has recently expanded into temporary accommodation.

Proposal:

6. The proposal involves the demolition of the southern section of the 1928 Building to provide additional car parking and enlarge the proposed quad area, and the construction of a 4 storey sixth form block adjoining the Colin Sanders Building and running alongside the northern edge of the tennis courts.
7. The new sixth form centre provides improved accommodation for the sixth form and replaces other facilities in the 1928 building.
8. The new sixth form building would provide 1651m² spread over four storeys. The building would be composed of stone and buff brick, with windows and doors powder coated steel, timber doors and windows to the ground floor of the colonnade. The roof would be a standing seam zinc and stone paving proposed for the colonnade.

9. New paving is proposed to link the Sixth form centre colonnade to the New Building creating a clear pedestrian route between the two buildings. Car parking will remain as tarmac surface. Five small trees will be replaced as part of the development with six new trees reinforcing the edge along Cowley Place. Benches are also to be provided under the colonnade.

Officers Assessment:

10. Officers consider the principal determining issues to be:
 - Principle of development
 - Design and External Appearance and impact upon Conservation Area
 - Highways
 - Biodiversity and Trees
 - Sustainability

Principle of Development.

11. The NPPF states planning decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land). This is supported by Policy CS2 of the Oxford Core Strategy 2026. In addition, the Council supports schools and education through Core Strategy Policy CS16 which seeks to improve access to all levels of education, through new or improved facilities, throughout Oxford.

Design and External Appearance and impact upon Conservation Area.

12. The site is situated within the St Clements and Iffley Road Conservation Area and therefore policies HE7 and CS18 of the Core Strategy apply in terms of high quality urban design, architecture and public realm. One of the characteristics of this area is the high degree of architectural diversity throughout the conservation area using a limited palette of materials. Whilst Cowley Place is clearly an area dominated by educational use, the area is still vulnerable to infill development that does not respect the street and blocks the pattern typical of the area.
13. No objections are raised to the proposed demolition of the 1928 Building and the erection of the 4 storey extension to the Colin Sanders Building subject to conditions requiring the implementation of a programme of historic building recording for the 1928 Building, the approval of external material samples and further design details (i.e. window joinery details, eaves details) for the new sixth form building and the approval of a landscaping plan.
14. The 1928 Building is a single-storey building fronting Cowley Place, and whilst of a pleasing appearance with traditional architectural features, it is considered that it makes a limited contribution to the special character and appearance of the conservation area. It is accepted that the building is not fit for purpose and therefore, subject to a building recording condition, the

demolition of the southern section of the building is considered justified and acceptable.

15. The proposed sixth form centre is considered to be the result of a well-thought through design rationale and masterplan for the site, which addresses the context of the site and surrounding buildings (New Building and Colin Sanders Building). The design of the building has been amended to address concerns previously raised and as such is an improved scheme that would sit better within the site. It is not considered that the proposed building would harm the character and appearance of the conservation area or the settings of the surrounding listed buildings.
16. With regards to the impact on views, it is felt that the proposed additional built form in this location would not be out of context and would have minimal harm on views which would be outweighed by the benefits that the scheme would bring to the school and the improved layout of the site.
17. In summary, it is considered that the proposal would comply with national and local planning policy concerning the conservation of heritage assets.

Highways.

18. The planning application is accompanied by a Transport Statement and Travel Plan (March 2015). Magdalen College School is in a highly accessible location and is well served by walking and cycling routes as well as an excellent bus service from all directions on the Plain roundabout. The nature of the development will therefore have little to no effect on the wider transport network. Whilst additional cycle parking facilities are proposed, it is considered that the level of provision is too modest and a planning condition will be imposed to ensure the provision of additional cycle parking facilities.
19. Whilst a Transport Statement has detailed some of the arrangements for construction traffic, a condition will be imposed to secure these arrangements and also to provide further details of how traffic will be managed as well as a detailed management strategy to ensure the proposed restrictions on operating times (0930-1530) and the turning restrictions (right in, right out) are adhered to.

Biodiversity and Landscaping.

20. No objections are raised to the proposed development in respect of trees or landscaping proposals. It is proposed to remove five ornamental pear trees which are within the existing car park, but these are young enough to be transplanted to the alternative locations shown on the plan or for new trees to be planted to mitigate their loss. A condition will be imposed regarding proposed landscaping of the site.
21. It is considered that there is not a reasonable likelihood of protected species being impacted by the proposals. However, in line with recognised good practice and governmental policy on biodiversity and sustainability (National

Planning Policy Framework 2012 & NERC 2006), all practical opportunities should be taken to harmonise the built development with the needs of wildlife. The NPPF seeks to provide a net enhancement to biodiversity through sustainable development and policy CS12 of the Oxford Core Strategy 2026 states: Opportunities will be taken (including through planning conditions or obligations to): ensure the inclusion of features beneficial to biodiversity within new developments throughout Oxford.

22. In this instance it is appropriate for provisions for wildlife to be built into the development. The size, aspects and location of the development to productive habitat makes it ideally suitable for enhancements. Certain bat species are urban biodiversity priority species almost entirely dependent on exploiting human habitation for roosting. An appropriate provision for this development would be 6 bat roosting tubes on the southern aspect of the proposed new structure as high as possible.

Sustainability.

23. The proposed development falls below the size threshold of 2000m² where a formally submitted Natural Resource Impact Analysis is required in accordance with policy CP18 of the Oxford Local Plan. However the building has been designed to make energy savings and contains a number of passive measures within the design including high performance building fabric, natural ventilation, low energy fittings, energy efficient central plant and distribution systems including reclaim of heat where appropriate.

Other Matters.

24. Archaeology. It is considered that the basis of present evidence, this scheme would be unlikely to have significant archaeological implications.
25. Contamination. The application is accompanied by a full Contamination Report and the conclusions of the report are accepted. However in order to ensure that the recommendations in the report are adhered to, it is recommended that a condition be imposed on any consent to ensure that the recommendations are followed throughout the construction of the approved development in order to ensure that any ground and water contamination is identified and adequately addressed to ensure the safety of the development, the environment and to ensure the site is suitable for the proposed use in accordance with Policy CP22 of the Oxford Local Plan.

Conclusion:

26. It is not considered that the proposed demolition of the southern section of the 1928 Building and the construction of a 4 storey sixth form building adjoining the Colin Sanders Building would harm the character and appearance of the St Clement's and Iffley Conservation Area or the setting of surrounding listed

buildings subject to conditions suggested above. The application would comply with the relevant local and national heritage planning policies. For these reasons it is recommended that the application be approved subject to conditions.

Human Rights Act 1998

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

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

Section 17 of the Crime and Disorder Act 1998

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

Background Papers: 15/01152/FUL.

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Date: 29th July 2015