

Oxford Planning Committee

24th May 2022

Application number: 21/01261/FUL

Decision due by 19th August 2021

Extension of time 26th August 2022

Proposal Demolition of existing Principals Lodgings and removal of existing gym building, car park and shed/storage units. Erection of two new student accommodation buildings (72 rooms) and associated collegiate facilities including replacement gym, health and welfare facilities, and offices. Erection of new replacement Principals Lodgings building and associated landscape improvements and bicycle parking.

Site address St Hilda's College, Cowley Place - see **Appendix 1** for site plan

Ward St Marys Ward

Case officer Felicity Byrne

Agent: Mr Chris Pattison **Applicant:** St Hilda's College

Reason at Committee Major Development

1. RECOMMENDATION

1.1. Oxford City Planning Committee is recommended to:

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

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

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

- finalise the recommended conditions as set out in this report including such refinements, amendments, additions and/or deletions as the Head of Planning Services considers reasonably necessary; and
- finalise the recommended Unilateral Undertaking and 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 after completion of the Unilateral Undertaking issue the planning permission.

2. EXECUTIVE SUMMARY

2.1. This report considers Phase 2 of St Hilda's College student accommodation provision. The demolition of the President's Lodge and other outbuildings and erection of a new President's house and two student accommodation Block with associated ancillary facilities. Provision of new hard and soft landscaping, provision of refuse storage, cycle and replacement car parking.

2.2. Officers conclude that the principle of student accommodation and ancillary facilities are acceptable in this location. The development would make best and most efficient use of the land to provide purpose built student accommodation for St Hilda's College and release housing back to the open market. The proposal is exempt from an affordable housing contribution because it is sited in an existing college campus. The need for the college accommodation has been robustly demonstrated and together with the constraints of the site means that the location, height and massing of the development is justified.

2.3. The development has been designed with a clear knowledge and understanding of the site, its surroundings and the significance of the St Clement's and Iffley Road Conservation Area (SCIRCA) within which it sits, adjoining Central Conservation Area (CCA) and Christ Church Grade I registered park and gardens. It is considered that the development is of high quality design of both architecture and landscape design. The development would provide a replacement residential accommodation for the President of St Hilda's with an appropriately sized family house facing the river, meeting internal and external space standards. There would be a medium level of less than substantial harm caused to the SCIRCA and setting of the CCA and listed Christ Church registered Park and Gardens. However this would be outweighed by high quality architecture and landscape design and public benefits derived from the scheme. There would be no harm to the character and appearance or setting of the Botanic Gardens.

2.4. There would be an overall reduction in car parking within the College Campus as a result of the development, with parking limited to a replacement space for the dwelling and operational and disabled parking for the student accommodation in accordance with the Local Plan. Cycle parking for the new development would be provided alongside existing cycle parking for Phase I across the whole Campus. Whist cycle parking for Phase II would be less than one for one, given the location within the main teaching campus and sustainable location this is acceptable in accordance the Local Plan Policy.

- 2.5. The development would result in the loss of some trees within the site, however the proposal demonstrates that there would overall be a substantial gain in tree numbers and canopy cover over time. Landscape planting for biodiversity and biodiversity net gain of 5% would be achieved. The building so would be sustainably designed and constructed and achieve a 40% reduction in carbon emissions.
- 2.6. There would be no significant adverse impact on neighbouring residential amenities as a result of overlooking, loss of privacy, overbearing, visual intrusion, noise or overshadowing. Subject to relevant conditions, the development would not result in an adverse impact in terms of flooding & drainage, land quality, noise, air pollution.
- 2.7. In conclusion the development would result in a high quality scheme that appropriately responds to its setting, that would result in public benefits that would outweigh any harm to heritage assets, and that would contribute significantly to the Councils aim of providing more purpose built student accommodation and releasing housing to the general market. Through the imposition of suitably worded conditions the proposal accords with the policies of the Oxford Local Plan 2036, the NPPF and complies with the duty set out in the Planning (Listed Buildings and Conservation Areas) Act 1990.

3. LEGAL AGREEMENT

- 3.1. This application is subject to a s106 legal agreement to secure public benefits of the scheme in order to outweigh the harm to heritage assets. A contribution to the County Council of £1,240 towards Travel Plan monitoring can be secured through a Unilateral Undertaking.

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

- 4.1. The proposal is liable for CIL amounting to 72,814.00.

5. SITE AND SURROUNDINGS

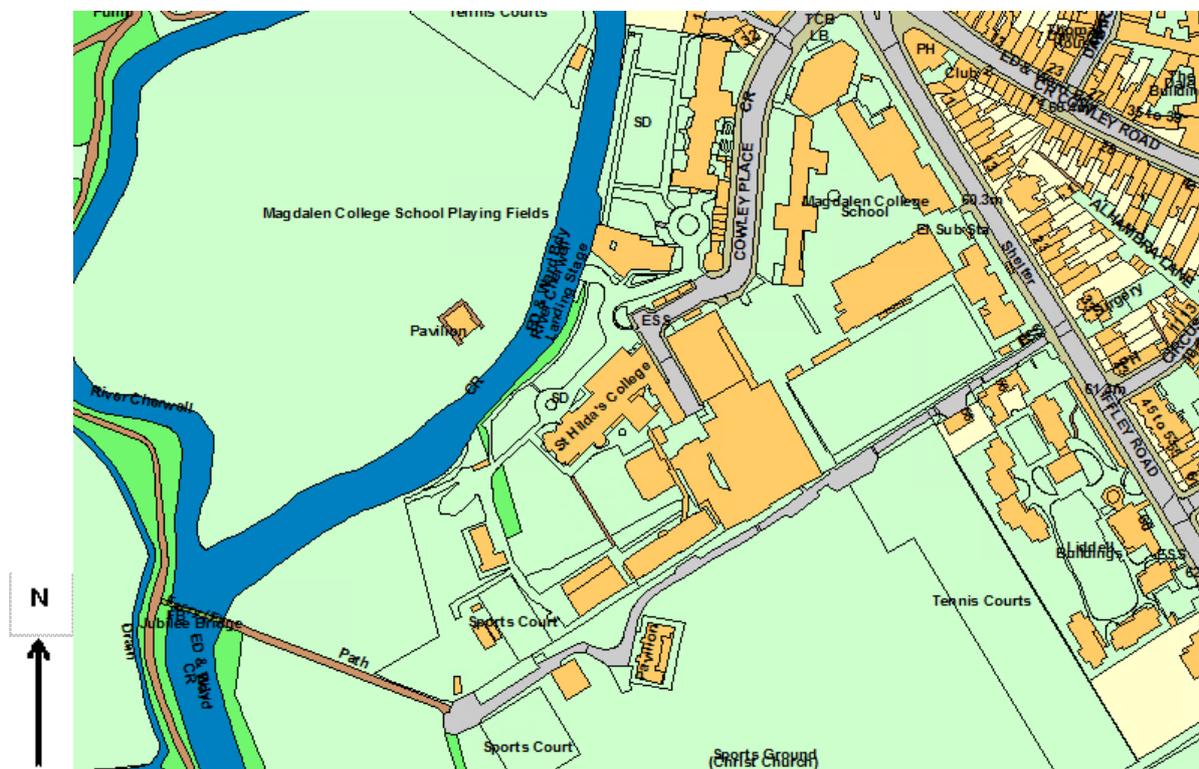
- 5.1. The application site is located at the south western end of St. Hilda's College campus, which is accessed from Cowley Place. The site includes the Principal's Lodgings building, tennis courts (currently used as a car park), temporary single-storey gym building, a number of mature trees and a rose garden. St Hilda's College site is located within the St Clement's and Iffley Road Conservation Area (SCIRCA). The Central Conservation Area (CCA) borders the college site to the north-west with its boundary following the line of the River Cherwell which itself forms the western boundary. Cowley Place forms its eastern boundary.
- 5.2. The Grade I registered park and gardens of Christ Church and the Oxford Botanic Garden are situated to the north and west of St Hilda's. The site is highly visible and prominent in views from these registered park and gardens, with views afforded across the open landscapes and rivers, interrupted only by the

frequently broken line of trees along the river banks. There are a number of large and significant trees within the application site which contribute towards the setting of the campus and the wider area.

5.3. There are a number of listed buildings both within the site and within close proximity including the Old Hall, the Library, the wall and gate piers which run parallel to Cowley Place, the piers and gates to the South Building, and the Garden Building. The South Building, the Principal's Lodgings, the Jacqueline du Pre music building, and the Wolfson Building are also considered to be buildings of local heritage significance.

5.4. Most of the application site is located within Flood Zone 1 with areas of Flood Zone 2, 3a and 3b located towards the south west and the river. The applicant has identified a Victorian sewer which cuts across the site from the northwest to south east.

5.5. See location plans 1 and 2 below:



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Ordnance Survey 100019348

Location plan 1 showing St Hilda's College



Location plan 2 showing red line of the site within St Hilda's College

6. PROPOSAL

6.1. The proposal is for the development of 'Phase II' of the new student accommodation at St Hilda's College. The application proposes the demolition of the Principal's Lodgings (comprising student accommodation) and small outbuildings, and removal of the tennis court area. Erection of a new Principals Lodgings dwelling, two buildings providing student accommodation (72 rooms in total) and associated collegiate facilities including replacement gym, health and welfare facilities, and offices, together with cycle parking and shared and soft landscaping.

6.2. An application was made to Historic England (HE) for listing of the Principal's Lodging, which has delayed the consideration of this planning application. HE assessed the building and considered that it did not have the special interest required for designation.

7. RELEVANT PLANNING HISTORY

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

17/02537/FUL - Proposed demolition of existing buildings and redevelopment comprising: erection of new building to provide student accommodation (59
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bedrooms), porters lodge, middle common room, fellows' accommodation and academic and administrative offices; erection of new pavilion building; removal of existing porch to old hall building and provision of replacement; creation of new pedestrian access from Cowley Place; replacement bin and bicycle parking. Decision 29th March 2018.

17/02538/LBC - Removal of MCR, Storage Buildings and Porters Lodge connected to Hall Building; erection of new bin and bicycle store to Hall Building. Removal of wall adjoining South Building entrance piers and gates; erection of new wall connecting new Boundary Building to South Building entrance piers and gates. Decision 29th March 2018.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Other planning documents
Design	119--136	DH1 - High quality design and placemaking DH6 - Shopfronts and signage DH7 - External servicing features and stores RE1 - Sustainable design and construction	
Conservation/Heritage	189-208	DH2 - Views and building heights DH3 - Designated heritage assets DH4 - Archaeological remains DH5 - Local Heritage Assets	
Housing	60-77	H2 - Delivering affordable homes H8 - Provision of new student accommodation H14 - Privacy, daylight and sunlight H15 - Internal space standards H16 - Outdoor amenity space standards	
Commercial	81-91		
Natural environment	91-101, 174-182	RE3 - Flood risk management G1 - Protection of Green/Blue Infrastructure G2 - Protection of biodiversity	Biodiversity TAN Green Spaces TAN

		geo-diversity G8 - New and enhanced Green and Blue Infrastructure	
Social and community	92-103		
Transport	104-113	M1 - Prioritising walking, cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking M4 - Provision of electric charging points M5 - Bicycle Parking	Car and Bicycle Parking TAN
Environmental	, 152-, 169- 183-184	RE4 - Sustainable and foul drainage, surface RE6 - Air Quality RE8 - Noise and vibration RE9 - Land Quality	Sustainable Design and Construction TAN
Miscellaneous	7-12	S1 -Sustainable development S2 - Developer contributions E2 - Teaching and Research RE2 - Efficient use of Land RE5 - Health, wellbeing, and Health Impact Assessment RE7 - Managing the impact of development V8 - Utilities V9 - Digital Infrastructure	

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 11th November 2021 and an advertisement was published in The Oxford Times newspaper on 27th May 2021. A second round of public consultation was undertaken and site notices were displayed around the application site and an advertisement was published in The Oxford Times newspaper on 11th November 2021. Further consultation was undertaken and site notices were displayed around the application site on 23rd February 2022.

Statutory and non-statutory consultees

Oxfordshire County Council (Highways)

9.2. First round consultation: No objection subject to S106 contribution of £1,240 towards Travel Plan monitoring and conditions. Comments can be summarised as:

The Phase 2 site is accessed internally by an existing vehicular roadway and pedestrian paths across the College Lawn. The whole College is accessed via Cowley Place, which is a priority give-way to those entering the site;

The site is in a sustainable location with good access to public transport and within

walking/cycling distance to local amenities and the city centre;

The area is within a Controlled Parking Zone and therefore any potential for over-spill parking from the site will be restricted;

A construction traffic management plan is required by condition;

Car parking has been reduced by 18 spaces and parking limited to accessible and operational parking;

Due to the nature of the surrounding streets, all student drop-off/pick-up will need to be from within the site. A Student Accommodation Management Plan is therefore required to ensure no severe impact on the highway network;

276 cycle parking spaces are currently available across the College against 245 existing rooms. Application on phase 2 which proposes 32 cycle spaces for the 72 rooms would bring the total to 308 spaces for 317 rooms. Details of the stands to be conditioned.

9.3. Further consultation: Previous comments still apply.

Oxfordshire County Council (Lead Local Flood Authority (LLFA))

9.4. First and Second Round consultation: objection, comments can be summarised as:

- An impermeable area plan demonstrating the extent of the area and stating the area, including 10% urban creep is required;
- Pipe numbering and pipe gradients to be shown on drainage plan, and permeable paving
- Hydraulic calculations to include the whole surface water network, including all storm events;
- Justification for pumped surface water solution proposed;
- Explanation for run-off from the asphalt road required. Additional water quality measures could be implemented before the run-off enters the drainage system;
- Surface water flow exceedance plan required;
- Surface water pipe is outside the site boundary and crosses third party land. Their consent is required and should be evidenced. A technical approval for connection to public sewer;
- Ground investigation report not provided showing the infiltration testing results

9.5. Third round consultation response on the submitted updated Flood Risk Assessment and Drainage Strategy: No objection subject to conditions requiring a sustainable surface water drainage (SuDs) scheme for the development and submission of evidence of implementation of the SUDS.

Thames Water Utilities Limited

9.6. First round: With regard to foul water sewerage network infrastructure capacity and surface water network infrastructure capacity, Thames Water (TW) would not

have any objection to the planning application, based on the information provided. The proposed development is located within 15 metres of a strategic sewer therefore a condition requiring a piling method statement is required. The fowl sewer runs from the north and down the eastern boundary of the site. TW recognises this catchment is subject to high infiltration flows during certain groundwater conditions. The scale of the proposed development doesn't materially affect the sewer network and as such TW has no objection. New networks should be designed to avoid surcharge or cause flooding. The Applicant should consult the LLFA. On the basis of information provided, Thames Water would advise that with regard to water network and water treatment infrastructure capacity, we would not have any objection to the above planning application. An informative should be attached regarding minimum pressure which should be taken into account in the design.

9.7. No further comments received from further consultation.

Natural England

9.8. First round: Based on the plans submitted, Natural England considers that the proposed development will not have significant adverse impacts on statutory designated sites and has no objection. Based on the plans submitted, Natural England considers that the proposed development will not damage or destroy the interest features for which Magdalen Grove SSSI the site has been notified and has no objection. St Hilda's College Meadow Local Wildlife Site falls within the application boundary.

9.9. Further consultation: No objection the amendments are unlikely to have significant impacts on the natural environment than as originally proposed.

Environment Agency

9.10. No objection subject to conditions securing construction in accordance with the Flood Risk Assessment and Mitigation Measures and submission of details of a Buffer Zone Scheme. They advise that the FRA and Drainage Strategy submitted states that surface water from roof areas will be collected in a tanked cellular storage system and discharged into an onsite surface water sewer that outfalls into the River Cherwell. There is an outfall on the Thames Water survey maps, but currently no connection from the redeveloped area to it. The EA therefore needs to know how the Applicant intends to connect it up and where the pipes will run. If another outfall on the river is intended then the Applicant will need to amend the red line boundary to include that area. In relation to biodiversity, whilst the redline boundary may already be further than 10m from the top of the bank of the watercourse there are no measurements provided on the plans. The blue line boundary shows the river buffer is within the ownership boundary of the applicant. A buffer scheme is therefore needed to ensure that no development will take place within the 10m from the top of bank of the Cherwell and biodiversity will be protected during construction. Further consideration should be given to the ecological value of the river corridor in this buffer and how it might be enhanced. These issues can be addressed via the Buffer Zone condition.

C20th Century Society

9.11. Objection to the demolition of the Principal's Lodgings, comments are summarised as:

The Principal's Lodgings is considered to be a non-designated heritage asset, making a valuable contribution to the St Clements and Iffley Road Conservation Area. Constructed in 1954-55 by the Richardson and Houfe partnership (1946-1964). Richardson is known particularly for Manchester Opera House (1912) and the Financial Times Building, London (1958). This was one of several projects that he executed in the grounds of St Hilda's, not all of which survive. His style was distinctive from his contemporaries. A unique classicism taking initiative from Regency and Victorian precedent and demonstrating an 'intelligent evolution'. The Lodge offers a glimpse in to post-war evolution of College building in Oxford. The building provides a counterpoint to Smithsons' Grade II-listed Garden Building (1968-70). It demonstrates changes in architectural taste and is significant in representation the College's choices at the time and this should be respected as part of its rich architectural diversity.

The Lodgings building is a stripped-back example of post-war Neo-Georgian architecture. It is two storey, constructed in light-yellow stretcher-bond brick, with a hipped slate roof and ornate lattice porch. It was extended sympathetically in 1980. In particular, we draw attention to the interiors of the Lodgings as evidence of its architectural significance. The interiors include many well-preserved and interesting details, including herringbone flooring, cornicing, a distinctive curved landing and classical alcoves astride the lounge fireplace. The Lodgings is accordingly recognised by William Fawcett in the Twentieth Society's Journal No. 11 (Oxford and Cambridge) as having been executed in an 'inventive idiom'. He also establishes a similarity with the work of Raymond Erith, who too built for the university. Interestingly, the building is the progenitor of an almost direct imitation at Weston Patrick House, Hampshire, built by Richardson alone in 1956. The Society considers the Principal's Lodgings to be a Non-Designated Heritage Asset. Paragraphs 197 and 148 of the National Planning Policy Framework should be considered.

The Society therefore objects to the demolition of this building and urges the refusal of this application. The Society considers that the proposed new buildings could be carefully sited around the existing lodgings and the historic NDHA retained. The Society commends the conversion and re-purposing of the Principal's Lodgings to provide student accommodation. Such reuse would have environmental benefits as well as preventing the loss of a valuable NDHA by a major architecture partnership of the last century.

Historic England

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

9.13. This application would involve the demolition of the Principal's Lodging at St Hilda's college and its replacement with two accommodation buildings, the

Meadow building and the Villa building. Development on the scale proposed has the potential to have an impact on the College, which contains buildings of architectural and historical interest, and on the wider cityscape of Oxford.

The significance of the St Hilda's site and role in the wider city scape:

- 9.14. St Hilda's was founded as a ladies' school in the late 19th century and attained College status in the 1920's following a period of sustained growth. The school was initially accommodated in Cowley Place, an 18th century riverside villa, which was greatly enlarged by the College. As the College grew it expanded southwards, occupying and extending another riverside villa, the late 19th century Cherwell Hall. During the course of the 20th and early 21st centuries these two villas have become surrounded by college buildings, completely changing their context, which is now that of a busy and intensively developed academic campus.
- 9.15. The College is of historical interest due to the story it helps tell of the development of education for women at Oxford. Some of the College buildings are of high architectural value in their own right, most notably Dean and Woodward's additions to Cowley Place, Sir Edwin Cooper's library of 1934 and Alison and Peter Smythson's Garden Building of 1968-70, both of which are listed grade II.
- 9.16. Alongside these architectural highlights are a number of neo-Georgian buildings which are of lesser architectural quality or historic interest but still contribute positively to the character of the College. These are the Principal's lodgings (1954-5) and the Wolfson Building (1960-1), both of which were designed by Albert Richardson of Richardson and Houfe. Richardson is a notable 20th century architect, best known for his Financial Times Building in London (1958, listed grade II* and the first post-war building in England to be listed). It is proposed to demolish the Principal's Lodging, which has been assessed for listing and was not considered to have the special interest required for designation. The 1980 extension has seriously compromised the architectural impact of the building, which relied largely on its simplicity of form and symmetry.
- 9.17. Nevertheless, it is of some, albeit limited, historical and architectural interest as it is typical of Richardson's more modest domestic work at this time, having many similarities with Weston Patrick House in Hampshire (1956) and the story it helps tell of the conservative nature of architecture at St Hilda at a time when other colleges were beginning to embrace modernism is interesting, all the more so given the contrast with the nearby Garden Building, which is only 14 years younger. St Hilda's falls within the St Clements and Iffley Road Conservation Area. The conservation area as a whole is characterised by closely packed domestic housing strung out along a number of roads converging on Magdalen Bridge. St Hilda's College and Magdalen School form an academic enclave within the conservation area with little visual, functional or historical connection to the rest of it. Possibly for this reason the College is not considered in any detail in the Conservation Area Appraisal.
- 9.18. The development site's contribution to the significance of the conservation area is therefore bound up largely with that of the College itself. Although not

identified as such in the Conservation Area Appraisal we consider that the building has enough historical and architectural interest to be counted as making a positive contribution to the conservation area. We note that the building is not included on the Oxford Heritage Asset Register, though it may never have been formally assessed for inclusion.

9.19. The site is also significant due to the role that it plays within the cityscape of Oxford, one of the most beautiful cities in the world. The most important aspect of this is its relationship to the adjacent Grade I Registered landscape of Christ Church Meadow.

9.20. Christ Church Meadow is an important designed landscape with medieval origins. Ornamental walkways were established around the perimeter of the water meadow by the 1570's which were intended to give academics a peaceful and contemplative environment in which to exercise. Much of the attractiveness and peacefulness of this environment was due to its tranquillity and natural characteristics. These qualities endured until the late 19th century, when it was compromised to an extent by extensive building along Cowley Place, including those now forming St Hilda's College. However, despite extensive development along this edge of the Meadow its tranquil and green character endures. This is because these buildings do not have a great presence in views from the Meadow as they are set in large and generously landscaped grounds, are partially screened by trees and are no more than four storeys. Therefore great care is needed when developing on the College site to ensure that the tranquillity of the Meadow are not further eroded.

9.21. The proposed development is also close to the Grade I Registered Botanic Gardens. The Gardens are principally significant as an early example of a garden dedicated to the study of plants for medicine and science dating from the 17th century. It has always been formally laid out with a series of beds and walkways within a walled garden. The height of the walls would have prevented views out Christ Church Meadow and most City buildings, giving it a very deliberate sense of enclosure and isolation from its surroundings.

Impact of the scheme on historic Oxford:

9.22. The proposed demolition of the Principal's Lodging would entail the loss of a building that the Council may consider to be a non-designated heritage asset. Furthermore, as a building that makes a positive contribution to the St Clements and Iffley Road Conservation Area its demolition would inevitably entail a degree of harm to this Conservation Area. However, we consider that the degree of harm to the Conservation Area is low given the limited intrinsic interest of the building and the minor role that it plays within the townscape, given its limited visibility.

9.23. Initial concerns about the scale of the accommodation buildings (Meadow and Villa) in relation to the adjacent Christ Church Meadow have been allayed through site visits and photomontages that illustrate how the new buildings would appear through the year (with differing leaf cover). Whilst the new buildings are likely to have more presence than what exists the remaining tree cover would filter views of the new accommodation blocks from the pathways around the meadow. The scale of the buildings are comparable with adjacent buildings at St

Hilda's including the Jacqueline Du Pre and grade II Garden Building and in our view will be read as part of the St Hilda's College site and not encroach on the meadow's setting. Views from the Botanic Garden site are likewise limited to the pathways outside the walls. While the new buildings would be visible from these paths, in between and through the filter of existing trees, the significance of the garden largely depends on what can be seen and experienced from within rather than what can be seen from outside the enclosure. Therefore, despite the increase in scale, the proposals would not in our view harm the grade I landscapes of Christ Church Meadow or the Botanic Garden nor the character and appearance of the conservation areas in which they sit.

Exterior materials and the Meadow building:

- 9.24. The latest design iteration of the Meadow building has sought to address concerns raised through the Oxford Design Review Panel about scale and mass by breaking the visual volume down, replicating a green tile cladding over the whole of the building with a lighter brick for the 3-storey element and darker green for the 4th floor. However, we think this is a disappointing design change as the result is less exciting as architecture. Furthermore, we doubt that the change will be effective in breaking up the mass of the building. In the main views it might be seen from, looking east near the botanic garden, the Meadow building will be set behind the new Principal's Lodge, which is also proposed to be a pale brick. The result is that the layering effect sought is less pronounced, and even undermined by the change in materials on the Meadow building. We preferred the more exciting earlier version on the basis that we don't think the latest iteration really achieves anything substantial in terms of reducing impact on important views.

Landscaping

- 9.25. The proposed landscaping aims to assimilate the mass of the new student blocks into the site by raising planting up to the buildings (through hedging, green screen boundaries and new trees). This would, in our view, help to ensure the new larger buildings become integrated with the meadow landscapes surrounding and beyond as it matures, as well as helping to achieve a really high-quality space on the site.

Conclusion:

- 9.26. The demolition of the Principal's Lodging would result in the loss of a building which the Council may consider a non-designated heritage asset and would result in a degree of harm, albeit at a low level, to the St Clements and Iffley Conservation Area. The College have set out a reasonable justification for this harm, in that there is a need for student accommodation and we acknowledge that the proposed scheme is the least harmful way of providing this on site. The Council will need to weigh the public benefits of providing this accommodation against the harm entailed by the demolition of the Principal's building in accordance with paragraph 202 of the NPPF. Overall, the quality of the proposed architecture is, in our opinion, high and would add to the Oxford built environment (particularly if the Meadow building reverted to a green tile exterior), likewise the

proposed landscaping is sensitive and would enhance what exists and help create high quality new spaces.

9.27. Further second consultation response: We welcome the reintroduction of green cladding to the 3 storey element of the proposed Meadow building. As indicated in the Further Information Summary page 8, the cladding on the 3-storey elements of the Meadow would not have a deep textured profile as is proposed on the 4th floor and parapet, and this will help ensure a visual differentiation between these two parts of the building.

Public representations

9.28. Comments were received from Christ Church College and Oxfordshire Architectural and Historical Society. In summary, the main points were:

- St Hilda's proposals are driven by a desire to create a certain number of student rooms with little or no consideration or sympathy for the way they will be seen from Christ Church Meadow or impact on the significance of the latter
- Significant increase in building footprint in the College (over 50%)
- New Principals lodging would be more visible and the elevation facing the river has an intrusive chimney, with no screening; Lodging should be turned by 90 degrees
- The Meadow building would be bulky 3-4 storey building; the height and massing would have an adverse impact on the views from the Meadow.
- Footprint is driven by function efficiency of providing maximum number of rooms located around a central circulation core. This results in large, unarticulated blocks whose height and massing sits uncomfortably within the sensitive landscape.
- the proposed roof articulation of the Villa and Meadow Buildings appear as an applied form and the effect risks making the buildings more visible and further compromising the view. The folded façade treatment of the top storey of the Meadow Building, specified as a faceted bronze aluminium cladding with a profiled top, risks appearing as a 'super graphic' visible from a considerable distance.
- Reference to the 'crown' of Phase I is tenuous and artificial. Objections to Phase I have been confirmed by the negative visual impact on the Meadow of the Tower as built.
- The reflective nature of the glazed ceramic cladding for the 4-storey element of the Meadow Building risks making the building more visible within its setting than an opaque non-reflective material.
- Reflective window and roofing material would increase visibility. A natural roofing product should be used
- HIA is inadequate as it fails to take account of the adverse impact in views from the Meadows; it would not be a minor incident in the view.
- object to the proposal to demolish the Principal's Lodgings

- The heritage report states that Sir Albert Richardson was one of the best and most important British architects of the first half of the 20th century then argues building is not one of his best works, and has been altered, and so is dispensable.
- The heritage report demonstrates the building fits within Richardson's corpus of work that is finite and irreplaceable
- This is a handsome house, showing a sensitivity, quietness and refinement entirely lacking in the proposed replacement buildings. The extension of 1980 was tactfully done and does not spoil the original building. The classic 'Richardson roof', lattice porch and windows are distinguished. Internally, it is clear that there are several delightful features, such as the elegant staircase, fireplaces and alcoves. There may be more such significant features that have not been photographed in the application documents.
- The photographs of the Lodging when the trees were in leaf could mislead the claim that the building makes little contribution to the setting of the college.
- no proper consideration of the embodied carbon in the existing lodgings, nor of the true carbon and energy cost of demolition and of building from scratch
- The proposed new buildings at St Hilda's are of little merit.
- The Meadow block with a serrated roof, clad in ceramics, would be unduly assertive and at odds with its surroundings; a monolithic box-like structure which is overbearing in scale and massing.
- The design, including the heavily-framed boxed-out windows seems to be appearing frequently across Oxford.
- The brick cladding is inauthentic (non-load-bearing) and tends to look 'fake'
- The proposed new Principal's Lodgings look to be a very poor replacement

Officer response

10. LLFA commented in its first consultation response that consent from the third party landowner in respect of the surface water pipe outside the site is required and should be evidenced as part of the application submission, as should the technical approval for connection to the public sewer. Neither is necessary for the determination of a planning application and as such is not required at this stage.

11. PLANNING MATERIAL CONSIDERATIONS

11.1. Officers consider the determining issues to be:

- Principle of Development:
- Affordable Housing
- Design and Heritage
- Landscape and Trees

- Amenity
- Transport
- Flood Risk and Drainage
- Biodiversity
- Land quality
- Air Quality
- Archaeology
- Sustainable Design and Construction
- Noise
- Planning Obligations

a. Principle of Development

- 11.2. At the heart of the National Planning Policy Framework (NPPF) remains a presumption in favour of sustainable development, which 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 (OLP) and the Summertown and St Margaret's Neighbourhood Plan (SMNP).
- 11.3. Policy S1 of the OLP 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 OLP.
- 11.4. Policy SR2 sets out that where appropriate the Council will seek to secure physical, social and green infrastructure measures to support new development by means of planning obligations, conditions, funding through the Council's Community Infrastructure Levy (CIL) or other mechanisms.
- 11.5. The large number of students resident in Oxford has an impact on the availability of general market housing. Provision of purpose built student accommodation in suitable locations can help to reduce the demand from students on the general housing stock. Policy H8 of the OLP sets out the criteria for locating student accommodation and permission will only be granted for student accommodation which is on or adjacent to an existing university or

college campus or academic site, hospital or research site, city or district centres, or an allocated site. The policy also sets out other criteria for new student accommodation development including restricted occupation to full-time students enrolled in courses of one academic year or more; agreed term time and out of term time management regimes; out of term time use by non-students; indoor communal amenity space for larger schemes; operational and disabled parking only. Any loss of student accommodation is resisted unless new student accommodation is re-provided.

11.6. St Hilda's are seeking to increase the provision of undergraduate student accommodation on site. Phase I (now completed) increased the total number of undergraduate rooms to 245 on site (from 193 rooms). Phase II would provide an additional 73 rooms taking the total on-site to 318, with 44 bedrooms off-site, equivalent to 91% of their 400 undergraduates. This number would meet 100% of the demand for on-site undergraduate accommodation at the College. Other College sites have been reviewed but are constrained, have already been recently maximised and are not suitable for undergraduate accommodation.

11.7. The provision of student accommodation on St Hilda's campus site is considered an acceptable use in principle in accordance with H8 of the OLP. The proposal would make best & most efficient use of land owned by St Hilda's to provide undergraduate student accommodation for existing students at the College, thereby releasing family housing stock back on to the market and would contribute towards the University of Oxford target of 1,500 students who live outside purpose built student accommodation (as of April 2022) in line with H9 of the OLP.

11.8. 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. Based on the ratio of one house released on the open market per 2.5 student rooms provided by a new development (based on the nationally used Housing Delivery Test standard) the equivalent of 29 houses would be released back onto the general housing market as a result of the student accommodation.

11.9. The development provides adequate indoor communal amenity space (in addition to the existing College Campus facilities) and generous outdoor space also. The students would be on full time courses of a year or more. The College has a car free policy for students and the application site has been developed as a car-free site for students. Conditions imposed could secure use as student accommodation and occupation by those on full time courses together with out of term time use, a management regime and a mechanism for preventing students bringing cars to Oxford. In conclusion subject to conditions, the proposal would accord with Policy H8 of the OLP.

b. Affordable Housing:

11.10. Policy H2 of the OLP36 sets out affordable housing provision from new developments. In relation to student accommodation it states that developments of over 25 student units (or 10 or more self-contained student units) would trigger

a financial contribution towards affordable housing, unless it meets the exemption tests:

- i) The proposal is within an existing or proposed student campus site; 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.

11.11. The development lies within an existing St Hilda's campus therefore meets the tests for exemption and would not be required to contribute towards affordable housing under policy H2 of the OLP.

c. Design & Heritage:

11.12. 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 (para 126). 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 (para 130).

11.13. In considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance (para 199). 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 (para 200).

11.14. Development proposals that would lead to substantial harm or result in total loss of the significance of a designated heritage asset should be refused unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm (para 201).

11.15. Where development would lead to less than substantial harm to the significance of a designated heritage asset that harm should be weighed against any public benefits the proposed development may offer, including securing its optimum viable use (para 202).

11.16. Section 66 and 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 require local planning authorities to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses and the character or appearance of any conservation area. In the Court of Appeal, *Barnwell Manor Wind Energy Ltd v East Northants District Council*, English Heritage and National Trust, 18th February 2014, Sullivan LJ made clear that to discharge this

responsibility means that decision makers must give considerable importance and weight to the desirability of preserving the setting of listed buildings and conservation areas when carrying out the balancing exercise (of weighing harm against other planning considerations). A finding of harm gives rise to a strong presumption against planning permission being granted, however, it can be outweighed by material considerations substantial enough to do so.

- 11.17. Policies DH1 and DH3 of the OLP are consistent with the NPPF because they include the balancing exercise identified in paragraphs 201-202 of the NPPF. DH1 requires new development to be of high quality that creates or enhances local distinctiveness and that meets the key design objectives and principles set out in Appendix 6.1 of the OLP for delivering high quality development in a logical way that follows morphological layers and is inspired and informed by the unique opportunities and constraints of the site and its setting.
- 11.18. 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. For all planning decisions for planning permission or listed building consent affecting the significance of designated heritage assets, great weight will be given to the conservation of that asset and to the setting of the asset where it contributes to that significance or appreciation of that significance. Development that would or may affect the significance of heritage asset either directly or by being within its setting must be accompanied by a Heritage Assessment. Substantial harm to or loss of Grade II listed buildings, or Grade II registered parks or gardens, should be exceptional. Substantial harm to or loss of assets of the highest significance, notably scheduled monuments, Grade I and II* listed buildings, Grade I and II* registered parks and gardens, should be wholly exceptional. Development that will lead to substantial harm to or loss of the significance of a designated heritage asset, planning permission or listed building consent will only be granted if it meets the tests set out in the policy. 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.
- 11.19. Policy RE5 states that the Council seeks to promote strong, vibrant and healthy communities and reduce health inequalities. Proposals that help to deliver these aims through the development of environments which encourage healthier day-to-day behaviours and are supported by local services and community networks to sustain health, social and cultural wellbeing will be supported. Developments must incorporate measures that will contribute to healthier communities and reduce health inequalities and for major developments details of implementation and monitoring should be provided.
- 11.20. Policy RE2 seeks to ensure development proposals 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. Development should be of an appropriate density for the use, scale (including heights and massing), built form and layout, and should explore opportunities for maximising density.

11.21. Standards of amenity (the attractiveness of a place) are major factors in the health and quality of life of all those who live, work and visit Oxford. Policy RE7 is an all-encompassing policy covering different aspects to ensure a standard of amenity. Development should protect amenity, not result in unacceptable transport impacts affecting communities, occupiers and neighbours, and provide mitigation measures where necessary.

The site and heritage significance

11.22. St Hilda's College is sited to the east of the River Cherwell, along Cowley Place within the St Clement's and Iffley Road Conservation Area (SCIRCA). The Central Conservation Area borders the college site to the north-west, with its boundary following the line of the river. The grade I registered park and gardens of Christ Church and the Oxford Botanic Gardens are situated to the north and west of St Hilda's, in the floodplain character zone of the Central Conservation Area Appraisal (draft). The development site has a large number of trees along the site boundaries but is visible in various views from these registered park and gardens, with views afforded across the open landscapes and rivers, interrupted only by the frequently broken line of trees along the river banks.

11.23. Adjoining the site to the south west is a meadow field which is currently incorporated into the St Hilda's site boundary and is part of the floodplain. Lying to the south are the Christ Church sports grounds and sports pavilion. Both of these areas lie outside of the conservation area boundaries, but are significant to the setting of the development site and the conservation areas.

11.24. The college site comprises five grade II listed structures; the Old Hall, the Library, the wall and gate piers which run parallel to Cowley Place, the piers and gates to the South Building, and the Garden Building. The South Building, the Principal's Lodgings, the Jacqueline du Pre music building, and the Wolfson Building are considered to be buildings of local heritage significance which make a positive contribution to the character and appearance of the site and the conservation area, and provide evidence and understanding of the historic development of the college. The Principal's Lodgings, Wolfson Building and the recently demolished MCR and Porters Lodge were all designed by Richardson and Houfe between 1950s-1970s.

11.25. The college campus, in terms of its context, layout and form, differs from many of the earlier traditional city centre colleges which have classical, quadrangle forms. Situated on the outskirts of the city centre core, St Hilda's has developed more organically, with the college (founded in 1893) occupying former residential buildings / villas already on the site, and the built form following the lines and curve of the river and southern site boundary in a linear arrangement. The landscape context is a key characteristic of the college site; the mature trees both within and beyond the site, the riverside setting, and the meadows and floodplains beyond are all significant elements of the landscape context which contribute to the settings of the buildings and conservation area. The built form that is present within the College is characterised by the older buildings with traditional forms with pitched roofs with chimneys, gables and dormers and the newer Phase I development with a mix of flat and pitched roofs, tower with 'crown' detailing and articulated facades in a contemporary architectural design.

11.26. The application site has the character of a transitional zone between the more substantial higher built form of the College to the east (towards Cowley Place) and the water meadows and river to the west. The low rise buildings and increase in mature trees indicate the gradual progression of the site towards the meadows and floodplain.

Layout, Design and appearance

11.27. This development forms Phase II of Colleges masterplan for development and would provide 73 rooms for undergraduate students. The developable area for the development is constrained by the floodplain, the river to the north, existing buildings and lawn of the College and major utility infrastructure to the east of the existing Principal's Lodgings, the adjoining meadow to the west (owned by Christ Church but maintained by St Hilda's) and a large number of trees within the gardens. The proposed development is therefore restricted to a relatively small area based around the location of the existing Principal's Lodgings and temporary building, tennis courts/car parking area which lie to the south of it. It comprises three new buildings in a line within the developable area: a new Principal Lodgings dwelling; the 'Meadow Building' and the 'Villa Building', see figure 1 below. Again a contemporary architectural form and style is proposed.

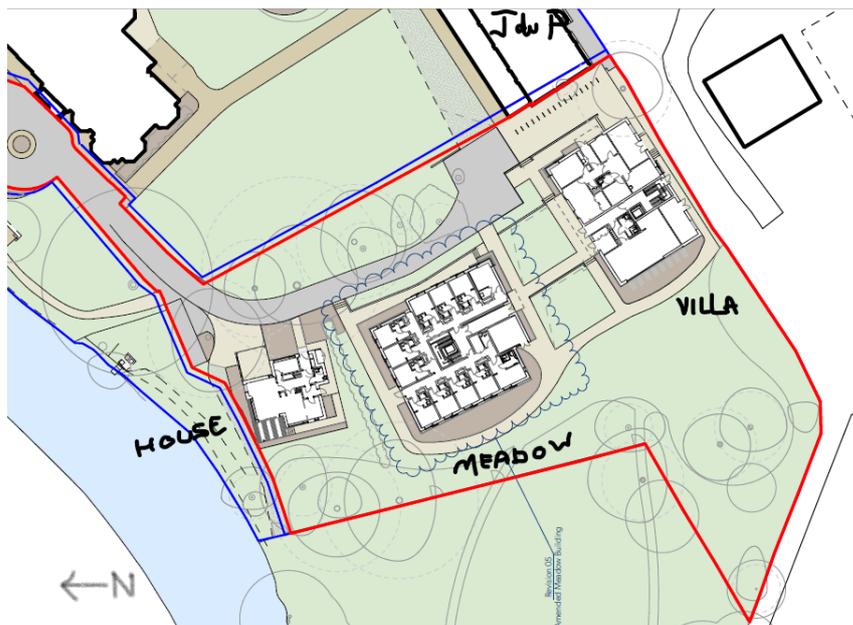


Figure 1 showing extract of site layout plan

11.28. The Principals Lodgings sits adjacent to the river at the northern part of the application site and has been designed in the form of a 3 bed dwelling measuring approximately 14m wide by 11.6m deep (overall), 8m to ridge and 4m to eaves in buff brick with main pitched slate roof and dormer windows, and additional singles storey flat roof elements measuring approximately 3.5m high (maximum). It has its own private garden to the west and an integrated parking space which screens the car from river views. It would have an expressed external chimney and a large picture window facing onto the river to make the most of the view. Windows and doors would be in anodised bronze and a cedar or larch louvered

canopy would provide shading over the large patio doors and raised decked area at ground floor. Figure 2 below shows an extract from the DAS which shows the architectural response for this building and visualisation from the river:



Figure 2: the President's Lodge architectural response and visualisation (DAS extract)

11.29. The central 'Meadow Building', sits in the location of the existing Principals' Lodging and has been designed to respond to the Meadow to the west and form the third side of a Quod around the main upper lawn area. The building provides 42 student rooms over three and four floors and would be entirely clad in green tiles. The façade would be punctuated by bronze framed windows, including larger corner windows to kitchen areas. Sliding bronze louvre shutters within the windows would provide shading and privacy; the shutter would slide in front of recess in ceramic cladding, allowing more of the cladding to show through. The building would measure approximately 23m wide by 21m deep, approximately 10m to top of the third floor flat roof, 13.5m to the top of the fourth floor flat roof and 15m high to top of the undulating parapet at roof level. At fourth floor/ roof level the ceramic cladding would create a zig-zag top parapet profile, measuring approximately 1.5m high (maximum), and feathered in their spacing to allow light through and fade the top of the building. Plant and photovoltaics would sit behind on the flat roof behind the parapet, which would act as screening. The building has been positioned around the existing mature Cedar tree to ensure its retention. Figure 3 below shows the architectural response for the Meadow building and visualisation of the south elevation:



Figure 3: the architectural response for the Meadow building and visualisation of the south elevation (DAS extract)

11.30. The third building, the 'Villa Building', sits to the south of the Meadow Building and adjacent to the Jacqueline du Pre building east of it. It has been designed to reflect the architectural form to the Meadow building, except without the green cladding, to create a conversation between the two buildings whilst also responding to the Jacqueline du Pre building, albeit slightly higher. It provides ancillary student facilities, including music room, and 30 student rooms over four floors in buff brick with a flat roof and undulating metal parapet, measuring approximately 16m wide, 23m long and 14m high. The fourth floor would be clad in faceted bronze anodised aluminium cladding with profiled top edge, to match finish of Phase 1's aluminium façade. This cladding also reflects the zinc seamed roof of the Jacqueline du Pre Building adjacent. The same windows would be used for Meadow Building set within a buff brick façade. Figure 4 below shows the architectural response for the Villa building and visualisation of the north elevation:



Figure 4: the architectural response for the Villa building and visualisation of the north elevation (DAS extract)

11.31. The height and massing of the student blocks is derived from the need to provide a quantum of student rooms for the College within a relatively small and constrained area. It has not therefore been possible to replicate the transitional characteristic nature of the buildings that currently exists. However the layout

would maintain visual and physical links with the adjoining meadow beyond via the gaps between the new buildings and emphasised through the proposed landscaping scheme. There would be a distance of approximately 8.5m between the new Presidents house and the Meadow Building and approximately 15m between Meadow and Villa Buildings. The latter would be approximately 10m away from the Jaqueline du Pre Building.

11.32. It is considered that the size and massing of the buildings is justified and the layout is appropriate within the site. The green Meadow Building would be unusual and striking, and would appropriately respond to the adjoining meadow whilst providing an interesting juxtaposition to the existing buildings at the College. The green would also help to mitigate the visual impact of the building by blending into the verdant green of the trees in views from outside the site within the Christ Church Meadows. The overall height of the building has been kept to the minimum needed for internal floor levels whilst still providing an undulating parapet, screening of proposed photovoltaics (PV) and any mechanical plant, and also being proportionate to the to the rest of the building itself. When viewing the development in the context of the wider College campus and completed Phase I, the proposed development would provide an appropriate 'book end' to the College Campus. As commented by HE, these buildings would be comparable in scale to the existing buildings at St Hilda's. Further details of the proposed external PV and roof plant equipment including siting and materials could be secured by condition to ensure they would not be visible in views.

11.33. The buildings have been design to be accessible both internally and via the external landscaping. The Principal's Lodge complies with internal space standards and provides an adequate private garden. A Health Impact Assessment (HIA) has been submitted with the application and satisfactorily demonstrates, together with other relevant submitted documents, that the site has been positively designed throughout for health and well-being and would create a strong, vibrant and healthy community in accordance with RE5 of the OLP.

11.34. It is considered that the proposed design and appearance of the development would be of high quality, subject to securing appropriate materials and ensuring this is delivered throughout the construction process. This could be secured by condition.

Views

11.35. A Landscape and Visual Analysis has been submitted which has assess the impact of views both in close range and high level views. The site is largely screened by the existing mature trees and shrubs that form the boundary of the site. The existing Principals Lodgings can be seen from Christ Church Meadows and Botanic Gardens through a gap in the trees. Glimpsed views can be seen from Ferry Walk, Jubilee Bridge again though the trees. Views are more apparent in winter months. Although not a public view, from Christ Church Recreation Ground the Principals Lodgings is screened by existing trees and is partially visible. It sits in the backdrop to an existing two storey sport facility building and associated nets and floodlights within the sports field. The mature

trees and low level, modest scale of the Principals Lodging and smaller temporary building contribute to its transitional character.

- 11.36. The LVIA demonstrates that the visual impact of the development would be the greatest from the Botanic Gardens, Christ Church Meadows (Ferry Walk & Jubilee Bridge) and Christ Church Recreation Ground. The continuous mature tree line running along the riversides and the lack of built form, form the strong landscaped character of this edge of the conservation area and the setting of the grade I RP&Gs and the Central conservation area, conveying a sense of the rural edge.
- 11.37. From the Botanic Gardens (beside the river) the development would infill an existing gap in the tree line, resulting in the loss of an area of sky. The existing trees and vegetation along the riverside would be retained, although an existing beech hedge set back within the site (approx 10m) would be removed. As the height of the buildings are below the top of the tree canopies (cedars), and with the profiled parapets and appropriate materials and landscaping, it is considered that the impact on this view would be minimised so as not to cause visual distraction or harm to the setting of the Botanic Gardens and Central CA.
- 11.38. In views closer to the site from within Christ Church Meadows along Ferry walk, the development would be totally screened during summer months the Meadow and Villa Buildings being more apparent during winter months through the trees because they are taller and larger in massing than the existing building on site. It is considered that the green ceramics of the Meadow Building would enable the building to recede and blend in in views and depending on the final finish may not be overtly reflective. Due to given the mature trees along the boundary the impact within views would be not nearly as evident as Phase I which has a greater impact on views from within the Christ Church Meadows. It is acknowledged and accepted that the development would not replicate the transitional nature in this location and the character of this part of the conservation area.
- 11.39. The view from within Christ Church Recreational Ground is not a public view point and therefore has less significance than the other viewpoints. The southern boundary of the site also forms the boundary of the SC&IRCA. Within the view are a variety of mature trees and low level built form of the existing Presidents Lodge and two storey pavilion/ recreational building in the sports ground, indicating the tapering and transitional nature of the site. The new Villa building would form a back drop to the existing recreational building and new tree and shrub planting is proposed along this southern boundary to mitigate the visual impact.
- 11.40. In other longer and closer range views assessed from St Mary's Tower, Thames Path, South Park, Crescent Road and Iffley Road, the development would be largely screened by mature tree canopy cover, and it is considered that the impact would be minor / negligible.

Harm to Heritage assets

11.41. Historic England considers that there may be a degree of harm to the St Clements and Iffley Road Conservation Area as a result of its loss but that this would be low given the limited intrinsic interest of the building and the minor role that it plays within the townscape, given its limited visibility. Whilst the new buildings are likely to have more presence the tree cover would filter views of the new buildings from the pathways around the meadow. HE also consider that the scale of the buildings are comparable with adjacent buildings at St Hilda's including the Jacqueline Du Pre and grade II Garden Building and in their view would be read as part of the St Hilda's College site and not encroach on the meadow's setting. In HE's view the impact on views from within the Botanic Gardens wall is more important the pathways outside and that visibility changes depending on where you stand and tree screening. They consider that despite the increase in scale, the proposals would not harm the grade I landscapes of Christ Church Meadow or the Botanic Garden nor the character and appearance of the SCIRCA & CCA in which they sit.

11.42. Officers consider that the loss of the existing Principal's Lodgings and loss of the transitional character and significance, due to the overall height and scale of the Meadow and Villa Buildings, would result in less than substantial harm to the special character and appearance of the SCIRCA in which they stand and also the setting of the CCA and Christ Church Meadows. This would be a medium level of less than substantial harm to the significance, character and local distinctiveness of the SCIRCA

11.43. Notwithstanding the harm that would be caused by the loss of the existing Principal's Lodgings, it is considered that the positioning of a new Principals Lodge closer to the riverside edge would not cause harm to the character and appearance of the conservation areas or the settings of the Registered Park & Garden Christ Church Meadow or Botanic Garden.

Justification and Public Benefits

11.44. In accordance with the statutory test, the NPPF and Policies DH1, DH2 and DH3 of the OLP, as less-than-substantial harm has been identified, the presumption against planning permission can only be outweighed by substantial material considerations, and therefore it falls to consider any public benefits that may outweigh that harm in this case. In carrying out this balancing exercise, great weight should be given to the conservation of these designated heritage assets. Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives and do not always have to be visible or accessible to the public in order to be genuine public benefits. The following public benefits have been identified:

- 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 amount to the equivalent of 29 houses. This would constitute a public benefit and given the need for housing in Oxford this is afforded a high level of weight in this case;
- Provision of purpose built student accommodation for St Hilda's and wider

University of Oxford to capitalise on its reputation as a centre for excellence in a collegiate-based education to the benefit of the City, regional and UK economy. This is afforded a moderate level of weight in this case;

- Increased biodiversity and substantial tree canopy cover through new planting and is afforded a moderate level of weight in this case; and
- Increased public access to and increased knowledge of St Hilda's College and the adjoining meadow via appointment visits and tours. This is afforded a moderate level of weight in this case and could be secured through a s106 agreement.

11.45. As discussed above, a medium level of less than substantial harm would be caused to the heritage significance. There is considered to be a clear and convincing justification of need for the development in this location, which has been suitably mitigated through the design. Overall it is considered that the level of public benefits derived from the development would outweigh the level of less than substantial harm caused. As such the proposal would accord with the NPPF and Policies DH1 DH3 and DH4 of the OLP36.

d. Trees and Landscaping

11.46. OLP Policy G7 states that permission will not be granted for development that results in the loss of green infrastructure features such as hedgerows, trees or woodland where this would have a significant 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. Policy G8 states that development proposals affecting existing Green Infrastructure features should demonstrate how these have been incorporated within the design of the new development where appropriate.

11.47. Given the other constraints on the site, it is not to be feasible to provide the required quantum of development without removing some existing trees and hedges. A hornbeam and Himalayan Birch are of higher quality trees to be removed. The hornbeam is a large tree that stands near to the boundary with Christ Church Sports Ground and has some significance in the wider landscape, but has significant structural defects (including main stem cavity), that limit its safe life expectancy. The Birch is attractive but not significant in views from outside of the application site. It is considered that the impacts of tree removals should not be significantly detrimental to public amenity in the area, or to the character and appearance of the St Clement's and Iffley Road Conservation Area, and can be expected to be adequately mitigated by new tree planting as shown on the submitted 'Soft Landscape Plan'. This plan includes comprehensive tree, hedge and other soft landscaping proposals which include tree species that are appropriate to the particular site conditions and landscape character of the area. 8 new trees are proposed including 3no. silver birch, 3 no. small leaved lime, 1 no. copper beech and 1 no. sweet gum. A mixed species native hedge is proposed along the boundary with Christ Church Sports Ground.

11.48. The submitted Tree Canopy Cover Assessment (TCCA) provides evidence that development will provide a net gain of tree canopy cover within the application site over time. There will be an initial loss of approximately 411m²

tree canopy cover within the application site resulting from the removal of existing trees, but the new tree planting proposed will provide approximate 99m² of replacement tree canopy cover initially. It is predicted as these new trees grow there will be a net gain of tree canopy cover after 21 years, so that after 30 years the new trees will provide 712m² of tree canopy cover, which is a 65% increase.

11.49. Subject to conditions securing the soft landscape and tree planting; protection of trees during demolition, construction and enabling works; final detailed design of hard surfaces and underground utility services and drainage; final Tree Protection Plans and Arboricultural Method Statements; and a Tree Protection Monitoring Plan, it is considered that the development accords with Policies G7 and G8 of the OLP.

e. Amenity

11.50. Policy H14 seeks to ensure reasonable privacy, daylight and sunlight (internal and external) for existing and future residential occupants and developments that are overbearing would be refused. In assessing the impact of a development orientation, existing and proposed boundary hedges/ walls/ fences/ trees etc. and whether a development would significantly compromise the privacy of new and existing homes is taken into account. Policy H15 requires that dwellings provide good quality living accommodation for the intended use and comply with national space standards. Policy H16 ensures adequate outdoor space for new dwellings.

11.51. The development is located at the south western tip of the College Campus surrounded by Christ Church Meadows to north and west and sport pitches to the south and southwest. The only building neighbouring is an associated sports building. There would therefore be no impact on any adjoining residential neighbours and the development accords with H14.

11.52. In terms of amenity for future occupiers, the new Villa Building has windows in the southern elevation overlooking the sports pitches. The number of bedroom windows has been kept to a minimum due to the impact of light spillage from the floodlighting. The development would provide adequate amenity space and communal rooms, within and as part of the wider campus, in accordance with H8. The new Principal's House would have adequate internal and external private garden space. Overlooking from the student accommodation has been minimised and the garden is screened by an existing hedge. As such it accords with HP14, HP15 and HP16.

f. Transport

11.53. Policy DH7 of the OLP sets out requirements for bike and bin stores and external servicing features should be considered from the start of the design process. Policy M1 states that planning permission will only be granted for development that minimises the need to travel and is laid out and designed in a way that prioritises access by walking, cycling and public transport. In accordance with policy M2, a Transport Assessment for major developments should assess the impact of the proposed development and include mitigation measures to ensure no unacceptable impact on highway safety and the road

network and sustainable transport modes are prioritised and encouraged. A Travel Plan, Delivery and Service Management Plan and Construction Management Plan are generally required for development of this type and size.

- 11.54. Policy M3 sets out the Council's policy for motor vehicle parking. In Controlled Parking Zones (CPZs) or employer-linked housing areas (where occupants do not have an operational need for a car) where development is located within a 400m walk to frequent (15minute) public transport services and within an 800m walk to a local supermarket or equivalent facilities (measured from the mid-point of the proposed development) planning permission will only be granted for residential development that is car-free. In the case of the redevelopment of an existing or previously cleared site, there should be no net increase in parking as existing on site and a reduction will be sought where there is good accessibility to a range of facilities. Expansion of existing operations on existing large sites should provide a comprehensive travel plan for the whole site, demonstrating opportunities to enhance and promote more sustainable travel to and from it.
- 11.55. Policy M5 Planning permission will only be granted for development that complies with or exceeds the minimum bicycle parking provision as set out in Appendix 7. A lower than the minimum standard may be acceptable for new student accommodation that is located close to the institution where most of its occupants will be studying and/or where it is adequately demonstrated through a transport assessment that there is existing unused cycle capacity available, in appropriate locations and of an appropriate design standard on site, to accommodate the increased number of bedrooms.
- 11.56. The site is in a sustainable location and the proposed development would be car free for students in accordance with Policies H8 and M3 and could be secured through by condition. One replacement car parking space for the new President's house is proposed. As this is redevelopment of an existing site and there would be a reduction in parking (18 spaces), this is considered acceptable. Parking otherwise would be limited to operational and disabled parking. As such the development accords with Policy M3.
- 11.57. Servicing and delivery to the development would be via the access point for Phase I from Cowley Place in the same way Phase I and has been the case for the College for a long time. However, students drop-off and pick-up needs to be managed in the same way as approved for Phase I to ensure there would be no significant adverse impact on the highway network. This could be secured by condition.
- 11.58. Currently there are a total of 276 cycle parking spaces within the College for the 245 existing rooms. The development would provide an additional 32 parking spaces, adjacent to the Villa Building, for the proposed 72 rooms. In total there would be 308 spaces for 317 rooms cycle parking spaces for students within several cycle stores and open stands located across both Phase I and Phase II proposed. Whilst this is below the minimum 1:1 ratio, the development is on the main campus where student study, is in a sustainable location near to shops and services, and therefore acceptable in accordance with M5 which allows a lesser provision in such cases. Details of the stands could be secured by condition and as such the development accords with Policy M5.

g. Flood risk and Drainage

- 11.59. The site lies within flood Zone 1. Policy RE3 relates to flood risk management and directs new developments to flood Zone 1 and developments over 1ha in these areas should be accompanied by a Site Specific Flood Risk Assessment (FRA). Policy RE4 requires developments 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. Details of this may form part of the FRA or a drainage strategy. In relation to surface and groundwater flow and groundwater recharge any development that would have an adverse impact on groundwater flow will not be permitted in accordance with policy RE4. The City Council will, where necessary, require effective preventative measures to be taken to ensure that the flow of groundwater will not be obstructed. Developers are encouraged to separate foul and surface water sewers on all brownfield sites delivering new development. A Foul and Surface Water Drainage Strategy must be provided for all new build residential development of student accommodation of 250 study bedrooms or more. This development falls below this threshold.
- 11.60. The Environment Agency has raised no objection subject to conditions requiring the development to be carried out in accordance with the submitted flood risk assessment and the mitigation measures contained in it.
- 11.61. The LLFA originally raised objection to the development on technical grounds together with requirement of details of infiltration calculations. An updated FRA and Drainage Strategy was submitted in May 2022 and the LLFA re-consulted. The LLFA have subsequently removed their objection subject to conditions requiring submission of a detailed surface water drainage scheme and record of implementation. It is considered that the development would not result therefore in an increased risk of flooding subject to a finalised sustainable drainage design. In addition to the LLFA conditions it is considered appropriate to also include a condition requiring a Sustainable Drainage (SUDs) Maintenance Plan (SDMP) to ensure the SuDs continue to be effective. As such the development would accord with RE4 of the OLP.

h. Biodiversity

- 11.62. OLP 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 the loss and achieve an overall net gain for biodiversity and for major development this should be demonstrated in a biodiversity calculator.
- 11.63. The Local Planning Authority has a duty to consider whether there is a reasonable likelihood of protected species being present and affected by development at the application site. The presence of a protected species that may be affected by the development is a material consideration for the LPA in its determination of a planning application (paras' 98, 99 ODPM and Defra Circular 06/2005: Biodiversity and geological conservation). The LPA has a duty as a competent authority, in the exercise of its functions, to secure compliance with the Habitats Directive (Regulation 9(1) The Conservation of Habitats and Species

Regulations 2017 '2017 Regulations'). The Habitats Directive is construed from 31 December 2020 to transfer responsibilities to UK authorities to enable it to function as retained EU law. This applies to European sites (SACs and SPAs) and European Protected Species, both in and out of European sites.

11.64. The 2017 Regulations provide a licensing regime to deal with derogations. It is a criminal offence to do the following without the benefit of a licence from Natural England:

1. Deliberate capture or killing or injuring of an EPS
2. Deliberate taking or destroying of EPS eggs
3. 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.
4. Damage or destruction of an EPS breeding site or resting place.

11.65. A Preliminary Ecological Appraisal (PEA) report (December 2020), Bat Survey Report (July 2020), Biodiversity Offset Calculations (December 2020) and a Biodiversity Enhancements Plans 1 and 2 (December 2020) produced by Lockhart Garratt were submitted with the application. Given the ages of the survey data, an updated PEA (May 2022) has been submitted which shows that at there has been a reduction in ecology on the site since 2020. No evidence of protected species was found on site. The updated PEA considers that the buildings were devoid of any obvious potential bat roost features and no evidence of bats was found. Officers are satisfied that a robust assessment has been completed and no further survey work is required. The PEA recommended that the roof is soft-stripped as a precautionary method, which is considered appropriate and could be included within a Construction Environmental Management Plan (Biodiversity) condition. The information submitted demonstrates that through the proposed landscape soft planting and tree and hedgerow planting a combined net gain of 73% (habitat and hedgerow) on site would be achieved. A number of ecological conditions would be required to ensure protected species and habitats are protected including a Construction Environmental Management Plan for biodiversity, a Landscape and Ecological Management Plan, Ecological Enhancements, lighting design strategy.

11.66. With regard to the St Hilda's Local Wildlife Site (LWS) information has been included with in the updated FRA & Drainage Strategy submitted in May 2022. The assessment considers that the development is unlikely to have an adverse impact on the hydrology behaviour associated with the meadow; the FRA and drainage strategy has sought avoid the flood plain and adopt porous sustainable drainage techniques to mimic the existing arrangement as closely as possible. Officers concur with the assessment and are satisfied that the development would unlikely harm the LWS.

- 11.67. The Environment Agency commented that development that encroaches on watercourses can have a potentially severe impact on their ecological value. Whilst the redline site boundary may already be further than 10m from the top of bank of the watercourse, there is no clear measurements provided on the plans. The blue line boundary shows the river buffer is within the ownership boundary of the applicant. The EA therefore request a condition requiring a 10metre wide protective buffer zone around the watercourse to safeguard it from the development.
- 11.68. Officers are satisfied that the potential presence of protected habitats and species has been given due regard and that a net gain in biodiversity would be achieved, and subject to conditions listed, the development would accord with G2 of the OLP. Due regard has be given to the requirements of the Conservation of Habitats and Species Regulations 2017 (as amended).

i. Land Quality

- 11.69. Policy RE9 requires a land quality assessment report where proposals would be affected by contamination or where contamination may present a risk to the surrounding environment. The report should assess the nature and extent of contamination and the possible impacts it may have on the development and its future users, biodiversity, the natural and built environment; and set mitigation measures to allow the development to go ahead safely and without adverse effect.
- 11.70. A revised Remedial Strategy report (5th Nov 2021) has been submitted with the application following concerns about the need for protection of tree root zones in areas of the site where a soil remediation cover system was proposed to mitigate against contamination risks in soil. This area is specifically at the new Principal's Lodgings to the north of the site. This revised strategy is now considered acceptable in terms of mitigating potential contamination risks to human health.
- 11.71. The revised remedial approach using above ground planters in areas where tree root protection is required is considered an acceptable compromise. The remaining areas would adopt the 600mm clean cover soil system as recommended in the remedial strategy. All clean soils would need to be pre-tested prior to importation to site. As such, and in accordance with the revised remedial strategy, conditions are required to ensure that the approved remedial measures are validated appropriately through submission of a validation report together with a watching brief condition is included in case any unexpected contamination is encountered during development. Subject to these conditions the development would accord with RE9 of the OLP.

j. Air Quality

- 11.72. Improving local air quality, mitigating the impact of development on air quality and reducing exposure to poor air quality across Oxford is key to safeguarding public health and the environment. The whole of the city was declared an Air Quality Management Area (AQMA) in September 2010. Policy RE6 ensures that the impact of new development on air quality is mitigated and exposure to poor

air quality is minimised or reduced. Existing and new occupants will be accounted for and any additional negative air quality impacts identified from new development will require mitigation measures to ameliorate these impacts during operational and construction phases. Sensitive uses, such as residential, should be located away from poor air quality areas, be designed to reduce impact and mitigated through air quality measures where necessary. Major developments that carry a risk of exposing individuals to unacceptable levels of air pollution must be accompanied by an Air Quality Assessment (AQA). Where an AQA demonstrates harm to air quality, permission will not be granted unless specific measures are proposed and secured to mitigate those impacts.

11.73. The application is accompanied by an AQA and a Dust Mitigation Plan. The baseline assessment shows that the application Site is located within the Oxford city-wide Air Quality Management Area (AQMA), declared by Oxford City Council (OCC) for exceedances of the annual mean NO₂ air quality objective (AQO). Pollutant concentrations at monitoring locations representative of the application Site, show compliance with the annual mean NO₂ AQO in recent years. The results indicate that concentrations at proposed receptor locations within the site boundary are well below relevant air quality objectives for NO₂ concentrations. According to the energy statement, Heating and hot water at the Proposed Development will be provided via gas boilers. All the boilers will be ultra-low NO_x complying with Oxford City Council's planning guidance of <40mgNO_x/kWh. The overall number of parking spaces would be reduced as a consequence of the proposed development. As such, there would be no increased trip generation as a result of the Proposed Development and thus no potential air quality impacts associated with road traffic emissions. Policy M4 (Provision of Electric charge points) of the OLP 2036 requires a minimum of 25% of parking spaces to be provided with charging points on non-residential developments. The dust mitigation plan document should be read in conjunction with the site's CTMP and CEMP, so that the air quality impacts of these activities can be fully mitigated to the status of negligible. A condition requiring construction in accordance with the dust mitigation measures plan could ensure this.

11.74. It is considered that there would be no adverse impact on sensitive receptors on the basis that conditions above are imposed and as such the development would accord with policies RE6 and M4 of the OLP.

k. Archaeology:

11.75. Policy DH4 states that within the City Centre Archaeological Area, on allocated sites where identified, or elsewhere where archaeological deposits and features are suspected to be present (including upstanding remains), applications should include sufficient information to define the character, significance and extent of such deposits so far as reasonably practical within a Heritage Assessment and, if applicable, a full archaeological desk-based assessment and the results of evaluation by fieldwork.

11.76. Development proposals that affect archaeological features and deposits will be supported where they are designed to enhance or to better reveal the significance of the asset and will help secure a sustainable future for it. Proposals which would or may affect archaeological remains or features which

are designated as heritage assets will be considered against the policy approach in policy DH3.

- 11.77. Archaeological remains or features which are equivalent in terms of their significance to a scheduled monument are given the same policy protection as designated heritage assets and considered against policy DH3. Proposals that will lead to harm to the significance of non-designed archaeological remains or features will be resisted unless a clear and convincing justification through public benefit can be demonstrated to outweigh that harm, having regard to the significance of the remains or feature and the extent of harm. Where harm to an archaeological asset has been convincingly justified and is unavoidable, mitigation should be agreed with Oxford City Council and should be proportionate to the significance of the asset and impact.
- 11.78. An archaeological desk based assessment and Archaeological Evaluation Report, following field investigation undertaken, were submitted with the application. The Archaeological Evaluation failed to identify any significant archaeological remains and therefore no further archaeological work in relation to this application. As such the development accords with Policy DH4 of the OLP.

I. Sustainable Design and Construction:

- 11.79. Policy RE1 states that planning permission will only be granted where it can be demonstrated that sustainable design and construction principles have been incorporated. In respect of carbon emissions the policy requires for major developments at least a 40% reduction carbon emissions from a 2013 Building Regulations (or future equivalent legislation) compliant base case. This reduction could be secured through on-site renewable energy and other low carbon technologies and/ or energy efficiency measures.
- 11.80. An Energy Statement has been submitted with the development. The student accommodation buildings will be certified to the Passivhaus Classic Standard. The Principal's Lodgings will also be designed and built using Passivhaus principles. Passivhaus requires super airtight construction, triple glazing, high levels of insulation and heat recovery ventilation. Waste-water heat recovery will be used to minimise hot water demand. High efficiency condensing gas boilers for the Meadow and Villa Buildings and air source heat pump in the Principal's Lodgings are proposed. A 41% carbon reduction over the baseline would be achieved.
- 11.81. The use of gas boilers within the development has been clarified by the College who advise that is that the heat pump is very expensive and the technology not as proven. The College instead has invested in Modern Methods of Construction such as cross-laminated timber to ensure the frame is carbon neutral. The building would be Passivhaus and would require minimal heating, mainly at the outset to even out the temperature. The College will swap out the boilers once it is certain of the technology for example water based heat pumps as these could be swapped out very easily in this case. The College has focussed on ensuring a fabric first policy i.e. reducing the embedded carbon associated with the structure.

11.82. Notwithstanding the proposed use of gas boilers, the scheme it is considered that the development would be of a sustainable design and construction, which includes high fabric standards, super airtight construction, efficient building services and the use of waste-water heat recovery. The proposed development also exceeds the 40% target for carbon reduction. Subject to a condition securing construction in accordance with the Energy Statement, the development accords with RE1 of the OLP.

m. Noise:

11.83. RE8 of the Local Plan 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 not be granted for development that will generate unacceptable noise and vibration impacts and those that would generate a lot of noise in sensitive locations. Mitigation measure will be sought via conditions to reduce the impact during operation or use and/ or during demolition and construction periods.

11.84. The site is located off Cowley Place and is predominantly surrounded by sports fields to the northwest and southeast, with open grass fields located directly west. Iffley Road, which is a relatively busy A-road. The nearest noise sensitive dwellings are considered to be the existing on-site student accommodation. The nearest un-associated residential dwellings are considered to be the dwellings at the Liddell Building, located along Iffley Road.

11.85. An Acoustic Assessment, together with mitigation measures, has been submitted with the application. The significant potential noise sources associated with the scheme are the building services plant only including condenser units, air handling units and ASHP units.

11.86. The submitted acoustic assessment of the facade sound insulation performance for all elevations of the proposed development are sufficient and adequate glazing sound reduction specifications proposed. The site is considered suitable for residential use development and on the basis that the proposed mitigation measures are incorporated, the proposed plant items would comply with the relevant noise limits. This can be secured by condition. Other conditions relating to construction and demolition works, a restriction on noise from plant to prevent noise creep, and notification of commencement of development are also suggested in order to prevent an adverse impact on neighbouring amenity. As such the development would accord with RE8 of the OLP.

n. Planning Obligations:

11.87. It is considered that the following matter should be secured through a section 106 legal agreement with the City Council:

- A Public Access Strategy detailing events and arrangements for member of the public to gain access to the College and grounds, including the meadows,

in the interests of securing the public benefits of the development.

11.88. A Travel monitoring contribution of £1,240 to the County Council could be secured through a Unilateral Undertaking.

12. CONCLUSION

12.1. Having regards to the matters discussed in the report, officers would make members aware that the starting point for the determination of this application is in accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 which makes clear that proposals should be assessed in accordance with the development plan unless material considerations indicate otherwise.

12.2. The NPPF recognises the need to take decisions in accordance with section 38(6) but also makes clear that it is a material consideration in the determination of any planning application. The main aim of the NPPF is to deliver sustainable development, with Paragraph 11 the key principle for achieving this aim. The NPPF also goes on to state that development plan policies should be given due weight depending on their consistency with the aims and objectives of the Framework. The relevant development plan policies are considered to be consistent with the NPPF.

12.3. It is therefore 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 those policies.

12.4. It is considered that the development would provide for a clear and identified need for student accommodation for St Hilda's College and wider University of Oxford. The significance of the heritage assets has been understood and the development would preserve and enhance the conservation areas in general. The harm to the SCIRCA and setting of the CCA and listed Christ Church Meadows as a result of demolition of the existing Presidents Lodging and new larger buildings would result in a moderate level of less than substantial harm. The location and quantum of development, its scale and massing is clearly and convincingly justified. It is also considered that the level of public benefits of the development would outweigh the harm in this case namely: contributing towards the provision of housing, providing student accommodation on College land thereby releasing housing to the general market, high quality architecture and increased public access to the College and grounds.

12.5. It is considered that the loss of trees would be adequately mitigated by new tree planting and the comprehensive high quality landscape and tree planting scheme. Tree Canopy cover would be replaced and exceeded over time. There would be a net gain in biodiversity and no harm to any identified protected species. The development would be of sustainable design and construction principles achieving a 40% carbon reduction requirement. There would be no adverse flood risk & drainage, land contamination or air quality impact. Adequate cycle parking would be provided.

- 12.6. In terms of any material considerations which may outweigh these development plan policies, the NPPF has a presumption in favour of sustainable development. NPPF paragraph 11 states that proposals that accord with the development plan should be approved without delay, or where the development plan is absent, silent, or relevant plans are out of date, granting permission unless any adverse impacts would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole; or specific policies in the framework indicate development should be restricted. Policy SR1 of the OLP 2036 repeats this.
- 12.7. Officers consider that the proposal would accord with the overall aims and objectives of the NPPF and policy SR1 for the reasons set out within the report. Therefore in such circumstances, planning permission should be approved without delay. This is a significant material consideration in favour of the proposal.
- 12.8. 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.
- 12.9. 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.

13. 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 2016-2036.

Materials

3. Prior to the commencement of development excluding demolition and enabling works a schedule of materials together with samples shall be submitted to and approved in writing by the Local Planning Authority. The

following sample panels shall be provided on site:

a) Large scale sample panels of all new brickwork and stonework demonstrating the colour, texture, face bond, mortar and pointing for the new development shall be erected on site.

b) Large scale sample panels of all new ceramic cladding, metal claddings and screens, and roof materials demonstrating the colour, texture, reflectivity shall be erected.

The development shall be completed in accordance with the approved materials schedule and sample panels unless otherwise first agreed in writing which where feasible shall remain on site for the duration of the development works.

Reason: To ensure high quality development and in the interests of the visual appearance of the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade I listed Registered Park and Gardens in accordance with policies DH1 and DH3 of the Oxford Local Plan 2016-2036.

Occupation

4. Subject to conditions 5 6 and 7, the student accommodation hereby permitted shall only be occupied by full time students attending courses of one academic year or more at an academic institution in Oxford, and by no other person or persons. The accommodation shall be occupied in accordance with the details submitted unless otherwise agreed in writing by the Local Planning Authority.

Reason: For the avoidance of doubt. The development has been designed for the specific principle use as student accommodation. It is not suited to other long term residential uses without substantial alterations given the limited internal space per unit and lack of amenity space to comply with policy and in accordance with Policy H8 of the Oxford Local Plan 2036.

5. During term time the development hereby permitted shall be used for student accommodation as specified in the submitted application and for no other purpose without the prior written approval of the Local Planning Authority. Outside term time the permitted use may be extended to include accommodation for academic and educational visitors, conference delegates, and cultural visitors to Oxford. The buildings shall be used for no other purpose without the prior written approval of the Local Planning Authority.

Reason: To ensure that the premises and occupiers are properly managed at all times and to mitigate any adverse impact on amenities, highway and parking in accordance with RE7, RE8, M2 and H8 of the Oxford Local Plan 2036.

Transport

6. Prior to occupation, details of a tenancy 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 shall be submitted to and approved in writing by the Local Planning Authority. The study bedrooms shall only be let in accordance with the approved tenancy agreement.

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.

7. A Student Accommodation Management Plan should be submitted for approval by the Local Planning Authority in advance of occupation of the student accommodation. This should set out control measures for ensuring that the movement of vehicles associated with the transport of student belongings at the start and end of term are appropriately staggered to prevent any adverse impacts on the operation of the highway. The approved management plan shall be implemented upon first occupation of the development and remain in place at all times thereafter unless otherwise agreed in writing beforehand by the Local Planning Authority.

Reason: In the reason of highway safety and the efficient operation of the public highway.

8. Prior to commencement of development including demolition and site clearance a Construction Environmental Management Plan shall be submitted to and approved in writing by the Local Planning Authority. The plan shall include details of the following matters:-

- the routing of construction and demolition vehicles and management of their movement into and out of the site by a qualified and certificated banksman,
- access arrangements and times of movement of construction and demolition vehicles (to minimise the impact on the surrounding highway network),
- times for construction traffic and delivery vehicles, which must be outside network peak and school peak hours,
- hours of working;
- travel initiatives for site related worker vehicles;
- signage for construction traffic, pedestrians and other users of the site;
- piling methods (if employed) and controls on vibration;
- earthworks;
- hoardings and security fencing to the site;
- noise limits;
- control of emissions;
- Dust mitigation measures including site specific dust mitigation measures identified in the IAQM Guidance on the assessment of dust from demolition and construction within the Air Quality Assessment;

- waste management and disposal, and material re use;
- wheel cleaning / wash facilities to prevent prevention of mud / debris being deposited on public highway;
- contact details of the Project Manager and / or Site Supervisor;
- layout plan of the site;
- materials storage including any hazardous material storage and removal.
- Engagement with local residents and neighbours

The approved Construction Environmental Management Plan shall be implemented accordingly throughout the demolition and construction period.

Reason: In the interests of the amenities of neighbouring occupiers, in accordance with the results of the dust assessment and policies RE1, RE6, M1 and M2 of the Oxford Local Plan 2016-2036.

9. Before the development permitted is commenced details of the covered cycle parking, 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 2016-2036.

10. The car parking spaces shall be laid out and constructed in accordance with the submitted plans and retained as such at all times thereafter.

Reason: To ensure an acceptable level of car parking in accordance with policy M5 of the Oxford Local Plan 2016-2036.

Sustainable Design and Construction

11. The development shall be implemented in strict accordance with the approved Energy Statement. Prior to the full occupation of each phase of the development evidence shall be submitted to the Local Planning Authority to confirm that the energy systems have been implemented according to details laid out in the approved Energy Statement to achieve the target performance.

Reason: To ensure compliance with Policy RE1 of the Oxford Local Plan 2016-2036.

12. Notwithstanding the approved Energy Statement, details of all Photovoltaics and mechanical plant including siting, size, design and finished appearance shall be submitted to and approved in writing by the Local Planning Authority.

Reason: To reduce the visual impact of the development in the interests of the visual appearance of the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade

I listed Registered Park and Gardens in accordance with Policies RE1, DH1 and DH3 of the Oxford Local Plan 2016-2036.

Trees/Landscape

13. The development shall be constructed in accordance with the submitted soft Landscape Plan 10805-LD-PLN-405 ISSUE. A, unless otherwise first approved 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.

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

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

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

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

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

Reason: To avoid damage to the roots of retained trees in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2016-2036.

17. No development shall take place until details of the location of all underground services and soakaways have been submitted to and approved in writing by the Local Planning Authority. The location of underground services and soakaways shall take account of the need to avoid excavation within the Root Protection Areas of retained trees as defined in the current British Standard 5837 "Trees in Relation to Design, Demolition and Construction -

Recommendations". Works shall only be carried out in accordance with the approved details unless otherwise agreed in writing beforehand by the local planning authority.

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

18.

The development shall be carried out in strict accordance with the approved tree protection measures contained within the planning application details unless otherwise first 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.

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

Reason: To protect retained trees during construction in accordance with policies G7, G8 and DH1 of the Oxford Local Plan 2016-2036.

20. 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. The development shall be carried out 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 2016-2036.

Biodiversity

21. The development shall be undertaken in accordance with the ecological enhancements outlined within the Biodiversity Enhancements Plans 1 and 2 produced by Lockhart Garratt (December 2020). Any deviation from the plans must be agreed in writing by the Local Planning Authority.

Reason: To comply with the requirements of the National Planning Policy Framework and Policy G2: Protection of biodiversity and geo-diversity of the

adopted Oxford Local Plan 2036.

22. The development shall be undertaken in accordance with the safeguards and recommendations provided within Section 5 of the Bat Survey Report produced by Lockhart Garratt (July 2020). The recommendations include pre-works checks for the presence of bats and a lighting scheme shall be submitted to, and approved in writing by, the Local Planning Authority to ensure no light-sensitive wildlife are harmed during the construction or operational phases.

Reason: To protect species of conservation concern from harm in accordance with the Wildlife and Countryside Act 1981 (as amended) and The Conservation of Habitats and Species Regulations 2017 (as amended).

23. No development shall take place (including ground works and vegetation clearance) until a construction environmental management plan (CEMP: Biodiversity) has been submitted to and approved in writing by the Local Planning Authority. The CEMP (Biodiversity) shall include the following:
- a. Risk assessment of potentially damaging construction activities;
 - b. Identification of “biodiversity protection zones” in respect of protected and notable species and habitats;
 - c. Practical measures (both physical measures and sensitive working practices) to avoid or reduce impacts on biodiversity during construction (may be provided as a set of method statements) and biosecurity protocols;
 - d. The location and timing of sensitive works to avoid harm to biodiversity features;
 - e. Contingency/emergence measures for accidents and unexpected events, along with remedial measures;
 - f. Responsible persons and lines of communication;
 - g. The role and responsibilities on site of a qualified ecological clerk of works (ECoW) or similarly competent person if required, and times and activities during construction when they need to be present to oversee works; and
 - h. Use of protective fences, exclusion barriers and warning signs;

The approved CEMP shall be adhered to and implemented throughout the 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.

24. A Landscape and Ecological Management Plan (LEMP) shall be submitted to, and be approved in writing by, the Local Planning Authority prior to occupation. The content of the LEMP shall include the following:
- a. Description and evaluation of features to be managed;
 - b. Ecological trends and constraints on site that might influence management;

- c. Aims and objectives of management over the long term period;
- d. Appropriate management options for achieving aims and objectives;
- e. Prescriptions for management actions;
- f. Preparation of a work schedule (including an annual work plan capable of being rolled forward over a five-year period);
- g. Details of the body or organization responsible for implementation of the plan; and
- h. Ongoing monitoring and remedial measures.

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

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

25. No development shall take place until a scheme for the protection of a 10 metre wide buffer zone alongside the watercourse has been submitted to, and approved in writing by, the local planning authority. Thereafter, the development shall be carried out in accordance with the approved scheme. Any subsequent variations shall be agreed in writing by the local planning authority, in which case the development shall be carried out in accordance with the amended scheme. The buffer zone scheme shall be free from built development including lighting, domestic gardens and formal landscaping. The scheme shall include:

- plans showing the extent of the buffer zone (minimum of 10m from the top of bank)
- details demonstrating how the buffer zone will be protected during development
- details of the management of the buffer (at a minimum the management will not change from current)
- details of the connection of the new drainage to the Cherwell outfall and its location through the site and the buffer

Reason: Land alongside watercourses is particularly valuable for wildlife and it is essential this is protected in accordance with Policy G2: Protection of biodiversity and geo-diversity of the adopted Oxford Local Plan 2036.

Land Quality

26. Prior to the commencement of the development a Phase 3 remediation strategy shall be submitted to and approved in writing by the local planning authority to ensure the site is suitable for its proposed use. In particular this is with regard to the identified contamination in garden area soils at the site.

Reason: To ensure that any ground and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in

accordance with the requirements of policy RE9 of the Oxford Local Plan 2016 - 2036.

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

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

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

Reason: To ensure that any soil and water contamination is identified and adequately addressed to ensure the site is suitable for the proposed use in accordance with the requirements of policy RE9 of the Oxford Local Plan 2016 - 2036. Please note that the responsibility to properly address contaminated land issues, irrespective of any involvement by this Authority, lies with the owner/developer of the site.

Utilities

29. No development shall be occupied until confirmation has been provided that either:- 1. Capacity exists off site to serve the development, or 2. A development and infrastructure phasing plan has been agreed with the Local Authority in consultation with Thames Water. 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, or 3. All wastewater network upgrades required to accommodate the additional flows from the development have been completed.

Reason: Network reinforcement works may be required to accommodate the proposed development. Any reinforcement works identified will be necessary in order to avoid sewage flooding and/or potential pollution incidents in accordance with V8 of the Oxford Local Plan 2036.

30. No piling shall take place until a Piling Method Statement (detailing the depth and type of piling to be undertaken and the methodology by which such piling will be carried out, including measures to prevent and minimise the potential for damage to subsurface sewerage infrastructure, and the programme for the

works) has been submitted to and approved in writing by the local planning authority in consultation with Thames Water. Any piling must be undertaken in accordance with the terms of the approved piling method statement.

Reason: The proposed works will be in close proximity to underground sewerage utility infrastructure and piling has the potential to significantly impact / cause failure of local underground sewerage utility infrastructure in accordance with V8 of the Oxford Local Plan 2036.

Electric Vehicular Charging

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

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

Drainage

32. Prior to the commencement of the development, a detailed surface water drainage scheme for the site, has been submitted to and approved in writing by the Local Planning Authority. The scheme shall be subsequently be implemented in accordance with the approved details before the development is completed. The scheme shall include:

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

Reason: To avoid increasing surface water run-off and thereby attenuating flood risk in accordance with Policy RE 2 of the Oxford Local Plan 2016-2036.

33. Prior to first occupation, a Sustainable Drainage (SUDs) Maintenance Plan (SDMP) in accordance with Section 32 of CIRIA C753 shall be submitted to and approved in writing by the Local Planning Authority. The SDMP must be completed by a suitably qualified and experienced person in the field of hydrology and hydraulics and shall 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 in perpetuity. The approved SDMP shall be implemented prior to occupation of each phase and shall thereafter be maintained in accordance therewith unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure that the proposed development is maintained in perpetuity and to avoid increasing surface water run-off and thereby attenuating flood risk in accordance with Policy RE 2 of the Oxford Local Plan 2016-2036.

Heritage/Architecture

34. No development shall take place until the implementation of a programme of archaeological historic building recording has been secured in accordance with a written scheme of investigation which has been submitted to and approved by the Local Planning Authority. All works shall be carried out and completed in accordance with the approved written scheme of investigation, unless otherwise agreed in writing by the Local Planning Authority.

The archaeological historic building recording should consist of a level II building survey (Historic England, *Understanding Historic Buildings: A Guide to Good Recording Practice*, 2016) undertaken prior to the demolition works. The recording should be undertaken by a professionally qualified archaeologist working to a brief issued by the Local Planning Authority.

Reason: To ensure high quality development and in the interests of the visual appearance of the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade I listed Registered Park and Gardens in accordance with policies DH1, DH3 and DH4 of the Oxford Local Plan 2016-2036.

35. Notwithstanding the approved drawings, prior to commencement of each phase of the development the following large scale drawn design details 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 only:

- building facades and fenestration including large scale drawings at least 1:10 scale of all roof, wall and window junctions, and fenestration details to include cross sections showing glazing bars, sills, heads, louvres, reveals and surrounds.

Reason: To ensure high quality development and in the interests of the visual appearance of the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade I listed Registered Park and Gardens in accordance with policies DH1 DH3 of the Oxford Local Plan 2016-2036.

36. Prior to occupation a detailed lighting strategy shall be submitted to and approved in writing by the Local Planning Authority. This shall include

technical specifications and hours of illumination for both internal and external lighting systems that take account of the impact on biodiversity and its transitional rural landscape setting and the character and appearance of the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade I listed Registered Park and Gardens. The strategy shall be implemented as approved unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure high quality development and in the interests of biodiversity and the visual appearance within the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade I listed Registered Park and Gardens in accordance with policies DH1, DH3 and G2 of the Oxford Local Plan 2036.

37. The roof top collapsible security railings for maintenance works shall remain in their collapsed position at all times when no maintenance works are taking place.

Reason: To ensure high quality development and to reduce the visual impact of the development in the interests of the visual appearance of the St Clements and Iffley Road Conservation Area in which it stands and the setting of the City Centre Conservation Area and grade I listed Registered Park and Gardens in accordance with policies DH1, DH3 and G2 of the Oxford Local Plan 2036.

14. APPENDICES

Appendix 1 – Site location plan

15. HUMAN RIGHTS ACT 1998

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

16. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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