

Application number:	23/01592/RES		
Decision due by	16th October 2023		
Extension of time	1 st December 2023		
Proposal	Reserved matters approval of scale, layout, landscaping and appearance for the multi-storey split decked car park including immediate landscaping. The original application was EIA development.		
Site address	Land Bounded By A34 And A44 And A40, Parcel 1 , Woodstock Road, Oxford, Oxfordshire – see Appendix 1 for site plan		
Ward	Wolvercote Ward		
Case officer	Michael Kemp		
Agent:	Mrs Dawn Brodie	Applicant:	Oxford North Ventures GP LLP
Reason at Committee	The application is for major development.		

1. RECOMMENDATION

1.1. The Oxford City Planning Committee is recommended to:

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

1.1.2. **Delegate authority** to the Head of Planning and Regulatory Services to:

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

2. EXECUTIVE SUMMARY

2.1. This report considers a reserved matters application for a multi-storey car park with parking for 1120 cars and the provision of surrounding landscaping. The car park would be located along the western boundary of the Oxford North site on the urban periphery of Oxford located to the north west of Wolvercote. The car park would consist of a split-level steel framed demountable structure, with parking located over five floors. Concrete access stairs are proposed to provide access to all levels. Vehicular access would be provided from a secondary service road located to the east of the building. The approved masterplan

includes provision for a larger decked car park within a similar position to the proposed building.

- 2.2. The design of the car park is functional and has been informed by the building's practical purpose. The system-built nature of the car park means that the structure is lightweight in appearance, which limits the visual impact of the building in terms of its bulk and presence. The height of the steel mesh has been increased to full height on the first floor and above in response to concerns expressed by the Police that there are inadequate design measures in place to address suicide prevention. Concentrating the provision of parking within a higher multi-level car park would represent a more efficient use of land compared with a surface level car park, or a car park of a smaller scale, this would align with the objectives of Policy RE2 of the Oxford Local Plan. There are clear advantages to this approach in urban design terms as this limits the extent of parking that would be required elsewhere on the site. Overall, the design approach is considered to be acceptable and compliant with Policy DH1 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan.
- 2.3. In relation to the Oxford North site, the hybrid planning permission was accompanied by a building heights parameter plan, which formed part of the approved set of drawings accompanying the planning application. The levels and staggered nature of the car park structure accounts for the lower AOD parameters in the section of the site nearest the A34, where the maximum permitted height falls to 82 metres AOD. The height of the structure would largely fall within the height parameters shown on the approved height parameter plan accompanying the hybrid permission, with the exception of a very small section of the upper stair core along the north western elevation of the car park and lighting columns. The car park sits almost fully within the height parameters deemed appropriate under the hybrid planning application and the visual impact of the sections of the car park that would extend above the height parameters are considered negligible in visual terms, when assessed against the baseline height parameters.
- 2.4. Officers consider that there would be no additional harm to the setting of any surrounding listed buildings, or the setting of the Conservation Area as a result of the proposed development when compared with the consented scheme. There would still be a moderate level of less than substantial harm associated with the proposals, which was the case with the wider proposals approved under the hybrid permission. Taking the public benefits of the Oxford North development as a whole; and the benefits of the development proposed within this reserved matters application, officers consider that the benefits of the development would outweigh the less than substantial harm that would be caused to the setting and significance of the Wolvercote with Godstow Conservation Area and the setting of the Grade II listed Manor and Church Farmhouses.
- 2.5. The Section 106 agreement accompanying the planning permission sets the target parking threshold for employment uses at Oxford North at a maximum of 20% below the Northern Gateway AAP standards (1 space per 50sqm), this equates to a target ratio of 1 space per 62.5sqm for employment uses. Where applying these ratios, the development would provide parking for up to 70,000sqm of employment space on the site. Presently just over 60,200sqm of

employment space has been approved under the Phase 1A and the Phase 2 reserved matters applications. Applying the maximum parking standards permitted within the Section 106 agreement, this would mean that a maximum of 963 spaces may be allocated within the car park to serve the consented plots. There are appropriate measures that may be implemented to control the phased provision or allocation of spaces, which may include limiting access to certain spaces in the car park, including the closure of levels and sections of the car parking. A car park management plan will be required by condition before the first use of the car park, which sets out how the delivery of car parking would be phased and how spaces would be allocated to individual plots over time. This would be necessary to ensure that the wider sustainability objectives outlined under Policy M1 of the Oxford Local Plan are met, to encourage a modal shift away from private car use towards more sustainable modes of travel.

2.6. It is recommended that the Committee resolve to grant reserved matters permission for the development proposed.

3. LEGAL AGREEMENT

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

4. COMMUNITY INFRASTRUCTURE LEVY (CIL)

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

5. SITE AND SURROUNDINGS

5.1. The application site comprises a section of a wider 26-hectare area of former grazing farmland located in the north of Oxford, just inside the ring road which was the subject of planning application 18/02065/OUTFUL.

5.2. Planning approval was granted on 23rd March 2021 for planning application 18/02065/OUTFUL. This followed a resolution to grant planning permission made by the Planning Review Committee held on 16 December 2019 and the prior completion of the Section 106 agreement. The description of development is listed below:

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

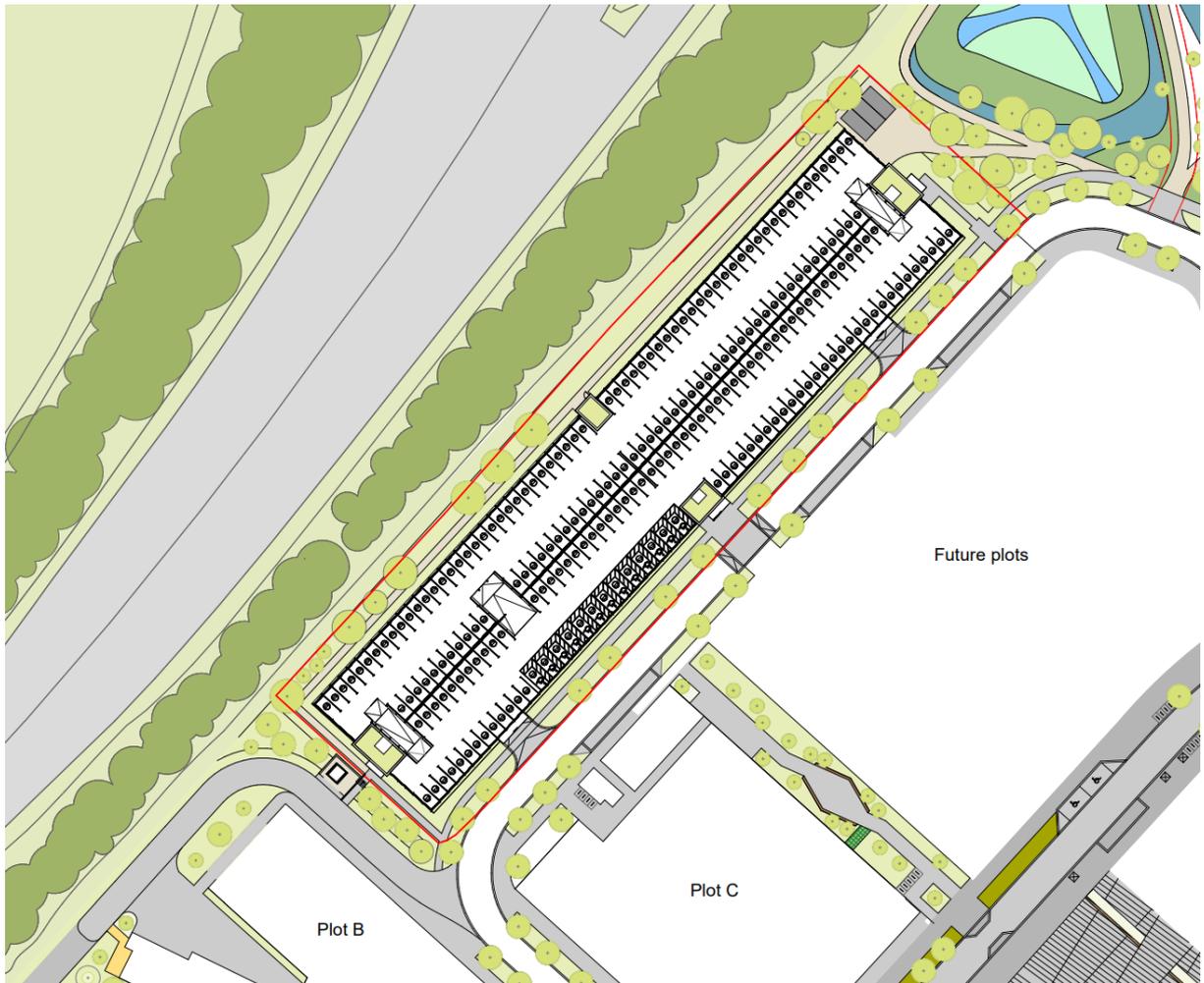
sharing loop, access junctions from the A40 and A44 (temporary junction design on A44), construction of a link road between the A40 and A44, open space, landscaping, temporary car parking (for limited period), installation of cycle parking (some temporary for limited period), foul and surface water drainage, pedestrian and cycle links (some temporary for limited period) along with associated infrastructure works. Works to the A40 and A44 in the vicinity of the site. (Amended plans and additional information received 19.06.2019)

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

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

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

5.5. This application relates to development on a section of the central parcel of the Oxford North Site. The site currently consists of cleared land which has been levelled following a process of cut and fill permitted under planning permission 21/01053/RES which allowed for earthworks to form the development platforms for future buildings on the site. The site of the proposed car park comprises a rectangular parcel of land located along the north western boundary of the Oxford North site. The car park would be sited to the north east of Plot B and would be sited to the south west of two attenuation ponds, which have been constructed. Access to the plot would be provided via a loop road, which would feed off the primary link road through the central parcel of the Oxford North site connecting the A40 and A44. The loop road has been approved under reserved matters application 23/01569/RES. To the north west of the site is a raised section of the A34 road, which is separated from the site by a row of existing trees. The site lies on the very edge of the Oxford City boundary, where the boundary of the site adjoins Cherwell District, although the site falls fully within the limits of Oxford City. The location plan for the proposed multi-storey car park is shown below in the context of the Oxford North site and the future development plots proposed under Phase 2 of the development.



6. PROPOSAL

- 6.1. A multi-storey car park is proposed with parking for 1120 cars. 56 of the parking spaces will be blue badge spaces. 40 motorcycle parking spaces would also be provided at ground floor level as well as facilities related to estate management functions. Spaces for service vehicles and operational parking would also be provided at ground floor level. Toilet facilities would be provided at first floor level. 3 parking spaces are proposed outside of the car park to the north east of the car park, adjoining the attenuation ponds.
- 6.2. The car park would serve buildings already benefitting from planning permission under Phase 1A, including Red Hall, replacing provision provided within the temporary car park on the site of proposed Plot C. The car park would also serve the three employment buildings approved under Phase 2 of the development (Plots A, B and C). Further capacity would be available to serve future development plots including a hotel use and further employment space.
- 6.3. The car park would be split across five levels with each floor staggered, corresponding to the site topography. The car park would be a system built, component-based structure consisting of a steel frame with steel mesh railings on each level to ensure pedestrian safety and to act as a barrier for vehicles.

Amendments have been made to the elevations of the car park to include the provision of full height mesh on all floors apart from the ground floor and includes an increase in the height of the mesh screen on the top floor from 2.4 to 2.7 metres. This follows a specific request for these changes from Thames Valley Police to ensure that measures are in place for suicide prevention. Four stair cores are proposed, which would be clad with pre-cast concrete panels. A series of vertical windows are proposed on each floor of the stair cores. Sedum roofs are proposed above each of the stair cores. The car park would be 33 metres in depth and 160 metres in width. The height of the structure would vary between 14.5 metres and 15.8 metres accounting for the site levels. The floor-to-floor height of the building would be 2.75 metres. 4-metre-high lighting columns are proposed on the upper floor of the building.

6.4. The car park would be accessed from the northern loop road, which benefits from planning permission. Access consists of separate entry and exit vehicle accesses from the loop road. The primary pedestrian access would be from the loop road in a position to the north of Plot C. A secondary access would be provided to the south west elevation of the car park in a position to the north east of Plot B. Landscaping is proposed surrounding the building including tree planting alongside the loop road and adjoining the A34.

7. RELEVANT PLANNING HISTORY

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

18/02065/OUTFUL - Hybrid planning application comprising:

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

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

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

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

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

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

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

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

23/01412/RES - Reserved matters for the approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot C). The original application was EIA development.. PER. 24th October 2023.

23/01509/RES - Reserved matters approval of scale, layout, landscaping and appearance for the central landscaping area to include provision of a pond, woodland area and play area. The original application was EIA development.. PER 26th October 2023.

23/01562/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the southern roads and spurs to adjacent plots and connection to the link road including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development. PER 25th October 2023.

23/01569/RES - Reserved matters approval of scale, layout, landscaping and appearance for the provision of the northern loop road and spurs to adjacent plots including pavements, street tree landscaping and sustainable drainage features. The original application was EIA development. PER 25th October 2023.

23/00707/RES - Reserved matters approval of scale, layout, landscaping and appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot A). The original application was EIA development.. PER 25th October.

23/00708/RES - Reserved matters approval of scale, layout, landscaping and

appearance for the erection of commercial building, erection freestanding service pavilion for storage of associated waste and gas bottle storage and provision of landscaping (Plot B). The original application was EIA development. (Amended plans). PER 25th October.

8. RELEVANT PLANNING POLICY

8.1. The following policies are relevant to the application:

Topic	National Planning Policy Framework	Local Plan	Wolvercote Neighbourhood Plan:	Northern Gateway Area Action Plan
Design	117-123, 124-132	DH1 - High quality design and placemaking DH2 - Views and building heights DH7 - External servicing features and stores		NG7 – Design and Amenity
Conservation/ Heritage	184-202	DH3 - Designated heritage assets DH4 - Archaeological remains		
Commercial	170-183	E1 - Employment sites - intensify of uses		
eNatural environment	91-101	G2 - Protection of biodiversity geo-diversity G3 - Green Belt G7 - Protection of existing Green Infrastructure		
Transport	117-123	M1 - Prioritising walking, cycling and public transport M2 - Assessing and managing development M3 - Motor vehicle parking		NG5 – Highway Access NG6 – Car Parking

		M4 - Provision of electric charging points M5 - Bicycle Parking		
Environmental	117-121, 148-165, 170-183	RE1 - Sustainable design and construction RE2 - Efficient use of Land RE3 - Flood risk management RE4 - Sustainable and foul drainage, surface RE5 - Health, wellbeing, and Health Impact Assessment RE6 - Air Quality RE7 - Managing the impact of development RE8 - Noise and vibration RE9 - Land Quality	GBS2 - Green Belt, Designated Land GBS5 - Biodiversity GBS6 - Green space in developments BES2 - Air Pollution BES4 - Drainage and Flooding CHS2 - Electric Vehicle Charging Points	
Miscellaneous	7-12	S1 - Sustainable development		NG11 – Delivery of Infrastructure

9. CONSULTATION RESPONSES

9.1. Site notices were displayed around the application site on 26th July 2023 and an advertisement was published in The Oxford Times newspaper on 27th July 2023.

9.2. The application was readvertised by site notice on 5th October 2023 and an advertisement was published in The Oxford Times newspaper on 5th October 2023.

Statutory and non-statutory consultees

Oxfordshire County Council

Highways

9.3. No objection to the proposed development.

- 9.4. This Reserved Matters application seeks planning permission for the details of a decked car park under the outline element of the overarching hybrid planning permission. The proposed car park is to be located to the north of the central land parcel and accessed via a loop road from the central link road the details of which are to be considered as part of a separate permission. The vehicle access to the car park is proposed as an entry at the north east and exit at the south west with both to be barrier controlled. The main pedestrian access will be central to the building and have direct access from the loop road.
- 9.5. The proposed car park will provide a total of 1120 spaces with 56 reserved as blue badge and 250 enabled with EV charging. The car park is intended to serve the buildings consented under Phase 1a and buildings being progressed through Phase 2. The level of car parking provided is in excess of that required for the buildings that are consented or pending and would appear to be sufficient to serve all of the buildings expected in the central parcel.
- 9.6. It will therefore be necessary for the car park spaces to be made available for use in a staged manner alongside the occupation of buildings so as not to embed car based travel habits at an early stage. This can be done through Condition 51 of the outline consent which requires a Car Parking Management Strategy to be submitted and will also include the closure of the existing temporary car park the use of which will transfer to the decked car park. The ANPR operated access system would appear to offer opportunity for this type of use control to take place.
- 9.7. The modular construction of the car park potentially allows for the size of the car park to be reduced over time as travel habits change and the land re-purposed more easily.

Drainage

- 9.8. No objection subject to a detailed surface water drainage scheme, which should be provided by condition.

Thames Water

- 9.9. Do not wish to comment.

Environment Agency

- 9.10. Do not wish to comment.

Natural England

- 9.11. No comments.

Historic England

- 9.12. No comments

Thames Valley Police

9.13. Have not objected but have made the following comments in relation to the proposals:

- The public toilet may be particularly vulnerable to crime and antisocial behaviour. The entrance to the facility should be explicitly covered by CCTV, with regular checks of the area conducted to monitor use and potential abuse of the facility. Consideration should be given to access controlling the toilet for disabled use, such as using the radar key scheme.
- Due to the size of the car park, there is a heightened risk of crime and antisocial behaviour. Therefore, it is crucial that the area is thoroughly monitored by CCTV.
- Requirement to implement measures for suicide prevention including floor to ceiling enclosures to prevent jumping from height. Other recommended measures include emergency call systems, regular security control including a security presence in the car park and mental health training. Have advised following receipt of amended plans showing tensioned security mesh on all floors above ground floor level that this would adequately address the risk of jumping from height.
- Recommend conditions requiring submission of a CCTV study and lighting scheme.

Public representations

9.14. No public comments have been received in relation to the proposed development.

10. PLANNING MATERIAL CONSIDERATIONS

10.1. Officers consider the determining issues to be:

- Principle of development
- Design and Heritage
- Neighbouring amenity
- Transport
- Drainage
- Ecology

Principle of development

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

- 10.3. This reserved matters application forms part of Phase 2 of the Oxford North development, which includes three employment buildings (Buildings A, B and C), permanent car parking and amendments to the landscaping approved under the detailed element of the hybrid planning permission. The transport implications are discussed in further detail in the transport section of this report, however there is a requirement to provide car parking to serve the buildings already benefitting from planning permission under Phase 1A and Phase 2 of the Oxford North development. The car park would include capacity to provide for future development on the site, including a hotel use and additional employment floorspace.
- 10.4. The hybrid permission is accompanied by a Land Use Parameter Plan, which outlines the permitted spatial distribution of the relevant land uses across the site that are covered by the planning permission. In relation to the application site, the area of the Oxford North site the subject of this application is shown on the Land Use Parameter Plan as a mixed-use area, where Use Class B1 Employment; C3 Residential; C1 Hotel; D1 Non-residential institutions; A1 to A5 Retail uses, including parking and landscaping would be appropriate. A section of the site, comprising a strip of land along the north western edge is shown on the parameter plan as a landscape buffer. The proposed site plan includes landscaping within this section of the site. The proposed car park building would be consistent with the land uses parameter plan for Oxford North and is considered acceptable.
- 10.5. The hybrid permission was accompanied by an illustrative masterplan, which formed part of the approved plans accompanying the hybrid permission and is intended to guide the layout of elements of the site benefitting from outline permission, including the siting of buildings, uses and landscaping. This is an indicative document, and the position of buildings is not intended to be fixed, which is why the majority of the site is covered by outline planning permission only. The approved masterplan includes provision for a large, decked car park within a similar position to the proposed building, although the proposed car park is located slightly closer to the western boundary of the site. The car park shown on the illustrative masterplan is deeper than the proposed car park, although the length of the car park on the masterplan as indicatively shown is less. The indicative masterplan also showed two further decked car parks, including a smaller car park to the north east of the application site, closer to the A44, as well as another larger decked car park on the 'Eastside' Area of the Oxford North site on the land to the east of the A44. Undercroft and podium car parking was also shown for two of the employment buildings, located in the position of approved Plots A and B and was not proposed on either of the approved plans. The design and transport/accessibility implications of the car park siting are discussed in further detail in the following sections of this report, however the in-principle siting of the car parking is considered acceptable in line with the approved land uses parameter plan.

Environmental Impact Assessment

- 10.6. An Environmental Statement (ES) was prepared as part of hybrid planning application 18/02065/OUTFUL, which covered in outline all development across the Oxford North site. This Reserved Matters application would constitute a

'subsequent application' under Regulation 2(1) of the Town and Country Planning (Environmental Impact Assessment) Regulations 2017. As such, the likely significant effects of the proposed development need to be considered.

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

Design, Visual and Heritage Impact

10.8. Policy DH1 of the Oxford Local Plan states that planning permission will only be granted for development of high-quality design that creates or enhances local distinctiveness. Paragraph 134 of the NPPF also sets out that development should take into account the principles set out within the National Design Guide and National Model Design Code.

10.9. Policy NG7 of the Northern Gateway Area Action Plan states that planning applications will be required to demonstrate that new development has been designed with an understanding of the area's heritage, setting and views. Applications will be required to demonstrate how the Wolvercote with Godstow Conservation Area and how views of, into and out of the site have influenced proposals. Planning permission will only be granted for developments that demonstrate compliance with the Northern Gateway Design Code.

10.10. The proposed car park would be a system built, component-based structure consisting of a steel frame with steel mesh railings on each level. The design of the car park is functional and has been informed by the buildings practical purpose. The system-built nature of the car park means that the structure is lightweight in appearance, which limits the visual impact of the building in terms of its bulk and presence. The barriers on each level consist of visually permeable steel mesh, as opposed to more solid masonry or opaque materials. The height of the steel mesh has been increased to full height on the first floor and all levels above in response to concerns expressed by the Police that there were inadequate design measures in place to address suicide prevention. Notwithstanding the increase in the mesh surrounding the car park, officers consider that the lightweight and transparent appearance of the mesh would avoid the upper sections of the car park appearing heavy in views from within the site, including from the loop road along the frontage of the car park and the access road to the north of Plot B as well as in external views into the site, including from the raised section of the A34 and further wider views, including views from the A40 looking eastwards.

10.11. Officers note that Thames Valley Police have requested that a lighting strategy and CCTV operational requirements study should be carried out and submitted by condition. Officers note that condition 38 of the hybrid planning permission already requires the submission of a lighting strategy to be submitted for approval in writing, whilst condition 63 requires details of CCTV to be installed to

also be submitted for approval in writing and there would be no need to replicate these conditions under this reserved matters application. Officers consider that it would be appropriate to require details of security, management, and maintenance of the car park to be submitted as part of a car park management and phasing plan. This is to ensure that the car park is a safe and secure environment and to prevent opportunities for crime.

- 10.12. Concentrating parking within a single large multi-level car park would represent a more efficient use of land compared to a single or multiple surface level car park or multi-level car parks of a smaller scale, this would align with the objectives of Policy RE2 of the Oxford Local Plan. There are clear advantages in urban design terms as this limits the extent of parking required elsewhere on the site including on individual plots as surface level parking, or at podium or basement level, which would limit the extent of active ground floor frontages.
- 10.13. The system-built nature of the car park means that the car park, or sections of the car park are demountable and may be removed if no longer required, should the modal share of car users decline because of future changes to future patterns of travel, including trends identified in future travel plans applicable to employment uses on the site. This was an approach that was supported by the Oxford Design Review Panel (ODRP), as set out within their letter contained at Appendix 3 of this report.
- 10.14. Soft landscaping is proposed around the edge of the building to soften the appearance of the building in views from within the site. Street trees are proposed along the secondary access route to ensure that the ground level views along this street are attractive and to ensure consistency with the similar planting of street trees across the central parcel of the Oxford North site. Some additional planting is also proposed along the north western edge of the site, which would assist in providing further screening to supplement the planting that is already provided along the adjoining embankment with the A34.
- 10.15. Policy RE1 of the Oxford Local Plan requires the incorporation of sustainable design and construction principles into new developments. A Sustainability Strategy has been submitted in support of the planning application, which outlines that the following measures have been incorporated to meet the sustainable design criteria required under Policy RE1 of the Oxford Local Plan:
- Demountable design using off-site construction.
 - Use of sustainable cement and steel with a high percentage of recycled content.
 - Lightweight structure minimising extent of foundations required and materials usage.
 - Minimisation of waste generation and maximising extent of waste to be recycled.
 - High efficiency lighting with adaptive controls.
 - High efficiency of water consumption for WC's and other water consumption devices.
 - Metering to monitor the building's energy and water consumption.

- Incorporation of sustainable drainage measures and measures to enhance biodiversity net gain.

Policy RE1 requires that new non-residential developments of over 1000sqm achieve at least a 40% reduction in carbon emissions from the 2021 Part L Building Regulations compliant base case. It is also required that developments of over 1000sqm meet BREEAM excellent standards. The car park however is not a conventional building designed for occupation and is open sided without windows or continuous walls. It would not therefore be possible for the development to meet BREEAM excellent standards or achieve a 40% reduction in carbon emissions assessed against Part L Building Regulations. As the car park is not a conventional structure, which could be assessed against these particular aspects of Policy RE1, officers consider that the proposals would not depart from the aims of policy RE1, particularly as the proposals incorporate a range of other sustainability measures which align with the requirements of Policy RE1 of the Oxford Local Plan.

10.16. Policy DH2 of the Oxford Local Plan sets parameters, when considering the height of new development within the city and provides guidance applicable to higher buildings within the city. In relation to the Oxford North site, the hybrid planning permission was accompanied by a building heights parameter plan, which formed part of the approved set of drawings accompanying the planning application. The purpose of the parameter plan is to set height limits across the site for subsequent reserved matters applications, as the heights set out in the parameter plan have been tested as part of an LVIA and are accounted for in the assessment of the impact of the development in the Environmental Statement, where this relates to the landscape impact and impact on the setting of heritage assets. The height parameters are defined in metres as Above Ordinance Datum (AOD), which relates to heights above mean sea level.

10.17. The levels and staggered nature of the structure account for the lower AOD parameters in the section of the site nearest the A34, where the maximum permitted height falls to 82 metres AOD. The height of the structure would largely fall within the height parameters shown on the approved height parameter plan accompanying the hybrid permission, with the exception of a very small section of roof of an escape stair that is located along the north western side of the car park. Lighting columns located on the upper floor of the car park would also extend above the 82 metres AOD. Most of the structure falls within a section of the site where the maximum permitted height would be either 86 or 90 metres AOD and neither the car parking or lighting would exceed the 86 or 90 AOD metre parameters. As noted in the paragraphs below, officers consider that the extremely limited extent of deviation from the height parameters is acceptable when considering the very limited impact in visual terms of the small section of the roof of the stair core and lighting columns that would extend above the height parameters. The very minor extent deviation is shown on the plan below, where the aforementioned elements sit above the red line:



10.18. The landscape impact of the heights proposed within the height's parameter plan has been assessed in detail under the hybrid planning permission. A revised LVIA has also been submitted, which assesses the impact of all the buildings proposed under Phase 2 of the development, the subject of recent reserved matters applications. This includes modelling of the scale and height of the proposed buildings.

10.19. Visibility of the car park beyond the site would be predominantly limited to views from the west. The Phase 1a buildings and the Red Hall, which are currently under construction as well as Plots A, B and C which are located to the south, and south east of the site of the proposed car park would likely limit views of the car park from the south and east almost entirely given that these buildings are of a greater scale and height than the car park. In terms of views from the north, visibility would be predominantly limited to views from the A44. Whilst the car park would be relatively visible at the current time, the car park would sit to the rear of what are likely to be future development plots facing the A44 and over time it is likely that there would be only glimpsed views of the car park from the A44, aside from in views adjacent to the Peartree Roundabout.

10.20. The upper sections of the car park would be visible from the west, including in views from the A40 as there are no intervening development plots or buildings in the foreground of these views. Lower sections of the car park would sit below the adjoining A34 embankment in views from the west. The whole of the car park would be visible from the A34 itself. In all views, including those views from the west where the building would be most prominent, the development would be visible against a backdrop of large employment buildings. The masterplan for Oxford North, height parameter plans and the Area Action Plan account for the siting of large employment buildings and the character of the site is undergoing transformation from a rural approach to what would be a new urban extension to Oxford. This is reflected in the scale of the buildings, which benefit from approval under the hybrid permission and subsequent reserved matters applications.

10.21. The car park sits almost fully within the height parameters deemed appropriate under the hybrid planning application and the impact of the sections of the car

park that would extend above the height parameters are considered to be negligible in visual terms, where assessed against the baseline height parameters set out within the parameter plan. This is limited to a series of lighting columns and a very small section of the top of the stair towers. The car park would be of a much lower height than the surrounding buildings benefitting from planning permission, including Plots B and C and the approach to the elevational treatment and materiality of the car park would serve to limit the presence of the building in terms of its volume and heaviness. Some further screening would also be provided once the proposed trees located to the west of the building are established.

10.22. The application site was removed from the Oxford Green Belt prior to the adoption of the Northern Gateway Area Action Plan and no part of the proposed development lies within land falling within the Green Belt. Although no development is proposed within the Green Belt there is a requirement to consider whether the proposals would preserve the openness of the Green Belt in accordance with Paragraph 137 of the NPPF and Policy G3 of the Oxford Local Plan, which is relevant given that the site is adjacent to land remaining within the Green Belt.

10.23. The impact of the proposals submitted under this reserved matters application on the openness of the Green Belt must be considered in the context of the hybrid planning application, which outlines parameters for building heights, the likely quantum of development on the Central Site, as well as the site masterplan. Officers in their analysis of the landscape and visual impact of the hybrid proposals concluded that there would be an impact in visual terms, given the scale and height of development proposed on the site, in turn this would impact on the openness of the green belt in spatial and visual terms given the urbanising impact of what is a substantial edge of city urban development.

10.24. The development proposed within this application would impact on the openness of the green belt in spatial and visual terms to a minor degree particularly given the location of the site of the car park on the edge of the wider Oxford North site and the visibility of the upper sections of the structure from the west. As views from Port Meadow are limited given the presence of intervening buildings located in the foreground, it is considered that the proposals in isolation would have no significant impact on the greenbelt, where experienced in views from Port Meadow. Overall, it is considered that the development would have no greater impact on the openness of the Green Belt than the scope of impact accounted for under the hybrid approval. It is considered that the proposals would generally accord with Policy G3 of the Oxford Local Plan or Paragraph 137 of the NPPF.

Heritage Impact

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

- 10.26. In line with Paragraph 199 of the NPPF consideration must be given to the impact of a proposed development on the significance of this designated heritage asset and great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 10.27. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 outlines that in the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.
- 10.28. The application site falls within the wider setting of the Grade II listed Manor Farm (26 Godstow Road a large former farmhouse originally dating to the 17th Century but which has been the subject of a number of later additions) as well as the Grade II listed Church Farmhouse, which was historically linked to surrounding agricultural land which includes the land which forms the site. Both buildings are located to the south of the Leonardo Royal Hotel (Formerly Jury's Inn) and are surrounded by housing constructed in the late 20th Century which has greatly altered the original setting of the listed buildings. There are also two late 18th Century Grade II listed tilting canal bridges which are located to the south west and west of the site, these bridges provide a connection from Joe Whites Lane onto the Canal towpath.
- 10.29. Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering applications for development which affect a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.
- 10.30. Policy DH3 of the Oxford Local Plan specifies that planning permission will be granted for development that respects and draws inspiration from Oxford's unique historic environment (above and below ground), responding positively to the significance, character and distinctiveness of the heritage asset and locality. When considering development proposals affecting the significance of designated heritage assets (including Listed Buildings and Conservation Areas), great weight will be given to the conservation of that asset and to the setting of the asset where it contributes to that significance or appreciation of that significance).
- 10.31. The wider impact of the redevelopment of the land at Oxford North in respect of the Wolvercote with Godstow Conservation Area and the aforementioned listed buildings was considered in depth by officers at the time application 18/02065/OUTFUL was determined. This was informed by an Environmental Statement accompanying the hybrid planning application which included an assessment of the impact on the Conservation Area, the Grade II listed Manor Farm, Church Farmhouse; Grade II listed canal bridges, St Peter's Church and Port Meadow, which is a scheduled ancient monument. There was also an assessment of the impact of the development on the Oxford Canal Conservation Area in Cherwell District, which concluded that there would be no harm to the

setting and significance of this Conservation Area due to the site's peripheral setting in relation to the Conservation Area.

- 10.32. Officers' assessment of the hybrid application considered the relative harm to the setting and significance of the Wolvercote with Godstow Conservation Area, which was deemed to be a moderate level of less than substantial harm. This was as a result of an overtly urban development replacing surviving, historically agricultural land which currently provides a green gap and permits uninterrupted views from these assets to the rural hillside backdrop beyond the city to the north west and north-east. The introduction of buildings to the south-west of the A40 resulting in built development encroaching closer to the settlement of Wolvercote than at present which would harm the surviving character and appearance of a rural settlement. The impact of the development proposed under this reserved matters application would not result in harm to the setting of the Oxford Canal Conservation Area, given the site's peripheral location in relation to the Conservation Area, particularly given the likely limited visibility of the development owing to development currently under construction and likely future development that would sit in the foreground of views between the site and the Conservation Area. The impact of the proposed development is assessed to not be significantly greater than the scope of the development permitted under the hybrid permission.
- 10.33. In terms of the setting of the Grade II listed Manor Farm and Church Farmhouses it was considered that whilst the setting of the farmhouses had been eroded by residential development and non-residential development including the Leonardo Royal hotel, there would be further harm arising from the loss of agricultural land on the Oxford North site which forms part of the wider setting which contributes to the significance of these buildings, furthermore the approved development would also be of a significant scale. This harm to the setting of the Grade II listed buildings was identified as less than substantial and at the low end of this classification.
- 10.34. The identified harm to these designated heritage assets was balanced against the significant package of public benefits delivered by the proposed development, including the provision of 480 homes and significant economic benefits deriving from the provision of 87,300sqm of employment space. A conclusion was reached that the benefits arising from the development would outweigh the respective moderate and low level of less than substantial harm to the Wolvercote with Godstow Conservation Area and the Grade II listed Manor Farm and Church Farmhouses.
- 10.35. The proposals within this application for a multi-storey car park are consistent with the scope of the original hybrid planning permission which accounts for the requirement to provide parking on the Oxford North site, including multi-storey parking. As noted in the above paragraphs, with the exception of a very small section of the stair cores on the western side of the building and lighting columns, the development would not extend above the height parameters allowed for under the hybrid permission. Given the siting of buildings under construction (Phase 1a) and development benefitting from planning permission (Plots A, B and C) it is unlikely that the car park would be seen or would be visible to any significant degree in views from within the Wolvercote with Godstow

Conservation Area. The development would be visible in views into the Conservation Area from the west, however as also noted in the above paragraphs, the building would be set against a backdrop of relatively large-scale employment buildings, both permitted or allowed for within the scope of the original permission and the development would not appear incongruous within this new urban context.

10.36. Officers consider that there would be no additional harm to the setting of any surrounding listed buildings, or the setting of both adjoining Conservation Areas as a result of the proposed development compared with the consented scheme. There would still be a moderate level of less than substantial harm associated with the proposals, which was the case with the wider proposals approved under the hybrid permission.

10.37. In the context of Paragraph 202 of the NPPF, where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm must be weighed against the public benefits of the proposal. The proposals must also be considered in the context of the wider public benefits which would be delivered as part of the hybrid application, including the provision of 87,300sqm of employment space, transport, and connectivity improvements; and the provision of the further 480 dwellings, which are substantial in social and economic terms.

10.38. Taking the public benefits of the Oxford North development as a whole; and the benefits of the development proposed within this reserved matters application, officers consider that the benefits would outweigh the less than substantial harm that would be caused to the setting and significance of the Wolvercote with Godstow Conservation Area and the setting of the Grade II listed Manor and Church Farmhouses. The specific proposals would provide vital infrastructure in the form of car parking and whilst there is an ambition set out within Policy M1 of the Oxford Local Plan to reduce dependence on private car use, there is still an identified need to provide car parking to serve approved and future development plots. The development is therefore necessary to facilitate the delivery of employment floorspace on the site (up to 70,000sqm), an extent of which benefits from planning permission, as well as a future hotel use and is therefore essential in facilitating the economic benefits of the development as a whole.

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

Amenity Impact

10.40. The nearest existing residential dwellings at Woodstock Road are located over 400 metres from the proposed car park, which is a considerable distance and it would be expected in line with the planning permission that further buildings would be developed between the car park and these adjoining properties under future phases of the development. Accounting for the significant separation distance it is considered that the development would not have an adverse impact

on the amenity of any existing residential uses by reason of scale, siting or noise impacts. Similarly in terms of future residential uses on the Canalside section of the Oxford North site, there would be a separation distance of over 100 metres between the car park and the proposed buildings and therefore the proposed development would not have an adverse impact on any future residents of these properties.

10.41. The closest adjoining use is at Red Barn Farm, which is located approximately 75 metres to the north east of the proposed car park. The site consists of a range of buildings used by Trax, a community organisation. The siting of the car park would not have an adverse impact on the use of the buildings on this site. The proposals are therefore considered to not impact on the amenity of any adjoining residential, or non-residential uses and are compliant with Policy RE7 of the Oxford Local Plan.

Transport

10.42. Policy M1 of the Oxford Local Plan outlines the need for development to be planned in a way which prioritises access by walking, cycling and public transport. This is crucial in achieving a modal shift away from private car use as the default means of accessing new developments, in this case as a means of commuting.

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

10.44. The Section 106 agreement accompanying the planning permission sets the target parking threshold for employment uses at Oxford North at a maximum of 20% below the Northern Gateway AAP standards (1 space per 50sqm), this equates to a target ratio of 1 space per 62.5sqm for employment uses. Where applying these ratios, the development would provide parking for up to 70,000sqm of employment space. Policy M3 of the Oxford Local Plan does not set specific standards for employment based uses and requires instead that standards are set on a site-by-site basis, based on an objective transport assessment. Presently just over 60,200 square metres of employment space has been approved under the Phase 1A and the Phase 2 reserved matters applications. Applying the maximum parking standards permitted within the Section 106 agreement, this would mean that a maximum of 963 spaces may be allocated within the car park to serve the existing plots. It is proposed that 100 of the car parking spaces may be allocated for a future hotel use, which is permitted under the outline application and is expected to be provided on a vacant plot adjacent to approved Plot C. 56 (5%) of the parking spaces are proposed as blue badge spaces. 40 motorcycle parking spaces are proposed as well as 7 spaces at ground floor level for estate management vehicles (maintenance/security).

10.45. Provision of all employment buildings on the Oxford North site would be phased to ensure that parking provision for the individual plots does not exceed

the ratio of 1 space per 62.5sqm, it is important that the provision of parking is also phased to ensure that there is not a temporary overprovision of spaces for the individual plots. There are measures that could be implemented to control the phased provision or allocation of spaces, which may include limiting access to certain spaces in the car park, including the closure of levels and sections of the car parking. A car park management plan will be required by condition before the first use of the car park, which sets out how the delivery of car parking would be phased and how spaces are allocated to individual plots over time. This would be necessary to ensure that the wider sustainability objectives outlined under Policy M1 of the Oxford Local Plan are met.

- 10.46. The parking standards quoted above are maximum parking standards and as noted in the design section of this report, the system-built nature of the car park means that the structure is demountable allowing for parking to be reduced over time. The Framework Travel Plan accompanying the planning application included the broad aim of reducing single occupancy car trips by 12% by year 5 following first occupation of the development. It is also a requirement of the Section 106 agreement that a Travel Plan is submitted for each commercial unit prior to the occupation of any commercial unit. The travel plans for the respective plots will identify where parking may be reduced below the present maximum standards to meet the aims of Policy M1 of the Oxford Local Plan. Within this scenario sections of the car park could be removed, or alternatively the car park could be used to accommodate parking for future commercial plots, reducing pressure for parking to be provided elsewhere on the site. The car park management plan required by condition would be expected to outline measures for reducing parking over time, including details on how this may be achieved through the adaptation, repurposing or removal of elements of the structure.
- 10.47. A temporary car park was approved under the detailed element of the hybrid planning permission, this is located on the site of Plot C, which benefits from planning permission for a building that would be delivered under Phase 2 of the Oxford North development. A temporary planning application was approved in July 2023 for the retention of the car park for a period of 5 years, following the removal of the temporary car park from the detailed part of the hybrid planning permission. The purpose of the temporary planning application was to ensure that the site of the temporary car park could be redeveloped through a subsequent reserved matters application, as was envisaged within the development masterplan for the site. It is a condition of planning permission 23/01191/FUL that the temporary car park is permanently removed before the first use of a permanent car park, which would include the proposals within this application, or after a period of five years from the date that the planning permission was issued.
- 10.48. Policy M4 of the Oxford Local Plan requires that a minimum of 25% of all parking spaces in non-residential developments are fitted with electric vehicle charging points. The transport statement sets out that 250 car parking spaces (22%) are proposed within the car park with ducting to allow other spaces to be upgraded. This would fall short of the requirements outlined under Policy M4 and it has been agreed with the applicant that a higher number of spaces (at least 25%) shall be fitted with EV charge points, details of this infrastructure and its provision are proposed to be secured by planning condition.

Drainage

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

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

10.50. Policy RE4 of the Oxford Local Plan states that all development proposals will be required to manage surface water through Sustainable Drainage Systems (SuDS) or techniques to limit run-off and reduce the existing rate of run-off on previously developed sites.

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

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

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

10.54. It has been agreed with the County Council that provision of a detailed surface water drainage strategy could be secured by condition. This is to allow progression of detailed design work on Plots A and B post planning which form part of the Phase 2 drainage strategy, of which the development is also part of. The overall principles of the drainage strategy are agreed with the County Council and this is considered to be an appropriate approach. Subject to the provision of a detailed surface water drainage strategy, it is considered that the proposals would comply with Policies RE3 and RE4 of the Oxford Local Plan and Policy BES4 of the Wolvercote Neighbourhood Plan.

Ecology

- 10.55. Policy G2 of the Oxford Local Plan states that development that results in a net loss of sites and species of ecological value will not be permitted. Policy G2 of the Oxford Local Plan also states that compensation and mitigation measures must offset the loss and achieve an overall net gain for biodiversity. For all major developments proposed on greenfield sites or brownfield sites that have become vegetated, this should be measured through use of a recognised biodiversity calculator. To demonstrate an overall net gain for biodiversity, the biodiversity calculator should demonstrate an improvement of 5% or more from the existing situation. Offsetting measures are likely to include identification of appropriate off-site locations/projects for improvement, which should be within the relevant Conservation Target Area if appropriate, or within the locality of the site when assessing whether a site is suitable for compensation.
- 10.56. Policy GBS5 of the Wolvercote Neighbourhood Plan (WPN) outlines that where ecological value is lost on a site this can be mitigated and compensated for on a like-for-like basis elsewhere within the WNP Area by providing a replacement habitat of an equivalent or higher ecological value, that is appropriate for the habitat and species within it, and which provides net gains in biodiversity, which must be protected.
- 10.57. Condition 52 of the hybrid planning permission requires that details of ecological enhancements must be submitted with each reserved matters application (excluding enabling works, roads or infrastructure) for that phase or sub-phase to ensure that the minimum overall net gain in biodiversity of 5% will be achieved across the whole site or in conjunction with specific off-site enhancements approved by the local planning authority.
- 10.58. The development is one of several applications forming Phase 2 of the Oxford North Development. A biodiversity strategy was prepared by the applicants which is related to all works proposed under Phase 2 of the Oxford North development and would provide 5.7 biodiversity units. The proposals contained in the reserved matters application relating to the car park, include the provision of additional tree planting and landscaping surrounding the building, as well as the provision of green roofs above the stair towers serving the parking, which was specifically suggested by ODRP as a means of achieving biodiversity net gain. In total the proposed enhancements are forecast within the applicant's technical note to provide 0.25 biodiversity units. New hedgerow species rich planting is also proposed, which are forecast to provide 1.66 hedgerow units. In addition to this, ecological enhancements are proposed, which would comprise 6 swift boxes or bricks and 8 house sparrow terraces. An insect hotel is also proposed within the soft landscaped area on the north east side of the car park.
- 10.59. Overall, the proposals would provide a small but valued contribution to biodiversity net gain and would therefore comply with Policy G2 of the Oxford Local Plan.

11. CONCLUSION

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

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

- 11.2. The NPPF recognises the need to take decisions in accordance with Section 38 (6) but also makes clear that it is a material consideration in the determination of any planning application (paragraph 2). The main aim of the NPPF is to deliver sustainable development, with paragraph 11 the key principle for achieving this aim. The NPPF also goes on to state that development plan policies should be given due weight depending on their consistency with the aims and objectives of the Framework. The relevant development plan policies are considered to be consistent with the NPPF.
- 11.3. Therefore, in conclusion it would be necessary to consider the degree to which the proposal complies with the policies of the development plan as a whole and whether there are any material considerations, such as the NPPF, which are inconsistent with the result of the application of the development plan as a whole. The overall principle of development was established through the approval of the hybrid planning permission to which this reserved matters application relates. The matters for consideration under this reserved matters application relate only to detailed matters that were not established under the hybrid permission.
- 11.4. There is a need for parking to be provided on the Oxford North site in order to serve employment floorspace that has already been permitted under Phase 1a of the development and Plots A, B and C proposed under Phase 2 of the development. The proposed multi-storey car park would provide parking for 1120 cars. The Section 106 agreement accompanying the planning permission sets the target parking threshold for employment uses at Oxford North at a maximum of 20% below the Northern Gateway AAP standards (1 space per 50sqm), this equates to a target ratio of 1 space per 62.5sqm for employment uses. Where applying these ratios, the development would provide parking for up to 70,000sqm of employment space on the site. As the delivery of employment floor space would be phased, a condition will be required, which sets out how the parking spaces within the multi-storey car park would be allocated and phased to avoid overprovision of parking during the early phases of the development. Subject to the submission of an appropriate management strategy, the proposals would comply with Policy M3 of the Oxford Local Plan.
- 11.5. The in-principle siting of the car parking aligns with the land use parameter plan for Oxford North. The development masterplan envisaged that parking would be located within multi-storey car parks, this has an advantage in design terms as this prevents provision of extensive on-plot parking throughout the site limiting the spread of parking throughout the public realm and makes for a more efficient use of land.
- 11.6. The car park design is functional and is designed to be demountable should demand for parking decrease. The appearance is lightweight which reduces the buildings visual presence in the streetscene and in surrounding views. With the exception of a very small section of the western stair cores and lighting columns, the structure would comply with the building heights parameter plan. The building is likely to only be significantly visible from the west and north of the site,

although views from the north would be much more limited once future plots adjacent to the A44 are developed under later phases. In all views the structure would sit against the backdrop of large employment buildings and the character of the site is undergoing transformation following the approval of the hybrid planning permission on the site. The scale and siting of the building is therefore considered appropriate, and the building when considered in the scope of the development permitted under the hybrid planning permission would not have an additional harmful impact in visual terms. The proposals are therefore considered to comply with Policies DH1 and DH2 of the Oxford Local Plan and Policy NG7 of the Northern Gateway Area Action Plan.

11.7. It is considered that the scale and siting of the building would not result in any additional harm to surrounding heritage assets. The public benefits of the development, when considered in the scope of the benefits delivered under the hybrid planning application as a whole would outweigh the less than substantial harm that would be caused to the setting and significance of surrounding heritage assets.

11.8. It is recommended that the Committee resolve to grant reserved matters permission for the development proposed subject to the conditions in section 12 of this report.

12. CONDITIONS

Approved Plans

1. The development referred to shall be constructed strictly in complete accordance with the specifications in the application and the submitted plans unless otherwise required by other conditions on this reserved matters approval.

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

Materials

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

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

Car Parking Strategy

3. A car park management and phasing plan shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of above ground works. The car parking strategy shall include the following details:

- Details of how and where parking will be allocated for individual plots/buildings.
- The number of parking spaces allocated for individual buildings/plots – the quantity of which shall be no greater than a ratio of 1 parking space per 62.5sqm of employment floorspace.
- A phasing and management strategy outlining measures to prevent overprovision of parking during early phases of the development and outlining when specific spaces/areas of the car park will be made available for use.
- Details of security measures and site management and maintenance.
- Details relating to how parking provision may be reduced over time in line with the objectives of the Framework Travel Plan and individual commercial travel plans for the individual plots on the site.
- Details outlining how elements of the structure would be removed, altered or adapted where parking is no longer required.

The development shall be carried out in full accordance with the approved car park management and phasing plan unless otherwise agreed in writing by the Local Planning Authority.

Reason: To ensure the phased delivery of car parking to serve the proposed development up to a maximum permitted level in the interests of highway safety and amenity and ensuring a modal shift to more sustainable modes of travel in accordance with Policies M1, M2 and M3 of the Oxford Local Plan and Policy NG6 of the Northern Gateway Area Action Plan. To ensure adequate measures are implemented for security to prevent opportunities for crime in accordance with Policy DH1 of the Oxford Local Plan.

EV Charging Infrastructure

4. Prior to the first occupation of the building, details of the Electric Vehicle charging infrastructure shall be submitted to and approved in writing by the Local Planning Authority. The details shall include the following provision:
 - Location of EV charging points;
 - The amount of electric car charging points shall cover at least 25% of the amount of the permitted parking spaces.

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

Reason - To contribute to improving local air quality in accordance with policy M4 of the Oxford Local Plan 2016-2036 and enable the provision of low emission vehicle infrastructure.

Landscaping

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

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

Tree Planting Pits

6. Details of tree pit designs for each of the public realm tree planting types specified in the approved landscaping plan and details for their future maintenance shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of landscaping works.

The Tree pit works shall be carried out in accordance with the approved Tree Pit design scheme prior to the first use of the car park hereby permitted unless otherwise agreed in writing by the Local Planning Authority and shall be maintained thereafter in accordance with the approved scheme

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

Drainage

7. Notwithstanding the details submitted with this planning application, the development shall not commence until a detailed surface water drainage scheme has been approved in writing by the Local Planning Authority. The scheme shall be in accordance with the submitted site-wide surface water drainage scheme and shall include:

- a.) Full microdrainage calculations for all events up to and including the 1 in 100 year plus climate change;

- b.) Detailed design drainage layout drawings of the sustainable drainage scheme proposals including cross section details;

- c.) A detailed maintenance management plan in accordance with Section 32 of CIRIA C753 including maintenance schedules for each drainage element. The development shall be carried out in full accordance with the approved surface water drainage strategy.

The approved drainage scheme shall be implemented prior to first use of the car park.

Reason: To prevent an increase in flood risk in accordance with policies RE3 and RE4 of the Oxford Local Plan 2036.

Biodiversity Net Gain

8. The ecological enhancements and biodiversity net gain provided by this phase of development shall be delivered in accordance with the details contained in the scheme submitted to and approved in writing by the Local Planning Authority and referred to in "Technical Note: Car Park 1 – response to the requirements of Condition 52 prepared by BSG Ecology". The Development shall be carried out in accordance with the approved Scheme and the measures listed in the report shall be provided in full prior to the first use of the building and shall be maintained and retained in accordance with the approved Scheme thereafter unless otherwise agreed in writing by the Local Planning Authority.

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

Energy and Sustainability Report

9. The development shall be carried out in accordance with the recommendations outlined in the submitted 'Approach to Sustainability Report – Revision 01 30 June 2023 prepared by Hoare Lea' reference REP-2324753-05-JT-20230630-ON.

Reason: To ensure the incorporation of sustainable design measures within the completed development in accordance with Policy RE1 of the Oxford Local Plan.

13. APPENDICES

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

14. HUMAN RIGHTS ACT 1998

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

15. SECTION 17 OF THE CRIME AND DISORDER ACT 1998

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

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